

SESS. II.—1891.
NEW ZEALAND.

POSTAL AND TELEGRAPHIC CONFERENCE, 1891.

(REPORT OF PROCEEDINGS OF THE CONFERENCE HELD IN SYDNEY, FEBRUARY AND MARCH, 1891.)

Presented to both Houses of the General Assembly by Command of His Excellency.

REPORT OF THE DELEGATES.

THE colonies were all represented at the Conference.

The Conference sat on the 26th and 27th February, and on the 2nd, 4th, 6th, 7th, 9th, and 10th March.

The following were the principal resolutions carried, viz. :—

Relating to Postal Service.

1. That the Colonies of Australasia should accept the invitation to be present at the Postal Congress at Vienna.
2. That the Governments of the various Australasian Colonies take steps to have their respective colonies adequately represented at the Postal Congress to be held at Vienna in May next.
3. That the representatives of Australasia be instructed to advocate the admission of Australasia into the Postal Union, on condition that Australasia receives adequate representation, and that the maritime transit rates be not lowered without the consent of the countries maintaining the sea-services.
4. That, seeing the advantages to be derived by the United States from a mail-service to Australasia, the United States Government be urged to substantially subsidise any main line between San Francisco, New Zealand, and Australia.
5. That the system of dealing with letters relating to racing-sweeps and betting-transactions should be uniform throughout Australasia. The President objecting.
6. The draft of an Australasian Postal Convention, as submitted by heads of departments, was considered in detail, and after some alterations was adopted.

Telegraph Service.

1. That intercolonial Press telegrams relating to the proceedings of the Australian National Convention now sitting be reduced by one-half.
2. That the report of heads of departments as to telegraph rates and regulations be received, and that the Conference recommends to the various Governments the adoption, as far as practicable, of the rates and regulations recommended therein. Queensland objecting.

Draft Agreement with the Eastern Extension Telegraph Company.

3. The Conference, after fully considering the amendments made in the said draft agreement and the telegram from Sir John Pender, the chairman of the company, approve of the draft agreement, subject to certain alterations, and with the condition that the said company will not, during the continuance of the agreement, directly or indirectly, in any manner howsoever, alter the rates set forth in the third schedule to such agreement without the consent in writing of the contracting colonies.
4. That an agreement be entered into between the Colonies of New South Wales, Victoria, South Australia, Western Australia, and Tasmania—(1) In regard to their joint contribution to the Eastern Extension Company for the reduction of cable rates to Europe on the terms approved between the colonies and the company; (2) in regard to the joint contribution of the said colonies to the payment of the cable subsidies to the Eastern Extension Company, including the Tasmanian cable subsidy; and (3) in regard to the joint contributions of the said colonies to the guarantee

against loss by South Australia by reduction of rates through that territory, and that the Government of South Australia be requested to act for the other contracting colonies in concluding the agreement with the Eastern Extension Company, and in collecting and paying the joint subsidies and contributions to the said company.

Other matters were considered and withdrawn, and for such see Minutes of Proceedings.

Appended to this report will be found—(1) Minutes of Proceedings; (2) report of heads of departments; (3) draft of Australasian Postal Convention as adopted, and uniform telegraph regulations; (4) papers laid before the Conference; (5) Press reports of the principal proceedings.

Signed on behalf of New South Wales, DANIEL O'CONNOR.

Signed on behalf of Victoria, JOHN GAVAN DUFFY.

Signed on behalf of South Australia, J. C. BRAY.

Signed on behalf of Queensland, TH. UNMACK.

Signed on behalf of Tasmania, B. STAFFORD BIRD.

Signed on behalf of New Zealand, J. G. WARD.

Signed on behalf of Western Australia, JOHN FORREST.

10th March, 1891.

MINUTES OF THE PROCEEDINGS.

EXECUTIVE COUNCIL CHAMBER, SYDNEY, 26th FEBRUARY, 1891.

THE Conference met at 10.30 a.m., when the under-mentioned gentlemen, representing the colonies herein named, were present, viz.: New South Wales—The Hon. Daniel O'Connor, M.P., Postmaster-General; S. H. Lambton, Esq., Secretary to the Post Office Department; E. C. Cracknell, Esq., Superintendent of Telegraphs. Victoria—The Hon. John Gavan Duffy, M.P., Postmaster-General; James Smibert, Esq., Deputy Postmaster-General. Queensland—The Hon. Theodore Unmack, M.P., Postmaster-General; John McDonnell, Esq., Under-Secretary to the Post and Telegraph Department. Tasmania—The Hon. B. Stafford Bird, M.P., Treasurer and Postmaster-General; Robert Henry, Esq., Superintendent of Telegraphs.

The Hon. John Gavan Duffy proposed, and the Hon. B. Stafford Bird seconded, the appointment of the Hon. Daniel O'Connor as President, which was unanimously agreed to.

Mr. Alex. Campbell Budge was appointed Secretary, upon the nomination of the Hon. John Gavan Duffy, seconded by the Hon. Theodore Unmack.

The Conference then proceeded to consider the question of admitting the Press to the sittings, when it was unanimously resolved that such permission should be granted.

The Hon. John Gavan Duffy, the Hon. B. Stafford Bird, and the Hon. Theodore Unmack laid their Commissions on the table.

The Hon. B. Stafford Bird then drew the attention of the Conference to the decease of the Hon. David Bews, Minister of Education, South Australia, who was appointed to represent that colony at the Conference, and, after expressing his deepest sympathy, proposed the following resolution, which was seconded by the Hon. John Gavan Duffy, and adopted: "That this Conference has heard with deep regret of the sudden and untimely death of the Hon. D. Bews, and expresses its deep sympathy with Mrs. Bews, and with the Government and people of South Australia, in their bereavement; and that the President of the Conference be requested to convey a message of sympathy to Mrs. Bews and to the Premier of South Australia."

The Conference, having in view the fact that several of the representatives had not yet arrived, adjourned until to-morrow at 2.30 o'clock.

EXECUTIVE COUNCIL CHAMBER, SYDNEY, 27th FEBRUARY, 1891.

Present: New South Wales—The Hon. Daniel O'Connor, M.P., Postmaster-General (President); S. H. Lambton, Esq., Secretary to the Post Office Department; E. C. Cracknell, Esq., Superintendent of Telegraphs. Victoria—The Hon. John Gavan Duffy, M.P., Postmaster-General; James Smibert, Esq., Deputy Postmaster-General. South Australia—The Hon. Sir John Bray, K.C.M.G.; Chief Secretary; Charles Todd, Esq., C.M.G., M.A., F.R.S., Postmaster-General. Queensland—The Hon. Theodore Unmack, M.P., Postmaster-General; John McDonnell, Esq., Under-Secretary to the Post and Telegraph Department. Tasmania—The Hon. B. Stafford Bird, M.P., Treasurer and Postmaster-General; Robert Henry, Esq., Superintendent of Telegraphs. New Zealand—The Hon. J. G. Ward, M.P., Postmaster-General; William Gray, Esq., Secretary to the Post Office and Telegraphs. Western Australia—The Hon. Sir John Bray, K.C.M.G., acting representative.

The Conference having assembled at 2.30 p.m., the minutes of the proceedings of yesterday were read and confirmed.

The Hon. Sir John Bray explained the cause of his absence from the first meeting, and expressed on behalf of the Government of South Australia his high appreciation of the resolution passed by the Conference respecting the decease of his colleague, the Hon. D. Bews. He also congratulated the President upon his appointment, and intimated that he had received a telegram from the Hon. John Forrest, Premier of Western Australia, asking him to represent that colony at the Conference until his arrival.

The Hon. J. G. Ward also congratulated the President, and, on behalf of New Zealand, expressed sympathy with South Australia in the loss of Mr. Bews.

The Hon. the President then laid upon the table a Commission authorising him to represent the Colony of New South Wales at the Conference, also a telegram from the Premier of New Zealand authorising the Hon. J. G. Ward to represent that colony.

The President proceeded to address the Conference generally on the business to be brought

forward, especially with reference to the proceedings at the Adelaide Conference in May, 1890, and submitted a list of subjects for consideration, which was ordered to be printed.

The Hon. J. Gavan Duffy also submitted a list of subjects which he considered worthy of consideration, which was ordered to be printed.

The Hon. J. G. Duffy then moved the following resolutions, which, after debate, were unanimously adopted, viz.: "(1.) That, in the opinion of this Conference, the colonies of Australasia should accept the invitation to be present at the Postal Conference at Vienna. (2.) That the Representatives of Australasia be instructed to advocate the admission of Australasia into the Postal Union, on condition that Australasia receives adequate representation, and that the maritime transit rates be not lowered without the consent of the countries maintaining the sea-services."

The Hon. Sir John Bray laid upon the table certain papers and schedules, which were ordered to be printed.

The Hon. Theodore Unmack also laid upon the table a paper bearing upon the subject of entering the Postal Union, which was ordered to be printed.

The Hon. J. Gavan Duffy gave notices of motion, as follows: (1.) That this Conference take into consideration the question of appointing representatives to the Postal Congress at Vienna. (2.) That, in the opinion of this Conference, the time has arrived when a uniform rate of postage for letters of 1d. for $\frac{1}{2}$ -oz. should be adopted through the whole of Australasia.

The Hon. B. Stafford Bird then moved, and the Hon. Theodore Unmack seconded, the following resolution, which was unanimously agreed to, viz.: "That the permanent heads of the Post and Telegraph Departments be requested to draw up reports and make recommendations in regard to items Nos. 5, 6, 7, 8, 9, and 10 of Mr. O'Connor's programme, and 4, 7, and 9 of Mr. Duffy's."

The Hon. Sir John Bray proposed the following motion: That it is desirable to enter into an agreement with the Eastern Telegraph Company on the basis of the draft agreement laid on the table; when, after discussion, the Hon. J. Gavan Duffy moved the adjournment of the debate. Carried.

On the motion of the Hon. B. Stafford Bird, seconded by the Hon. Sir John Bray, the Conference adjourned at 5 o'clock p.m. until to-morrow at 10 o'clock.

EXECUTIVE COUNCIL CHAMBER, SYDNEY, 28TH FEBRUARY, 1891.

Present: New South Wales—The Hon. Daniel O'Connor, M.P., Postmaster-General (President); S. H. Lambton, Esq., Secretary to the Post Office Department; E. C. Cracknell, Esq., Superintendent of Telegraphs. Victoria—The Hon. John Gavan Duffy, Postmaster-General; James Smibert, Esq., Deputy Postmaster-General. South Australia—The Hon. Sir John Bray, K.C.M.G., Chief Secretary; Charles Todd, Esq., C.M.G., M.A., F.R.S., Postmaster-General. Queensland—The Hon. Theodore Unmack, M.P., Postmaster-General; John McDonnell, Esq., Under Secretary to the Post and Telegraph Department. Tasmania: The Hon. B. Stafford Bird, M.P., Colonial Treasurer and Postmaster-General; Robert Henry, Esq., Superintendent of Telegraphs. New Zealand—The Hon. J. G. Ward, M.P., Postmaster-General; William Gray, Esq., Secretary to the Post Office and Telegraphs. Western Australia—The Hon. Sir John Bray, K.C.M.G., acting representative.

The Conference having assembled at 10 o'clock, the debate upon Sir John Bray's motion, on the subject of the desirability of entering into an agreement with the Eastern Extension Company on the basis of the draft agreement laid upon the table, was resumed, and, after discussion, in which the Hon. Sir John Bray, the Hon. John Gavan Duffy, the Hon. B. Stafford Bird, and the Hon. Theodore Unmack took part, the further consideration of the subject was, upon the motion of Mr. Unmack, adjourned until the next meeting.

The Hon. Theodore Unmack laid before the Conference a paper prepared by the Postmaster-General of Queensland in reference to that colony joining in the subsidy to the Eastern Extension and China Telegraph Company, which was ordered to be printed.

On the motion of the Hon. Sir John Bray, seconded by the Hon. John Gavan Duffy, the Conference adjourned until Monday next, the 2nd proximo, at 2.30 o'clock.

EXECUTIVE COUNCIL CHAMBER, SYDNEY, 2ND MARCH, 1891.

Present: New South Wales—The Hon. Daniel O'Connor, M.P., Postmaster-General (President); S. H. Lambton, Esq., Secretary to the Post Office Department; E. C. Cracknell, Esq., Superintendent of Telegraphs. Victoria—The Hon. John Gavan Duffy, M.P., Postmaster-General; James Smibert, Esq., Deputy Postmaster-General. South Australia—The Hon. Sir John Bray, K.C.M.G., Chief Secretary; Charles Todd, Esq., C.M.G., M.A., F.R.S., Postmaster-General. Queensland—The Hon. Theodore Unmack, M.P., Postmaster-General; John McDonnell, Esq., Under-Secretary to the Post and Telegraph Department. Tasmania—The Hon. B. Stafford Bird, M.P., Treasurer and Postmaster-General; Robert Henry, Esq., Superintendent of Telegraphs. New Zealand—The Hon. J. G. Ward, M.P., Postmaster-General; William Gray, Esq., Secretary to the Post Office and Telegraphs. Western Australia—The Hon. Sir John Bray, K.C.M.G., acting representative.

The Conference having assembled at 2.30 o'clock, the minutes of the proceedings on the 27th and 28th ultimo were read and confirmed.

The Hon. Sir John Bray, with the permission of the Hon. Theodore Unmack (who had moved the adjournment of the debate on Saturday last), moved, That the rates for Press telegrams relating to the proceedings of the Australian National Convention be reduced to all of the colonies by one-half.

The Hon. Sir John Gavan Duffy seconded the motion, which was unanimously agreed to.

The Hon. Theodore Unmack resumed the debate upon Sir John Bray's motion, on the subject of entering into an agreement with the Eastern Extension Company.

The Hon. J. G. Ward and the Hon. the President also addressed the Conference, when, upon the motion of the Hon. B. Stafford Bird, the debate was adjourned until Wednesday next.

The Hon. John Gavan Duffy then moved, and the Hon. J. G. Ward seconded the motion, That the Conference adjourn until Wednesday, at 11 o'clock. Carried.

EXECUTIVE COUNCIL CHAMBER, SYDNEY, 4TH MARCH, 1891.

Present: New South Wales—The Hon. Daniel O'Connor, M.P., Postmaster-General (President); S. H. Lambton, Esq., Secretary to the Post Office Department; E. C. Cracknell, Esq., Superintendent of Telegraphs. Victoria—The Hon. John Gavan Duffy, M.P., Postmaster-General; James Smibert, Esq., Deputy Postmaster-General. South Australia—The Hon. Sir John Bray, K.C.M.G., Chief Secretary; Charles Todd, Esq., C.M.G., M.A., F.R.S., Postmaster-General. Queensland—The Hon. Theodore Unmack, M.P., Postmaster-General; John McDonnell, Esq., Under-Secretary to the Post and Telegraph Department. Tasmania—The Hon. B. Stafford Bird, M.P., Treasurer and Postmaster-General; Robert Henry, Esq., Superintendent of Telegraphs. New Zealand—The Hon. J. G. Ward, M.P., Postmaster-General; William Gray, Esq., Secretary to the Post Office and Telegraphs. Western Australia—The Hon. Sir John Bray, K.C.M.G., acting representative.

The Conference having assembled at 11 o'clock, the minutes of the proceedings of the 2nd instant were read and confirmed.

The Hon. John Gavan Duffy gave the following notice of motion for next meeting: That it is advisable that the system of dealing with letters relating to racing-sweeps and betting-transactions should be uniform throughout Australasia.

The Hon. J. G. Ward then proposed the adjournment of the Conference until Friday, at 10 o'clock, in order that the heads of departments might bring up reports on several matters affecting postal and telegraphic business referred to them on the 27th ultimo. Carried unanimously.

EXECUTIVE COUNCIL CHAMBER, SYDNEY, 6TH MARCH, 1891.

Present: New South Wales—The Hon. Daniel O'Connor, M.P. Postmaster-General (President); S. H. Lambton, Esq., Secretary to the Post Office Department; E. C. Cracknell, Esq., Superintendent of Telegraphs. Victoria—The Hon. John Gavan Duffy, M.P., Postmaster-General; James Smibert, Esq., Deputy Postmaster-General. South Australia—The Hon. Sir John Bray, K.C.M.G., Chief Secretary; Charles Todd, Esq., C.M.G., M.A., F.R.S., Postmaster-General. Queensland—The Hon. Theodore Unmack, M.P., Postmaster-General; John McDonnell, Esq., Under-Secretary to the Post and Telegraph Department. Tasmania—The Hon. B. Stafford Bird, M.P., Treasurer and Postmaster-General; Robert Henry, Esq., Superintendent of Telegraphs. New Zealand—The Hon. J. G. Ward, M.P., Postmaster-General; William Gray, Esq., Secretary to the Post Office and Telegraphs. Western Australia—The Hon. Sir John Bray, K.C.M.G., acting representative.

The Conference having assembled at 10 o'clock, the minutes of the proceedings on the 4th instant were read and confirmed.

The debate upon the subject of entering into an agreement with the Eastern Extension Telegraph Company was resumed, and, after full discussion, in which all the representatives took part, the Hon. Sir John Bray, with the permission of the Conference, withdrew his motion, in favour of a motion proposed by the Hon. John Gavan Duffy, to refer the draft agreement to a committee consisting of the representatives of New South Wales, Victoria, South Australia, and Tasmania, who agree to become parties to the contract.

The Hon. B. Stafford Bird then read a telegram from the Premier of Tasmania on the subject of a representation made by Mr. Audley Coote, relating to the telegraph cables, which was ordered to be printed.

Mr. Lambton laid before the Conference progress reports of heads of departments on various subjects referred to them, which was ordered to be printed.

The Hon. John Gavan Duffy moved, That the reports be taken into consideration at the next meeting.

With the permission of the Conference, the Hon. John Gavan Duffy postponed the consideration of the motion of which he had given notice on the subject of appointing representatives to the Vienna Congress.

The Hon. John Gavan Duffy then moved, That, in the opinion of the Conference, the time has arrived when a uniform rate of postage for letters of 1d. per $\frac{1}{2}$ oz. should be adopted through the whole of Australasia." And after discussion, in which all the representatives took part, he withdrew the motion.

The Hon. John Gavan Duffy laid before the Conference a report upon the probable result to the Australasian Colonies of the adoption of a universal rate of 1d. per $\frac{1}{2}$ oz. for inland and intercolonial postage, which was ordered to be printed.

The Hon. John Gavan Duffy then proposed the motion of which he had given notice, as follows: "That it is advisable that the system of dealing with letters relating to racing-sweeps and betting-transactions should be uniform throughout Australasia," which was carried, the President dissenting.

The Conference then went into Committee on the subject of the draft agreement with the Eastern Extension Telegraph Company, when the same having been considered and altered in certain particulars was adopted.

The Conference having resumed, the Hon. John Gavan Duffy laid before the Conference a memorandum of agreement between the colonies contributing to the guarantee to the Eastern Extension Telegraph Company, which was ordered to be printed.

The report and recommendations of the heads of departments was then brought up, and the further consideration thereof postponed until next meeting.

The Conference adjourned until to-morrow at 10 o'clock.

EXECUTIVE COUNCIL CHAMBER, SYDNEY, 7TH MARCH, 1891.

Present: New South Wales—The Hon. Daniel O'Connor, M.P., Postmaster-General (President); S. H. Lambton, Esq., Secretary to the Post Office Department; E. C. Cracknell, Esq., Superintendent of Telegraphs. Victoria—The Hon. John Gavan Duffy, M.P., Postmaster-General; James Smibert, Esq., Deputy Postmaster-General. South Australia—The Hon. Sir John Bray, K.C.M.G., Chief Secretary; Charles Todd, Esq., C.M.G., M.A., F.R.S., Postmaster-General. Queensland—The Hon. Theodore Unmack, M.P., Postmaster-General; John McDonnell, Esq., Under-Secretary to the Post and Telegraph Department. Tasmania—The Hon. B. Stafford Bird, M.P., Treasurer and Postmaster-General; Robert Henry, Esq., Superintendent of Telegraphs. New Zealand—The Hon. J. G. Ward, M.P., Postmaster-General; William Gray, Esq., Secretary to the Post Office. Western Australia—The Hon. Sir John Bray, K.C.M.G., acting representative.

The Conference having assembled at 10 o'clock, proceeded to further consider the report furnished by the heads of departments on the subject of uniform telegraph regulations, and the clauses having been taken *seriatim* were amended in certain particulars and adopted.

The Conference then took into consideration the subject of intercolonial telegraph rates, as recommended by the heads of departments, when the Hon. B. Stafford Bird proposed the following resolution, which was carried, the Hon. Theodore Unmack dissenting: "That the report of the heads of departments as to telegraph rates and regulations be received, and that this Conference recommends to the various Governments the adoption, as far as practicable, of the rates and regulations recommended therein."

The reports of heads of departments on various subjects [see Appendix] was further considered and concurred in.

The Hon. J. G. Ward then moved the following resolution, which was agreed to, viz.: "That, in the opinion of this Conference, seeing the advantages to be derived by the United States for a mail-service to Australasia, the United States Government be urged to substantially subsidise any mail line between San Francisco, New Zealand, and Australia."

The Conference then considered the draft of the Australasian Postal Convention, which was amended, and adopted.

The Conference adjourned at 11.30 o'clock until Monday at 10 o'clock.

EXECUTIVE COUNCIL CHAMBER, SYDNEY, 9TH MARCH, 1891.

Present: New South Wales—The Hon. Daniel O'Connor, M.P., Postmaster-General (President); S. H. Lambton, Esq., Secretary to the Post Office Department; E. C. Cracknell, Esq., Superintendent of Telegraphs. Victoria—The Hon. John Gavan Duffy, M.P., Postmaster-General; James Smibert, Esq., Deputy Postmaster-General. South Australia—The Hon. Sir John Bray, K.C.M.G., Chief Secretary; Charles Todd, Esq., C.M.G., M.A., F.R.S., Postmaster-General. Queensland—The Hon. Theodore Unmack, M.P., Postmaster-General; John McDonnell, Esq., Under-Secretary to the Post and Telegraph Department. Tasmania—The Hon. B. Stafford Bird, M.P., Treasurer and Postmaster-General; Robert Henry, Esq., Superintendent of Telegraphs. New Zealand—The Hon. J. G. Ward, M.P., Postmaster-General; William Gray, Esq., Secretary to the Post Office and Telegraphs. Western Australia—The Hon. John Forrest, C.M.G., M.L.A., Premier and Treasurer.

The Conference having assembled at 10.30 o'clock, the minutes of the proceedings on the 6th and 7th instant were read and confirmed.

A communication was then read from Mr. W. Warren, manager in Australasia of the Eastern Extension Australasia and China Telegraph Company, forwarding a telegram from the chairman of the company (Sir John Pender) on the subject of certain alterations in the draft agreement proposed to be entered into with the said company.

Upon the motion of the Hon. John Gavan Duffy, the Conference resolved itself into a committee to consider the said telegram, and after conferring with Mr. Warren the Conference resumed, and accepted the proposals of the company, with amendments.

The Hon. John Gavan Duffy then moved, and the Hon. B. Stafford Bird seconded the motion, "That the Conference insert a new clause 10, but are willing to meet the company in any practicable modification thereof that will effect the object of preventing the rates to dissenting colonies being altered without consent of contributing colonies." Carried.

The Hon. John Gavan Duffy then moved the motion of which notice was given on the 27th instant, viz.: "That the Conference take into consideration the question of appointing representatives to the Postal Congress, Vienna." And, after explaining his intention, asked leave to withdraw the motion, and substitute the following motion, which was seconded by the Hon. B. Stafford Bird, and unanimously carried, viz.: "That this Conference recommends that the Governments of the various Australasian Colonies take steps to have their respective colonies adequately represented at the Postal Congress to be held at Vienna in May next."

The Hon. John Gavan Duffy laid before the Conference a communication from Mr. S. V. Winter, of the *Herald* Office, Melbourne, on the subject of the reduction of Press telegraphic rates from New South Wales to Victoria. Ordered to be printed.

The Hon. John Gavan Duffy also referred to the necessity for accelerated speed in the mail-service between South Australia and Victoria.

The President promised to inquire into the matter.

The President also laid before the Conference a letter from Mr. Warren, *re* Press rates on the New Zealand and Tasmanian cables in reference to the Federal Convention. Ordered to be printed.

The Hon. J. G. Ward moved, and the Hon. Theodore Unmack seconded, the following motion: "That this Conference approves of the negotiations that are now understood to be under consideration of the Pacific Railway Company for undertaking a Canadian Australian mail-service," and after debate, Mr. Ward withdrew the motion.

The President read a telegram from the Agent-General on the subject of the proposed Canadian mail-service, which was ordered to be printed.

The Hon. John Gavan Duffy then submitted a proposed agreement by the contracting parties with the Eastern Extension Telegraph Company, with a view to future correspondence as to the time, place, and mode of payment of subsidy; whereupon

The Hon. B. Stafford Bird moved, and the Hon. John Gavan Duffy seconded, the following resolutions, which were unanimously carried: "That an agreement be entered into between the Colonies of New South Wales, Victoria, South Australia, Western Australia, and Tasmania—(1) In regard to their joint contribution to the Eastern Extension Company for the reduction of cable rates to Europe, on the terms approved between the colonies and the company; (2) in regard to the joint contribution of the said colonies to the payment of the cable subsidies to the Eastern Extension Company, including the Tasmanian cable subsidy; and (3) in regard to the joint contribution of the said colonies to the guarantee against loss by South Australia by reduction of rates through that territory; and (4) that the Government of South Australia be requested to act for the other contracting colonies in concluding the agreement with the Eastern Extension Company, and in collecting and paying the joint subsidies and contributions to the same company."

EXECUTIVE COUNCIL CHAMBER, SYDNEY, 10TH MARCH, 1891.

Present: New South Wales—The Hon. Daniel O'Connor, M.P., Postmaster-General (President); S. H. Lambton, Esq., Secretary to the Post Office Department; E. C. Cracknell, Esq., Superintendent of Telegraphs. Victoria—The Hon. John Gavan Duffy, M.P., Postmaster-General; James Smibert, Esq., Deputy Postmaster-General. South Australia—The Hon. Sir John Bray, K.C.M.G., Chief Secretary; Charles Todd, Esq., C.M.G., M.A., F.R.S., Postmaster-General. Tasmania—The Hon. B. Stafford Bird, M.P., Treasurer and Postmaster-General; Robert Henry, Esq., Superintendent of Telegraphs. New Zealand—The Hon. J. G. Ward, M.P., Postmaster-General; William Gray, Esq., Secretary to the Post Office and Telegraphs. Western Australia—The Hon. John Forrest, C.M.G., M.L.A., Premier and Treasurer.

The Conference having assembled at 10 o'clock, the minutes of the proceedings on the 9th instant were read and confirmed.

A communication was read from Mr. W. Warren, manager of the Eastern Extension Telegraph Company, forwarding a telegram from the chairman of the said company (Sir John Pender) on the subject of finding a better route for the Darwin cable, which was ordered to be printed.

Sir John Bray informed the Conference that the Indian Post Office had intimated, in a letter to the Postmaster-General of South Australia, that they were unable at present to begin to exchange post cards with the Australasian Colonies, as desired by the Adelaide Conference, nor were they able to reduce the rates of postage on letters to 2½d., on account of the high sea transit rates, at present charged by the British Post Office.

The Hon. Sir John Gavan Duffy then laid before the Conference a memorandum on the subject, reduction of Press telegrams, which was ordered to be printed.

The Secretary laid before the Conference the report of the proceedings, which, upon the motion of the Hon. John Gavan Duffy, seconded by the Hon. B. Stafford Bird, was adopted.

The business being concluded, the Hon. Sir John Bray moved a cordial vote of thanks to the President for the ability with which he discharged the duties of his position, and for the kindness and hospitality he had shown to the delegates.

The Hon. B. Stafford Bird seconded the motion, and joined in hoping that in future Conferences they would again have the pleasure of the presence of Mr. O'Connor, who had proved so able a President.

The motion was carried unanimously. (See Press reports.)

The Hon. J. G. Ward then moved, That the thanks of the Conference were due to the Secretary (Mr. A. C. Budge) and to the heads of the departments for the zeal and ability they had displayed in the performance of their functions. Seconded by the Hon. John Gavan Duffy, and carried unanimously.

The Conference then adjourned *sine die*.

REPORT AND RECOMMENDATIONS BY PERMANENT HEADS OF DEPARTMENTS.

In pursuance of the instructions of the honourable the delegates assembled in Conference, we have carefully considered the questions remitted to us. Finding that several of the matters, as well as Question No. 7 of the Hon. Mr. Duffy's programme, referring to intercolonial postal regulations, were embraced in the Australasian Convention, our draft of which was recommended at the Adelaide Conference for adoption by the various Governments, we have taken the opportunity of very carefully revising such draft. We have now the honour to submit the following report and recommendations:—

Advertising on the Back of Telegraphic Envelopes.

Having considered this proposal carefully, we are unable to recommend that it be entertained.

Insurance of Parcels.

The London Post Office has invited attention to a system of insurance introduced between the United Kingdom and India in 1869, and stated that the system has worked well—that the amount of insurance-fees received in London on parcels despatched was estimated at upwards of £58 during the first six months, whilst no compensation had up to that time been paid.

We recommend that the proposal of the London Post Office to give compensation for parcels which are lost in transit on payment of an insurance-fee of 6d. for the first £5 and 6d. for every additional £5 be agreed to, and that the London rates be charged; but that the limit inland and intercolonially be £20; £52 to be the limit as regards parcels exchanged with Great Britain and foreign countries. A clause providing for this has been inserted in the revised draft convention,

Question of allowing Senders of Books, &c., to write their Names and Addresses on Same.

We recommend that this be allowed, and submit in the draft convention a regulation providing for the same.

Proposal for Steps to be taken to prevent the Repeated Delivery of English Mails in Sydney on Saturday Afternoons.

We have given this question very attentive consideration. The delivery of the English mails in Sydney not later than Saturday morning, which appears to be what is desired, could only be effected by employing special trains from Melbourne, where they arrive at 8.55 a.m., to Sydney, at a cost of about £200. But we consider that the advantage of the few hours earlier delivery in Sydney would not warrant the large expenditure involved, although this is a matter which more particularly concerns the Sydney office, and we can suggest no other way by which the overland transit of these mails between Adelaide and Sydney could be expedited.

The mails are not due in Sydney until Monday morning, but they do arrive in nine cases out of ten before that day; sometimes as early as Tuesday; in other cases, on Wednesday; in others, on Thursday or Friday. It sometimes happens that they arrive in Sydney on Saturday by the express train, which is no doubt an inconvenience to the Sydney public, as in such cases the delivery can only be effected after the close of business-hours. But, as before stated, we are of opinion that this cannot be obviated in any other way than by the employment of special trains, at the cost already mentioned, which, it is estimated, would be required about twelve times a year.

Proposed Reduction of Rate of Commission on Intercolonial Money-orders.

We consider that the system under which a fee of 1s. is charged for intercolonial money-orders for any amount up to £5 is not only inequitable, but to some extent prohibitory in regard to the use of the money-order system, and we therefore recommend that the initial intercolonial rate be 6d., and that the following be the scale: For a money-order not exceeding £2, 6d.; not exceeding £5, 1s.; not exceeding £7, 1s. 6d.; not exceeding £10, 2s.; not exceeding £12, 2s. 6d.; not exceeding £15, 3s.; not exceeding £17, 3s. 6d.; not exceeding £20, 4s.

Provision has been made for this reduction in the revised draft convention.

German Proposals.

The German proposals considered at the Departmental Conferences held in Melbourne in January, 1889, and in Sydney in March, 1890, have, with some modifications made at the instance of Great Britain and Germany, been agreed to by the Postal Departments of all the Australasian Colonies except Fiji (which has not yet replied), and we therefore recommend their early adoption.

International Postal Regulations, including Late-letter Fees, Newspaper Regulations and Postage, Parcels Post-weight of Packets.

We submit as Appendix A the draft of the Australasian Postal Convention, recommended for adoption by the Adelaide Conference, which, as already stated, we have carefully and thoroughly revised, and which deals with the various matters referred to under this heading.

Intercolonial Telegraph Regulations, including Money-order Telegrams and Reply-paid Messages.

We submit as Appendix B a code of uniform telegraph regulations, being those drafted at the Adelaide Conference in May last, and now carefully revised and modified.

As regards telegraphic money-orders, our experience is that the system is attended with very great risk, owing to the facilities it offers for fraud. In view, however, of the convenience afforded, we are unwilling to recommend its discontinuance, but strongly advise that it be made an instruction to paying officers in all cases to obtain the receipt of the payee on the telegram—of course, retaining the document—and, where possible, procure identification of the payee, as is done in the case of bank drafts.

Intercolonial Telegraph Rates.

It is recommended—

(1.) That, with the exception of Western Australia and New Zealand, the rates between any two contiguous colonies shall be 1s. for fifteen words and 1½d. for each additional word, names and addresses to be paid for. Between any three colonies the minimum charge to be 1s. 6d. for fifteen words and 2d. for each additional word. Similar rates to apply to telegrams to and from Tasmania, *plus* cable rates—Tasmania being treated as a colony contiguous to Victoria. Telegrams to and from Western Australia to be dealt with as follows: Between South Australia and Western Australia, 1s. 6d. for the first fifteen words, including names and addresses, and 2d. for every additional word; between New South Wales, Victoria, and Western Australia, 2s. for the first fifteen words, including names and addresses, and 3d. for every additional word; between Queensland and Western Australia, 2s. 6d. for the first fifteen words, including names and addresses, and 4d. for every additional word.

(2.) That, with regard to local rates in each colony (with the exception of New Zealand), the system of including names and addresses in the charge should be adopted simultaneously with the adoption of the intercolonial rates as recommended.

(3.) That the system of weekly payments for telegrams by the public is undesirable, and should be refused.

Proposed Comparison of Amending Post Office Bills.

On comparing the postal Acts of the several colonies, as far as the limited time at our disposal would permit, we find that the existing legislation of all the colonies would allow of the adoption of the Australasian Convention, except in regard to the following subjects: Parcel post; trans-

mission of unpaid correspondence; definition of newspapers, as proposed in Article 10; extension of money-order limit; postal-note system; insurance of parcels.

In the case of several of the colonies the existing laws would permit of some of the above measures being adopted under what is termed "the mutual agreement clause of the postal Acts"—that is, by reciprocal arrangements with other colonies, but preclude their adoption within their own territory. It is, however, considered that it would be impolitic and inexpedient to extend measures of reform to persons corresponding with other colonies, which would be denied to the same persons if corresponding with people in their own colony—for instance, it would not be proper to permit of a letter being sent wholly unpaid from Sydney to Wodonga, whilst one to Albury would require prepayment.

Articles of Value passing through the Post.—Consideration of London Letter.

As it appears from the London letter of 22nd May, 1889 (Appendix C), that there is no objection to certain exceptional arrangements under which gold and silver bullion, precious stones, jewellery, and other precious articles may be sent to certain foreign countries and British colonies comprised in the Postal Union being extended to the Australasian Colonies, we recommend that such extension be arranged for in all cases where practicable. Provision has been made accordingly in the draft convention.

Discontinuance of Special Train through France and Italy.

Having carefully considered the London letter of the 13th June last (Appendix D) in reply to resolution No. 1, Part A, of the Adelaide Conference, that the accelerated train-service by which the homeward Australian mails are carried from Brindisi to Calais be discontinued, we recommend that this proposal be withdrawn for the present. We consider, however, that, when arrangements are being made for a fresh contract, it would be most desirable that the Australian mail-service be made a separate and distinct one, as was originally intended.

Charges to Non-contracting Colonies for Use of the San Francisco Mail-service.

We suggest that a recommendation be made to the Government of New Zealand that, in connection with any future mail-contracts *viâ* San Francisco, the charges be reduced to 12s. per pound for letters and post cards sent by such route, on the understanding that New Zealand be charged the same rates for the conveyance of her mails by the Federal mail-service *viâ* Suez.

Universal Hour Zone Time.

Mr. Todd having explained the nature of Mr. Sandford Fleming's system, as set forth in the memorandum enclosed in the circular despatch from the Colonial Office dated 21st November, 1890 (Appendix E), we suggest the desirableness of adopting one uniform standard time throughout South Australia, Victoria, New South Wales, and Queensland (those colonies being connected by railway), and also through Tasmania, and with that view we advise that the question be remitted to the heads of the Railway and Telegraph Departments and the astronomers of those colonies for consideration.

In submitting this report we venture very respectfully to suggest that, in those colonies where fresh legislation is needed in order to enable the Australasian Convention to be adopted, such legislation be procured as early as practicable. Our experience enables us to state that the adoption of the Convention will be of very great public advantage, providing as it does for uniformity of action in all the colonies with regard to the rates of postage, general regulations, and treatment of correspondence exchanged between the colonies—the establishment of parcel-post, the postal-note system, more liberal packet regulations, transmission of wholly-unpaid letters, and other reforms. It is true that the Convention provides for a halfpenny postage on newspapers exchanged between the colonies, but it has for long been a matter of serious complaint by those colonies in which a postage is charged on their own newspapers that they have to deliver those received from other colonies on which no postage has been paid; and it will be borne in mind that it is quite open to the Administrations of those colonies to decline to exchange mail-matter except on equal terms of reciprocity—this being the rule which operates in the Universal Postal Union, into which it is proposed that the Australasian Colonies shall at length enter.

In conclusion, we take the liberty of suggesting, with reference to the resolution passed at Adelaide providing for an annual departmental conference, that, the permanent heads having on the present occasion had the opportunity of conferring, a further conference this year will be unnecessary, and that the next might take place at Hobart during 1892, to be convened by the Tasmanian office. During the interim, probably, the needful legislation will have been obtained to admit of the Australasian Convention being carried into effect.

In connection with this report it may be desirable to mention that, although a general decision has been arrived at in the matters discussed, there are a few points on which some of the individual heads are at variance, and which therefore require further consideration.

S. H. LAMBTON, Secretary, Post Office,
E. C. CRACKNELL, Superintendent, Telegraphs, } New South Wales.

JAMES SMIBERT, Deputy Postmaster-General, Victoria.

CHARLES TODD, Postmaster-General, South Australia.

*JOHN McDONNELL, Under-Secretary, Post and Telegraph Department,
Queensland.

†W. GRAY, Secretary, Post Office and Telegraphs, New Zealand.

ROBERT HENRY, Superintendent, Telegraphs, Tasmania (also acting for
Secretary of Post Office).

Sydney, 7th March, 1891.

* Excepting the paragraphs relating to the alteration of intercolonial telegraph rates, and the proposal to charge for names and addresses.

† Signed subject to the objections made by the Hon. the Postmaster-General of New Zealand at the Conference meeting of to-day.

APPENDIX A.

DRAFT OF AUSTRALASIAN POSTAL CONVENTION SUBMITTED TO THE CONFERENCE BY HEADS OF DEPARTMENTS.

Agreement regulating the Exchange of Correspondence between the Australasian Colonies.

Article 1.—There shall be an exchange of correspondence between the Australasian Colonies, one with the other, comprising letters, letter-cards, post-cards, newspapers, printed matter of every kind, packets, as per definition appended to Article 11, parcels, and such other postal articles as may be mutually agreed upon, originating in any one colony and addressed to and deliverable in another.

Article 2.—The rates of postage to be collected in each colony on intercolonial correspondence shall be as follow, viz.: Letters, 2d. per $\frac{1}{2}$ oz.; letter-cards, 1s. 3d. per dozen, face value 1d.; post-cards, 1d. each; books not exceeding 4oz., 1d., and for every additional 4oz. or portion of 4oz. (up to 3lb.), 1d.; packets not exceeding 2oz., 1d., and for every additional 2oz. or fraction of 2oz. (up to 1lb.), 1d.; newspapers, as hereinafter defined, not exceeding 10oz. in weight, $\frac{1}{2}$ d. each, and if over 10oz., $\frac{1}{2}$ d. for each additional 10oz. or fraction thereof (bulk parcels of newspapers of the same issue, posted by the publisher or news-vendor, and which have been registered or accepted by the Postmaster-General, 1d. per pound; no parcel containing less than four newspapers to pass at bulk rates). Registration-fee, 3d. in addition to ordinary postage. Parcel-post—For each parcel not exceeding 1lb., 8d.; each additional pound or fraction thereof, 6d. But any two or more colonies may make special arrangements amongst themselves.

Article 3.—Wholly-unpaid and insufficiently-prepaid letters may be forwarded from one colony to another; but packets prepaid less than one rate, or unpaid or insufficiently-prepaid newspapers, shall not be sent.

Article 4.—Correspondence forwarded as fully prepaid from one colony to another shall be delivered free of all charge whatsoever, but wholly-unpaid and insufficiently-prepaid correspondence so forwarded shall be charged on delivery with double the deficient postage due thereon.

Article 5.—No accounts shall be kept between the postal departments of the several colonies enumerated, on the intercolonial letters, post-cards, &c., exchanged between them, but each shall retain to its own use the whole of the postage and fees which it may collect.

Article 6.—On correspondence despatched to places beyond Australasia the despatching colony shall pay to each colony through which such correspondence shall be conveyed by rail the sum of 4d. per pound of letters and 4s. per hundredweight of other articles.

Article 7.—Prepayment of postage on every description of correspondence shall be effected only by means of postage-stamps valid in the country of origin, or (in cases where the despatching Postmaster is out of stamps) by money, except where the laws or regulations of any colony permit the payment in money of the postage on large numbers of circulars or newspapers forwarded by one person.

Article 8.—Letters which from any cause cannot be delivered shall be mutually returned, tied in a separate bundle labelled “dead letters,” to the respective colonies of origin, without charge, monthly, or as frequently as the regulations of the respective colonies will permit; but newspapers and all other articles of printed matter, which from any cause cannot be delivered, shall be retained at the disposition of the receiving colony.

Article 9.—Wholly-unpaid and insufficiently-prepaid correspondence shall be stamped in black ink on the address side with the letter “T,” and the amount of postage chargeable under Article 4 shall also be expressed in plain figures in black ink on the face thereof.

Article 10.—The following shall be considered as a newspaper, and be allowed to pass as such, viz.:—

(a.) A publication consisting wholly or in great part of political or other news, or of articles relating thereto, or to other current topics, with or without advertisements.

(b.) It must be printed and published in numbers at intervals not exceeding one month.

(c.) The full title and date of publication must be printed at the top of the first page, and the whole or part of the title and the date at the top of every subsequent page. This regulation applies also to “Tables of contents” and “Indices.”

(d.) A supplement must consist wholly or in great part of matter like that of a newspaper, or of advertisements, printed on paper stitched or unstitched; or wholly or in part of engravings, prints, or lithographs illustrative of articles in the paper. It must in every case be published with the paper, and have its title and date printed at the top of every page, or, if it consists of engravings, prints, or lithographs, at the top of every sheet or side. Handbills or advertisement-sheets are not supplements.

(e.) Collected numbers of any publication registered as a newspaper shall not be transmitted through the post as a single newspaper, but postage will be charged on each number of issue comprised therein.

(f.) Every newspaper may be sent with or without a cover, and must be open at both ends; and there shall not be in or upon any such newspaper or the cover thereof any communication, character, figure, letter, or number (other than the words “newspaper only,” or a mark to indicate any report, article, or paragraph therein, the printed title of such newspaper, the printed names, occupations, and places of business of the printer, publisher, and vendor thereof, the name, occupation, and address of the person to whom it is sent, and the name of the person who sends the same); nor shall anything be enclosed in or with or accompany such newspaper or cover, otherwise such newspaper shall not be transmitted or delivered.

Any publication fulfilling the above conditions can, upon payment of a fee of 5s., be registered at the General Post Office of the several administrative parties to this Convention for circulation as a newspaper, and also for transmission to places abroad, and unless so registered it cannot be transmitted as a newspaper: Provided, however, that any newspaper printed, published, and registered in any colony party to this Convention may be posted as a newspaper in any of the other colonies parties to the Convention.

When, owing to a great influx of newspapers, the transmission or delivery of letters would be delayed if the whole mail were dealt with without distinction newspapers may be kept back till the next despatch or delivery.

Article 11. The following shall be considered as books, and be allowed to pass as such, viz. :—

Printed books, pamphlets, magazines and reviews, and all other periodical publications that do not come within the definition of newspapers. Printed music (bound or loose), photographs, &c., bound and published in book form.

The following shall be considered as packets, and allowed to pass as such, viz. :—

Acceptances. Accounts receipted or unreceipted (remarks such as "With thanks," "A cheque will oblige," or printed or written communications in the nature of a letter render them chargeable as letters). Affidavits.

Balance-sheets and reports (printed) of public societies and companies. Bankers' packets, containing bank-notes, cheques, cheque-books, drafts, or orders sent by or to any bank. Bank pass-books may be sent from or to any bank at packet rates, provided they are enclosed in covers, with the ends sufficiently open to admit of postal officials seeing that "pass-books" only are being transmitted: the packet must be indorsed "Pass-book only." Bills of exchange. Bills of lading and ships' manifests. Bottles containing fluid, &c., very securely corked, so that their contents cannot escape, and packed in boxes sufficiently strong so as to prevent breakage of the bottles and damage to the mails. Briefs.

Cards (other than birthday, Christmas, Easter, or New Year cards), either plain or bearing printed matter, or pictures, or both (the name only of the addressee may be written on the face of such cards): birthday, Christmas, Easter, or New Year cards may have written on them complimentary, or such like remarks, together with the names and addresses of the senders, and of the person for whom the cards are intended, also the date of sending—for example, "To John Smith, with best wishes, from Mary Smith, Christmas, 1891"—but cards having messages or other communications written on them, such as "Hoping to see you shortly," "Be sure to write soon," will be liable to letter rate of postage. Catalogues, printed (prices in figures may be written). Circulars—*i.e.*, letters wholly printed, engraved, lithographed, chromographed, or produced by other mechanical process, bearing internal evidence that they are intended for transmission in identical terms to several persons (the name of the addressee may, however, be added in writing):

Deeds, or copies thereof. Depositions. Drafts. Drawings.

Engravings.

Insurance documents, not being in the nature of a letter. Invoices (an invoice may be receipted and may advise when or how goods are forwarded, but may contain no other written matter).

Legal documents, not being in the nature of a letter.

Manuscript for printing. Maps. Merchandise. Mineral specimens. Music (written).

Notices of meetings, of subscriptions or premiums due, printed, engraved, lithographed, or produced by other mechanical process (names, dates, and amounts only to be inserted in writing).

Paintings. Paper. Parchments or vellum. Pass-books or cards connected with any society. Patterns (manufacturers' or trade-mark and prices may accompany them). Pay-sheets. Photographs (not on glass, except in cases of leather or other strong material). Pictures. Placards. Plans. Policies of insurance. Powers of attorney. Prices current, printed (prices of articles included therein may be filled in in writing). Printed matter. Printers' proofs. Prints. Prospectuses, printed.

Receipts (see Accounts). Recognisances. Reports (printed) of societies or public companies. Returns or periodical statements on Government service, if so indorsed on the cover.

Samples (manufacturers' or trade-mark and price may accompany them). Scrip. Seeds. Specifications. Stock-sheets.

Valentines (printed).

Way-bills. Wedding-cake.

Other articles similar to above can also be forwarded as packets.

Book and Packet Regulations.

All packets containing bank-notes, coin, jewellery, or articles of high value, must be registered, or they will be officially registered, and charged double registration-fee on delivery.

None of the articles mentioned in above list will be forwarded as packets beyond the limits of the colony if the law or postal regulations of the colony or country to which they may be addressed prohibit their reception into such colony or country as packets.

If any articles, which can only be sent if paid as letters, are posted bearing the packet rate of postage they will be treated as insufficiently-paid letters, and no packet must contain anything of an epistolary character, except as herein provided for.

Officers of the Post Office may examine the contents of any package for the purposes of ascertaining whether they are in accordance with these regulations; but such officers must securely refasten any packet so opened.

Books and packets may be sent through the post without a cover (but not fastened with anything adhesive, such as gum, sealing-wax, &c.), or in a cover entirely open at one end or side, or with the flap left unsealed, or fastened with a binder; if the cover be slit the opening must be to the full extent of the end or side, and the contents must be easy of withdrawal. For the greater security of contents the packets may be tied with string, but in such cases postal officials are authorised to cut or untie the string; but if they do so they must securely tie up the packets. Officers will, however, if possible, satisfy themselves as to contents without withdrawing them.

Samples of seeds, drugs, &c., which cannot be sent as open packets, may be enclosed in bags or boxes (fastened so as to be easily undone and refastened), except where disallowed by the regulations of the foreign countries.

[*Note.*—If the above conditions be not complied with the packets will be regarded as insufficiently-paid letters, and charged accordingly.]

Postal officials may refuse to receive any *packet* exceeding 16oz. in weight.

No packet to exceed 2ft. in length, 1ft. in depth or breadth, or to be of inconvenient form.

Rules regarding dimensions of packets not to apply to packets "On Her Majesty's Service."

Books may have on the title-page complimentary or such like remarks, as per regulation in the case of Christmas, Easter, and New Year cards, and passages in a book to which it is desired to call attention may be marked with a single stroke.

When, owing to a great influx of books and packets, the transmission or delivery of letters would be delayed if the whole mail were dealt with without distinction, books and packets may be kept back till the next despatch or delivery.

Prints, maps, &c., may be either printed, *written*, engraved, lithographed, or plain, or a *mixture of them*.

All legitimate binding, mounting, or covering of a book, &c., or of a portion thereof, is allowed, whether such binding, &c., be loose or attached, as also rollers in case of prints or maps. Markers, whether of paper or otherwise, in the case of books, or whatever is necessary for the safe transmission of such articles, or usually appertains thereto.

Articles liable to injury by stamping or being pressed in mail-bags should not be sent through the post unless securely packed.

Articles not allowed to be sent as Packets.

Gold or silver money, jewels, or precious articles, or anything liable to Customs duty, addressed to any country in the Postal Union, except the United Kingdom, unless specially permitted by the regulations of such country, in which case they may be forwarded if paid letter rate and registered.

Glass, and perishable substances such as game, fish, flesh, fruit, vegetables, &c.

Anything liable to injure the person of any officer of the Post Office or the contents of a mail.

Photographs on glass when not in strong cases.

Anything sealed or fastened against inspection.

Type-written letters, or anything in the nature of a letter, unless wholly printed or lithographed, &c.

Packets bearing on the outside or containing any profane, obscene, or libellous address, signature, picture, or thing.

Packets posted in fraud or violation of the postal or Customs laws.

Unpaid Packets.

Packets wholly unpaid to be forwarded to the Dead Letter Office, to be returned to the senders.

Insufficiently-paid Packets.

Insufficiently-paid packets, except as mentioned below, to be returned to the senders through the Dead-letter Office.

If addressed to United Kingdom.—Forwarded to destination, charged with double the deficient postage.

If to Australasian Colonies (if one rate be paid).—Forwarded to destination, charged with double the deficient postage.

Transmission of Queen Bees, &c., by Post.

Queen bees and live but harmless entomological specimens will be transmitted by post (in bags sufficiently perforated to allow of ventilation) to any place in the colony to which mails are conveyed by railway or coach, or both.

Conditions.—All live specimens must be secured in strong, safe, and properly-ventilated boxes, or cages of wood or metal. Specimens enclosed in cardboard or other fragile material will not be forwarded.

Size of box or cage not to exceed 12in. by 6in. by 4in. Each box or cage to bear a label, securely attached, giving name and address of sender and particulars of contents.

Boxes, &c., posted in violation of these conditions, or *addressed beyond the colonies*, or containing poisonous or dangerous live specimens, or improperly or insecurely packed, will not be transmitted.

Rate of postage.—Every 2oz. or under, 1d.

Notice to Postmasters.—Supplies of bags referred to above will, when required, be sent upon application being made for "bee-bags."

Bee-bags having contents must not be enclosed in other bags, but *must be sent separately*, and care must be exercised in handling them; also to keep them from being covered by any other mail-bags.

Article 12.—The despatching colony shall pay to the forwarding colony whatever sums may be payable to masters of vessels under the regulations of the forwarding colony on any correspondence to be sent on to another colony or country by sea, it being understood that these rates shall not apply to correspondence conveyed by mail-vessels under contract with any Australasian colony or colonies.

Article 13.—Each mail despatched from one colony to another shall be accompanied by a letter-bill, on which shall be stated the contents of the mail, and, if registered correspondence be enclosed, the same shall be plainly stated. If correspondence to be forwarded on to destination by sea be sent in closed transit mails the total number of letters and packets for each office of destination shall be stated in black ink on the labels of the bags.

Article 14.—The receipt of a mail at the office of exchange in one colony from that of another shall be acknowledged by return mail on the prescribed form, in which shall be pointed out any discrepancies which may occur.

Article 15.—The cost of special trains employed to convey mails through any colony shall be borne by the colonies for which such mails are intended, according to and on the basis of the respective estimated populations each year of those colonies; and the colony furnishing the special train shall credit such colonies with the transit rates due by the respective offices of origin for the conveyance of such correspondence through its territory in the same proportion as the cost of employing the special trains is borne by the respective colonies of destination.

Article 16.—Registered articles must bear the impression of a stamp, reproducing conspicuously the capital letter "R" in roman type, such impression to be placed on the address side of the letter or packet. By each mail containing registered correspondence shall be forwarded a registered-letter list, on which shall be entered the following particulars respecting every such articles, viz.: The name of the office of origin, the name of the addressee, and number given to the article by office of origin.

In order that registered letters, packets, &c., may be readily distinguished from those unregistered, each registered letter or packet shall be crossed on both sides with a horizontal and a perpendicular line in *red or blue pencil* (in imitation of tape).

Article 17.—Registered articles shall be made up in a separate packet from ordinary correspondence, and shall be suitably enclosed and sealed, so as to preserve the contents. The post departments of the respective colonies undertake no liability with respect to any correspondence, registered or otherwise, which may be lost in transmission.

Article 18.—Articles containing money or other valuable enclosures must be registered, except those containing money-orders, postal notes, crossed cheques, or non-negotiable enclosures; and where articles supposed to contain money, &c., are observed passing through the post unregistered the same shall be officially registered, and the addressee shall be subjected to a charge equal to double the ordinary registration-fee upon delivery of such article.

Article 19.—On every letter or packet redirected and again forwarded from one colony to another (except on letters and packets addressed to commissioned officers or warrant officers, whether in the army and navy, or midshipmen or mates of the navy, or other parties actually in Her Majesty's service) there shall be charged for the postage thereof from the place at which the same shall be redirected to the place of ultimate delivery, the same amount of postage in addition to the ordinary postage as would be payable if such letter or packet were originally posted at the place of redirection.

Intercolonial Parcel-post.

Article 20.—The following are the regulations under which parcels will be accepted from the public:—

1. Limit of weight: 11lb., except where otherwise stated in Table B of "Postal Guides" of the several colonies.

2. Limit of size: 3ft. 6in. in length, or 6ft. in length and girth combined, unless otherwise specified in Table B.

3. The postage must be fully prepaid by stamps affixed to the parcels.

4. Parcels to be received at and delivered from parcel-post offices only.

5. The sender of any parcel to be required to sign a declaration, on a form provided for the purpose (to be retained free of charge at any parcel-post office), furnishing an accurate statement of its contents and the value thereof, address of the addressee, as well as the sender's signature and place of abode.

6. Parcels with regard to which a false declaration shall have been made may be confiscated.

7. A certificate of posting may be obtained, if desired and applied for at the time, by the person posting a parcel on payment of a fee of 3d.

8. No parcels will be received or delivered which contain articles of an explosive, combustible, dangerous, or offensive character, or articles likely to injure other parcels, or live animals, or articles, the admission of which is not authorised by the Customs or other laws or regulations of the countries to which such parcels may be addressed. All prohibited articles may be forthwith confiscated.

9. No parcel may contain any letter or communication of the nature of a letter; and, should any letter or communication be enclosed, such letter or communication will be treated as an unpaid letter, and charged for accordingly.

10. No parcel may consist of or contain two or more parcels addressed to different persons at different addresses. If such parcel be discovered each of its contents will be treated as a separate parcel and be charged for accordingly.

11. In the case of parcels from the United Kingdom, or any other country or colony, their contents will be examined by the Customs officers employed in the post-office; and, where duties are payable, the same must be paid or remitted before the parcels are delivered.

12. The necessary Customs entries will be passed free of cost to the addressees of parcels received.

13. *Mode of Delivery.*—Parcels will be delivered, in accordance with the Inland Parcel-post Regulations of the several colonies, as addressed, in the suburbs, and certain of the larger towns in the colony where letter-carriers are employed. In special cases, when the ordinary duties of the letter-carriers will prevent the prompt delivery of a parcel, notice will be given to the addressee, who will have the option of taking immediate delivery from the office, or of allowing the parcel to remain until business will admit of its delivery. Where there are no letter-carriers employed, delivery must be taken at the post-office. In all cases senders should advise addressee by post of despatch of parcels, so as to insure prompt delivery.

14. In the event of any parcel being addressed to a place beyond the limits for the transmission of parcels, the addressee, on being advised of the arrival of the parcel at the General Post Office, must state to what parcel-post office he wishes the parcel to be forwarded.

15. Parcels will be retained at the post-offices to which they are sent for delivery for a period of

three months, when, if unclaimed, they may be returned to the sender through the colony or country from which they were received, subject to surcharge specified in clause 16. Should any parcel be refused by the addressee it may be forthwith returned to the sender, subject, however, to fresh postage and any other charges to which it may become liable.

16. Parcels addressed to a post-office "To be called for," after they have remained in the office seven clear days (excluding Sundays and holidays), shall be charged demurrage at the rate of a 1d. a day. No demurrage, however, shall be charged on parcels addressed to persons on vessels to arrive.

17. If a parcel cannot be delivered from any cause the sender will, if possible, be consulted as to its disposal.

18. Parcels returned to another country at the request of the sender will be surcharged with the ordinary parcel-postage. Such surcharge, together with any other charges to which the parcel has become liable, will be collected on delivery, unless remitted by the sender or the addressee of the parcel.

19. At the written request of either the sender or addressee, or the authorised agent of either, a parcel can be redirected to another country with which arrangements have been made for the exchange of postal parcels, but will be subject to fresh postage, and any other charges to which it may have become liable, which must be either prepaid or collected on delivery.

20. Parcels which cannot be delivered, or redirected, or returned to the sender, will be sent back to the country from whence they came.

21. The contents of parcels returned to the colony being unclaimed or undeliverable, which cannot be returned to the sender, will be sold or destroyed by the order of the Postmaster-General.

22. The contents of parcels should be securely packed, and closed in such a manner as to preserve them from injury.

23. Parcels will only be received and forwarded at the risk of the owners. In no case will the Postmaster-General be responsible for the delay, non-delivery, injury, or loss of any parcel.

24. Parcels may be insured against loss at the following rates: 6d. for the first £5, and 6d. for every additional £5. The limit, intercolonially, to be £20, and the limit for Great Britain and foreign countries to be £50.

25. No current coin or bullion shall be allowed to be sent by parcel-post.

Article 21.—The commission chargeable on money-orders exchanged intercolonially to be as follows: Not exceeding £2, 6d.; not exceeding £5, 1s.; not exceeding £7, 1s. 6d.; not exceeding £10, 2s.; not exceeding £12, 2s. 6d.; not exceeding £16, 3s.; not exceeding £17, 3s. 6d.; not exceeding £20, 4s.

Article 22.—Where one person has occasion to send more than one telegraphic money-order to the same person he shall be charged for one message of advice.

APPENDIX B.

REPORT BY HEADS OF DEPARTMENTS ON UNIFORM TELEGRAPH REGULATIONS.

THE heads of departments submit the following revised telegraph regulations for adoption by each of the colonies:—

1. All telegrams should be written distinctly with ink on forms provided for that purpose, the signature of the sender in each case being required in authentication of his message; but all telegrams, whether written on the proper form or on plain paper, will be considered as presented for transmission under the conditions contained in the following regulations, and any infringement of this rule will be at the sender's risk.

2. In order to prevent errors in the transmission of telegrams all words should be written in full, and no abbreviations will be allowed that are not in general use, and in accordance with the usage of the language. All numbers and marks should be written in words in full. On messages bearing multiple addresses to the same city or town half-rates will be chargeable for the text of the messages, and full-word rates for the additional names and addresses after the first address.

3. As a general rule all messages must be prepaid, except in the case of replies to messages on which the words "Reply paid" have been written, or where special arrangements have been made for payment by receiver; but in all cases the sender will be held responsible for the cost of the message should payment be refused by addressee.

4. Names and addresses will be counted as forming part of the message.*

5. Messages will be delivered free within one mile of the office. For greater distances, portage or, where necessary, cab- or boat-hire will be charged, and must be prepaid or guaranteed. Where a special messenger has to be employed the department will make the best arrangements it can; but the telegram will only be so forwarded at the sender's risk and cost, and should no messenger be procurable the telegram will be posted, at the option of the sender.

6. Every message in secret language, or consisting of words in any admitted language (English, French, German, Italian, Dutch, Portuguese, Spanish, and Latin), having no connective meaning, groups of letters or figures, shall be regarded as a cipher message, and be subject to an additional charge of 50 per cent.; and in a message containing one or more words in cipher every such word shall be counted as two words, and the extra charge be added to the minimum rate for a message, provided that such extra charge shall not exceed 50 per cent. on the ordinary rate which would be payable on account of the said telegram. Groups of five letters or five figures shall count as one cipher word.

7. To facilitate delivery, care should be taken to give full name and address of person to whom telegram is addressed.

8. The sender of any telegram can have the telegram repeated back to him by the office to which the message is addressed on payment of an additional half-rate.

* This depends on the intercolonial telegraph rates being altered.

9. The Government will not be responsible for mistakes in the transmission of messages, from whatever cause they may arise, nor for any delay in the transmission and delivery, nor for non-transmission or non-delivery of any message whatsoever.

10. Messages on the service of the State, or relating to death or illness, or urgent messages on which double rates have been paid, are to have priority of transmission. All other messages will be transmitted in the order in which they are received. No person shall be entitled to the use of any telegraph line for the transmission of any telegram or telegrams, not being Press messages, for more than half an hour. In the case of Press telegrams the limit during the day (from 9 a.m. until 8 p.m.) will be five hundred (500) words.

11. In the event of any interruption or accident to the lines which may prevent the transmission of any telegram within a reasonable time, or may destroy the value of such telegram, the sender of the telegram will have the option of withdrawing his telegram, and receiving back the amount paid thereon on application through the officer in charge of the station at which such telegram was presented.

12. Applications for refund, except in cases specified in the preceding regulation, must be made in writing, addressed to the Superintendent of Telegraphs, stating reasons why the application is made.

13. Any telegram may be cancelled at the request of the sender, provided transmission or delivery has not been effected. In the event of the telegram not having been transmitted the fee shall be returned, but if it has been transmitted no refund shall be made; a service telegram will, however, be sent to the office of address, if desired, at the cost of the sender, to stop delivery. Should such service telegram arrive too late the fact will, if practicable, be communicated to the sender of the original message, but the cost of the service telegram will not be repaid.

14. At the request of the sender or receiver a telegram may be redirected and transmitted to another station, but if it has already been transmitted to the original address it will be subject to an additional rate.

15. No application for copies of messages after delivery will be entertained unless at the request of the sender or the addressee; and in all cases the Superintendent will require satisfactory reasons for the application. A search fee of two shillings and sixpence (2s. 6d.) for each telegram must accompany the application, and should the telegram have to be transmitted to another station one-half the usual rates will be charged for such transmission in addition to the above fee, but in no case must the charge be less than the minimum rate.

16. The strictest secrecy as to the contents or purport of any message is enjoined. No person not employed in the service of the Telegraph Department is allowed access to the operating-rooms without a special order from the Superintendent; and any officer of the department allowing any person to enter the operating rooms, or affording any information as to the contents or purport of any message, except under the preceding regulation, will render himself liable to the penalties specified in the telegraph Acts of the several colonies.

17. Telegrams will be kept in the custody of the Superintendent of Telegraphs for the space of one year, after which they will be burned or destroyed, by direction of the Superintendent, in the presence of some duly-authorized officer.

18. Messages upon which all fees have been paid may be transmitted by post at office of address as letters for delivery in any of the Australasian Colonies, without any extra payment for postage. The sender must, however, write the words "To be posted from ————" under the address.

19. Code addresses will not be registered or accepted except in the case of international telegrams.

20. Where the sender of a message requires, the letters, "R.P." may be inserted at the end of the message, and these letters will be charged as one word only.

APPENDIX C.

SIR,—
General Post Office, London, 22d May, 1889.
With reference to your letter of the 27th March last, No. B, 89/3348, I beg leave to acquaint you that, so far as this department is concerned, there is no objection to the extension to letters and packets posted in New South Wales, and, indeed, in the Australasian Colonies generally, of the exceptional arrangements set forth at page 232 of the Post Office Guide for the present quarter, in regard to the transmission of gold and silver bullion, precious stones, jewellery, and other precious articles to certain foreign countries and British colonies comprised in the Postal Union.

A communication to this effect will be sent to the post-offices of the other Australasian Colonies, and also to the post-offices of the British union colonies interested in the question.

A note has been taken of the information given in the last paragraph of your letter under reply as to the delivery in New South Wales of registered letters or packets containing coin, jewellery, or articles liable to Customs duty.

The Postmaster-General, Sydney.

I am, &c.,

EDWARD H. REA.

APPENDIX D.

SIR,—
General Post Office, London, 13th June, 1890.
The Postmaster-General has had before him your letter of the 9th instant, from which it appears that the Adelaide Postal Conference, while agreeing to a 2½d. postage rate for letters, has decided to recommend that the mails from Australia should no longer be sent by the accelerated train-service from Brindisi to Calais.

Mr. Raikes thinks that, in making this suggestion, the members of the Postal Conference probably had not the means of realising all the consequences which would result from the adoption of such a plan; and I am therefore to point out to you the prejudicial effects that would follow the exclusion of the Australian mails from the special train-service,

You are aware that, owing to the postponement of the dispatch of the Homeward mail-steamers from Adelaide from Monday till Wednesday in every week, at the urgent instance of the colonies, the arrival of all the eastern mails in this country takes place two days later than heretofore.

Instead of the mails being due in London on Sunday or Monday, as was formerly the case, they are now due on Tuesday or Wednesday, according to the season of the year, and even this is achieved only by the use of the special train-service from Brindisi. If the Australian mails were left for conveyance by the ordinary train-service they would occupy at least ten hours longer in transit, and, unless they happened to reach Brindisi in time for the 5 p.m. train (the only through train in the day), they would be subject to a delay of perhaps as much as twenty-four hours before starting, so that, in an extreme case, the mails might not reach London until Thursday evening, and many parts of the country would be cut off from reply by the Friday night's outgoing mail.

It is not unlikely that these results might be still further aggravated by irregularities of service in Italy and France, arising from the transfer of the heavy Australian mails to the ordinary services of those countries. The ordinary service from Naples, by which the mails brought to that port by Orient steamers are at present, as a rule, carried forward to Calais, is by no means as uniform in regard to duration of transit as the special service from Brindisi, and it is thought that the conditions of traffic on the Adriatic system are somewhat less favourable than those on the Mediterranean system to the punctual transmission of these abnormally heavy mails.

If the proposed change should, in practice, result, as it well might, in so late an arrival as to preclude reply by the outgoing mail of Friday, the colonial public would be at the serious disadvantage of having one week added to the time which would be occupied in sending a letter to England and getting a reply in the colony.

But there are other difficulties. The French and Italian Governments are under no positive obligation to carry mails from Australia by the ordinary train-services of those countries.

There is an understanding with the French and Italian post-offices that if this department sees fit to disconnect the Homeward Australian packet-service from the Indian, it shall have the right to use the ordinary train-services for the Australian mails, at Postal Union transit rates, always provided that their use is possible under the general traffic regulations of the Continental railways.

The present situation is not strictly covered by the understanding referred to above, because the mails are still to arrive in one steamer, and, although France and Italy might not eventually refuse to separate the Australian mails in the circumstances now under consideration, the point would, at the best, be one for negotiation.

Moreover, the public in this country, and probably in the colonies also, would criticize severely postal arrangements under which the mails from Australia were left behind at Brindisi for conveyance by ordinary train to Calais, while those from India and China brought to Brindisi by the same packet were sent on by special train; and such a course would be extremely difficult to defend.

The delegates at the Adelaide Conference have doubtless inferred that, because the mails brought by the Orient packets to Naples usually come on by ordinary train to Calais, the mails landed at Brindisi can, without difficulty, be treated in the same way. But the cases are quite dissimilar; the Orient steamers bring Australian mails only, so that no question arises of bringing on one portion of the mail and leaving another behind. Moreover, there are no connections to be arranged at Colombo or Aden, as in the case of the Peninsular and Orient steamers from India, China, and Australia; consequently the Orient steamers generally arrive at Naples well in advance of their contract time; and the slower railway-journey is not so material, although, as a matter of fact, the transit is really longer by nearly a day than by special train from Brindisi, and it remains to be seen what the effect will be under the arrangements for a later arrival, which have hardly yet come into practical operation.

It is estimated that if the mails were sent from Brindisi by ordinary train at union rates, instead of as at present, the whole of the Australian Colonies would save in the aggregate some £3,800 a year, a sum which, when divided between the several Governments, would doubtless seem far too small to justify a measure which could not but put those colonies at a grave postal disadvantage when compared with other parts of Her Majesty's dominions in the East.

I am therefore to request that you will be so kind as to bring the circumstances to the notice of your Government, and to support with your influence the Postmaster-General's earnest desire that the proposal as to the train-service should be withdrawn, as opposed alike to the best interests of the colonies and of this country.

The Agent-General.

I am, &c.,

S. A. BLACKWOOD.

APPENDIX E.

SIR,— Downing Street, 21st November, 1890.
I have the honour to transmit to you a copy of a letter from the Science and Art Department forwarding a copy of Mr. Sandford Fleming's memorandum on time-reckoning, together with the map which accompanies it.
The Officer Administering the Government of _____ I have, &c.,
KNUTSFORD.

The DEPARTMENT of SCIENCE and ART to the COLONIAL OFFICE.

SIR,— Department of Science and Art, London, S.W., 26th July, 1890.
Referring to the letter from the Colonial Office of the 15th February last, transmitting a copy of a despatch from the Governor-General of Canada, enclosing certain papers relating to the reform in time-reckoning which the Canadian Institute was desirous should be communicated to this department, I am directed by the Lords of the Committee of Council on Education to inform you that these papers were submitted to the Committee appointed to advise my Lords with reference to this question.

The Committee consider "that it is desirable that Mr. Sandford Fleming's memorandum be forwarded to the Governments of all the colonies for their consideration with a view to the adoption of the hour-zone system in reckoning time generally, and of the twenty-four-hour notation for railway time-tables."

"The Committee desire to express their concurrence in Mr. Sandford Fleming's views as to the advantages which would result from this reform and the ease with which it could be carried out."

I am also to request you to inform the Secretary of State for the Colonies that the Astronomer Royal calls attention to a paper by Dr. Schram, published in the April number of the *Observatory*, showing that "standard time" is likely to be adopted shortly on the railways of Germany and Hungary, whilst other European countries are favourably disposed towards it.

I am directed to request that you will be good enough to move Lord Knutsford, should his Lordship consider the action expedient, to cause copies of the memorandum and of the map, which have been printed for the purpose, to be sent to the Governors of Her Majesty's colonies.

I am, &c.

W. D. DONNELLY.

The Under Secretary of State for the Colonies, Colonial Office, S.W.

Committee on the Prime Meridian Conference. Meeting of the 25th April, 1890.

Present: The Astronomer Royal (in the chair), the Hydrographer of the navy, General Donnelly, C.B. *Resolved*—(1.) That it is desirable that Mr. Sandford Fleming's memorandum be forwarded to the Governments of all the colonies for their consideration, with a view to the adoption of the hour-zone system in reckoning time generally, and of the twenty-four-hour notation for railway time-tables. The Committee desire to express their concurrence in Mr. Sandford Fleming's views as to the advantages which would result from this reform, and the ease with which it could be carried out. (2.) That it would be advisable that a similar recommendation should be forwarded to the Indian Government, and that the adoption of the twenty-four-hour notation for railway time-tables (which they understand has been adopted on several lines in India) should be recommended to the railway companies of the United Kingdom.

MEMORANDUM on the Movement for reckoning Time on a Scientific Basis, by which the greatest possible Degree of Simplicity, Accuracy, and Uniformity will be obtainable in all Countries throughout the World.

1. NOTWITHSTANDING the great advance which has been made during the present century in all the arts and sciences, and their application to the affairs of human life, the reckoning of time is still in a primitive condition in many countries, and in an imperfect condition in every country. Difficulties have been developed since the introduction of rapid means of communication through the twin agencies, steam and electricity, which, when examined, prove that time is computed generally on principles which are untenable. The world's time-reckoning is, in fact, an exceedingly complicated combination. It is productive of confusion, and the confusion is apt to be increased and intensified as population increases and lines of rapid communication are multiplied.

2. During the last ten years efforts have been made to overcome the evils referred to by establishing a remedial system on a sound scientific basis which would be acceptable to all nations, and by which perfect accuracy, uniformity, and simplicity would everywhere be obtainable.

3. The subject has been carefully considered by many individuals, and by scientific societies in Europe and America. It has been discussed at Geographical and Geodetic Congresses at Venice and Rome, and at conventions of scientists and practical business men in America. On all these occasions the solution of the problem has been promoted. As an outcome of these various meetings and efforts, the President of the United States, under the authority of an Act of Congress, invited the Governments of all civilised nations to appoint delegates to meet in conference at Washington to consider the whole question, and take decisive action in respect thereto.

4. The Washington Conference embraced delegates from twenty-five nations. They had eight sessions. The first was held on the 1st October, 1884, the last on the 1st November following. After patient deliberation and discussion the object of this International Conference was accomplished by the passage, with substantial unanimity, of a series of resolutions determining the principles upon which all the nations of the world may unite in the adoption of a universal system of reckoning time.

5. The important results of the Conference are the establishment of (1) a prime meridian for reckoning longitude, (2) a zero for time-reckoning, and (3) a unit-measure of time to be common to the whole world.

6. The prime meridian corresponds with the Greenwich meridian.

7. The zero of time may be defined as the moment of mean solar passage on the anti-prime meridian.

8. The unit-measure of time, designated the universal day, may be defined as the interval between two successive mean solar passages on the anti-prime meridian.

9. The Conference further determined that the hours of the universal day shall be counted in a single series from zero to twenty-four.

10. The universal day, as defined by the Washington Conference, begins and ends at the same moment as the civil day in Greenwich, but it differs from the Greenwich civil day in respect to the numbering of the hours. While the universal day has a single set of hours numbered from 0 to 24, the Greenwich civil day is divided at noon into halves, the half days before and after noon being subdivided into separate sets of hours, each numbered from 0 to 12, and distinguished as ante-meridian and post-meridian. Greenwich time is the local time so called of the meridian of Greenwich. Universal time, on the other hand, is understood to be common to all localities, and the universal day is held to be the date of the world.

11. Considerable progress has been made in the adoption of the principles of universal time, and the practical success which has attended the application of these principles goes to show that the unification of reckoning by the several civilised nations can best be effected step by step.

Reckoning by Hour-meridians.

12. The first important step is the adoption of the "hour-zone system," commonly designated in America "standard time." It may be stated that in the theory of universal time the fundamental principle is unity. It is held that there is not more than one time in the whole universe, and that the idea of separate and distinct times in each separate locality is incorrect. While the essential principle of universal time is indisputable, it cannot be denied that a perfectly uniform notation of time throughout the entire globe comes into direct conflict with our preconceived notions and habits of thought. The hour-zone system is introduced as an easy means of transition from old to new ideas, and it is found that by adopting hour-meridians as local standards for reckoning, grave difficulties are in a large measure overcome without any violent departure from our inherited usages and prevailing customs. The hour-zone system also furnishes the means of applying the correct principles of universal time in ordinary affairs.

13. In the hour-zone system the circumference of the globe is divided into twenty-four sections or zones. The central line of each zone is an hour meridian, and the hour meridians are 15 degrees of longitudes apart. A chart of the world on Mercator's projection can be made to show the geographical position of the twenty-four-hour meridians. They are numbered in consecutive order towards the west from zero, the ante-prime meridian.

14. The hour zones theoretically extend $7\frac{1}{2}$ degrees of longitude on each side of the hour meridians, but in practice that is by no means an essential rule. The boundary-line of contiguous zones may be governed by national, geographical, or commercial circumstances.

15. As the earth rotates on its axis in twenty-four hours, an hour elapses between the solar passage on each successive hour meridian. It is obvious therefore that, if the reckoning in each zone be governed by its respective meridian, the reckonings everywhere will be directly related. There will be differences, but the differences will in every case be known, and they will invariably be multiples of an hour. Throughout the globe there will be complete identity in the minutes and seconds. For example, when the reckoning in the tenth zone is six hours twenty-five minutes, in the eleventh zone it will be five hours twenty-five minutes, in the twelfth zone four hours twenty-five minutes, and so on, each successive zone differing by an exact hour. Thus the only departure from complete uniformity in reckoning around the globe will be in the numbers of the hours, but, the numbers of the hours being governed by the number of the hour meridians, the passage to universal time is simple and direct.

16. As the reckoning in the zone of the twelfth-hour meridian corresponds with universal time the reckonings in all zones to the east of that meridian will be one or more full hours in advance of universal time, and in all zones to the west of the twelfth-hour meridian the reckonings will be behind universal time. Universal time will be the mean of all possible reckonings under the hour-zone system and the universal day the mean of all possible local days.

17. The hour-zone system has been adopted for ordinary use in portions of the three Continents of Asia, Europe, and America. In 1887 an Imperial ordinance was promulgated directing that on and after the 1st day of January in the year following time throughout the Japanese Empire would be reckoned by the third-hour meridian. The reckonings in England and Scotland is by the twelfth-hour meridian; in Sweden the eleventh-hour meridian is the standard, and quite recently it has been resolved in Austria-Hungary to be governed by the same meridian. Efforts are now being made to follow the same course in Germany and in other European countries. In North America the hour-zone system has been in general use for six years, the reckoning of time being governed as follows, namely: By the 16th hour meridian in Nova Scotia and Prince Edward Island; by the 17th hour meridian in New Brunswick, Quebec, Ontario, Maine, Vermont, Massachusetts, New Hampshire, Connecticut, New York, Pennsylvania, Rhode Island, New Jersey, Maryland, Virginia, North and South Carolina, Georgia, Florida; by the 18th hour meridian in Manitoba, Kewatin, Minnesota, Wisconsin, Michigan, Iowa, Ohio, Illinois, Indiana, Kentucky, Missouri, Arkansas, Tennessee, Alabama, Mississippi, Louisiana; by the 19th hour meridian in Assiniboia, Saskatchewan, Alberta, Arthabasca, Montana, Dakota, Wyoming, Nebraska, Colorado, Kansas, New Mexico, Texas, Utah, Arizona; by the 20th hour meridian in British Columbia, Washington, Idaho, Oregon, Nevada, California.

18. The adoption of the hour-zone system has been the means of removing the chaos of local times, which, in many quarters, previously caused much friction. Wherever the reckoning is governed by the same standard meridian there is complete uniformity in every division of time. In Japan, Central Europe, Great Britain, United States, Canada, and Mexico identity of reckoning prevails. In all these countries the hours are struck at the same moment; the only difference is in the numbers by which they are locally known; with that single exception every division of the day is simultaneous.

The Twenty-four-hour Notation.

19. The second important step in regulating the reckoning of time throughout the world is to abandon the division of the day into ante-meridian and post-meridian hours, separately numbered, and to substitute a single series of hours numbered from 0 to 24. This change was resolved upon by the Washington Conference with respect to the universal day.

20. The old practice of dividing the day into separate sets of twelve hours, however it arose, has not only no advantage to recommend it, but the usage has been found to have positive disadvantages, which have been brought into prominence within the past generation. The division of the day into halves doubles the chance of error, and tends to confusion in connection with the running of railway trains. The misprint or error of a single letter, a.m. for p.m., or *vice versa*, will easily arise to cause inconvenience, loss of time, possibly loss of property or loss of life.

21. The twenty-four-hour notation, so called, removes all doubt and uncertainty, and promotes

safety. Where it has been adopted in Canada there is no ambiguity; moreover, the change has been effected without difficulty and without danger. The hours having a lower number than twelve are known to belong absolutely to the first part of the day, and those having a higher number to the afternoon and evening.

22. The twenty-four-hour notation is strongly recommended by prominent men in Russia, Germany, Italy, Austria, Belgium, France, Spain, Great Britain; indeed, it may be said in every country in Europe. It is brought into daily use on the great lines of telegraph leading from England to Egypt, India, China, Australia, and South Africa. It is received with very great favour in America. It has been in use for nearly four years on 2,354 miles of the Canadian Pacific Railway, and for nearly three years on the Canadian Government railway, the Intercolonial, 986 miles in length. The managers of these railways and all the employes speak of the twenty-four-hour notation in the highest terms. It is the only system in use at this date, north of the 49th parallel and west of the 89th meridian. There is not a province in Canada where it is not already in use. It has been adopted on the railways in Nova Scotia, New Brunswick, Prince Edward Island, Manitoba, Assiniboia, Alberta, British Columbia, and partly in Quebec and Ontario. So satisfactory are the results of the new notation that it has been determined to extend its application, and it is expected that before long it will be in general use for railway purposes throughout the Dominion.

23. In the United States a strong expression of opinion in favour of the twenty-four-hour notation has been obtained. The American Society of Civil Engineers, deeply concerned in the perfection of the railway system of the Republic, has since the year 1880 taken an active interest in time reform. This society led the way in preparing the minds of men for the general acceptance of the hour-zone system six years ago, and since then it has vigorously directed attention to the twenty-four-hour notation. It has a special committee, whose duty, under the authority of the society, is to correspond with railway managers on the subject, and in every proper way to promote the adoption of the new notation. The communications which have been sent out by the American Society of Civil Engineers to the leading railway men throughout the country have elicited a very large number of replies. They embrace the opinion of, it is believed, a considerable majority of the managers of all the railway companies in North America, and of all who have been heard from, about 97 per cent. are in favour of the adoption of the twenty-four hour notation in the railway service of the country at an early date. It is quite obvious that there is a wide-spread feeling in favour of the change, and it only remains for the General Time Convention, an organized body, representing all the railways in the United States, to take decisive action in the matter, so that the new notation may be brought into use simultaneously in every section of the country.

24. Canada, in adopting the hour-zone system, and in introducing the twenty-four-hour notation, has undoubtedly taken the lead in carrying into effect, in the most practical manner possible, the essential principles of universal time. The twenty-four-hour notation has likewise been introduced in the railway service of China, and it is not a little remarkable that one of the oldest Eastern civilisations, conjointly with the youngest western civilisation, should set an example in breaking through the trammels of custom to inaugurate a reform which every intelligent person believes to be desirable. Universal time will be substantially adopted in North America so soon as the twenty-four-hour notation is brought into use throughout the United States. There is but one step necessary to secure to Great Britain all the advantages of universal time—that is, the adoption of the twenty-four-hour notation. This one reform concerns the railway system, and railway travellers especially; and in a country where all travel more or less, I cannot but think that if English railway managers were informed as to the ease with which the change has been introduced in Canada, and the satisfactory results which have followed, they would very speedily take means to obtain similar advantages. I am confirmed in this view by an examination of the letters which have been received by the Science and Art Department, South Kensington, copies of which I have been favoured with. These letters go to show that the resolutions of the Washington Conference on this subject are cordially favoured by the following important bodies and departments, viz.: (1) Royal Astronomical Society, (2) the Royal Society, (3) the Board of Trade, (4) the General Post Office, (5) the Eastern Telegraph Company, (6) the Eastern Extension Telegraph Company, (7) the Eastern and South African Telegraph Company, (8) the Society of Telegraph Engineers, (9) the Trinity House, (10) the India Office, (11) the Colonial Office, (12) the Admiralty. To these may be added the Committee of Council on Education and the Board of Visitors of the Royal Observatory, Greenwich. Indeed, I cannot learn that a single objection has been received from any quarter.

25. As the fundamental objects of the Washington Conference were to remove all doubt and ambiguity in time-reckoning, to prevent discrepancies, to secure simplicity and introduce uniformity, it is manifestly important that the changes proposed, supported as they were at the Conference by the representatives of twenty-five nations, and subsequently looked upon in so many quarters as in themselves intrinsically desirable, should without unnecessary delay be accepted, and, as far as practicable, put in force generally. The first important step is the selection of hour meridians, and the adoption of the hour-zone system. With these objects in view a map has been prepared; it shows the position of the twenty-four-hour meridians, and indicates in a general way the country or section of country to which any particular hour meridian has greatest proximity. It would greatly advance the unification of time throughout the world, and greatly promote the common good of mankind if every nation with all convenient speed would take means to select the hour meridians on which its reckoning of time may be based. Appended hereto will be found a table indicating the hour meridians which in each case may be found eligible for selection, but in a matter of this kind each nation must judge for itself.

26. I have mentioned what has been done in America, more especially in Canada, in furtherance of this movement. If means be taken to extend the use of the hour-zone system to all the British possessions around the globe they will individually and collectively participate in the advantages of a common reckoning of time. I venture to submit, suggestively, the appended list of the principal British Colonies and dependencies, with the hour meridians, which appear the most suitable for standards in each case.

BRITISH POSSESSIONS.

TABLE indicating the Hour Meridians, numbered as on the Accompanying Map, which may be selected as Local Standards for reckoning Time in each of the several British Possessions.

[The last column gives the differences between local reckonings and the time of the world—universal time. The sign *plus* indicates that local reckonings are in advance of, and *minus* that they are behind, world time in each case.]

Countries.	Hour Meridians.		Hour-zone Reckonings faster or slower than World Time.	Countries.	Hour Meridians.		Hour-zone Reckonings faster or slower than World Time.
	East or West of Greenwich.	No. on Map.			East or West of Greenwich.	No. on Map.	
The British Islands—				West India— <i>continued.</i>			
England and Wales ..	0	12	0 hours.	Bahamas	75 west	17	- 5 hours.
Scotland	0	12	0 "	Trinidad	60 "	16	- 4 "
Ireland	0	12	0 "	Barbadoes	60 "	16	- 4 "
Canada—				Grenada	60 "	16	- 4 "
Nova Scotia	60 west	16	- 4 "	British Honduras	90 "	18	- 6 "
New Brunswick	75 "	17	- 5 "	St. Vincent	60 "	16	- 4 "
Prince Edward Island ..	60 "	16	- 4 "	St. Lucia	60 "	16	- 4 "
Quebec	75 "	17	- 5 "	Tobago	60 "	16	- 4 "
Ontario	75 "	17	- 5 "	Antigua	60 "	16	- 4 "
Manitoba	90 "	18	- 6 "	Montserrat	60 "	16	- 4 "
Assineboia	105 "	19	- 7 "	St. Christopher ..	60 "	16	- 4 "
Saskatchewan	105 "	19	- 7 "	Virgin Islands ..	60 "	16	- 4 "
Alberta	120 "	20	- 8 "	Dominica	60 "	16	- 4 "
Athabasca	120 "	20	- 8 "	Possessions in Africa—			
British Columbia ..	120 "	20	- 8 "	Cape of Good Hope ..	30 east	10	+ 2 "
Australasia—				Bechuanaland	30 "	10	+ 2 "
New South Wales ..	150 east	2	+ 10 "	Basutoland	30 "	10	+ 2 "
Victoria	150 "	2	+ 10 "	Natal	30 "	10	+ 2 "
Queensland	150 "	2	+ 10 "	Sierra Leone	15 west	13	- 1 "
Tasmania	150 "	2	+ 10 "	Gambia	15 "	13	- 1 "
South Australia	135 "	3	+ 9 "	Gold Coast	0 "	12	0 "
Western Australia ..	120 "	4	+ 8 "	Lagos	0 "	12	0 "
New Zealand	165 "	1	+ 11 "	Miscellaneous—			
Fiji	165 "	1	+ 11 "	St. Helena	0 "	12	0 "
New Guinea	150 "	2	+ 10 "	Gibraltar	0 "	12	0 "
Possessions in Asia—				Malta	15 east	11	+ 1 "
India	75 "	7	+ 5 "	Cyprus	30 "	10	+ 2 "
Burmah	90 "	6	+ 6 "	Bermuda	60 west	16	- 4 "
Ceylon	75 "	7	+ 5 "	Falkland Islands ..	60 "	16	- 4 "
Hongkong	120 "	4	+ 8 "	Heligoland	15 east	11	+ 1 "
Straits Settlements ..	105 "	5	+ 7 "	Aden	45 "	9	+ 3 "
Labuan	120 "	4	+ 8 "	Ascension	15 west	13	- 1 "
West India—				Fanning Island ..	150 "	22	- 10 "
Jamaica	75 west	17	- 5 "	Mauritius	60 east	8	+ 4 "
Turks Island	75 "	17	- 5 "	Newfoundland ..	60 west	16	- 4 "
British Guiana	60 "	16	- 4 "				

FOREIGN COUNTRIES.

TABLE showing the Hour Meridians, numbered as on the Accompanying Map, and conveniently situated for reckoning Time under the Hour-zone System.

[The last column gives the differences between local reckonings and the time of the world—universal time. The sign *plus* indicates that local reckonings are in advance of, and *minus* that they are behind, world time in each case.]

Countries.	Hour Meridians.		Hour-zone Reckonings faster or slower than World Time.	Countries.	Hour Meridians.		Hour-zone Reckonings faster or slower than World Time.
	East or West of Greenwich.	No. on New Map.			East or West of Greenwich.	No. on New Map.	
Argentine Republic ..	60 west	16	- 4 hours	Paraguay	60 west	16	- 4 hours.
Austria Hungary	15 east	11	+ 1 "	Persia	60 east	8	+ 4 "
Belgium	0 —	12	0 "	Peru	75 west	17	- 5 "
Bolivia	60 west	16	- 4 "	Roumania	30 east	10	+ 2 "
Brazil	45 "	15	- 3 "	Siam	105 "	5	+ 7 "
"	60 "	16	- 4 "	Servia	30 "	10	+ 2 "
Bulgaria	30 east	10	+ 2 "	Spain	0 —	12	0 "
Costa Rica	90 west	18	- 6 "	Sweden	15 east	11	+ 1 "
Chili	75 "	17	- 5 "	Switzerland	15 "	11	+ 1 "
China	120 east	4	+ 8 "	Turkey	30 "	10	+ 2 "
"	105 "	5	+ 7 "	Russia in Europe ..	45 "	9	+ 3 "
Columbia	75 west	17	- 5 "	"	30 "	10	+ 2 "
Congo	15 east	11	+ 1 "	Russia in Asia ..	165 "	1	+ 11 "
Denmark	15 "	11	+ 1 "	"	150 "	2	+ 10 "
St. Domingo	75 west	17	- 5 "	"	135 "	3	+ 9 "
Egypt	30 east	10	+ 2 "	"	120 "	4	+ 8 "
France	0 —	12	0 "	"	105 "	5	+ 7 "
Germany	15 east	11	+ 1 "	"	90 "	6	+ 6 "
Greece	30 "	10	+ 2 "	"	75 "	7	+ 5 "
Hawaii	150 west	22	- 10 "	"	60 "	8	+ 4 "
Honduras	90 "	18	- 6 "	Uruguay	60 west	16	- 4 "
Hayti	75 "	17	- 5 "	United States	75 "	17	- 5 "
Italy	15 east	11	+ 1 "	"	90 "	18	- 6 "
Japan	135 "	3	+ 9 "	"	105 "	19	- 7 "
Mexico	105 west	19	- 7 "	"	120 "	20	- 8 "
Netherlands	0 —	12	0 "	Alaska	135 "	21	- 9 "
Nicaragua	90 west	18	- 6 "	"	150 "	22	- 10 "
Norway	15 east	11	+ 1 "	Venezuela	60 "	16	- 4 "

PAPERS LAID BEFORE CONFERENCE AND ORDERED TO BE PRINTED.

No. 1.—*List of Subjects proposed for Consideration.*—(Laid before the Conference by the Hon. Daniel O'Connor.

1. Reduction of the cable rates.
2. Question of representation of the Australian Colonies at the Vienna Postal Union Congress to be held in May next.
3. Date on which Australian Convention should come into force. Difficulties *re* fresh legislation.
4. Proposed Canadian mail-service.
5. Advertising on the back of telegram envelopes.
6. Insurance of parcels.
7. Question of allowing senders of books, &c., to write their names and addresses on same.
8. Proposal for steps to be taken to prevent the repeated delivery of English mails in Sydney on Saturday afternoons.
9. Proposed reduction of rate of commission on intercolonial money-orders.
10. German proposals.

No. 2.—*List of Additional Subjects.*—(Laid before the Conference by the Hon. J. Gavan Duffy.)

1. Agreement with the Eastern Extension Telegraph Company (to include Queensland and New Zealand).
2. Vienna Congress. Postal Union: On what terms can we join? Delegates to Vienna.
3. Reduction of inland transit rates with foreign countries.
4. Intercolonial postal regulations (including late-fee and money-order telegrams). Newspapers: Regulations and postage. Parcel-post: Packets not to exceed 1lb., above that to be sent by parcel-post. Post-cards.
5. Reduction of postage throughout Australia to 1d. per $\frac{1}{2}$ oz.
6. Detention of mail-steamers at Adelaide.
7. Intercolonial telegraph regulations. Money-order telegrams, discontinuance of. One telegram of advice. ("R.P.", Reply paid.)
8. Pacific and Canadian mail-service.
9. Intercolonial telegraph rates.

No. 3.—*Draft Agreement between Her Majesty the Queen and the Eastern Extension Telegraph Company.*

AN AGREEMENT dated the _____ day of March, 1891, and made between Her Most Gracious Majesty the Queen of the one part, and the Eastern Extension Australasia and China Telegraph Company, Limited (hereinafter called "the Extension Company"), of the other part.

WHEREAS as these presents are entered into on behalf of Her Majesty by authority of the respective Governments of the Colonies of New South Wales, Victoria, Western Australia, Tasmania, and the Province of South Australia (hereinafter referred to as "the contracting colonies"): And whereas the telegraphic traffic of Australasia with other countries is carried by the cables and telegraphic lines of the Extension Company, in connection with lines belonging to the Indo-European Telegraphic Department of Her Majesty's Indian Government, the Eastern Telegraph Company (Limited), and the Indo-European Telegraph Company (Limited), and the lines and cables connected therewith (hereinafter called "the Cis-Indian Administrations"): And whereas the terminal stations in Australia of the Eastern Company's submarine cables are situated at Port Darwin, in the Province of South Australia, and Roebuck Bay, in the Colony of Western Australia: And whereas the transmission of telegraphic messages to and from the terminal stations in Australasia (hereinafter referred to as "the Australasian traffic") is now charged for at the rates specified in the First Schedule hereto (hereinafter referred to as "the existing rates"): And whereas the total receipts for the year 1889 of the Extension Company and the Cis-Indian Administrations in respect of the Australasian traffic under the existing rates, after outpayments to other telegraph administrations, have, for the purposes of this agreement, been agreed between the parties at the sum of £237,736: And whereas it has been proposed that the existing rates shall be reduced upon the terms and in consideration of the guarantee hereinafter contained: Now these presents witness, and it is hereby agreed and declared, as follows:—

1. The Extension Company will, from and after the 1st day of April, 1891, transmit or procure the transmission of all telegraphic messages exchanged between the places mentioned in the Second Schedule hereto, and South and Western Australia, at the rates specified in the Second Schedule (hereinafter referred to as "the reduced rates").

2. The Governments of the colonies, parties hereto, will, from and after the 1st day of April, 1891, transmit or procure the transmission between the said terminal stations of the company, and other places in the contracting colonies, of all telegraphic messages exchanged between the Australasian Colonies and other places at the rates specified in the Third Schedule.

3. If in any year, while the reduced rates shall continue in force, by virtue of these presents, the total receipts of the Extension Company and Cis-Indian Administrations in respect of the Australasian traffic, after deducting all outpayments to other telegraphic administrations, shall be less than the sum of £237,736, Her Majesty will cause to be paid to the Extension Company out of the consolidated revenue funds of the contracting colonies a sum equal to half the amount by which such receipts shall be less than the said sum of £237,736.

4. Any sum of money payable under clause 3 hereof shall be paid to the Extension Company in London in sterling money, free from all deductions, within three calendar months from the close of each year.

5. If there shall at any time in any year while the reduced rates continue in force by virtue of these presents be a total interruption of telegraphic communication between Australia and Europe, arising otherwise than by reason of war, or any suchlike cause, which shall continue for more than one calendar month, inclusive of the day on which the interruption shall begin, a deduction of one 365th part of any sum payable under clause 3 hereof in respect of such year shall be made for every day beyond the said month during which there shall be such total interruption, inclusive of the day on which it ceases: Provided always that if such interruption shall arise by

reason of war, or any suchlike cause, no such deduction shall be made; but the Extension Company will restore or procure the restoration of such communication with all possible despatch, the costs of so doing being in such case borne by Her Majesty.

6. While the reduced rates continue in force by virtue of these presents the provisions contained in the Fourth Article of a certain agreement, dated the 6th day of May, 1879, and made between Her Most Gracious Majesty the Queen, "on behalf of the Colonies of New South Wales and Victoria," of the one part, and the Extension Company of the other part, as to the rates to be charged by the Extension Company shall be suspended, and, notwithstanding such article, the Extension Company shall not be bound to make any rebate or allowance in respect of Government messages or Press messages, except as herein expressly provided.

7. The words "Government messages" and "Press messages" in these presents shall have the same meaning as they have under Articles 5 and 6 of the said agreement of the 6th May, 1879, and all existing rules with regard to such messages, and any modification which may be made therein, shall apply to such messages respectively under the reduced rates.

8. The reduced rates shall continue in force until the expiration of a notice given in manner next hereinafter mentioned. The said notice shall be not less than two calendar months' notice in writing, expiring either on the 31st day of March, 1892, or on the 31st day of March of any subsequent year, and may be given either by the Extension Company to the Agent-General of South Australia, on behalf of the colonies parties hereto, by leaving the notice at the office in London of such Agent-General, or by such Agent-General to the company, by leaving such notice at the office of the Extension Company in London.

9. Immediately upon the expiration of any notice given in accordance with clause 8 hereof the existing rates for the Australasian traffic shall again come into operation, provided that the rate to and from Europe shall not exceed 8s., unless a higher rate shall be required to make up the receipts from the Australasian traffic to the sum of £237,736.

10. The Extension Company will not, during the continuance of the agreement, directly or indirectly, in any manner howsoever, alter the rates specified in the Third Schedule hereto without the consent in writing of the contracting colonies.

Schedules referred to in Draft Agreement with the Eastern Extension, Australasia, and China Telegraph Company (Limited).

No. 1.—SCHEDULE of the PRESENT RATES for Telegrams exchanged with South Australia.

	Credit to Guarantee Account.			Out-payments.					Total Rate.
	Cis-Ind'n Joint Purse.	Extens'n Comp'ny.	Total.	Europe.	India.	Java.	Australia.	Total.	
Europe—Ordinary, <i>via</i> Suez or <i>via</i> Teheran ..	3-25 2s. 9d.	5-60 4s. 6d.	8-85 7s. 3d.	0-25 2d.	0-75 7½d.	0-15 1½d.	1-40 1s. 2d.	2-55 2s. 1d.	11-40 9s. 4d.
Government ..	3-5 2s. 9d.	2-80 2s. 3d.	6-05 5s. 0d.	0-25 2d.	0-75 7½d.	0-15 1½d.	1-40 1s. 2d.	2-55 2s. 1d.	8-60 7s. 1d.
Press ..	1-07 ^s 10½d.	1-40 1s. 1½d.	2-47 ^s 2s. 0d.	0-05 0½d.	0-24 3d.	0-04 0¼d.	0-42 4d.	0-75 8d.	3-22 ^s 2s. 8d.
Aden ..	2-85 2s. 5d.	7-00 5s. 10d.	9-85 8s. 3d.	..	0-75 7½d.	0-15 1½d.	1-40 1s. 2d.	2-30 1s. 11d.	12-15 10s. 2d.
Suakim ..	3-00 2s. 6d.	5-60 4s. 3d.	8-60 7s. 2d.	..	0-75 7½d.	0-15 1½d.	2-30 1s. 2d.	10-90 1s. 11d.	10-90 9s. 1d.
Egypt ..	3-75 3s. 2d.	5-60 4s. 8d.	9-35 7s. 10d.	..	0-75 7½d.	0-15 1½d.	1-40 1s. 2d.	2-30 1s. 11d.	11-65 9s. 9d.
Persian Gulf ..	1-45 ^s 1s. 2d.	7-00 5s. 11d.	8-45 ^s 7s. 1d.	..	0-75 7½d.	0-15 1½d.	1-40 1s. 2d.	2-30 1s. 11d.	10-75 ^s 9s. 0d.
Persia ..	1-09 10d.	7-00 5s. 11d.	8-09 6s. 9d.	1-55 1s. 3d.	0-75 7½d.	0-15 1½d.	1-40 1s. 2d.	3-85 3s. 2d.	11-94 9s. 11d.
India ..	..	7-00 5s. 10½d.	7-00 5s. 10½d.	..	0-80 8d.	0-15 1½d.	1-40 1s. 2d.	2-35 1s. 11½d.	9-35 7s. 10d.
Penang ..	..	5-00 4s. 2½d.	5-00 4s. 2½d.	..	..	0-15 1½d.	1-40 1s. 2d.	1-55 1s. 3½d.	6-55 5s. 6d.
Malacca ..	..	5-00 4s. 2½d.	5-00 4s. 2½d.	..	..	0-15 1½d.	1-40 1s. 2d.	1-55 1s. 3½d.	6-55 5s. 6d.
Singapore ..	..	5-00 4s. 2½d.	5-00 4s. 2½d.	..	..	0-15 1½d.	1-40 1s. 2d.	1-55 1s. 3½d.	6-55 5s. 6d.
Hongkong and beyond ..	..	8-00 6s. 8½d.	8-00 6s. 8½d.	..	..	0-15 1½d.	1-40 1s. 2d.	1-55 1s. 3½d.	9-55 8s. 0d.
Macao ..	..	8-50 7s. 1½d.	8-50 7s. 1½d.	..	..	0-15 1½d.	1-40 1s. 2d.	1-55 1s. 3½d.	10-05 8s. 5d.
Manila ..	..	10-00 8s. 4d.	10-00 8s. 4d.	..	Spain. 0-25 2½d.	0-15 1½d.	1-40 1s. 2d.	1-80 1s. 6d.	11-80 9s. 10d.
Cochin China ..	..	6f. 35c. 5s. 2d.	6-35 5s. 2d.	..	Cochin China. 0-15 1½d.	0-15 1½d.	1-40 1s. 2d.	1-70 1s. 5d.	8-05 6s. 7d.
Tonquin ..	..	6-35 5s. 2d.	6-35 5s. 2d.	..	1-55 1s. 3½d.	0-15 1½d.	1-40 1s. 2d.	3-10 2s. 7d.	9-45 7s. 9d.
Java ..	..	3-50 2s. 10½d.	3-50 2s. 10½d.	..	..	0-15 1½d.	1-40 1s. 2d.	1-55 1s. 3½d.	5-05 4s. 2d.
Europe, <i>via</i> Turkey ..	1-39 1s. 2d.	5-60 4s. 6d.	6-99 5s. 8d.	1-86 1s. 7d.	0-75 7½d.	0-15 1½d.	1-40 1s. 2d.	4-16 3s. 6d.	11-15 9s. 2d.
„ Moulmein ..	4-17 ^s 3s. 6d.	5-60 4s. 8d.	9-77 ^s 8s. 2d.	0-25 2½d.	1-82 ^s 1s. 6d.	0-15 1½d.	1-40 1s. 2d.	3-62 ^s 3s. 0d.	13-40 11s. 2d.
„ Hongkong ..	..	5-60 4s. 8d.	5-60 4s. 8d.	Northern Company. 8-50 7s. 1½d.	..	0-15 1½d.	1-40 1s. 2d.	10-05 8s. 5d.	15-65 13s. 1d.

No. 2.—SCHEDULE of REDUCED RATES for Telegrams exchanged with South Australia.

	Credit to Guarantee Account.			Out-payments.					Total Rate.
	Cis-Ind'n Joint Purse.	Extens'n Comp'ny.	Total.	Europe.	India.	Java.	Australia.	Total.	
Europe—Ordinary, <i>via</i> Suez or <i>via</i> Teheran..	3-25 2s. 7d.	0-50 5d.	3-75 3s. 0d.	0-25 2d.	0-35 3½d.	0-15 1½d.	0-50 5d.	1-25 1s. 0d.	5-00 4s. 0d.
Government ..	3-25 2s. 6d.	Nil	3-25 2s. 6d.	0-25 2d.	0-35 3½d.	0-15 1½d.	0-50 5d.	1-25 1s. 0d.	4-50 3s. 6d.
Press ..	1-07 ^s 10½d	42 ^s 4d.	1-50 1s. 2½d.	0-05 0½d.	0-24 2½d.	0-04 0¼d.	0-42 4d.	0-75 7½d.	2-25 1s. 10d.
Aden ..	2-85 2s. 3d.	1-15 11d.	4-00 3s. 2d.	..	0-35 3½d.	0-15 1½d.	0-50 5d.	1-00 10d.	5-00 4s. 0d.
Suakin ..	3-00 2s. 5d.	1-00 9d.	4-00 3s. 2d.	..	0-35 3½d.	0-15 1½d.	0-50 5d.	1-00 10d.	5-00 4s. 0d.
Egypt ..	3-50 2s. 9d.	0-50 5d.	4-00 3s. 2d.	..	0-35 3½d.	0-15 1½d.	0-50 5d.	1-00 10d.	5-50 4s. 0d.
Persian Gulf ..	1-45 ^s 1s. 2d.	2-54 ^s 2s. 0d.	4-00 3s. 2d.	..	0-35 3½d.	0-15 1½d.	0-50 5d.	1-00 10d.	5-00 4s. 0d.
Persia ..	1-00 11d.	1-36 1s. 1d.	2-45 2s. 0d.	Persia. 1-55 1s. 2d.	0-35 3½d.	0-15 1½d.	0-50 5d.	2-55 2s. 0d.	5-00 4s. 0d.
India ..	..	3-77 ^s 3s. 0d.	3-77 ^s 3s. 0d.	..	0-57 ^s 5½d.	0-15 1½d.	0-50 5d.	1-22 ^s 1s. 0d.	5-00 4s. 0d.
Penang ..	..	3-75 3s. 0d.	3-75 3s. 0d.	..	..	0-15 1d.	0-50 5d.	0-65 6d.	4-40 3s. 6d.
Malacca ..	..	3-75 3s. 0d.	3-75 3s. 0d.	..	..	0-15 1d.	0-50 5d.	0-65 6d.	4-40 3s. 6d.
Singapore ..	..	3-75 3s. 0d.	3-75 3s. 0d.	..	..	0-15 1d.	0-50 5d.	0-65 6d.	4-40 3s. 6d.
Hongkong and beyond ..	..	5-60 4s. 6d.	5-60 4s. 6d.	..	..	0-15 1d.	0-50 5d.	0-65 6d.	6-25 5s. 0d.
Macao ..	..	6-10 4s. 11d.	6-10 4s. 11d.	..	..	0-15 1d.	0-50 5d.	0-65 6d.	6-75 5s. 5d.
Manila ..	..	7-60 6s. 0d.	7-60 6s. 0d.	..	Spain. 0-25 2½d.	0-15 1½d.	0-50 5d.	0-90 9d.	8-50 6s. 9d.
Cochin China ..	..	4-20 3s. 4d.	4-20 3s. 4d.	..	0-15 1½d.	0-15 1½d.	0-50 5d.	0-80 8d.	5-00 4s. 0d.
Tonquin ..	..	4-20 3s. 4d.	4-20 3s. 4d.	..	1-55 1s. 3½d.	0-15 1½d.	0-50 5d.	2-20 1s. 10d.	6-40 5s. 2d.
Java ..	..	3-10 2s. 6d.	3-10 2s. 6d.	..	..	0-15 1d.	0-50 5d.	0-65 6d.	3-75 3s. 0d.
Europe, <i>via</i> Turkey ..	1-39 1s. 1d.	0-50 5d.	1-89 1s. 6d.	1-86 1s. 6d.	0-35 3½d.	0-15 1½d.	0-50 5d.	2-86 2s. 4d.	4-75 3s. 10d.
Moulmein ..	3-25 2s. 7d.	4-20 3s. 5d.	7-45 6s. 0d.	Europe. 0-25 Northern Company. 8-50 6s. 10d.	2-57 ^s 2s. 1d.	0-15 1d.	0-50 5d.	3-47 ^s 2s. 9d.	10-92 ^s 8s. 9d.
Hongkong ..	..	5-60 4s. 6d.	5-60 4s. 6d.	..	..	0-15 1d.	0-50 5d.	9-15 7s. 4d.	14-75 11s. 10d.

No. 3.—SCHEDULE of Additional Rates on Telegrams exchanged between Europe and the Australasian Colonies, other than South and West Australia.

	South and West Australia.	Victoria.	New South Wales	Eastern Extension Cable Company.	New Zealand.	Queensland.	Tasmania.	Rate from Port Darwin or Roebuck Bay.	Total.
	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
SOUTH AND WEST AUSTRALIA—									
Europe—Ordinary (<i>via</i> Suez or Teheran) ..	0 5	..	..	..	..	..	..	3 7	4 0
Government ..	0 5	..	..	..	..	..	..	3 1	3 6
Press ..	0 4	..	..	..	..	..	..	1 6	1 10
NEW ZEALAND—									
Europe—Ordinary (<i>via</i> Suez or Teheran) ..	1 1	..	0 1	1 0	0 2	..	..	8 2	10 6
Government ..	1 1	..	0 1	1 0	0 2	..	..	8 2	10 6
Press ..	0 4	..	0 1	0 3	0 2	..	..	2 4	3 2
QUEENSLAND—									
Europe—Ordinary (<i>via</i> Suez or Teheran) ..	1 1	..	0 3	..	..	0 3	..	8 2	9 9
Government ..	1 1	..	0 3	..	..	0 3	..	8 2	9 9
Press ..	0 4	..	0 1	..	..	0 1	..	2 4	2 10
VICTORIA—									
Europe—Ordinary (<i>via</i> Suez or Teheran) ..	0 5	0 1	..	..	..	..	..	3 7	4 1
Government ..	0 5	0 1	..	..	..	..	..	3 1	3 7
Press ..	0 4	0 1	..	..	..	..	..	1 6	1 11
NEW SOUTH WALES—									
Europe—Ordinary (<i>via</i> Suez or Teheran) ..	0 5	..	0 3	..	..	..	..	3 7	4 3
Government ..	0 5	..	0 3	..	..	..	..	3 1	3 9
Press ..	0 4	..	0 1	..	..	..	..	1 6	1 11
TASMANIA—									
Europe—Ordinary (<i>via</i> Suez or Teheran) ..	0 5	0 1	..	0 6	..	..	0 1	3 7	4 8
Government ..	0 5	0 1	..	0 6	..	..	0 1	3 1	4 2
Press ..	0 4	0 1	..	0 6	..	..	0 1	1 6	2 6

The rate for telegrams exchanged with the other places mentioned in Schedules 1 and 2 will be increased in the same ratio as telegrams exchanged with Europe.

No. 4.—Value of Australasian Traffic to be guaranteed under Present and Proposed Tariffs.

	No. of Words 1889.	Value under Present Tariff.									Value under Proposed Tariff.														
		Cis-Indian Joint Purse.			Extension Com-pany.			Total.			Cis-Indian Joint Purse.			Extension Com-pany.			Total.								
		£	s.	d.	£	s.	d.	£	s.	d.	£	s.	d.	£	s.	d.	£	s.	d.	£	s.	d.			
Europe, Ordinary ...	529,956	29	215	2 9	72,868	19	0 4	119,240	2	0 7	192,109	1	0 2	68,452	13	0 0	11,040	15	0 3	79,493	8	0 0			
" Government ...	29,215	2	9		4,017	1	3 2	3,286	13	9 5	7,303	15	0 2	3,773	12	1 *	121	14	7 2	3,651	17	6 0			
" Press ...	144,162	0	10 1/2		6,307	1	9 1 1/2	8,109	2	3 2	14,416	4	0 10 1/2	6,307	1	9 0 4	2,402	14	0 1 2 1/2	8,709	5	9 0			
Aden ...	2,567	2	5		310	3	7 5 10	748	14	2 8 3	1,058	17	9 2 3	288	15	9 0 11	117	17	0 3 2	406	8	0 0			
" South Africa ...	3,444	2	5		416	3	0 5 10	1,004	10	0 8 3	1,420	13	0 2 3	387	9	0 0 11	157	17	0 3 2	545	6	0 0			
Suakin ...	32	6			0	7	6 4 8	0	14	0 7 2	1	1	6 2 5	0	7	3 0 9	0	2	3 3 2	0	9	6 0			
Egypt ...	560	3	2		88	13	4 4 8	130	13	4 7 10	219	6	8 2 9	77	0	0 0 5	11	13	4 3 2	88	13	4 3 2			
Persia ...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Persian Gulf ...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
India ...	27,965	5	10 1/2		8,214	14	4 1/2	5	10 1/2		8,214	14	4 1/2	3	0		4,194	15	0 3 0	4,194	15	0 3 0
Penang ...	677	4	2 1/2		142	9	0 1/2	4	2 1/2		142	9	0 1/2	3	0		101	11	0 3 0	101	11	0 3 0
Malacca ...	50	...	...	...	4	2 1/2		10	10	5 4 2 1/2	10	10	5 4 2 1/2	3	0		7	10	0 3 0	7	10	0 3 0
Singapore ...	10,194	...	...	...	4	2 1/2		2,144	19	9 4 2 1/2	2,144	19	9 4 2 1/2	3	0		1,529	2	0 3 0	1,529	2	0 3 0
Hongkong ...	18,950	...	...	...	6	8 1/2		6,356	2	11 6 5 1/2	6,356	2	11 6 5 1/2	4	6		4,263	15	0 4 6	4,263	15	0 4 6
Manila ...	2,726	...	...	...	8	4		1,135	16	8 8 4	1,135	16	8 8 4	6	0		817	16	0 6 0	817	16	0 6 0
Cochin China ...	188	...	...	...	5	2		48	11	4 5 2	48	11	4 5 2	3	4		31	6	8 3 4	31	6	8 3 4
Tonquin and Siam ...	440	...	...	...	5	2		113	13	4 5 2	113	13	4 5 2	3	4		73	6	8 3 4	73	6	8 3 4
Java ...	13,862	...	...	...	2	10 1/2		1,992	13	3 2 10 1/2	1,992	13	3 2 10 1/2	2	6		1,732	15	0 2 6	1,732	15	0 2 6
Macao ...	3	...	...	...	7	1 1/2		1	1	4 7 1 1/2	1	1	4 7 1 1/2	4	11		0	14	9 4 11	0	14	9 4 11
Europe, <i>vid</i> Turkey ...	3,695	1	2		215	10	10 4 6	831	7	6 5 8	1,046	18	4 1 1	200	2	11 0 4	76	19	7 1 6	277	2	6 0			
	788,657	...	...	...	84,224	0	3	153,512	9	5 1/2	237,736	9	8 1/2	79,487	1	9	26,438	11	0	105,925	13	

*Minus 1d.

£ s. d.
26,560 6 4
Less loss on Government 121 14 7

1st December, 1890.

£26,438 11 9

No. 5.—SCHEDULE of Account with Australasian Colonies, Eastern Extension, Australasia, and China Telegraph Company.

(Laid before the Conference by the Hon. Sir John Bray.)

Amount to be guaranteed £237,736
Value of traffic at reduced rate, made up in sterling 105,926

Loss.

	Companies.	Colonies.	Total.
Without increase	£65,905	£65,905	£131,810
With increase of			
10 per cent.	60,609	60,609	121,218
20 per cent.	55,313	55,313	110,626
25 per cent.	52,644	52,664	105,328
33 per cent.	48,251	48,251	96,502
50 per cent.	39,423	39,423	78,846
75 per cent.	26,182	26,182	52,364
100 per cent.	12,942	12,942	25,884
124 per cent.	231	231	462

1st December, 1890.

No. 4.—Statement showing the Distribution of the Amount to be guaranteed by the Australian Colonies (omitting New Zealand and Queensland) under the Proposed Tariff. *(Laid before the Conference by the Hon. Daniel O'Connor.)*

Colony.	Population 1888 basis.*	Without Increase in Traffic.	With Increase of 10 per Cent.	With Increase of 20 per Cent.	With Increase of 25 per Cent.	With Increase of 33 per Cent.	With Increase of 50 per Cent.	With Increase of 75 per Cent.	With Increase of 100 per Cent.	With Increase of 124 per Cent.
		£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
Victoria ...	1,090,869	26,793 19 10	24,640 17 7	22,487 15 3	21,410 16 0	19,616 13 6	16,027 12 2	10,644 8 4	5,261 12 8	93 18 3
New South Wales...	1,085,740	26,668 0 4	24,525 0 5	22,382 0 8	21,310 2 8	19,524 8 10	15,952 5 0	10,594 7 5	5,236 17 10	93 9 5
South Australia ...	318,308	7,818 6 0	7,190 0 9	6,561 15 6	6,247 10 6	5,724 0 2	4,676 14 11	3,105 19 4	1,535 6 2	27 8 1
Tasmania ...	146,149	3,589 14 5	3,301 5 2	3,012 15 11	2,868 10 2	2,628 2 10	2,147 5 11	1,426 1 8	704 18 6	12 11 8
West Australia ...	42,137	1,034 19 5	951 16 1	868 12 8	827 0 8	757 14 8	619 2 0	411 3 3	208 14 10	3 12 7
	2,683,203	65,905 0 0	60,609 0 0	55,313 0 0	52,664 0 0	48,251 0 0	39,423 0 0	26,182 0 0	12,942 0 0	231 0 0

* Vide page 57, Report of May Conference.

No. 5.—Schedule of the Present Rates for Telegrams exchanged with South and West Australia.
(Laid before the Conference by the Hon. Sir John Bray.)

	Credit to Guarantee Account.			Out-payments.					Total Rate.
	Cis-Indi'n Joint Purse.	Extens'n Comp'ny.	Total.	Europe.	India.	Java.	Australia.	Total.	
Europe—Ordinary, <i>vid</i> Suez, or <i>vid</i> Teheran	3.25	5.60	8.85	0.25	0.75	0.15	1.40	2.55	11.40
Government ..	2s. 9d.	4s. 6d.	7s. 3d.	2d.	7½d.	1½d.	1s. 2d.	2s. 1d.	9s. 4d.
Press ..	3.25	2.80	6.05	0.25	0.75	0.15	1.40	2.55	8.60
	2s. 9d.	2s. 3d.	5s. 0d.	2d.	7½d.	1½d.	1s. 2d.	2s. 1d.	7s. 1d.
	1.07 ^s	1.40	2.47 ^s	0.05	0.24	0.04	0.42	0.75	3.22 ^s
	10½d.	1s. 1½d.	2s.	½d.	3d.	½d.	4d.	8d.	2s. 8d.
Aden ..	2.85	7.00	9.85	..	0.75	0.15	1.40	2.30	12.15
	2s. 5d.	5s. 10d.	8s. 3d.	..	7½d.	1½d.	1s. 2d.	1s. 11d.	10s. 2d.
Suakin ..	3.00	5.60	8.60	..	0.75	0.15	1.40	2.30	10.90
	2s. 6d.	4s. 8d.	7s. 2d.	..	7½d.	1½d.	1s. 2d.	1s. 11d.	9s. 1d.
Egypt ..	3.75	5.60	9.35	..	0.75	0.15	1.40	2.30	11.65
	3s. 2d.	4s. 8d.	7s. 10d.	..	7½d.	1½d.	1s. 2d.	1s. 11d.	9s. 9d.
Persian Gulf ..	1.45 ^s	7.00	8.45 ^s	..	0.75	0.15	1.40	2.30	10.75 ^s
	1s. 2d.	5s. 11d.	7s. 1d.	..	7½d.	1½d.	1s. 2d.	1s. 11d.	9s.
				Persia.					
Persia ..	1.09	7.00	8.09	1.55	0.75	0.15	1.40	3.85	11.94
	10d.	5s. 11d.	6s. 9d.	1s. 3d.	7½d.	1½d.	1s. 2d.	3s. 2d.	9s. 11d.
India ..	..	7.00	7.00	..	0.80	0.15	1.40	2.35	9.35
	..	5s. 10½d.	5s. 10½d.	..	8d.	1½d.	1s. 2d.	1s. 11½d.	7s. 10d.
Penang ..	..	5.00	5.00	..	..	0.15	1.40	1.55	6.55
	..	4s. 2½d.	4s. 2½d.	..	..	1½d.	1s. 2d.	1s. 3½d.	5s. 6d.
Malacca ..	..	5.00	5.00	..	..	0.15	1.40	1.55	6.55
	..	4s. 2½d.	4s. 2½d.	..	..	1½d.	1s. 2d.	1s. 3½d.	5s. 6d.
Singapore ..	..	5.00	5.00	..	..	0.15	1.40	1.55	6.55
	..	4s. 2½d.	4s. 2½d.	..	..	1½d.	1s. 2d.	1s. 3½d.	5s. 6d.
Hongkong and beyond	..	8.00	8.00	..	..	0.15	1.40	1.55	9.55
	..	6s. 8½d.	6s. 8½d.	..	..	1½d.	1s. 2d.	1s. 3½d.	8s. 0d.
Macao ..	..	8.50	8.50	..	..	0.15	1.40	1.55	10.05
	..	7s. 1½d.	7s. 1½d.	..	..	1½d.	1s. 2d.	1s. 3½d.	8s. 5d.
Manila ..	..	10.00	10.00	..	0.25	0.15	1.40	1.80	11.80
	..	8s. 4d.	8s. 4d.	..	2½d.	1½d.	1s. 2d.	1s. 6d.	9s. 10d.
					Cochin China.				
Cochin China ..	..	6f. 35c.	6.35	..	0.15	0.15	1.40	1.70	8.05
	..	5s. 2d.	5s. 2d.	..	1½d.	1½d.	1s. 2d.	1s. 5d.	6s. 7d.
Tonquin ..	..	6.35	6.35	..	1.55	0.15	1.40	3s. 10d.	9.45
	..	5s. 2d.	5s. 2d.	..	1s. 3½d.	1½d.	1s. 2d.	2s. 7d.	7s. 9d.
Java ..	..	3.50	3.60	..	..	0.15	1.40	1.55	5.05
	..	2s. 10½d.	2s. 10½d.	..	..	1½d.	1s. 2d.	1s. 3½d.	4s. 2d.
				Europe.					
Europe, <i>vid</i> Turkey	1.39	5.60	6.99	1.86	0.75	0.15	1.40	4.16	11.15
	1s. 2d.	4s. 6d.	5s. 8d.	1s. 7d.	7½d.	1½d.	1s. 2d.	3s. 6d.	9s. 2d.
					Cochin China, Siam, and India.				
<i>vid</i> Moulmein	4.17 ^s	5.60	9.77 ^s	0.25	1.82 ^s	0.15	1.40	3.62 ^s	13.40
	3s. 6d.	4s. 8d.	8s. 2d.	2½d.	1s. 6d.	1½d.	1s. 2d.	3s.	11s. 2d.
				Northern Company.					
<i>vid</i> Hongkong	..	5.60	5.60	8.50	..	0.15	1.40	10.05	15.65
	..	4s. 8d.	4s. 8d.	7s. 1½d.	..	1½d.	1s. 2d.	8s. 5d.	13s. 1d.

No. 6.—Schedule of Reduced Rates for Telegrams exchanged with South and West Australia.
(Laid before the Conference by the Hon. Sir John Bray.)

	Credit to Guarantee Account			Out-payments.					Total Rate.
	Cis-Indi'n Joint Purse.	Ext'n'si'n Comp'ny.	Total.	Europe.	India.	Java.	Australia	Total.	
Europe—Ordinary, <i>via</i> Suez, or <i>via</i> Teheran	3-25 2s. 7d.	0-30 5d.	3-75 3s.	0-25 2d.	0-35 3½d.	0-15 1½d.	0-50 5d.	1-25 1s.	5-00 4s.
Government	3-25 2s. 6d.	Nil ..	3-25 2s. 6d.	0-25 2d.	0-35 3½d.	0-15 1½d.	0-50 5d.	1-25 1s.	4-50 3s. 6d.
Press	1-07 ^s 10½d.	0-42 ^s 4d.	1-50 1s. 2½d.	0-05 0½d.	0-24 2½d.	0-04 0½d.	0-42 4d.	0-75 7½d.	2-25 1s. 10d.
Aden	2-85 2s. 3d.	1-15 11d.	4-00 3s. 2d.	.. ..	0-35 3½d.	0-15 1½d.	0-50 5d.	1-00 10d.	5-00 4s.
Suakin	3-00 2s. 5d.	1-00 9d.	4-00 3s. 2d.	.. ..	0-35 3½d.	0-15 1½d.	0-50 5d.	1-00 10d.	5-00 4s.
Egypt	3-50 2s. 9d.	0-50 5d.	4-00 3s. 2d.	.. ..	0-35 3½d.	0-15 1½d.	0-50 5d.	1-00 10d.	5-00 4s.
Persian Gulf	1-45 ^s 1s. 2d.	2-54 ^s 2s.	4-00 3s. 2d.	.. ..	0-35 3½d.	0-15 1½d.	0-50 5d.	1-00 10d.	5-00 4s.
Persia	1-09 11d.	1-36 1s. 1d.	2-45 2s.	Persia. 1-55 1s. 2d.	0-35 3½d.	0-15 1½d.	0-50 5d.	2-55 2s.	5-00 4s.
India .. .. .	..	3-77 ^s 3s.	3-77 ^s 3s.	..	0-57 ^s 5½d.	0-15 1½d.	0-50 5d.	1-22 ^s 1s.	5-00 4s.
Penang .. .. .	..	3-75 3s.	3-75 3s.	..	..	0-15 1d.	0-50 5d.	0-65 6d.	4-40 3s. 6d.
Malacca .. .. .	..	3-75 3s.	3-75 3s.	..	..	0-15 1d.	0-50 5d.	0-55 6d.	4-40 3s. 6d.
Singapore .. .. .	..	3-75 3s.	3-75 3s.	..	..	0-15 1d.	0-50 5d.	0-65 6d.	4-40 3s. 6d.
Hongkong and beyond	..	5-60 4s. 6d.	5-60 4s. 6d.	..	..	0-15 1d.	0-50 5d.	0-65 6d.	6-25 5s.
Macao .. .. .	..	6-10 4s. 11d.	6-10 4s. 11d.	..	..	0-15 1d.	0-50 5d.	0-65 6d.	6-75 5s. 5d.
Manila .. .. .	..	7-60 6s.	7-60 6s.	..	Spain. 0-25 2½d.	0-15 1½d.	0-50 5d.	0-90 9d.	8-50 6s. 9d.
Cochin China .. .. .	..	4-20 3s. 4d.	4-20 3s. 4d.	..	Cochin China. 0-15 1½d.	0-15 1½d.	0-50 5d.	0-80 8d.	5-00 4s.
Tonquin .. .. .	..	4-20 3s. 4d.	4-20 3s. 4d.	..	1-55 1s. 3½d.	0-15 1½d.	0-50 5d.	2-20 1s. 10d.	6-40 5s. 2d.
Java .. .. .	..	3-10 2s. 6d.	3-10 2s. 6d.	..	..	0-15 1d.	0-50 5d.	0-65 6d.	3-75 3s.
Europe, <i>via</i> Turkey	1-39 1s. 1d.	0-50 5d.	1-89 1s. 6d.	1-86 1s. 6d.	Europe. 0-35 3½d.	0-15 1½d.	0-50 5d.	2-86 2s. 4d.	4-75 3s. 10d.
.. <i>via</i> Moulmein	3-25 2s. 7d.	4-20 3s. 5d.	7-45 6s.	0-25 2d.	India, Siam, and Cochin China. 2-57 ^s 2s. 1d.	0-15 1d.	0-50 5d.	3-47 ^s 2s. 9d.	10-92 ^s 8s. 9d.
.. <i>via</i> Hongkong	..	5-60 4s. 6d.	5-60 4s. 6d.	8-50 6s. 10d.	Northern Company. ..	0-15 1d.	0-50 5d.	9-15 7s. 4d.	14-75 11s. 10d.

No. 7.—*South Australian Revenue on International Telegrams.* (Laid before the Conference by the Hon. Sir John Bray.)

	Number of Words, 1890.	South Australian Revenue under Present Tariff.		South Australian Revenue under Proposed Tariff.	
		s. d.	£ s. d.	s. d.	£ s. d.
Europe and ordinary	74,899	1 2	4,369 2 2	0 5	1,560 7 11
Government	553,545	1 1	29,983 13 9	0 5	11,532 3 9
Press	27,008	1 1	1,462 18 8	0 5	562 13 4
W.A. messages, <i>via</i> Roebuck Bay	160,051	0 4	2,667 10 4	0 4	2,667 10 4
	11,775	..	..	..	..
			38,483 4 11	..	16,322 15 4
Duo W.A. for repeating charges, &c. .. .. .	..	..	38 4 8	..	38 4 8
Total .. .. .	..	..	38,445 0 3	..	16,284 10 8

No. 8.—*Proportions payable by each Colony (to Cable Company) under the Proposed Agreement, on the Basis of Population of 1888.*

Colony.	Popula- tion.	Loss without Increase to	With an Increase of									
			10 per Cent.		20 per Cent.		25 per Cent.		33 per Cent.		50 per Cent.	
		£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	
Victoria	1,090,869	19,546 14 4	17,975 19 7	16,405 4 10	15,619 11 7	14,310 14 7	11,692 8 9					
New South Wales	1,085,740	19,454 16 3	17,891 9 2	16,828 2 2	15,546 2 9	14,243 8 11	11,637 9 3					
South Australia	318,308	5,703 11 11	5,245 5 4	4,786 18 9	4,557 13 8	4,175 15 5	3,411 15 6					
Western Australia	42,137	755 0 7	694 7 2	633 13 8	603 6 9	552 15 7	451 12 11					
Tasmania	146,149	2,618 15 4	2,408 6 7	2,197 17 10	2,092 12 7	1,917 5 7	1,566 9 10					
Queensland	387,463	6,942 15 0	6,384 16 10	5,826 18 9	5,547 17 7	5,082 19 10	4,153 0 2					
New Zealand	607,380	10,883 6 7	10,008 15 4	9,134 4 0	8,696 15 1	7,968 0 1	6,510 3 7					
Total	3,678,046	65,905 0 0	60,609 0 0	55,313 0 0	52,664 0 0	48,251 0 0	39,423 0 0					

No. 9.—*Comparative Statement showing the Revenue, Area, and Foreign Trade of some of the Countries in the Postal Union, most of which have been admitted since its Formation in 1874, all of which have a Vote each.* (Laid before the Conference by the Hon. Theodore Unmack.) From the *Statesman's Year Book*, 1890.

1888.

	Area—Square Miles.	Annual Revenue.	Annual Foreign Trade.
		£	£
Costa Rica	20,000	737,519	2,183,143
Guatemala	46,800	916,053	2,539,909
Hayti	10,204	463,344	3,406,193 (1887)
Honduras	46,400	281,626	670,133
Montenegro	3,630	60,000	220,000
Nicaragua	49,500	762,828	1,333,600
Paraguay	91,970	710,289	1,175,673
San Domingo	18,045	(1889) 306,257	902,774
San Salvador	7,225	591,955	2,156,686
Servia	18,855	1,778,400	2,879,959
Uruguay	72,110	2,759,759	11,497,140
Venezuela	632,695	1,623,981	6,535,036
Totals	1,017,434	11,003,211	35,500,246
Switzerland	15,892	2,342,203	60,005,570
Luxemburg	998	311,764	.. (1889)

Original parties to the Union in 1874.

No. 10.—*Comparative Statement showing the Revenue, Area, and Foreign Trade of the Australasian Colonies, one Vote only being proposed.* (Laid before the Conference by the Hon. Theodore Unmack.) From the *Queensland Year Book*, 1890.

1888.

	Area—Square Miles.	Annual Revenue.	Annual Foreign Trade.
		£	£
Victoria	87,884	7,607,598	37,825,897
New South Wales	309,175	8,886,360	41,745,272
New Zealand	104,235	4,109,815	13,709,225
Queensland	668,224	3,463,097	12,773,100
South Australia	903,425	2,494,556	12,397,736
Western Australia	975,920	357,003	1,466,594
Tasmania	26,375	640,068	2,944,529
Total of Australasian Colonies	3,075,238	27,558,497	122,162,353

No. 11.—Circular from Lord Knutsford on the Subject of the Vienna Congress of 1891. (Laid before the Conference by the Hon. D. O'Connor.)

SIR,—

Downing Street, 25th November, 1890.

I have the honour to transmit to you a copy of a letter from the General Post Office (17th November, 1890), stating that the next Postal Congress is to be held at Vienna on the 20th of May, 1891, and that the Austrian Government have invited your Government, amongst others, to send a delegate to the Congress.

I have to request that you will inform me whether your Government accepts the invitation, and in that case by whom it will be represented, and that you will furnish me with the full names and designation of the delegate.

I have, &c.,

The Officer Administering the Government of.

KNUTSFORD.

SIR,—

General Post Office, London, 17th November, 1890.

I am directed by the Postmaster-General to acquaint you, for the information of Lord Knutsford, that the next Postal Congress is to be held at Vienna on the 20th of May, 1891, in conformity with the provisions of the Union Convention, and that the Austrian Government, through their Minister in London, have invited Her Majesty's Government to send delegates to represent this country at the Congress.

The invitation is extended to the Government of Canada, which ranks as a separate State belonging to the Union, and also to the Governments of the Australasian Colonies, the Fiji Islands, the Cape of Good Hope, Natal, St. Helena, the Transvaal, and the Orange Free State, none of which at present are members of the Union, but whose interests are concerned, inasmuch as the question of the entry of most of them into the Union has been long under consideration.

The Postmaster-General requests that you will be so good as to move the Secretary of State for the Colonies to take the necessary steps for communicating the invitations to the several colonial Governments concerned.

I am to add that the same reasons exist now as in 1885 for the representation of the Australasian and South African Colonies at the Congress. Now, as then, although the representatives could not, of course, vote upon any of the questions discussed, they would, if present at the discussions, be able to afford the Congress the most satisfactory information as to the conditions upon which these important colonies would be prepared to adhere to the Postal Union.

I am to mention that the deliberations of the Congress of Vienna, like those of the Congress of Lisbon, will be conducted wholly in the French language.

I am, &c.,

The Under-Secretary of State for the Colonies.

S. A. BLACKWOOD.

No. 12.—Report of the Representative of New South Wales, South Australia, and Western Australia, at the Lisbon Congress of the Universal Postal Union. (Laid before the Congress by the Hon. D. O'Connor.)

SIR,—

London, 19th May, 1885.

In pursuance of instructions which I received from you before proceeding to Lisbon as one of the British delegates to the recent Postal Union Congress, I acted as representative of the Colonies of New South Wales, South Australia, and Western Australia. Victoria and Tasmania were represented by Mr. Cameron Corbett, and Queensland by Mr. Garrick and Mr. Hemmant, New Zealand being unrepresented. These gentlemen and myself arranged to act in concert; and we availed ourselves of an opportunity which Mr. Blackwood, as President of the first committee (dealing with the main Convention of the Union), obtained for us to get an early hearing, in order that the representatives of Victoria and Queensland might not be unnecessarily detained at Lisbon. The proceedings of the committee are detailed in the accompanying report, printed at Lisbon.

At the request of my colleagues, I included Victoria, Queensland, and Tasmania in a statement which I made to the first committee on the 5th of February, in support of the demand made by the colonies in applying for admission to the Union.

That demand, as you are aware, was—

(1.) That the rates of payment for sea transit and the surtaxes fixed by the Convention of Paris should not be reduced, at all events until after the next quinquennial Congress, to that of Lisbon; and

(2.) That each colony shall have a separate voice in the affairs of the Union.

The first of these conditions met with no great opposition, but the second was received with energetic protests from several delegates; and the committee, unable to come at once to a decision, appointed a sub-committee to endeavour to come to an understanding with the colonial representatives. The delegations named to form the sub-committee were those of Germany, Austria-Hungary, France, Great Britain, Italy, the United States of America, and Russia.

Neither the representatives of Victoria, Queensland, Tasmania, nor myself had any authority to arrange a compromise, and I was consequently obliged to adopt a very unyielding attitude towards the sub-committee. Eventually they voted unanimously in favour of the maintenance of the *status quo*, as regards transit rates and surtaxes, negatived by six votes to one (that of Great Britain) the proposal to give to each Australian Colony a separate voice, and decided by six votes to one to award to all Australia one collective voice on entry into the Union. It was with evident and genuine reluctance that this one voice was conceded, notwithstanding the anxiety of the Union generally that the Australian Colonies should join; and when the recommendations of the sub-committee were laid before Committee No. 1, on the 7th February, the same feeling was to be discerned. Nevertheless, there was a frank and generous recognition of the peculiar position occupied by the Australian Colonies among modern communities, and also of the fact that a concession was necessary and proper, the only question being as to the amount of the concession; and the committee decided to adopt the recommendation of the sub-committee.

The understanding thus arrived at was that, subject to the approval of the Congress, the Australian Colonies should be offered a single voice and a guarantee that the transit rates and the surtaxes should remain unchanged until after the next quinquennial Congress; and this understanding was eventually confirmed by the Congress, although, as far as the rates and surtaxes are concerned, the confirmation was scarcely necessary, inasmuch as the Congress decided, in view of the strong opposition of Great Britain, not to make any changes in the transit rates and surtaxes beyond the suppression of a practically disused surtax for letters subject to the sea transit rate of 5 francs per kilogramme. But before the question of the Australian Colonies came under review at the Congress an attempt was made (on the 21st February) to treat as one question the entry of Australia, that of the Cape Colony, and Natal, and the demand of Great Britain for a revision of votes in favour of those British colonies which are already in the Postal Union. The conjunction of the three questions I opposed successfully; but the committee insisted on making the award of an additional vote for the British colonies generally contingent upon the entry of the Cape and Natal into the Union, and in refusing the demand of the Cape for separate representation.

I mention these facts in order to show the great importance which the administration of the Union attach to a single voice in its affairs; and here it is right to recall that British India, like the Mother-country, has to content itself with one vote, notwithstanding the vastness of its area, population, and commerce, and the complexity and variety of its institutions; while for the Dominion of Canada a single vote was obtained in 1878 only by the Mother-country relinquishing the vote which had been attributed to her for the British colonies generally, and now that circumstances have changed, the most that Great Britain can hope to obtain for all her colonies, exclusive of Canada and Australasia, is a single vote. This being the case, there is no longer any ground for hoping that a separate vote for each Australian Colony will ever be conceded; and, so far as making conditions is concerned, there is no longer any object for those colonies to attain by postponing their entry. It can scarcely be doubted that, sooner or later, the Union will be completed by the adhesion of these important colonies, and the present opportunity seems to me to be as favourable as any that is ever likely to present itself.

I have, &c.,

H. BUXTON FORMAN.

To the Right Hon. G. J. Shaw-Lefevre, M.P., H.M. Postmaster-General.

No. 13.—Paper submitted by the Postmaster-General of Queensland showing the History of Negotiations (in a condensed Form) with Queensland in reference to joining in the Subsidy to the Eastern Extension and China Telegraph Company's Cable.

On the 14th September, 1876, the Executive Council of Queensland, in connection with correspondence received from the Secretary of State for the Colonies, on the subject of duplicating cable communication, passed a minute to the effect that "The Council are of opinion that the Government should not contribute to the construction of any duplicate cable between Singapore and Australia which is not directly connected with the telegraph lines of this colony, and is not independent of the control of the Eastern Extension and China Telegraph Company."

At the Sydney Postal Conference in January, 1877, motions were submitted by Queensland to the effect "That any duplicate system should be by a distinct route throughout from that now in use;" and, "That it is desirable that a submarine cable should be laid from Singapore to Cape York, in Queensland, the Government of that colony undertaking, in the event of such cable being laid, to connect their existing land lines therewith." But both motions were negatived.

At the Melbourne Postal Conference in May, 1878, a resolution was passed as follows: "That the Governments of New South Wales and Victoria be empowered to enter into an agreement and contract with the Eastern Extension and China Telegraph Company for a second cable from Singapore direct to Banjoewangie, avoiding the Java land lines, and thence direct to Port Darwin, for an annual subsidy of not exceeding £32,400."

Queensland's representative, who refrained from voting on this motion, proposed the following amendment: "That it is essential there should be a complete system of telegraphic communication between British India and the Continent of Australia unconnected with the existing lines of the Eastern Extension and China Telegraph Company, and under the control of an independent company or proprietary," which was negatived.

On the 4th December, 1878, the agreement for the construction of the second cable from Singapore direct to Banjoewangie, and then direct to Port Darwin, for an annual subsidy of £32,400, was entered into with the Eastern Extension and China Telegraph Company by Victoria and New South Wales, "on behalf of the Australian Colonies and New Zealand," and upon receipt of a copy of it, which was sent for the information of the Queensland Government, the Queensland Postmaster-General made the following minute: "I note that the agreement purports to have been made on behalf of the Australasian Colonies. The Governments of Victoria and New South Wales have no authority to bind this colony to any agreement, and, as we are in no way a party to the present one, and have not been in any way consulted as to its terms, some of which seem open to great objection, notice should be given that we do not confirm it in any way, and refuse to be bound by it." Victoria was advised in accordance with this minute.

In June, 1879, South Australia intimated that the reduction in rate of 50 per cent. on Government messages and 75 per cent. on Press messages, under the agreement, was applicable to those colonies only who contributed to the subsidy for the second cable, and asked if Queensland intended to so contribute. To this a reply was sent on the 16th of the same month, to the effect that this Government had decided not to contribute to the subsidy, and therefore could not expect to participate in the reduction.

On the 20th August, 1885, Victoria wired having received advice from its Agent-General, intimating that the Berlin Conference had practically arranged a reduction of cable rates, and urging Queensland and New Zealand to join in the subsidy, otherwise they would not share in the benefit.

On the 27th August, 1885, South Australia and Victoria respectively communicated with

Queensland relative to the offer of the Eastern Extension and China Telegraph Company at the Berlin Conference to assist duplication by laying a cable from the Roper River to Normanton at its own expense, &c., which the Victorian, South Australian, and New South Wales representatives at the Conference recommended for acceptance, provided Queensland, Tasmania, and, if possible, New Zealand joined in the subsidy to the Port Darwin cable.

The Executive Council of Queensland considered these matters on the 10th September, 1885, and decided to reply that it was considered undesirable to acquiesce in any of the proposals now made.

On the 27th January, 1886, Mr. Pender wired an offer to reduce the cable charges by 2s. 3d. per word, making, with South Australia's reduction, 2s. 6d. per word, provided the non-contracting colonies joined in the subsidy and in extending it for six and a quarter years, at the same time repeating the company's offer to lay the Roper River-Normanton cable at a cost of £70,000, to connect Queensland and South Australia under a traffic arrangement with the two colonies. He subsequently, on the 4th of February, 1886, informed the Agents-General that his company would unconditionally reduce the cable rates by 1s. 4d. per word from the 1st July, 1886, and make a further reduction of 1s. 4d. per word conditionally upon the extension of the term of the subsidy, and upon the non-contributing colonies joining in it.

On the 2nd March, 1886, Queensland replied as follows to the proposal: "This Government does not think the proposed reduction in rates by any means adequate, having regard to the length of time for which the subsidy is asked. But, apart from the question of rates, this Government is not disposed to join in any subsidy which will tend to have the effect of discouraging the establishment of another independent line of telegraphic communication between Australia and Europe."

On the 22nd June, 1886, the chairman of the cable company offered, as the proposal to extend the subsidy, &c., had been declined, to lower the rates to any figure the colonies might fix, down to limit of out-payment, if the colonies would guarantee the average receipts over the cables for the previous three years. On the 15th July, 1886, he was informed, in reply, that his proposal for a guarantee could not be entertained.

At the Sydney Postal Conference in 1888 Queensland again declined to join in the subsidy, or in any guarantee to the existing cable company, on the grounds that it would prevent her from subsidising or joining in the subsidy to any independent line of cable-communication.

At the Postal Conference in Adelaide, in May, 1890, Queensland again declined to join in the subsidy or guarantee for the same reason.

No. 14.—Statement showing the Distribution of the Amount to be guaranteed by the Australian Colonies under the Proposed Tariff. (Laid before the Conference by the Hon. D. O'Connor.)

Colony.	Population, 1888 Basis.	Without Increase in Traffic.	With Increase of 10 per Cent.	With Increase of 20 per Cent.	With Increase of 25 per Cent.	With Increase of 33 per Cent.	With Increase of 50 per Cent.	With Increase of 75 per Cent.	With Increase of 100 per Cent.	With Increase of 124 per Cent.
Victoria	1,090,860	19,546 14	4 17,975 19	7 16,405 4	10 15,619 11	7 14,310 14	7 11,692 8 9	7 7,765 6 0	3,838 9 2	68 10 3
New South Wales ...	1,085,740	19,454 16	3 17,891 9	3 16,328 2	2 15,546 2	9 14,243 8 11	11 11,637 9 4	7 7,728 15 10	3,820 8 3	68 3 10
New Zealand	607,380	10,883 6	7 10,008 15	3 9,134 4	0 8,696 15	1 7,968 0 1	6 5,10 3 7	4 3,323 12 1	2,137 3 11	38 2 11
Queensland	387,463	6,942 15	0 6,384 16	10 5,826 18	9 5,547 17	7 5,082 19	10 4,153 0 2	2 2,758 2 9	1,363 7 5	24 6 8
South Australia ...	318,308	5,703 11	11 5,245 5	4 4,786 18	9 4,557 13	8 4,175 15	5 3,411 15 5	2 2,265 17 3	1,120 0 9	19 19 10
Tasmania	146,149	2,618 15	4 2,408 6	7 2,197 17	10 2,092 12	7 1,917 5 7	7 1,566 9 10	1 1,040 7 1	514 5 2	9 3 7
West Australia ...	42,137	755 0	7 694 7	2 633 13	8 603 6	9 552 15 7	7 451 12 11	299 19 0	148 5 4	2 12 11
	3,678,046	65,905 0	0 60,609 0	0 55,313 0	0 52,664 0	0 48,251 0	0 39,423 0	0 26,182 0	0 12,942 0	0 231 0 0

No. 15.—Report on the Probable Result to the Australasian Colonies of the Adoption of a Universal Rate of 1d. per Half-ounce for Inland and Intercolonial Postage. (Laid before the Conference by the Hon. John Gavan Duffy.)

MEMORANDUM.—Owing to the limited information available, the probable result to the various Australasian Colonies of the adoption of a universal rate of 1d. per half-ounce for inland and intercolonial letters can only be ascertained approximately. Where possible, the value of stamps sold at the inland and intercolonial rates has been compared with the postage on the number of letters stated to have been despatched, and where there has been any considerable difference the mean has been taken. The probable immediate increase has been taken at 30 per cent. as the maximum in all cases.

VICTORIA.

Rates.—Inland, 1d. per half-ounce; intercolonial, 2d. per half-ounce; present value of intercolonial postage, £25,000; probable loss, £8,750.

NEW SOUTH WALES.

Rates.—City and suburban, 1d. per half-ounce; country or inland, 2d. per half-ounce; intercolonial, 2d. per half-ounce.

Inland.—Value of stamps and envelopes, at 2d.	...	...	£219,531
Less intercolonial	...	£20,000	
for duty stamps on receipt	...	24,000	
			44,000
			175,531
Less half for reduced rates	...	...	87,765
			87,765
Add 30 per cent. increase	...	...	= 26,329
Loss on inland penny postage	...	...	£61,437

Intercolonial.—2,366,700 letters in 1889, including New Zealand, would give £19,772—say, £20,000, for 1890. Loss, after adding 30 per cent. to value of reduced postage, £7,000.

QUEENSLAND.

Rates.—For delivery within limits of city or town where posted, 1d. per half-ounce; between separate post towns, 2d. per half-ounce; intercolonial, 2d. per half-ounce.

<i>Inland.</i> —Value of twopenny stamps sold in 1889	...	...	...	£55,152
Less postage on 623,231 intercolonial letters at 2d.	...	...	...	5,194
				49,958
Less one-half for reduced rates	...	...	...	24,979
				24,979
Add 30 per cent. increase	...	...	...	= 7,493
				£17,486

The loss on the intercolonial postage would be £1,818, or £19,304 in all.

SOUTH AUSTRALIA.

Rates.—Inland, 2d. per half-ounce; intercolonial, 2d. per half-ounce. The inland postage appears to amount to about £108,000. The loss, after allowing for 30 per cent. increase, would be £30,600. The loss on intercolonial letters would be, approximately, £1,200.

TASMANIA.

Rates.—Town letters, 1d. per half-ounce; inland, 2d. per half-ounce; intercolonial, 2d. per half-ounce; estimated postage on inland letters, £23,000; probable loss after allowing for 30 per cent. increase, £8,050.

Intercolonial.—No statistical information available, but I should imagine the postage on intercolonial letters would not amount to more than £3,000, and if so, after allowing for 30 per cent. increase, the loss would be about £1,000.

WEST AUSTRALIA.

Rates.—Town letters, 1d. per half-ounce; country letters, 2d. per half-ounce; intercolonial, 2d. per half-ounce. No reliable information available, but the whole postal revenue for 1888 was only £13,976. Taking 60 per cent. to represent the country letters, the postage would be £8,385, and the loss, after allowing 30 per cent. increase, £2,936. The loss on intercolonial letters would be, I should think, about £500.

NEW ZEALAND.

Rates.—Town letters, 1d. per half-ounce; country letters, 2d. per half-ounce; intercolonial, 2d. per half-ounce. I have no means of arriving at an estimate of the probable loss to New Zealand by an inland rate of 1d., but, judging from the population, I should place the loss at about £30,000, and at £2,500 for the intercolonial.

RECAPITULATION.

Approximate Loss on Inland Postage.—New South Wales, £61,437; Queensland, £17,486; South Australia, £30,600; Tasmania, £8,050; West Australia, £2,936; New Zealand, £30,000; total, £150,509.

Approximate Loss on Intercolonial Postage.—Victoria, £8,750; New South Wales, £7,000; Queensland, £1,818; South Australia, £1,200; Tasmania, £1,000; West Australia, £500; New Zealand, £2,500; total, £22,768. Grand total of loss on both inland and intercolonial postage, £173,277.

N.B.—The loss shown above represents only the estimated decrease in receipts for the first year following a reduction, and does not include the additional expenditure that would be necessary.

Accountant.

No. 16.—*Telegram from the Premier of Tasmania to the Hon. B. Stafford Bird on the Subject of a Representation from Mr. Audley Coote as to Telegraph Cables.* (Laid before the Conference by the Hon. B. Stafford Bird.)

AUDLEY COOTE disappointed not coming Conference or seeing you again before leaving. He has heard some new suggestions are likely to be made regarding Sir John Pender's company guarantee that may jeopardize the laying of Pacific cable, that he could have further explained to present Conference. He wishes you to consult Sir Samuel Griffith, who knows exact position, and desires you to read this telegram and his (Coote's) letter dated 19th, page 17, of Postal Conference, Adelaide, last year, and have both recorded.

P. O. Fysh.

SIR,—

Société Française de Victoria, Melbourne, 19th May.

Referring to our conversation in reference to the Pacific cable, and to your request to address you on the subject, I have the honour to solicit your kind offices in bringing before your colleagues at the Conference the following: The project of the Pacific cable is temporarily arrested pending the projected Conference between the Canadian and Australasian representatives. It is unnecessary to remind you or to refresh your memory as to what has been done in that direction. I have no desire whatever to say anything that would tend towards the

reduction of the cable rates between England and Australia, but I do most strenuously urge and hope that nothing will be done by the Conference that would impede or militate the proposed laying of the Pacific cable.

The Hon. F. T. Derham, Postmaster-General, Victoria.

I have, &c.,

AUDLEY COOTE.

No. 17.—*Memorandum on the Subject of Press Telegrams.* (Laid before the Conference by the Hon. John Gavan Duffy).

I RECENTLY apportioned the expenditure on account of telegraphs for 1889–90, and the sum which I estimate should be fairly charged, exclusive of the cost of construction of telegraph lines, the cable subsidies, and the interest on the capital, cost of works and buildings, is £184,923. The revenue for 1889–90 was £131,013, showing a deficiency of £53,910. The present Press rate of 3s. per hundred words to New South Wales and South Australia, and 4s. 6d. per hundred words to Queensland and West Australia, is not excessive. We have no separate records of Press business, and no statistical information is therefore available. The rates charged in the United Kingdom are special and by arrangement, and are not published for general information; but I believe a low rate is charged for a message addressed to several papers. I do not think the business would be increased to an appreciable extent by any reduction on the present rates.

24th February, 1891.

W. MARKHAM.

P.S.—I find that the annual amount paid by the *Argus* is £3,496; *Age*, £2,572; *Daily Telegraph*, £1,256; *Herald*, £1,440; *Standard*, £1,600.—W. M.

In view of the fact that the revenue of the Telegraph Department from all sources largely exceeds its expenditure, in our opinion, the time has fairly arrived when a reduction in the charges for Press messages may be taken into account. In Victoria, according to the last official report, the revenue for 1889 was £127,000, as against an expenditure of £28,000, inclusive of the cable subsidy.

Intercolonial Rates.—The charges at present levied by the department on intercolonial messages are excessive. The practice of the department is to charge at the hundred-word rate. Differential charges should be made, rated on the length of messages. If a reasonable charge were imposed for every twenty-five words, or fraction of twenty-five, sent over the wires, it would operate more fairly. An uniform rate for the whole of Australia ought to be levied. The principal business is carried on between Victoria and New South Wales and South Australia, and the heavy charge now imposed on messages to provinces beyond these spheres amount, practically, to prohibitive taxation. A fair rate would be 1s. 4d. per hundred words, or 4d. for twenty-five, throughout all the colonies. Uniformity and fair rates will, without question, speedily make up any deficiency caused by these reductions. The following are the differential rates charged for the first hundred words from Victoria: To New South Wales, 3s.; to Queensland, 4s. 6d.; to South Australia, 3s.; to Western Australia, 4s. 6d. To Queensland and Western Australia the charge amounts to over $\frac{3}{4}$ d. per word.

Intercolonial Cables.—The rates charged over the intercolonial cables demand some attention. The charge for Press messages to Tasmania of 4s. 6d. per hundred words might reasonably be reduced in consequence of the increase in communication now taking place. The charge for New Zealand messages is also too high. With the land charges the cost comes to £1 8s. 6d. from Victoria.

Eastern Cables.—A Press rate for communication to the East, to India, China, &c., should be established. The charge of 7s. 10d. per word now imposed is blocking an important news avenue.

Manifolding Messages.—The rates imposed by the Telegraph Departments for issuing duplicate or triplicate copies of cable messages in each province are too high. In case of two or more newspapers joining together in any colony a reasonable reduction ought to be made in the charges for issuing copies of the original telegram.

Delay of Messages.—The custom which seems to be observed of delaying Press messages until all private business, whether handed in after the Press telegrams or before, have been sent through is an injustice which presses with special weight upon the evening newspapers. While absolute precedence is not asked, they should be allowed to take their turn, and in important cases to receive precedence.

No. 18.—*Communication on the Subject of the Draft Agreement, from the Manager of the Eastern Extension Telegraph Company.*

The Eastern Extension Australasian and China Telegraph Company (Limited),
Sydney, 9th March, 1891.

SIR,—

I have the honour to inform you that I telegraphed to the chairman of this company (Sir John Pender) the alterations made by the Conference in the agreement submitted by the company for a reduction of rates between Australia and Europe, and the following is his reply:—

“Arrangements with colonies was for a four-shilling rate *via* Suez and Teheran, and it was never intended to apply that rate to Hongkong and Moulmein, as those routes are beyond our control. Moreover, the out-payments in both cases exceed 4s., and India and Indo-European would not agree; impossible, therefore, to comply with Conference request. Contingency is, however, very remote, seeing that companies are now spending over a million sterling in putting down additional cables to make the service thoroughly strong at all points.

“I have carefully considered the proposed alterations in the agreement, and accept the changes in first three paragraphs of preamble.

“The figures in fifth paragraph and in Article 3 must, however, remain, as they represent the actual receipts of Extension Company and the administrations associated with it, in the guarantee arrangement for the year 1889, which was basis fixed by my letter to Agents-General of May last year. The difference between the figures in that letter and those in agreement is caused by Persian

Gulf Department having agreed to join in arrangement, and their proportion of the traffic being included.

“Article 4. This ought to stand as drafted, our calculations being based on payment in London; if, however, Adelaide insisted on loss on exchange in remitting money to London, must be included in guarantee.

“Article 5. One month’s grace was specially named in my original proposal to Jubilee Conference, which was before the Adelaide Conference when arrangement was accepted, and it cannot be reduced. It ought to be increased to three months.

“Article 6. This stipulation is so reasonable that the colonies ought to readily accept it; but as experiment is only for one year company will not insist upon it. It must, however, be clearly understood that if the experiment is successful, and the new agreement entered into for a term of years, the arrangement would be terminated forthwith should the contracting colonies commit any act whereby our revenue were interfered with or diminished.

“Proposed new Article 6.—Company and its associated administrations cannot bind themselves as proposed, but are willing to enter into any practicable arrangements whereby the benefits from the guarantee arrangement might be confined to the contracting colonies.

“Article 8. Company accepts the words referring to subsidy agreement; but the remainder of the article must be adhered to so far as Press messages are concerned, as existing regulations were drawn up and accepted by Press and Government administrations subsequently to that agreement, when Press-rate over Extension system was extended to Cis-Indian lines.

“Article 9. This point was threshed out during Adelaide Conference negotiations, and the company must adhere to the decision then come to. If, however, at the end of first year, traffic has increased enough to encourage the continuance of the experiment, I would be willing to go on for another year, or even two, so as to fully test it; but it must be at the company’s option.

“Article 10. This clause is in accordance with my letter to the Agents-General, and company must have the right to revert to the old rate of 9s. 4d. under contemplated circumstances if eight-shilling tariff is insufficient to make up the receipts to the full amount.”

I have, &c.,

W. WARREN,

Manager in Australasia.

The Hon. the President of the Postal Conference, Sydney.

No. 19.—*Eastern Extension Telegraph Company, on the Subject of finding a Better Route for the Darwin Cables.*

The Eastern Extension Australasia and China Telegraph Company (Limited),

SIR,—

Sydney, 9th March, 1891.

I have the honour to send you a copy of a telegram received from the chairman, Sir John Pender, relative to the finding of a better route for the Darwin cables: “Tell delegates from me that company have had under careful consideration question of finding better route, if possible, for Darwin cables, and are obtaining soundings and other data to see whether an alteration of route to the north of Sumbarra, or Baly, would be likely to give greater security from volcanic interruption, and before coming to a decision must await the result. Colonies, however, may rest satisfied that company will continue to do everything possible to preserve communication in the highest state of efficiency.”

I have, &c.,

W. WARREN, Manager.

The Hon. the President of the Postal Conference, Sydney.

No. 20.—*Telegram from the Agent-General of New South Wales on the Subject of the Proposed Canadian Mail-service.* (Laid before the Conference by the Hon. Daniel O’Connor.)

I HAVE been requested by Sir Charles Tupper, on behalf of the Canadian Government, to ask if New South Wales will give £15,000 yearly to Hartington syndicate for service described in Kersey’s letter of 19th November, provided Sydney is made terminal port. Anxious to know soon. Expects to obtain £15,000 more from other Australian Colonies and £50,000 from Imperial Government. Details to be settled at Sydney if your Government entertain proposal.

DEAR SIR,—

33, St. James’s Place, S.W., 19th November, 1890.

I beg to bring before your notice the following information relative to the proposed establishment of a line *via* Canada to Australia:—

Mr. Bryce Douglas, who is the managing director of the Naval Construction and Armaments Company, Limited (of which Lord Hartington is chairman), and who was with me in Canada, has secured on behalf of his company a contract from the Canadian Government for a fast Atlantic service, and also for a service from Vancouver to the colonies.

The amount of subsidy which the Canadian Government will give for the Australian service is £15,000 per annum for a four-weekly line. In addition to this they take further upon their shoulders the burden of providing the entire Atlantic subsidy.

We now require, to insure the floating of the proposed new steamship company (to be called the Imperial Steam Navigation Company), the assistance of the Imperial Government and the Australian Colonies, and the amount of subsidy that we hope to get is a total sum of, say, £55,000 per annum for ten years, in addition to the amount given by the Canadian Government. For this the company would undertake a through service between London and Moreton Bay (for mails and passengers) of thirty-five days, the same period of transit as is now occupied between London and Adelaide by the Brindisi-Suez route, and it is further confidently expected that the average through time would be about thirty-one to thirty-two days.

The proposed route is from London and Plymouth to Halifax, and (in the summer) Quebec;

thence *via* the Canadian and Pacific Railway to Vancouver, and thence *via* Honolulu to Moreton Bay, at which port passengers and mails could be transferred to the intercolonial railway system, the steamer proceeding to Sydney, and possibly Melbourne. I have brought this matter before the notice of Sir Robert Herbert, at the Colonial Office. Sir Robert has kindly promised to bring the matter before the Secretary of State, and also before the Agents-General interested.

I venture to hope that the subsidy asked for may be forthcoming, and that this great British route to the colonies may be developed.

The company would be willing to commence at once a temporary service, if desired, by means of first-class chartered ships, and would undertake to construct a sufficient number of new twin-screw ships specially designed for the trade, and fitted as armed cruisers with gun platforms, coal armour, and to be manned by a white crew of Naval Reserve men. Lord Hartington has kindly consented to become chairman of the new company if it is brought into existence, and the vessels will be built by the Naval Construction Company at Barrow-in-Furness.

The steamship company will be an entirely separate concern from, but will have the hearty co-operation of, and direct connection with, the Canadian Pacific Railway. The steamers will be equal in appointments to anything afloat. They will run alongside the trains in London and in the Canadian ports, thus saving all expense of transit, and it is proposed to issue through tickets, including all charges of dining-car, sleeping-car, &c. The entire scheme will be established on a thoroughly first-class basis. May I ask you to be good enough to bring this matter to the notice of your Government.

I am, &c.,

H. M. KERSEY.

No. 21.—Draft Memorandum of Agreement between the Colonial Governments as to Payments to the Eastern Extension Telegraph Company.

MEMORANDUM of Agreement made this day of , 1891, for and on behalf of their respective Governments, between His Excellency the Right Honourable Victor Albert George, Earl of Jersey, &c., Governor and Commander-in-Chief of New South Wales and its dependencies, by and with the advice and consent of the Executive Council of New South Wales, of the first part; His Excellency the Right Honourable Algernon Hawkins Thomond, Earl of Kintore, &c., Governor and Commander-in-Chief of the Province of South Australia and its dependencies, by and with the advice and consent of the Executive Council of the said province, of the second part; His Excellency Sir Robert George Cruickshank Hamilton, Knight Commander of the Most Honourable Order of the Bath, Governor and Commander-in-Chief of Tasmania and its dependencies, by and with the advice and consent of the Executive Council of Tasmania, of the third part; His Excellency the Right Honourable John Adrian Louis, Earl of Hopetoun, &c., Governor and Commander-in-Chief of Victoria, of the fourth part; and His Excellency William Cleaver Francis Robinson, Knight Grand Cross of the Most Distinguished Order of Saint Michael and Saint George, Governor and Commander-in-Chief of Western Australia and its dependencies, by and with the advice and consent of the Executive Council of Western Australia, of the fifth part: Whereas by the agreement dated the day of , 1891, between Her Most Gracious Majesty the Queen of the one part, and the Eastern Extension Australia and China Telegraph Company (Limited) (hereinafter referred to as "the Extension Company"), of the other part (a copy of which said agreement is set out in the schedule hereto, and is hereinafter referred to as the agreement); and executed by on behalf of Her Majesty, it is, among other things, provided and agreed that, in consideration of the reduced rates in the said agreement, and in the First Schedule thereto mentioned to be paid to and accepted by the company for transmitting, or procuring to be transmitted, all telegraphic messages exchanged between the places mentioned in the Second Schedule to the same, and South Australia or Western Australia, in lieu of the rates heretofore charged, and in consideration of the observance by the company of the agreements, clauses, covenants, conditions, and provisos in the said agreement mentioned, that Her Majesty would cause to be paid to the company, out of the consolidated revenue funds of the contracting colonies, a sum equal to half the amount by which the receipts of the company, and the Cis-Indian Administrations in respect of the Australasian traffic in any year while the reduced rates aforesaid continue in force by virtue of the said agreement, should, after deducting all out-payments to other Telegraph Administrations, be less than the sum of £232,000: And whereas the respective Governments of the parties to these presents have mutually agreed to contribute proportionately to the population of their respective territories towards the payment of any sum or sums of money that may become due or owing to the company under the agreement: And whereas it has been arranged that the Government of shall pay, or cause to be paid, to the company in Adelaide, within the time limited by the agreement, all sums due or to become due to the company under the same: Now these presents witnesseth that, in consideration of the premises, the parties hereto of the respectfully do and each of them doth hereby for and on behalf of his and their respective Government and Governments, covenant and agree with the Government of to pay from time to time to the said Government of during the continuance of the agreement upon demand rateable contributions according to and on the basis of the population for the time being of their respective territories towards making good any sum equal to half the amount by which the receipts of the company and the Cis-Indian Administration in respect of the Australian traffic in any year may, after deducting all out-payments to other telegraphic administrations, be less than the sum of £232,000, which the said Government of may under the agreement have paid in any year to the company. And it is further agreed that the Governments of any of the parties hereto prior to the 31st day of December in any year may, by notice in writing to the Governments of the others of them, intimate its desire to determine the agreement, and thereupon the Agent-General for the Government of South Australia shall give the necessary notice for the determination of the same to the company as in the agreement provided.

In witness, &c.,

5—F. 8.

No. 22.—*Particulars as to the New South Wales Telegraph Service, 1890.* (Laid before the Conference by the Hon. D. O'Connor.)

Number of stations at 31st December, 1890, 628; line, 11,231 miles 16 chains; wire, 23,698 miles 8 chains; cost of construction, £743,697 14s. 10d.; number of messages transmitted, 3,592,519; revenue, £178,735 8s. 7d.

Sydney, 27th February, 1891.

E. C. CRACKNELL.

No. 23.—*Particulars as to the South Australian Telegraph Service, 1890.* (Laid before the Conference by the Hon. Sir John Bray.)

Number of telegraph stations, 211; miles of line, 5,623; miles of wire, 12,178; cost of construction (including buildings), £966,440; number of messages (including international), 1,007,215; revenue, £67,132 10s.

CHARLES TODD,

Postmaster-General and Superintendent of Telegraphs, South Australia.

No. 24.—*Particulars as to the New Zealand Telegraph Service, 1890.* (Telegram from C. Lemon, Esq., Superintendent of Telegraphs, to Superintendent of Telegraph, Sydney, 25th March, 1891.)

THE following statistics of our inland telegraph business to 31st December, 1890, are sent you for insertion in Conference returns: 5,060 miles of lines, and 12,771 miles of wire were open on 31st December; 1,961,161 messages of all codes were forwarded; net cash revenue from inland telegrams, £89,508 7s. 7d.; value of Government telegrams, £26,070 12s. 7d.; total expenditure on service, £94,822 7s. 4d.; total cost of lines in colony, £578,153 15s. 10d.; number of offices open at end of year, 520. The value of Government telegrams is given in foregoing because portion of general expenditure is due to these.

No. 25.—*Particulars as to the Victorian Telegraph Service, 1890.*

Number of stations, 734; miles of lines (poles), 3,967; miles of wire, 8,241; estimated cost of construction, £345,297; number of messages transmitted, 3,114,783; revenue, £138,969.

J. R. JAMES.

No. 26.—*Particulars as to the Tasmanian Telegraph Service, 1890.* (Laid before the Conference by the Hon. B. Stafford Bird.)

Number of telegraph stations, 137; miles of line, 1,283; miles of wire, 1,909; total cost of construction, £53,555; number of messages, 329,892; revenue, £15,883 11s.

ROBERT HENRY,

Superintendent of Telegraphs, Tasmania.

No. 27.—*Eastern Extension Telegraph Company, accepting New Clause 10 in Draft Agreement for Reduction of Rates.*

The Eastern Extension Australasia and China Telegraph Company (Limited),
 SIR,— Sydney, 13th March, 1891.

I have the honour to state, for the information of the President and the delegates of the contracting colonies, that the chairman, Sir John Pender, has authorised me to accept the new clause 10 to be inserted in the agreement for reduction of rates.

I have, &c.,

W. WARREN,

Manager in Australasia.

A. C. Budge, Esq., Secretary, Postal Conference, Sydney.

No. 28.—*Letter re Press Messages respecting Proceedings of Federal Convention over the New Zealand and Tasmanian Cables.*

SIR,—

4th March, 1891.

I have the honour to acknowledge the receipt of your letter of 2nd, and, in reply, to state, for the information of the Hon. the Postmaster-General, that a reduction in Press rates over the New Zealand cables has already been allowed, and that half-rates over the Tasmanian cables will only be charged for reports of the proceedings of the Federal Convention for publication in the Tasmanian newspapers.

I have, &c.,

W. WARREN,

Manager in Australasia.

S. H. Lambton, Secretary,
 General Post Office, Sydney.

No. 29.—*Letter respecting a Reduction in Press Telegraph Rates between New South Wales and Victoria.*

DEAR SIR,—

Herald Office, Melbourne, 24th February, 1891.

I beg to submit for your approval the desirability of considering at the forthcoming Postal Conference the reduction of the Press telegraphic rates from New South Wales to Victoria. These, as compared with the New Zealand rates, are very high indeed.

The Hon. J. Duffy, M.L.A.,
 Postmaster-General.

Yours, &c.,

S. V. WINTER.

REPORT OF THE DEBATES.

FRIDAY, 27TH FEBRUARY, 1891.

1. *President's Address on Order of Business.*

THE President said he returned his most sincere thanks for the great compliment they had paid him in electing him to the position of President of the Conference. He was fully aware of the importance of the position, and the duties appertaining to it, and he was also aware of the intelligence, generosity, and patriotism of his colleagues, who would enable him to discharge his duties and relieve him of a great deal of the importance, so far as personal effort was concerned. He appreciated the kindly spirit of the gentlemen present, and thanked Sir John Bray and Mr. Ward for their kind remarks. On behalf of New South Wales he offered them a very hearty and cordial welcome to the colony. He could say most sincerely that they were proud to see them present, and the pride was intensified for many reasons on this occasion. They had assembled in the City of Sydney, and the old Colony of New South Wales, familiarly called the Mother Colony, for a great purpose, and the pride that belonged to the mother he felt certain was felt in this colony in seeing the splendid strides made by their prosperous children all over Australia. That feeling was held in the bosom of every man, woman, and child in this colony. The prosperity of each of the surrounding colonies was viewed with pride and admiration by the people residing here. There had been many Conferences from time to time in the various colonies; but, although the work done in South Australia was good and of a very important character, they were present that day to perfect it, and to carry out more fully what was then done. There was, however, an additional importance in the present gathering. In the course of a few days the trusted representatives of Australasia would meet in this capital to engage in a noble work and lay the foundation-stone of a noble building—that of a great nation—and he knew nothing that would be so conducive to that as the satisfactory results of their Conference. They were living in a most remarkable age and in remarkable times. They were living in a time when abuses had been removed and misunderstandings had been cleared away, and he knew nothing that could do that better than a proper and efficient system of postal and telegraphic communication. They were assembled for high practical purposes. They were there to provide facilities throughout the whole of Australasia so that people might be able to live more closely with one another and understand one another better. There were no prejudices amongst them, and he hoped that the result of their Conference would be satisfactory to all the colonies. There were some of them to whom at one time the possibility of telegraphic communication appeared little more than a dream; but now they were in connection with the great capitals and remote parts of the world. What could do more to bring about a better understanding than an efficient system of postal and telegraphic communication? He was glad to see that every colony was represented for the one object. He would draw attention to what had been done in relation to the late Conference in Adelaide, so that they would understand where they had left off and where they had to begin. He had before him a copy of the report of the Conference held at Adelaide in May last, and to summarise the position, the action taken in the resolutions had been as follows: Postal service: The reduction of the postal rate to 2½d. had been carried out as regards Great Britain, but, at the request of the Imperial Government, the question of reducing to other places outside the colonies had been deferred until after the Vienna Congress, to be held in May next, the reason given being that certain existing conventions stood in the way of an immediate general reduction. The reduction of ocean post-cards to 2d. had also been carried out as regards Great Britain. In the matter of post-cards between India and Australasia, the Adelaide Government was understood to be still negotiating, and the delegate from that colony, Sir J. C. Bray, would probably inform the Conference as to the position of this question. The terms of the Australasian Postal Convention had been settled, and it only awaited the necessary legislation on the part of New South Wales and some of the other colonies to give effect to it. In reference to future Pacific mail-service contracts, so far as the service *viâ* San Francisco was concerned, this had been arranged on the terms agreed to at the Adelaide Conference, New Zealand having renewed the contract for a year, other colonies paying poundage rates as proposed. The question of a service *viâ* Canada would possibly engage their attention on the present occasion. The Postal Convention with the United States of America, so far as New South Wales was concerned—as adopted at Adelaide, and, with some modifications, agreed to at the suggestion of the United States Post Office—had been completed and executed. The proposed increase of the money-order limit from £10 to £20, so far as New South Wales was concerned, awaited fresh legislation. In connection with the telegraph service, the position was as follows: The matter of the reduction of the cable tariff to 4s. a word, 3s. 6d. for Government messages, and 1s. 10d. for Press messages, had been arranged on the terms proposed at the Conference, so far as regards the Colonies of New South Wales, Victoria, South Australia, Tasmania, and Western Australia, which had hitherto contributed to the cable subsidy. It was understood that the carrying-out of these reduced rates had awaited the receipt from London of the revision of the draft agreement with the company, also the result of further negotiations with the non-contributing colonies—viz., Queensland and New Zealand—conducted with a view of persuading those colonies to join, not only (on the basis of population) in the existing subsidy of £32,400, but in the guarantee to the company of one-half of any loss which might be sustained owing to the reduced rates, the company bearing the other half. Should those colonies still see fit to hold out, he apprehended that this Conference would have then to consider as to the terms on which the messages of those colonies would be transmitted. The reduction of the intercolonial telegraph rates was understood to be awaiting final settlement, as some of the colonies had declined to act on the recommendations of the Adelaide Conference. Some of the other colonies had already adopted the system of the trans-

mission of urgent telegrams at double rates, and others had not yet decided to do so. It was probable that the uniform telegraph regulations adopted at Adelaide would also come into operation simultaneously with the reduced rates. In relation to the proposal that the United Kingdom should contribute to the subsidies and guarantees in connection with the cable rates, endeavours were made to induce the United Kingdom to join, but without success. No doubt in some cases some colonies would receive greater advantages than others; but then there was the greater call for the patriotism and splendid spirit that pervades the whole of the race. He expressed his personal delight at the presence of Mr. Unmack, and that New Zealand, which was not represented at Adelaide, was represented on the present occasion; and he thought they should now come to a satisfactory understanding. One of their principal objects was to consider the draft agreement, and another was to take advantage of the presence of the New Zealand and Queensland delegates, to try and influence them to manifest that spirit of federation which they possessed, to form a great national feature in the history of Australia by joining in the cable guarantee and subsidy. There would be other matters to consider, one of which was the question of sending delegates, in response to the invitation of the Home Government, to the Postal Conference to be held in Vienna in May next. No doubt each member would be prepared with a programme of his own, and there might be a number of less important matters to be considered; but whatever was submitted, he was sure, would receive the attention it deserved.

The Hon. J. Gavan Duffy said that the work of the Conference divided itself into two classes—viz., those matters which involved questions of public policy, and those which were of a more purely technical nature. He would suggest that all these technical questions might be better dealt with, in the first place, by the heads of the departments as a sub-committee. That sub-committee would report to the Conference, and the questions then be dealt with by the whole of the delegates. He took it that the first business was the question of the agreement with the Eastern Extension Telegraph Company, and what position Queensland and New Zealand were now prepared to take in the matter. Next to that was the question of the Vienna Conference. If they accepted the invitation they would then have to consider how they were to be represented, and what instructions should be given to the representatives about entering the Postal Union—in short, whether they would enter it at all, and, if so, on what terms. Then, there was the question of the uniformity of postage throughout Australasia. He was of opinion that the time had arrived when all the colonies should have a uniform postage-rate of 1d. per $\frac{1}{2}$ oz. By a uniform rate he meant that a letter placed in a post-office in Victoria for Western Australia should bear the same stamp as a letter posted in Tasmania for Queensland. Then there was the question of the newspapers. That was in an anomalous condition at present. It would be well to arrive at an understanding so as to get some general principle laid down. He would be glad to see all *bona fide* newspapers pass free, as they were to a great extent public educators; but he did not know whether the fiscal circumstances of the colonies would allow of that being done at present. There was another matter that would more properly come under the consideration of the heads of the department—that was the detention of the mail-steamers at Adelaide. In Victoria they had numerous complaints that the train-service in Adelaide was run so as to cause the mail-steamers considerable delay. However, that was a small matter, and Sir John Bray could bring it to a settlement. Then there was the question of the intercolonial telegraphic rates. Some decision had been arrived at on this in Adelaide, but had not been carried into effect; and the question was whether the propositions then carried, or some modification of them, might not be carried into effect now, so that all the regulations on the subject might be uniform. In Victoria the address was not counted as part of the message. In other countries it was counted. From a departmental view it would be wise to arrange that, without increasing the cost, the address should be charged for. If the senders had to pay they would shorten the names and addresses without leading to confusion, and thus save a great deal of departmental work. Then there was the matter of the Canadian mail-service. Although this did not affect Victoria, they recognised that they were part of the great State of Australasia, and that the federation of Australasia was the great thing before men's minds, so they would not stand in the way of a fair arrangement if they were fairly met in other matters. This Canadian mail-service would be important from an Imperial point of view, as it would be entirely within the British Empire, and it would not, he presumed, touch foreign countries at any part. If Victoria was fairly met by the Imperial Government and the colonies it would be willing. There were a number of other little things that would come up, and no doubt other gentlemen had questions to raise. If they could get them all brought forward, then they would have an idea of how to arrange the business.

The Hon. J. G. Ward said that, as Mr. Duffy desired to know the position of New Zealand, he would state it. New Zealand would only be too glad to join the Postal Union. If the whole of the colonies entered the Union it would be much better. Uniformity was what they were all aiming at. The matter of being represented at the Conference in Vienna had occupied the attention of the New Zealand Government, and it had been decided to be represented. The most important matter was undoubtedly the agreement which had been submitted in connection with the Eastern Extension Telegraph Company. He felt sorry in any way to damp the sentiment expressed by the President, but he was afraid that New Zealand could not see its way to enter into that agreement, as it meant an additional increase to New Zealand, and, beyond that, a loss to the revenue of £16,000 per annum. He understood that the agreement would be binding for a number of years.

The President said that it would be only binding for one year.

The Hon. J. G. Ward said that he also understood that there was a clause which would prohibit any arrangement being made with any other company.

The President said that the clause referred to had been struck out.

The Hon. J. G. Ward said that New Zealand desired as far as possible to co-operate with all the other colonies for carrying out a fresh arrangement in connection with the cable service; but there

was one matter which they should keep before them—there was the possibility of the Pacific cable being laid. It was very important to have a dual cable; and, therefore, New Zealand hesitated to enter into such a binding contract as the one referred to.

The President said that it was only for one year.

The Hon. J. G. Ward said that under those circumstances he would take time and consider it, and, if necessary, communicate with his colleagues as to whether they thought it desirable to enter in for a year. He was prepared to refer the altered agreement of one year to his colleagues. On the other hand, the question whether the course proposed would have a detrimental effect on the owners of existing services was not their business. If there was a prospect of reduced cable charges being got by any other route, it would be well to keep that in view, and not do anything calculated to prevent that being brought about. If this was the case, and they entered into an arrangement with the Eastern Extension Company, it was possible that the effort made to establish a Pacific cable might be stopped. He understood that the Colony of Queensland was in a similar position to New Zealand, and he should like to know what the intentions of the Queensland representatives were, as the two colonies had formerly acted on the same lines. In reference to the matter of the addresses and signatures of inland and intercolonial telegrams, they had a practice in New Zealand of limiting the number of words sent free to ten. Personally, he was against the proposal made to have the names and addresses charged for, as their practice had been found to work well.

Sir John Bray said that Mr. Todd had drawn up a schedule showing the loss to the various colonies on an assumption that there was no increase in business, and, secondly, on the assumption of an increase of 5 per cent. He would lay the paper on the table.

The President said that if a representative were sent to the Vienna Conference he could neither speak nor vote. It would be well, perhaps, to have one representative. As far as he was concerned, he did not care where the representative was sent from, and he could, at the most, only listen.

The Hon. J. G. Ward said he thought the President had a letter asking that the various colonies should be represented.

The President said that there was nothing to prevent each colony sending a representative, but he thought one could represent them all.

2. Representation on the Vienna Congress.

The Hon. J. Gavan Duffy moved, That, in the opinion of this Conference, it is advisable that the colonies should accept the invitation to send representatives to the Vienna Congress, and that it be an instruction to the representatives that these colonies will enter and become members of the Postal Union upon certain conditions: the conditions being, in the first place, that these colonies should have two representatives, and not one as was recently proposed, and also that it be an instruction to our representatives that the colonies enter the Postal Union upon the distinct understanding that no reduction be made in the sea-transit rate before the next quinquennial meeting. It would be advisable that the colonies should have two representatives, and for that purpose he would propose that the colonies should be grouped in two groups—viz., 1st. Western Australia, South Australia, Victoria, and Tasmania; and 2nd. New Zealand, New South Wales, and Queensland. As they were going to demand two representatives, it would be necessary to have at least two representatives at the Congress. It was manifestly absurd that the little States represented in the Postal Union should have the full power of voting with Australia if we entered the Postal Union. He was not sure that it would be a very great advantage to do so, but they would be willing to do so to make themselves one with civilised nations. Some of those States had a post-office of some sort, but if asked to subsidise a mail service to the extent of £70,000, the national exchequer would become bankrupt. It was absurd that such little States like Servia should be put on a par with us. With two representatives from the colonies, the British Empire, which did the greatest postal business of the world, would only have six representatives in all. Of course, if a difficulty arose, it might be wise to empower the representatives to make concessions, but in the first place they should endeavour to get a dual representation. Germany, which till recently had no general mail service, was anxious to reduce the maritime transit rates from 15 francs to 1 franc per kilogramme, which would be simple ruin to the colonies who paid subsidies; so that if the colonies agreed to enter the Postal Union provision should be made against this. The colonies could withdraw at any time from the Union by giving a year's notice. If the inland powers who had no maritime mails pressed unfairly upon the colonies they could withdraw; therefore, it would be only in the form of an experiment. Of course, until the reduced postage of 2½d. was obtained, it would have been an absolute loss to join. The most distinct advantage would be that whenever they wanted to make an agreement they could evade the cost of a separate convention, and do it by means of the Postal Union. This had been found to be a great advantage to all civilised nations with postal business.

The Hon. J. G. Ward seconded the resolution. There was no chance of each colony getting a representative, but he thought they might get two for Australasia. Wherever they were selected from they would voice the feeling of Australasia. He felt sure that the resolution would be carried unanimously, and that the best results would come from it. It would make them rank amongst the nations of the other portions of the habitable globe, and if anything unjust was done they could withdraw; but he did not think they need fear that. They were anxious to assist in the noble enterprise of giving communication through every part of the globe, and if they acted honestly and straightforwardly, as they would do, there need be no doubt that they would be treated in the same way.

The Hon. B. S. Bird said that he was not so satisfied that the colonies had so much to gain by joining the Postal Union as to induce him to enter into it with a spirit of much enthusiasm. On the other hand, he thought it would be so far from a disadvantage that he would agree to join in with the proposal. The question was raised in his mind as to whether they could dictate their own terms

of entering. The proposal had been made to send a representative from each colony, but of course it was understood that they would only be dummies in a sense. Whether they were to be represented as separate States or by one or two individuals was a matter that required more consideration. He certainly did not like the proposal to send two representatives, one for the Northern Colonies and one for the Southern Colonies. He would like the two representatives to represent them as a whole. He did not like the idea of separating the colonies in groups. If the Postal Union would accept them on the conditions laid down, well and good; but they should join it as a united people. Let one or two representatives be sent to represent the whole of the colonies. While agreeing generally with the principle of the resolution, he should prefer to have it amended so as to represent a more united front; but, while agreeing to it in that amended form, he had some doubt as to whether they could dictate their own terms.

The Hon. T. Unmack said that Queensland was ready to join the Union, although it was not anxious to do so. The one advantage which had been pointed out was the only one that would accrue to them. If the resolution were passed in its present form it would be tantamount to saying that they would not join at all. In 1885, at the Lisbon Conference, it was only decided with great reluctance to give the colonies one vote. The representatives should have power to accept such terms as they considered advisable. He saw considerable objection to the grouping of the colonies. There should be some understanding between themselves as to what terms they would be on with each other in the event of their accepting two votes. He thought that the colonies were entitled to one vote each. In the Postal Union there were twelve States, the revenue of which amounted to £11,000,000, with an annual foreign trade of £35,500,000. These twelve States had twelve votes. The Australian Colonies numbered seven, including New Zealand. Their united annual income was £27,558,000, and their foreign trade £122,862,000. They should have a vote each. The question was whether they should go further and leave the decision as to terms with the representatives. He trusted that before they arrived at a resolution they would more fully consider the matter.

Sir John Bray said that it would be better if the resolution were divided into two. They had a right to express an opinion as to the conditions under which they would enter the Postal Union. He did not see why the colonies should not be adequately represented, and each colony have a vote. He thought it would be better to say in the motion "adequately represented," instead of two representatives.

The Hon. J. Gavan Duffy said he had much pleasure in accepting the suggestion, and would move, That the Australasian Colonies be represented at the Postal Union Conference. The motion was unanimously agreed to.

The Hon. J. Gavan Duffy moved, That the representatives of Australasia to the Postal Conference advocate the admission of Australasia into the Postal Union on the condition that Australasia receives adequate representation, and that the maritime-transit rates be not lowered without the consent of the countries maintaining the sea service. The Hon. B. S. Bird seconded the motion, which was unanimously agreed to.

The Hon. J. Gavan Duffy gave notice that on the following day he would move, That, in the opinion of this Conference, the time has arrived when a uniform rate for the postage of letters of 1d. per $\frac{1}{2}$ oz. should be adopted throughout the whole of Australasia.

3. *The Eastern Extension Telegraph Company.*

Sir John Bray moved, That it is desirable to enter into the agreement with the Eastern Extension Company on the basis of the draft agreement laid on the table. One of the most important questions was what Queensland and New Zealand intended to do.

The Hon. T. Unmack said there seemed to be a desire that he should speak, but he would prefer to hear the others first. One of the questions before the Conference was to convert Queensland from the error of her ways. He was prepared to hear all that they had to say, and would be better able to speak afterwards. If he spoke from present facts he would say candidly that he was not in favour of joining.

The debate was then adjourned.

SATURDAY, 28TH FEBRUARY, 1891.

The Reduced Cable Rates.

Sir John Bray resumed discussion upon his motion, submitted at the previous meeting, That it is desirable to enter into the agreement with the Eastern Extension Company on the basis of the draft agreement laid on the table. He said that the loss under the proposed new agreement was really an imaginary one. Fifty per cent would be borne by the company itself, and the remainder would be divided proportionately amongst the different colonies. He regretted exceedingly that the English Government had taken the action it had in refusing to be a contributor. What was proposed at the Adelaide Conference would, in his opinion, with the certain increase of business, involve a loss extending only over one year or thereabouts; and considering that Government, Press, and private messages would be affected by the reduction, he thought the two outstanding colonies might fairly unite with the others in the subsidy.

The Hon. J. Gavan Duffy said that as federation was in the air, he thought it rather hard that Queensland should exhibit a desire to stand outside the general arrangements. Mr. Unmack should remember that they were not entering into any permanent, but merely into an experimental, arrangement for twelve months. The colonies already paid so much hard cash in subsidy to the cable system, and the present proposal was merely a guarantee against loss. The revenue of the Eastern Extension Company was about £231,000; and in reducing the rates the company was prepared to bear one-half of any loss which might accrue, and it only asked that the Australasian Colonies should

bear any further loss. Now, what chance was there of any loss during the first year? Personally, he did not think there was the least prospect of such a contingency. They would be merely placing their names to a bond without involving any risk; and their action would not militate against the Pacific cable, in which Queensland and New Zealand were particularly interested. The colonies were free to enter into any arrangement they thought just; and, as he had said before, the arrangement suggested would not involve the payment of a further subsidy, but merely the giving of a guarantee against a supposed loss.

The Hon. B. S. Bird looked upon the subject under discussion as the most important of those before the Conference, and he thought it would be a good thing if all the colonies could take a unanimous view of it. It was only fair that England should join in the guarantee to the Eastern Extension Company, and that she did not do so showed a spirit of selfishness to be regretted. The Imperial Government was prepared to share with the colonies in the advantages of the reduced rates, but it would not contribute towards any loss the new arrangement might involve. Tasmania took the view that the advantage to the colonies in the immediate future would more than compensate for any present outlay. The Conference ought to consider whether a joint representation from the colonies would not have the effect of inducing England to share the guarantee. In the agreement with Sir John Pender it might be arranged that New Zealand and Queensland could come in for one year; and at the end of that time, if they did not find the arrangement satisfactory, they could withdraw upon two months' notice, and the expense would then fall *ad valorem* upon the other colonies. Sir John Pender disapproved of differential rates, saying that it was probable Queensland and New Zealand, if they stood out, would participate in the benefit of the agreement without cost to themselves. There was a very marked appearance of selfishness in the proceeding. Even if the higher rates were continued in the outstanding colonies, the commercial community could avail themselves of the new order of things by sending their messages to agents in the other colonies. When the matter was looked at fairly and squarely, Queensland must see the benefit of what was proposed. If there was an increase of only 10 per cent. in the messages despatched—and it would probably be much more—the amount which Queensland would be called upon to pay would be very small indeed, whilst the advantage to the Government and the community would be more than compensated. The business from that colony amounted to £27,000 in the year; and if the rates were reduced to half, there would be a clear saving of £13,000, which was more than Queensland would hold herself liable for. New Zealand stood on rather a different footing. She was at a disadvantage in having to pay such high rates in getting the messages to the mainland of Australia, and perhaps some special concession might be made.

The Hon. T. Unmack said that Queensland had maintained a position for years past antagonistic to the further subsidy of any cable system which was not independent of and unconnected with the Eastern Extension Company. That opinion was a well matured one, seeing that it had been adhered to by the various Governments which had been in existence in the colony for the past fifteen years. With the object of laying the whole facts before the Conference he had prepared a short historical sketch of the proceedings which had taken place since 1876:—

“On the 14th September, 1876, the Executive Council of Queensland, in connection with correspondence received from the Secretary of State for the Colonies on the subject of duplicating cable communication, passed a minute to the effect that the Council are of opinion that the Government should not contribute to the construction of any duplicate cable between Singapore and Australia which is not directly connected with the telegraph lines of this colony, and is not independent of the control of the Eastern Extension and China Telegraph Company.

“At the Sydney Postal Conference in January, 1877, motions were submitted by Queensland to the effect that any duplicate system should be by a distinct route throughout from that now in use; and that it is desirable that a submarine cable should be laid from Singapore to Cape York, in Queensland, the Government of that colony undertaking, in the event of such cable being laid, to connect their existing land-lines therewith; but both motions were negatived.

“At the Melbourne Postal Conference in May, 1878, a resolution was passed as follows: That the Governments of New South Wales and Victoria be empowered to enter into an agreement and contract with the Eastern Extension and China Telegraph Company for a second cable from Singapore direct to Banjoewangie, avoiding the Java land-lines, and thence direct to Port Darwin, for an annual subsidy of not exceeding £32,400. Queensland's representative, who refrained from voting on this motion, proposed the following amendment: ‘That it is essential there should be a complete system of telegraph communication between British India and the continent of Australia unconnected with the existing lines of the Eastern Extension and China Telegraph Company, and under the control of an independent company or proprietary,’ which was negatived.

“On the 4th September, 1878, the agreement for the construction of the second cable from Singapore direct to Banjoewangie, and thence direct to Port Darwin, for an annual subsidy of £32,400, was entered into with the Eastern Extension and China Telegraph Company by Victoria and New South Wales ‘on behalf of the Australian Colonies and New Zealand,’ and upon receipt of a copy of it, which was sent for the information of the Queensland Government, the Queensland Postmaster-General made the following minute: ‘I note that the agreement purports to have been made on behalf of the Australasian Colonies. The Governments of Victoria and New South Wales have no authority to bind this colony to any agreement, and as we are in no way a party to the present one, and have not been in any way consulted as to its terms, some of which seem open to great objection, notice should be given that we do not confirm it in any way, and refuse to be bound by it.’ Victoria was advised in accordance with this minute.

“In June, 1879, South Australia intimated that the reduction in rate of 50 per cent. on Government messages, and 75 per cent. on Press messages, under the agreement, was applicable to those colonies only who contributed to the subsidy for the second cable, and asked if Queensland intended to so contribute. To this a reply was sent on the 16th of the same month to the effect that this

Government had decided not to contribute to the subsidy, and therefore could not expect to participate in the reduction.

“On the 20th August, 1885, Victoria wired, having received advice from its Agent-General, intimating that the Berlin Conference had practically arranged a reduction of cable rates, and urging Queensland and New Zealand to join in the subsidy, otherwise they would not share in the benefit.

“On the 27th August, 1885, South Australia and Victoria respectively communicated with Queensland relative to the offer of the Eastern Extension and China Telegraph Company at the Berlin Conference to assist duplication by laying a cable from the Roper River to Normanton at its own expense, &c., which the Victorian, South Australian, and New South Wales representatives at the Conference recommended for acceptance, provided Queensland, Tasmania, and, if possible, New Zealand joined in the subsidy to the Port Darwin cable. The Executive Council of Queensland considered these matters on the 10th September, 1885, and decided to reply that it was considered undesirable to acquiesce in any of the proposals now made.

“On the 27th January, 1886, Mr. Pender wired an offer to reduce the cable charges by 2s. 3d. per word, making, with South Australia’s reduction, 2s. 6d. per word, providing the non-contracting colonies joined in the subsidy and in extending it for six and a quarter years, at the same time repeating the company’s offer to lay the Roper River–Normanton cable at a cost of £70,000, to connect Queensland and South Australia under a traffic arrangement with the two colonies. He subsequently, on 4th February, 1886, informed the Agents-General that his company would unconditionally reduce the cable rates by 1s. 4d. per word from the 1st July, 1886, and make a further reduction of 1s. 4d. per word conditionally upon the extension of the term of the subsidy, and upon the non-contributing colonies joining in it.

“On the 2nd March, 1886, Queensland replied as follows to the proposal: ‘This Government does not think the proposed reduction in rates by any means adequate, having regard to the length of time for which the subsidy is asked. But, apart from the question of rates, this Government is not disposed to join in any subsidy which will tend to have the effect of discouraging the establishment of another independent line of telegraphic communication between Australia and Europe.’

“On the 22nd June, 1886, the chairman of the cable company offered, as the proposal to extend the subsidy, &c., had been declined, to lower the rates to any figure the colonies might fix, down to limit of out-payment, if the colonies would guarantee the average receipts over the cables for the previous three years. On the 15th July, 1886, he was informed, in reply, that his proposal for a guarantee could not be entertained.

“At the Sydney Postal Conference in 1888 Queensland again declined to join in the subsidy, or in any guarantee to the existing cable company, on the grounds that it would prevent her from subsidising or joining in the subsidy to any independent line of cable communication.

“At the Postal Conference in Adelaide, in May, 1890, Queensland again declined to join in the subsidy or guarantee for the same reason.

“The statement showed that almost yearly from the date mentioned the authorities had, in some form or another, opposed the further subsidy of the Eastern Extension Company, and had encouraged the establishment of an independent telegraphic communication between Australia and Europe. Under those circumstances the Conference would not be surprised that Queensland required stronger reasons than had been advanced before she abandoned a principle advocated consistently and persistently for the past fifteen years. It had always been insisted, and it was still insisted, that they should have a distinct service throughout, independent of and unconnected with the Eastern Company. They had always urged that it was dangerous to be dependent upon one company, and to subsidise a monopoly prevented the establishment of a rival cable. The Queensland proposal would enable them to obtain such rates as could never be granted by any company holding a monopoly. They recognised the services of the Eastern Extension Company as the pioneers of the system of cable communication, and the moral obligation they owed to it, and they felt that the company should be treated in a fair and generous, and, if possible, liberal manner; but at the same time they were bound to say they had not seen any patriotism on the part of the company. They had been charged extreme rates, and the company had been enabled to pay high dividends, to add considerably to its reserve fund, and to construct many lines of new cable out of the profits. They still maintained that it was necessary to have separate communication. It had been stated by one gentleman that in consequence of Federation being in the air Queensland should accommodate herself to the position, and join in the subsidy. All he could say was that Queensland had never been backward in the cause of Federation; on the contrary, she had been foremost in it in every sense of the word. They felt that by this action they were studying the interests of Australasia. With all respect to the Conference, it appeared to him that the question of obtaining a separate cable had been too much overlooked. Looking at the monetary aspect of the case, he said that Queensland had paid higher rates for many years, and she was perfectly prepared to continue the payment of the higher rates if it was deemed expedient to impose them. But in all justice he asked why Queensland alone, with her small cable business of £14,000 per annum, should be singled out for the purpose of having imposed upon her special rates of taxation, when the Imperial Government, which was using the cable to an even greater extent than the whole of the colonies combined, was not to be so charged. The Eastern Extension Company are now offering to bear half the cost upon the reduction, which would lower the expense to those using the cable to about 6s. per word. Why then deceive ourselves by making believe we get a four-shilling rate? Why not plainly tell the company we are willing to pay 6s. without any guarantee? That would be acting on correct business principles, and encourage further opposition on the part of those contemplating the construction of a Pacific cable. They had been told that the new arrangement was only an experiment, but he objected to any experiment which was opposed to the principles the colony had always advocated; besides, once let the public have a taste of a four-shilling rate and you cannot re-establish a higher one.”

The debate at this stage was adjourned, on the motion of Mr. Unmack, until half-past 2 on Monday afternoon.

MONDAY, 2ND MARCH, 1891.

Reduction in Rates of Press Telegrams relating to the Proceedings of the Australian National Convention.

Sir John Bray said he had been requested by the Press of South Australia to ask the Conference to agree to make some reduction in the rate for Press telegrams in connection with the proceedings of the Federal Convention now sitting. He thought the delegates of the Conference would agree with him that there should be some reduction made, so as to enable full reports to be sent to the other colonies. He moved, That, so far as relates to reports of the Federal Convention now sitting, the intercolonial Press rates for telegrams be reduced by one-half.

The Hon. J. Gavan Duffy supported the request. It might be outside their ordinary business, because newspapers were but business concerns; but, on an important historical occasion like this, an exception might be made to general rules, and the Conference might see their way to allow some concession. Though held in Sydney, the Convention might have been held in any of the other colonies; and, that being so, it was natural that all the people of the other colonies should have as fair an opportunity of knowing what was done as the residents of New South Wales had, and that the public journals of each colony should be on the same footing. It should not be taken as a precedent; he merely urged it on account of the grand important historical occasion. He seconded the motion.

The Hon. B. S. Bird supported the motion, and pointed out that there would be a benefit in granting the reduced rate, as there would be a very great use made of the lines in disseminating the news to other colonies.

The Hon. T. Unmack thought they should not allow it to go as a precedent; but this was one of those exceptional occasions where they should offer every facility for furnishing the other colonies with information they were anxious to obtain. He was willing to submit the proposal to his Cabinet, for in his colony at any rate this was required, and would recommend its adoption.

The Hon. G. J. Ward desired to express his appreciation of what the Cable Company had already done. He understood that they had agreed to reduce the rate to New Zealand for messages reporting the Conference proceedings by one-half.

The Hon. D. O'Connor said he had the fullest sympathy with the proposal of Sir John Bray, and agreed with what had been so well said by the representatives of the other colonies, and he would promise at once, on behalf of the Government of this colony, to transmit the messages at half-price.

The Hon. J. Gavan Duffy suggested that a letter be written to the Eastern Extension Cable Company, asking them also whether, in view of the importance of the occasion, they would have the messages relating to the Federal Convention transmitted at half rates over their lines.

The Hon. D. O'Connor.—I have already directed that to be done.

Reduced Cable Rates.

The Hon. T. Unmack resumed discussion on the motion of Sir John Bray, "That it is desirable to enter into the agreement with the Eastern Extension Company on the basis of the draft agreement laid on the table." He said that when they adjourned on Saturday he was about to show—having disposed of the political aspect of the question—the monetary aspects, as it might have been perhaps considered to be an inducement for Queensland to join in this proposed subsidy or guarantee. Mr. Bird had stated that the cable business of Queensland was £27,000 per annum, but during the last year £14,031 was the Queensland share of the business. If they took this at the four-shilling rate it would cost them £6,038 instead of £14,000, and to this must be added a subsidy or guarantee, amounting to £14,700. This again added to the sum of £6,038 gave a total expenditure of £20,000 against the present expenditure of £14,031, or a loss to the colony of £5,282. There was another aspect of a more serious nature which would appear before them. They had to consider in the first instance that the line was a monopoly which was not looked upon with favour by any of the Queensland politicians. The public of Queensland were averse to a proposal to subsidise that monopoly in any shape or form, considering that there would be no real great advantages derived therefrom. Then there was another point. Although they had a population of 426,000, the persons who did business with the cable only numbered between three hundred or four hundred. It would thus be seen that the general taxpayers would be called upon to pay a subsidy of £14,700 to put £8,000 into the pockets of the three hundred or four hundred business men. The proposals would not be favourably entertained by the Queensland public, and he would be bound to oppose them. Again, this guarantee and subsidy was asked in support of a so-called duplicate cable. Sir J. Pender, in his evidence before the Colonial Conference in London, 1887, estimated the life of a cable at twenty years. The first cable had been laid in 1872; it was therefore practically dead; the so-called duplicate was laid about 1878, and had therefore only about seven or eight years to run. The Eastern Extension Company took good care not to let any one know the condition of their cables from Port Darwin, and it need create no surprise to find traffic interrupted some morning; and a subsidy or guarantee for one cable was not justifiable. If there were any advantages to be gained it would be a different matter altogether. He would ask those present to closely consider the proposals made by the Eastern Extension Company before they agreed to them, and to see what advantages they were to reap. He would ask them to throw off that mesmeric influence which had been placed over them by the Eastern Extension Company. They were told that the cable rates would be reduced by adopting the proposals, but they would within a very short time have that facility without offering special inducements. The company proposed

to reduce the rates to 6s. per word. [Mr. Bird: "4s. per word."] The remark which had just fallen from a delegate showed how they were deceiving themselves. They were certainly to pay 4s. per word at the counter, but then the company was to receive 2s. per word from the Treasury. He thought it would be far more businesslike to inform the company that they would not pay any guarantee whatever, but would in future pay 6s. per word. The company, owing to its business with the colonies, had become a very wealthy one, and it was unnecessary to offer subsidies. It would be better for the colonies to pay straightforwardly and openly, because it would then induce competition much quicker. The construction of a Pacific cable was not far distant, and by not subsidising this dangerous monopoly you would encourage rival companies to enter the field and offer you greater advantages. If they bound themselves by guarantee or subsidy they would retard the establishment of rival companies. The moment there were any signs of a new company the Eastern Extension Company would reduce its charges to 3s. per word. For the chairman at the Conference held in London had said that the company could afford to transmit cables for 2s. 6d. per word. The Eastern Extension Company know the full value of your cable business too well to let it slip out of their hands, and they require no subsidy, as you will discover in the near future. It was with feelings of great regret that he had to maintain a hostile attitude to all of the other members of the Conference, but what he had said was sincere, and he felt compelled to oppose the proposals. Before leaving Queensland he had laid the matter before the members of the Cabinet and asked their advice. The whole question was fully discussed, and it had been unanimously resolved that, unless very strong arguments and very different ones to those adduced during the last fifteen or sixteen years were put forward, there was no alternative but to adhere to their previous decisions. Such arguments, he was sorry to say, he had not heard. The motive of the Queensland Cabinet was not a selfish one, but they conscientiously believed that their action would benefit the whole of the colonies.

The Hon. J. G. Ward, of New Zealand, had not, like some of the delegates, had the advantage of laying the matter before the Cabinet before leaving New Zealand, as they had not been informed of the subjects to be discussed at the Conference. Immediately upon the termination of the last sitting, however, he cabled to New Zealand, intimating that instead of the E. E. Company's proposals being for three years they were only for twelve months. He also requested the Premier to call a Cabinet meeting, which had been done, and he had just received a reply: "Government are of opinion that New Zealand should stand out." He quoted a paragraph from the report of the directors of the E. E. Company to the shareholders, which conveyed the impression that the arrangement with the colonies was a foregone conclusion. He contradicted the statement made by one of the delegates at the previous meeting to the effect that New Zealand intended to hold aloof through selfishness, for he could prove to them that New Zealand had been very liberal in the matter of cable and mail-service. For instance, they would find, so far as the New Zealand cable was concerned, that the whole of the colonies interested in its maintenance—except New South Wales and New Zealand—declined to subsidise it; and from 1875 to 1886 (for nearly eleven years) New Zealand contributed at the rate of £5,000 a year, and New South Wales at the rate of £2,500. New Zealand took no special credit for that; the cable was a necessity to them, and they never assumed that the other colonies who stood out were actuated by selfish motives. So far as the £5,000 was concerned, that contribution of New Zealand's was paid straight out from the Treasury, without merchants relieving the Government exchequer in any way whatever. Moreover, after this arrangement terminated, New Zealand had to put up with increased cable rates. These were not raised by the Government, and in New Zealand the merchants did not take that quietly, but made every effort possible to have the old rates reverted to. The Government of New Zealand then laid down the policy, from which they have never swerved, that they would not contribute to the cable subsidy, and they have not done so. The whole of the papers bearing on the subject were now in the possession of the Government of New Zealand, and no doubt on receipt of the message he had sent they looked up the matter and fully considered it. His objections were from a monetary point of view, for New Zealand was situated entirely different from the other colonies, and he would not say that if New Zealand occupied a position anything like so favourable as some of the colonies that the Government would be against the suggestions. He found from figures compiled by the Victorian Postal Department, that the saving to New South Wales would be £4,270, to South Australia £1,495, and to Western Australia £173. As he had stated before, had New Zealand entered into the proposal it would cost £16,000 per annum, and that statement had been questioned by some of the delegates. He had again made calculations, and found that the cost would be: duplicate cable, £5,350; guarantee, £7,154 (assuming that there would be an increase of 20 per cent. in the amount of business done); proportion to Tasmanian cable £700, and proportion to Adelaide Transatlantic line £3,013—making a total of £16,217. It was principally the state of trade that ruled the traffic, and not altogether low rates, as was proved by the fact that when the rates were lower on the Australian–New Zealand cable nothing like the amount of business was done as when they were increased, and if they adopted the proposals, and only had an increase of 10 per cent. in the amount of business instead of 20 per cent., it would mean a loss to New Zealand of £17,210 per annum. The returns for 1889 show that £35,668 had been paid out by New Zealand for international and intercolonial cables from the colony. Under the proposal now before the Conference only £18,000 would be paid, or a direct loss to the colony of £17,068. If the offer were accepted for twelve months, the system would have to be continued. It was necessary for New Zealand to be cautious in this matter. They were only a small colony, as was well known, but their resources were large and elastic, their exports greatly increasing, exceeding in two years their imports by over eight millions, which no other colony had ever done. They had, of course, nothing to be afraid of in the expenditure of a sum like £16,000; but he could not lose sight of the fact that they had decided to pursue a policy of retrenchment, and to live within their income. The colony had decided not to borrow for some years. It was the intention of the

Government in a short time to bring about postal reforms within the colony which would cause a loss to the revenue of many thousands of pounds. It would not in the face of that be advisable to increase their expenditure by even £16,000 per annum. He could only say that, as far as New Zealand was concerned, they were compelled to stand out of the matter, and it was with a great deal of regret that they found it necessary to do so.

The Hon. D. O'Connor: To say that I am disappointed at the attitude taken by our worthy friends, the representatives of Queensland and New Zealand, would be a very mild expression. I at once recognise the attitude taken, particularly by Mr. Unmack, the Postmaster-General of Queensland, in his elaborate speech in defence of the position of his colony. Competition, of course, in business is at all times a very great thing, but competition at the present time with regard to these cable lines is practically impossible; and I am very much afraid that our friends from Queensland and New Zealand have viewed the representatives of the colonies assembled here (besides themselves) as the representatives of Sir John Pender and Co., instead of the representatives of the Colonies of Australasia. I thought the speech of my honourable friend, Mr. Duffy—so spirited, so full of the electricity of the times in which we live—would have touched the souls of those two gentlemen who represent Queensland and New Zealand, but lest he might have been a little bit too quick for them, I thought at least the judicial utterances of the Hon. Mr. Bird, of Tasmania, who entered in a cold, calm, dispassionate manner into the arguments of the matter, would have shown them that it would be to the advantage of the whole of Australia to unite in this matter. If ever there was an opportunity to join together, now is the time. Now, what is the position of my friend, Mr. Unmack? With an ability that no one will deny, and with a power of which we have had evidence, he set up to defend an ancient heresy. They have taken up a position, and the best thing he could do was to show their consistent inconsistency in standing alone in Australia and saying that no system of communication between Australia and the great outside world will be acceptable unless in the first place it communicate with Queensland. ("No.") That is here in your own document. On the 14th September, 1876, the Executive Council of Queensland, in connection with correspondence from the Secretary of State on the subject of the duplication of cables, passed a resolution to the effect "That the Council are of opinion that the Government should not contribute to the construction of any duplicate cable between Singapore and Australia which is not directly connected with the telegraph lines of this colony." One of the foremost colonies in Australia, in striving for federation, to her credit be it said, was Queensland. Mr. Unmack says this is not a question of federation; but I should like to say that if any evidence were required to show that this is really a question of federation, and if there is any value in a profession, here is a practical test of it. How can you hope to join the colonies together in a Convention, in a homogeneous Government, if, in a matter like this, so small, there is no chance of joining them together? Who has the more to gain or lose in the joining of the colonies I am not going to say, but it has been generally suggested that New South Wales has most to lose. I do not say whether that is true or false. It has been generously said that New South Wales has most to lose. We all understand something about commerce. We know what it is to found business houses, and how many great firms, and inconsiderable firms, in these colonies and in the others have set aside a certain sum in order to establish a business between the various colonies of Australasia. They do not hesitate because it costs them a little. Imagine a man with the power of Mr. Unmack coming here to make an elaborate speech and put his foot on this proposal, and say it is impracticable for him to come into a contract of this kind because it involves a little loss. Let me show you: Supposing not one shilling is returned to the colony, their annual expenditure would amount to £6,900. [Mr. Unmack: "£14,000."] I am speaking now of the guarantee. The subsidy has been virtually left out, because, as Mr. Duffy said, we are prepared to give up something to try to bring you into the proposal with us, into unity with the rest of the colonies, and we are prepared to give up anything in the shape of a subsidy and only ask you for the guarantee. I will now give you the facts: Supposing that not one shilling of increase took place, the whole expenditure to the great Colony of Queensland, with an area bigger than two or three of the small empires of Europe put together, should not come to more than £6,900. If there is 10 per cent. return it comes to £6,300; if 20 per cent., £5,800; if 25 per cent., £5,500; if 33 per cent., £5,000; if 50 per cent., £4,100; if 75 per cent., £2,700; if 100 per cent., £1,363; if 124 per cent., it comes to £24 6s. I am prepared to say, and believe, on the testimony of the best authority that can be found, that this reducing of the cable rates will immediately cause an increase to the business of 50 per cent. [Mr. Duffy: "At least."] We are all representatives of Australia, but business men also, and we know that immediately the facilities are afforded to communicate, and the high tariff is reduced, where we now send five words we will send thirty words. No man can gainsay that. And what are we asked to do now? To join together to enable the company in England to give facilities to the colonies to come closer together in their communication. With all humility, but with all firmness I say it, there is nothing that can by any human possibility, with all the magic power of the Press, do more to bring about a powerful and closer alliance of the colonies than the facilities you afford in the Post Office, and particularly in the telegraph communication. How are we to annihilate the distance that separates Australia from New Zealand unless such facilities are given? Should we not rise above the question of pounds shillings and pence on this great occasion? Mr. Ward, in his nice allusion to New South Wales, told you that when a cable was required between this colony and New Zealand they paid £5,000, and we paid £2,000. Let me tell you that New South Wales, without in any way herself getting any immediate benefit from that, beyond the privilege of communication with the people of New Zealand, helped to establish that communication so as to relieve New Zealand from her isolation; for we had then telegraphic communication with the habitable globe, except New Zealand, and we paid that sum in the spirit of federation; and if it came to £20,000, New South

Wales would be only too proud to do it. Mr. Ward could tell you of the progress and resources of New Zealand. Believe me when I say every man in Australasia is proud of her success; who can be more proud than we are, the Mother Colony? She is now marching on close to the heels of the leading colonies in population and wealth; she has natural advantages none of us know anything about; she is represented by some of the greatest men in Australasia; and one of the foremost of living men in Australasia is now coming from New Zealand to represent her—Sir George Grey. With all her wealth and spirit, with her grand destiny and people, with a population closely approaching to us, New Zealand, I say, without any increase of telegraphic traffic, could easily pay £10,000 annually. We are asked here to assemble to bring about a closer and stronger feeling of harmony and unity. I have to lament, and I do, that England failed to do her duty. Although England has, under an illiberal policy, refused to do her duty, Australia, under the enlightened influence of the spirit of democracy, should not refuse to do hers; and I hope New Zealand, with all her splendid advantages, with all her great aspirations, and Queensland, with her potentiality for greatness, with her extent of territory and her wealth of minerals, her pastoral and agricultural resources, will not refuse to come in, and that we will in this assembly unite before we part in joining together in establishing a union between Australasia and the world. And what chances, may I ask, will there be for all the colonies of Australasia to join together in a Federal Government, with geographical differences that must exist—what comparison is there between any colony and another? Any person who likes can raise objection; and if small objections are raised, how can we ever join in federation? We have to give and take. We belong to one household, and should assist one another. Not one of you will give more than New South Wales, or be more ready to bring all the colonies of Australasia into one happy fold, in order that we may in a better and more forcible manner represent our true position to the world. Why should it not be so? There is no means given to the representatives of any colony, not even by their Agents-General, that can approach the power we can bring to bear by a proper representation of our resources by telegraph communication with the world. We find millions of pounds every day passing out of England and Europe into the most insignificant little dominions. What do they know in Europe about our vast resources? If there is anything appalling to a man who understands the wealth and resources of Australasia, it is to read from time to time the utterances of men supposed to be in authority at Home, to see the deplorable ignorance about our resources and position. If there is any way of removing that dark shadow of ignorance, and showing England our vast wealth and capabilities, it will be by affording facilities to the people to communicate more readily. Here is the opportunity—an evidence to test your faith. You speak theoretically—you would like to see this and that—to see the foundations laid of a great empire; here is the initial stage for you: come in and join in its sweet apostleship. I hope my friends from Queensland and New Zealand will yet see their way to recede from the position they have taken up. You talk about a second cable; where is it? It is a myth; they have not yet taken the soundings of the Pacific Ocean. You have hundreds of men in New Zealand and Queensland who can well afford to plank down the sum New Zealand is asked to contribute. And let them lay the cable to Queensland, let them bring the Pacific cable right in through the islands of the Pacific Ocean, touch New Zealand and Northern Queensland, and come right up here. I will undertake to say that every colony in Australia will aid in the second one, and in keeping it maintained. When the great enterprise of the Pacific mail-service was first instituted—that mail-service that brought New Zealand into living contact with all Australia and the Home countries—New South Wales paid at the very outset two-thirds of the whole expense, afterwards a half, and never less than one-third, and the whole of the colonies of Australasia and Queensland benefited by it. My honourable friend, Mr. Ward, must know that that was particularly in the interests of New Zealand; but we must not talk about “particularly in the interests” of any one. A man’s nose is a portion of his body, as well as his heart, as well as his ears; we are here as an individual with one pulse, one great personality, and that personality should be United Australia. There is an opportunity. I appeal most confidently to the spirit of brotherly feeling, of national greatness, to the undying love of having our race in harmony in all parts of the habitable globe, that on this occasion we shall lay the foundation-stone, or write the preface of the great work to be carried out in the larger way in another place. I hope my honourable friends, Messrs. Unmack and Ward, will yet see their way to join us in that noble struggle.

The Hon. J. Gavan Duffy hoped that the delegates of Queensland and New Zealand would carefully consider the remarks that had fallen from the President of the Conference. In view of the desire that all felt that there should be unity, he regretted the attitude they had taken. The whole community of Australasia, except themselves, had taken up the proposal, and he trusted that some way would yet be found to avoid their being left outside, entirely dissentient. Perhaps in a private consultation they might be able to come somewhat closer together in their views; there might be some modification of the original proposition; one side might give way a little, or both might do so. It was the original idea that those colonies should not only join in the guarantee but in the subsidies. They were, however, now asked nothing towards the subsidies; the other colonies had borne them in the past, and would do so still if the dissentient colonies would give them their moral assistance, for he felt sure that that was all, or nearly all, that would be required. He suggested the adjournment of the debate to allow further consideration, and hoped they would be able to come together.

Sir John Bray agreed that the matter should stand over for a day or two and other business be proceeded with. Probably some arrangement might be entered into with those colonies.

The Hon. B. S. Bird moved the adjournment of the debate, as he thought it desirable to see if any other proposal could be made by which they might secure the co-operation of New Zealand and Queensland.

The motion was agreed to.

The President then called upon Mr. J. G. Duffy to move, according to notice: “That this

Conference take into consideration the appointment of a representative of a Postal Conference to be held at Vienna."

The Hon. J. Gavan Duffy thought that it would be advisable to adjourn. The heads of the departments had been meeting during the day, and had other business to transact.

The Conference was then adjourned until 11 o'clock on Wednesday morning.

FRIDAY, 6TH MARCH, 1891.

Reduced Cable Rates.

The Hon. B. S. Bird resumed discussion on the reduced cable rates. In moving the adjournment of the debate on the cable-subsidy question, he had expressed a hope that further consideration would in the interim be given to it, and would result in some way being seen to a proposal in which the whole of the colonies represented at the Conference would be able to agree. From the conversations he had held, however, with the other representatives, he fancied that the only possible agreement would be found in a proposal to endeavour to get a reduction of rates by the Eastern Extension Company without any guarantee being given by the colonies represented here. Mr. Unmack, in his last address to the Conference, had pointed out that, while they were only going to get a four-shilling tariff, that, added to the guarantee, would really mean 6s. [Mr. Unmack: "Hear, hear"]; and he threw out a suggestion that it might be well for the colonies to endeavour to induce the Eastern Extension Company to take the whole of the risk of loss by the reduction of rates, and let the colonies be content with a six-shillings-a-word tariff. Well, if this were practicable—if the company would agree to it—it would no doubt be a better condition of things than they had at present, and might be better than what they proposed with Queensland and New Zealand standing out. There was so strong a desire for unanimity that it would be much to be regretted if they could not act unitedly in the matter. He would be very pleased if there were any chance of getting even the six-shilling tariff introduced, with the whole risk of loss in the traffic to fall on the company only. But he had great doubts whether the company would agree to any such proposal; in fact, he thought it would not. There was no doubt, however, that the colonies had become so accustomed to the expectation of the four-shillings-a-word tariff that they would be dissatisfied if any higher tariff were introduced. He believed they would sooner take the whole of the guarantee upon themselves than be free from it and have the six-shilling tariff. He knew the Tasmanian people looked forward to the four-shilling rate, and would be disappointed with anything higher; and he believed, as he had said before, that his Government would be prepared to bear some additional cost over what they were now paying—or at any rate, risk some additional loss—in order to secure the great advantage of reduced rates. But he must emphasize the position his colony maintained in regard to its contribution, which position had also been taken up by South Australia, and which it had maintained in all the correspondence on this question—namely, that their joining in the contributions to secure the reduced rates was conditional not only upon the colonies dividing the guarantee amongst them, as the company proposed, but also upon the pooling of all the subsidies which the various Colonies of Australasia paid—including that for the Straits line by Tasmania, and the overland line by South Australia—so as to equally protect them against undue loss. They would remember the Adelaide Conference agreed to a resolution which pledged the colonies represented there (with, perhaps, the exception of Queensland) to secure South Australia against loss arising from the reduced charges in connection with her overland line. He thought, as he said then, that South Australia was entitled to consideration in view of the large outlay she had incurred, and had borne alone the last few years, in establishing and maintaining the transcontinental line. She ought not to be called upon to join in the guarantee against loss to all the other colonies unless herself secured against loss on the overland line; and if New Zealand joined in the guarantee, that colony also should join in securing South Australia against loss in connection with the reduced rates. Several remarks had been made during their sittings as to the willingness of Victoria, New South Wales, South Australia, and Tasmania not to insist on Queensland and New Zealand paying any share of the subsidies, if they would join them: but while all would be prepared to welcome them he thought they should insist on the terms he had set forth. Unless the Conference was disposed to adopt the idea of asking Sir John Pender to introduce a six-shilling tariff, the company taking the whole risk of loss, Tasmania would be prepared to bear her portion of the risk on the reduction to 4s., on those conditions—viz., guarantee to the company, guarantee to South Australia, and all the subsidies being pooled, and the guaranteeing colonies bearing their fair share of the whole. There was one clause in the agreement to which reference had been made, which he felt sure would have to be expunged; that was the clause which bound them while the agreement was in force to do nothing which would tend to lessen the traffic on the Eastern Extension lines. In so many words, that meant they were to reserve to the Eastern Extension Company a monopoly so long as the agreement lasted. He would therefore, while agreeing generally to the terms of the agreement proposed by Sir John Bray to be adopted, suggest that that particular clause be expunged. He thought there would be no objection to that. Whether the company would then agree remained to be seen, but he did not think they ought to do anything that would cause the least show of hindrance to the laying down of a Pacific cable. He was hopeful until that morning that the prospects of such a cable were improving—that the United States would be willing to give a subsidy to a cable so far as Honolulu, but by a telegram in the paper that morning he saw they had declined to do so, and the prospects therefore faded for the present. Perhaps their general desire was rather for a cable to the Canadian coast; but, wherever it came from, he felt they ought not to bind themselves to any contract which would throw a barrier in the way of a Pacific cable being laid. Mr. Unmack had spoken as if their entering into that agreement with the Eastern Extension Company would throw some obstacle in the way of a Pacific cable. Now, were they entering into a binding

agreement for a number of years, he quite agreed that the chances for the establishment of a company to lay a Pacific cable would be greatly reduced; but when it was known to any companies or syndicates that the agreement could be terminated at the end of any year by giving two months' notice, they must see that the Eastern Extension Company had not any monopoly except for a few months. So, he thought, if the colonies entered into the agreement as now proposed it would not in any way be injuring or delaying the chances of communication across the Pacific. Indeed, he did not know but that it might be a spur to some other company—when they knew that the Eastern Extension Company had shown itself opposed to reducing the rates to a reasonable figure without a guarantee from the colonies—to make terms. Under the circumstances, he believed it would be well to secure the four-shilling tariff, even though it were by paying a somewhat high guarantee in the meantime, for they would still be open to enter into any contract with another company at short notice. By adopting the agreement the interests of the colonies would be served, and he confidently left the matter in the hands of the Conference.

The Hon. J. Gavan Duffy had again to express his regret that the two great Colonies of Queensland and New Zealand had not seen their way to join them in this matter. He was sorry it was so. The colonies were thinking of federating all their interests, of becoming one great Dominion; but when he found great colonies like these two hesitating—on principle, as they averred, and he believed they believed—hesitating about making a small sacrifice in a small matter like that, it made him pause and think whether the whole profession and sentiment of federation were not a sickly sham instead of a reality. Of course, they understood their own interests better than others could teach them. He did not want to interfere with what they considered their duty; but he thought, in pursuing this subject of a Pacific cable, they were pursuing a will-o'-the-wisp, losing the substance in seeking to grasp the shadow. Instead of their interests towards the other colonies being conserved on this occasion, he believed they had by their attitude lost, and would lose in the future, a good deal of that generous consideration which others would be prepared to extend to them. He had hoped they would, to show their sentiment of federation, make a small sacrifice. However, in the exercise of their undoubted right these two colonies had, in the most friendly and amicable manner, not seen their way to view the matter eye to eye with the others, and it therefore behoved the others to consider what they would do under the circumstances. Mr. Bird had expressed his views at some length; and it seemed to him (the speaker) that in these agreements all the colonies that came in had something to gain, except New South Wales and Victoria. Tasmania insisted, and rightly, that the subsidy on their cable should be pooled along with the subsidies on the other lines. South Australia insisted, rightly and properly, that it should be guaranteed against a certain amount of loss in connection with the great expense it was put to in placing a telegraph-line across the continent. They were prepared to concede those demands. The two great Colonies of Victoria and New South Wales had no little matters of that sort to gain at all, but went in boldly in the public interest, prepared to risk the loss of a certain amount of revenue in order to advance the public good. In doing so those two colonies were showing perhaps more public enterprise, if he might say it, than some of their neighbouring colonies. Now, Mr. Bird threw out a suggestion that a different arrangement might be entered into with the Eastern Extension Company, instead of the company taking half the guarantee, and the Governments the other half, that the rates be fixed at 6s. instead of 4s., and the company be content to bear the whole of the loss, if any. At the present juncture he did not think it would be wise to adopt that suggestion; but, if during the ensuing year the arrangement now proposed were found not to answer, then it might be considered whether some such modification would answer. The public had now become so educated up to expect a four-shilling tariff, that if they received only a six-shilling one they would be almost as much disappointed as if it had remained at the present 9s. 4d. a word. If his ideas were correct probably they would not gain anything by that. He believed the colonies would not be required to find the 2s. difference after the first year; probably not in it, certainly not after it. That being so, he thought for an experiment it would be wiser to adhere to the present proposal. Now, two colonies standing out, he fancied it would be necessary they should proceed to consider the memorandum *seriatim*; it would be advisable to appoint a sub-committee of the Ministers of the various colonies who were contracting parties to the agreement, because the other gentlemen would not wish to be present in a foreign position. He moved, "That the agreement be considered by a sub-committee, consisting of the President, Sir John Bray, the Hon. B. S. Bird, and himself as mover."

Sir John Bray said, when he moved the resolution, he did hope it would be a way out of the difficulty. Seeing that it seemed to be hopeless to expect Queensland and New Zealand to agree at present he would record his vote in favour of the motion proposed by Mr. Duffy. After going carefully into the matter he felt satisfied that as an effect of the reduction of rates from 8s. or 9s. to 4s. a word the business would so increase that the proposed guarantee would be almost a nominal one. He believed people would at once make a very much increased use of the cable if they could do so at anything like a cheap rate. They must give their friends of New Zealand and Queensland credit for doing their best in the interests of their respective colonies, notwithstanding they had not justified the hope they would join. If those colonies had submitted any alternative scheme he was sure all the others would have given it every possible consideration. But it seemed they were doing the only possible thing that could be done at present. If at the end of the first or second year they found that their expectations had not been fulfilled and the business increased, then they could reconsider the matter. He also agreed that nothing should be done to deter the Australian Colonies from entering into another contract for the laying of any other cable if deemed advisable. He trusted that the five colonies out of the seven would be able to come to such an agreement as would enable the Governments, the Press, and the public to realise the advantages of cheap cable communication with England. He would still cling to the hope that ere the contract was actually entered into the Colonies of Queensland and New Zealand would see their way to assist the other

colonies in what was for the benefit not of one only, but of the whole. He would ask permission to withdraw his motion in favour of that moved by Mr. Duffy.

The Hon. D. O'Connor said that after the candid and moderate speeches of his colleagues there was nothing to be gained by prolonging the debate. The matter had been thoroughly discussed. But he would like to point out to his honourable friend, Mr. Bird, also to Mr. Unmack and Mr. Ward, that there were two solid reasons why the proposal to do away with the guarantee and revert to the six-shilling rate would not bear serious consideration. First, as had been ably said by Mr. Bird, and also adverted to by the two gentlemen following him, the public mind of Australia had become educated to expect a reduction; it was an absolute necessity, and the Conference would be regarded as a sham if it were not adhered to. There was still in his mind a strong idea that the two colonies standing out would yet come in. He felt certain of it. It might be the policy of their Governments, but they had not really had the time to devote to this special matter. [Mr. Unmack: "We have considered it nearly sixteen years."] That was the very reason; they had been so long considering one side that they had lost sight of the other side. But he believed that the colony which had taken such an enlightened view with regard to federation—the very fundamental principle of which meant that some colonies must give up something in the interests of all—would yet come in; for in this very thing increased postal and telegraphic communication and cheap postage was the very vital principle of federation itself; it was the finest embodiment of the faith of Federation, yet they refused because it involved—what? Not the giving up of a choice portion of territory, or anything that would endanger their prosperity or their position, but a small sum of money which they could easily give and not even miss. Poor as the consideration was, it would be taken as a practical test of their faith in federation—as a proof whether they really regarded it as a reality or as a sickly sham, as Mr. Duffy had said. And as they had very staunch opponents in all the colonies the fact would be greedily grasped and pointed to as a proof that their belief in federation was only a sham. Indeed, if he were on the opposite side against federation, which, thank Heaven, he was not, he knew what use he could make of it as a test of sincerity of a colony that said it was in favour of federation, but refused to pay a sum of money so small that it would not affect financially a tenth-rate business firm in Victoria or New South Wales. He had to express a hope that the whole of the colonies would yet join in that guarantee.

The Hon. T. Unmack concurred that no good could result from continuing the discussion. All had made up their minds. They were not there to discuss federation or anything approaching to it, or the effects of it, and so he would not take up the remarks they had made on that question; but with all deference would submit that the contribution of a few thousand pounds or so did not affect the question of federation. There was no necessity just now for Queensland or New Zealand to prove their loyalty to federation; they were all to the fore on that, so there was no need to introduce it at all. It had been said this agreement would be a good thing for the colonies. Since he had spoken a few days ago, whatever desire or wish he might have had to listen to fresh reasons to change his views had been entirely removed. His position had been strengthened a hundredfold by what he had heard. Since he last addressed them, he had been astonished at the numberless communications that had been made to him endorsing his view and his action, and asking him to persevere in opposing the agreement, because it was looked upon generally with feelings of aversion. It was thought that the Governments should not be called upon to pay anything towards the company. On one day he was interviewed by at least forty or fifty gentlemen, some from South Australia, whom he did not know, but who were in opposition to the proposal—some from Victoria, others from New South Wales, his own colony, and others—and each one of them expressed delight with Queensland and New Zealand for having the courage to express their opinions, and oppose the motion. He knew, although it was not his business, but they would find very considerable difficulty in their various Parliaments to pass such a vote. He knew there would be very strong opposition to sanctioning such a guarantee; but that, of course, was entirely their own business, not his. He knew, as a fact, that in Queensland he would be utterly unable to carry such a vote through the House; and if he made a promise he would like to be in a position to keep it, and they would expect him to do so. Mr. Bird had stated it would be a good thing for the colonies: so was the position he was taking, for it encouraged competition. It was said the public had been educated to look for a four-shilling rate; who were the public? In Victoria and New South Wales there were over a million of population each; how many out of that million used the cable? He did not suppose there were more than a thousand; and they were calling upon more than a million to contribute a large sum of money to put in the pockets of about a thousand. Then again Mr. Bird argued that this agreement would not stand in the way of another cable, because it could be terminated at one year's notice. He ventured to say that the agreement was the very thing that was in the way. Now was the time when others were anxious to start an opposition cable; now was the time, therefore, to remove the obstacles. But instead of adopting his suggestion to pay straightforwardly 6s., they were going on the one hand to pay 2s. from the Treasury, and on the other hand the public would pay their 4s. What chance of success would any rival company have ever to start a cable with any higher charge? They could not even ask 5s. [Mr. Duffy: "You pay 6s."] But you pay more than 6s. He believed in a bird in the hand, not in the bush. If they put their names to a guarantee they must be prepared to pay for it. If they gave the public a taste of blood, so to speak, by letting them have their messages at 4s., no rival line could ever be started at a higher rate. It would have to start as low in order to compete. Therefore they were encouraging a monopoly in order to discourage others; that was the effect of it. He was sorry they could not see it. But at the same time he was pleased to hear the kindly sentiments expressed to those colonies who would not come in; and he still hoped they would not pay the guarantee.

The Hon. J. G. Ward said his colony had decided to absolutely stand out. Since the last meeting of the Conference he had had the amended agreement telegraphed over to his colleagues in New Zealand. They had considered it in its amended form, and had come to the unanimous con-

clusion that it was not desirable for the colony to join. In order to show that the Ministry were not acting in opposition to public opinion, he would mention that he had received telegrams in which it was stated that the Press of New Zealand supported the action of the Government. No member of the Conference would dispute that the Press generally were good judges of what was calculated to produce commercial prosperity; and as the Press supported the course they had taken, the Conference might be sure there were strong reasons why New Zealand should not come in. Mr. Bird had suggested, in view of the five colonies not agreeing to the four-shilling rate, that Sir John Pender be asked to charge 6s. in order to get over the guarantee altogether. That, he understood, had not been done. Mr. O'Connor had pointed out clearly that it was not desirable that the six-shilling rate should be started at all, for the simple reason that his colony and others regarded the reduction to 4s. as a necessity. So far as New Zealand was concerned, that colony, under the most favourable circumstances under the new agreement, would have to pay 4s. 10d. a word, which, with the guarantee of 2s., would make the rate over 6s. However, as Mr. Duffy had said, they must agree to differ. The time might come when New Zealand would change her opinions, but at present she had made her decision; but he did not entertain any feelings other than those of a most kindly character to the other colonies. Like Mr. Unmack, he did not see that the matter had any bearing on the federation of the colonies.

The motion was put by the chairman, and carried.

The Hon. Mr. Bird read a letter and telegram, which were laid on the table.

Mr. S. H. Lambton submitted a progress report from the heads of departments, which embraced the most important—namely, Revised draft of the Australasian Convention; uniform telegraph regulations; question of reduced intercolonial telegraph rates; and four or five other matters of minor importance, for which space had been left, and which might occupy a few more hours. Their desire had been to secure, as far as possible, uniformity throughout the colonies. They had agreed upon all the leading features of the Australasian Convention, though there might be a few verbal alterations necessary.

The Hon. J. G. Duffy proposed that the report be considered at the next meeting of the Conference.

Consideration of Mr. Duffy's motion *re* Vienna Conference was also deferred.

Uniform Australasian Postage of One Penny per Half-ounce.

The Hon. J. Gavan Duffy moved, "That in the opinion of this Conference the time has arrived when a uniform rate of postage for letters of 1d. per $\frac{1}{2}$ oz. should be adopted through the whole of Australasia." In a neighbouring Chamber of the city, another Convention was sitting to consider the question of "one people—one destiny." The question he proposed, if less important, was perhaps more practicable, that of "one people, one postage-stamp, 1d." As they were aware, there was great diversity among the different colonies in the way they treated their own inland postage; and it seemed to him that the time had arrived when they might put the whole system on one uniform basis, and taking all things into consideration it would not be too rash to boldly say that the colonies should now adopt the unit of 1d. per $\frac{1}{2}$ oz. for the whole of them. Of course, he could not say, as he said when dealing with the question of the cable guarantee, that there would be no loss. He believed there would be at first a loss to some of the colonies—a considerable loss; but it was a question that must be considered, and it seemed to him they were in as favourable a position now to consider it as at any time. He thought there would be an immediate loss; but all past experience and analogy showed that it would not be a permanent one, or even for long. In Victoria they had already taken the lead, they had brought their postage down to the unit of 1d. throughout the whole of that colony for the $\frac{1}{2}$ oz. In doing so they had made up their minds they would lose £100,000 of revenue to start with, but he was happy to say their expectations in that direction were not fulfilled, and instead of £100,000, their loss (though, owing to their doing as others did, mixing up the 1d. receipt stamps with the letters, it was impossible to arrive at an actual estimate) was only £79,000 for the first year the system was in operation—that is, they lost £20,000, or a fifth less than they expected; and, owing to circumstances members of the Conference would be acquainted with, their finances were not so prosperous during that period, and when business was not brisk, of course there was less correspondence and greater loss to the revenue. They looked hopefully forward to the time when that loss would be altogether wiped out. None of the other colonies had taken the same bold stand as Victoria had taken. [Mr. O'Connor was understood to question this. He had introduced a Bill for the very purpose, though it had not been carried]. Well, none of the others had passed a law, though he was glad to hear Mr. O'Connor had good intentions in that way. Not long ago the postage in Victoria was 4d., then they reduced it to 2d. throughout the colony, and then to 1d., at which it now stood. In New South Wales they have a city and suburban rate of 1d. the $\frac{1}{2}$ oz., on country letters 2d., and on intercolonial letters 2d. In Queensland they have a 1d. rate for letters for delivery within the limits of the city or town where posted; between separate post towns, 2d.; intercolonial, 2d. In South Australia an inland rate of 2d., and an intercolonial rate of 2d. (they did not appear to have any 1d. rate). In Tasmania the rate was—for town letters 1d., inland 2d., and intercolonial 2d. In Western Australia a town rate of 1d., country rate 2d., and intercolonial 2d. In New Zealand there was a town rate of 1d., country rate 2d., and intercolonial rate of 2d. the $\frac{1}{2}$ oz. Now, it would be noticed that in a great many instances the colonies had a penny district within certain post towns, whereas in their own inland districts and intercolonially they had a twopenny rate. A little while ago if any one had proposed to adopt that system he would have been assailed, as he feared some would assail him (the speaker), with a cry of "Perfectly impossible," "Absolutely absurd," "Ruinous in the extreme." When any forward motion was proposed the cry was nearly always the same—"It is utterly impossible," "We have been accustomed to the present state of things so long," "It would be a great loss." But experience

told them that after all the great expense about letters was not the actual sending, but the handling of them, providing for their proper reception in the Post Office, and delivery out of the Post Office; and he believed, if they took proper precautions as regards intercolonial mail traffic—and as most, or a great deal of the traffic in Australia was done by the railways, and the railways belonged to the Government, and the Government therefore paid nothing for the carriage of its mails over the lines, it was not the same as if they had to employ private railway lines—if they took the proper precautions about letters that went by ship, to see that they were secured by law, they could be carried at a reasonable rate. He understood the masters of ships were obliged to take letters at a penny per letter; that was a high sum, and it could no doubt be fixed lower, so as to pay the shipowners properly for their trouble. If that were done, and considering that the railways are Government property, and practically there was no—or little extra—expense in carrying mails, he believed the main cost of their postage systems was, as he had said, not in conveying the letters from place to place, but in putting them into the bags, registering, marking for conveyance, and delivering them at destination when they got there. Some of the colonies now found themselves able to pay their way, or to exist with a reasonable amount of loss—as Post Offices had to do; but in some cases actually paid their way, as he believed the Post Office in South Australia did. [Mr. Todd was understood to say that the postal branch alone did not, though the telegraph did.] Well, he understood the department paid as a whole, as did also that of New Zealand, and if they could be made to pay in those colonies, perhaps they could also be made to pay in the others. As regards Victoria, much inconvenience was caused by the public not understanding—perhaps Victorians were naturally stupid—that, though a letter could go from Melbourne to Wodonga for 1d., it must be charged 2d. to go to Moama, about half the distance; and they would insist on putting penny stamps on letters to New South Wales, South Australia, &c. He had seen in their post office, in one mail, a whole pile of letters every one of which bore the fatal “T,” showing it was taxed. A letter could be delivered away at the back blocks on the Wimmera for 1d. or sent into the wilds of Gippsland for 1d., but could not be sent to Sydney for less than twice that amount, although the postal officials as well as the public knew that the expense of carrying a letter to the back blocks was four or five times as much as carrying it between Sydney and Melbourne, or from Melbourne to Adelaide. He believed that if the Conference now adopted a universal rate of 1d. per ½oz.—if in advance of the grand federation they adopted that postal federation, so that a letter posted in any part of Australia bearing a penny stamp would be delivered in any other part—they would be doing something to benefit the colonies as a whole, and that, moreover, would not trench much upon the revenues of the Government interested. Of course, he might lay himself open to the charge of selfishness, as the sacrifice would be felt less by Victoria than by other colonies, as they had already established the penny rate. But Victoria had in other matters done enough to show her public interest in postal and telegraphic matter, so he could afford to be thought selfish in this. He was glad to hear that the President of the Conference (Mr. O'Connor) had done his best to establish the penny postage in New South Wales, that the Bill had reached the second reading when it was thrown out. When the penny rate was established here it would be only a short time before it would be extended to Victoria and the other colonies. He trusted the Conference would see its way to pass the resolution.

Sir John Bray was glad the proposal had been brought under notice, though perhaps they might not all agree to it. It was impossible for his colony to go in for an intercolonial rate of 1d., while they had only a twopenny rate in their own territory. In the course of a few years, no doubt, the proposal would be carried, but at present a great loss would be caused to South Australia if it were adopted. Most of the colonies, he supposed, would require legislation to carry it out, and therefore could not do anything immediately. He quite agreed in the principle of cheap postage as far as possible, but, considering the probable loss it would prove to each colony, he must ask Mr. Duffy to withdraw his motion. He admitted that now the ocean postage had been reduced to 2½d., it did seem high to charge 2d. within the colonies.

The Hon. J. G. Ward thought Mr. Duffy was to be complimented upon the able way he had set forth the information he had gathered on the matter. The resolution had his entire sympathy, and were it not for the fact that the New Zealand Government during the next Parliament would bring down a measure to make the penny postage universal within the colony—which would involve a loss of their revenue estimated at £57,000 a year at the outset—he would at once assist Mr. Duffy in his desire to have cheap intercolonial postage. Their Parliament had not yet had an opportunity to consider the effects of the reduction they contemplated making in their own postage. Mr. Duffy would, however, see that it was impossible for him to support the resolution at this juncture. He felt that, in view of the ocean postage having been reduced to 2½d., the rate of 2d. should not continue within their own borders, and the first duty of his Government would be to give their own people the advantage of cheap inland postage. He hoped, however, that at the next Postal Conference the resolution now submitted would meet with the favourable consideration it deserved.

The Hon. B. S. Bird would like to see cheap postage in the colonies and throughout the entire world, but a question like that had to be considered from the standard of each colony, and it was evident that any resolutions they could carry there could have no weight beyond a mere expression of opinion on the matter. In Tasmania they could not make the change without altering their law, and he apprehended the same remark applied to all the colonies, so that, beyond passing a resolution that it was desirable to have cheap postage, they could do nothing. He hoped the time would not be far distant when there would be a law regulating the postage throughout the whole of the colonies; when they could look for uniform postal and telegraph rates, and other uniformities which they had been labouring to secure for many years past. He believed and hoped that federation was so near accomplishment that all these and similar matters would be uniformly dealt with. So, while expressing general sympathy with any proposal of the kind now made, he must

join with Sir John Bray in asking Mr. Duffy to withdraw the motion, as it could have no practical effect at present.

The Hon. T. Unmack sympathised entirely with the resolution, as he was a thorough believer in cheap postage; but at the same time he felt that the matter was more a question of policy, of the Treasury finances, than for them to settle. It would make a difference in the finances of Queensland—a loss they were not then in a position to entertain. They could not face a loss of £100,000, as Victoria did. [Mr. Duffy: "This will only cost you £18,000."] He thought he could give the figures a little nearer than his honourable friend could. In Queensland they paid for the conveyance of mails throughout their immense territory fully £60,000 for coach and horse services, which had to be taken into consideration when proposing to carry letters at 1d. Whilst he was pleased to hear that some of the Post and Telegraph Departments were conducted without loss, he must say that Queensland stood in an entirely different position, chiefly owing to her large territory. Her loss in 1889 amounted to nearly £100,000, whilst it was only reduced a little since. If they adopted Mr. Duffy's suggestion, he found—assuming there would be no increase, which was not likely—they would lose £32,625 a year; if the increase was one-third, the loss would be £24,000; if the increase of business was one-half, the loss would be a little over £19,000. Under these circumstances, he could not at present consent to propose anything of this kind for the entertainment of his Government; but when their financial position improved, he hoped they would not be behind the other colonies in supporting a measure of the kind. When they adopted the twopence-halfpenny rate to Europe, he addressed a memorandum to his own Treasurer on the subject, stating that he felt the adoption of the penny postage rates throughout the colonies and intercolonially must be the inevitable consequence. The matter was discussed then, and they came to the decision that they were not in a position justifying them to entertain it. The Hon. Mr. Duffy, however, deserved their best thanks for having introduced the matter prominently before the colonies. They had expressed their opinions, and no doubt at any future conference the matter would be again ventilated, and they might then be in a better position to entertain the proposal. He hoped Mr. Duffy would withdraw it in the meantime.

The Hon. D. O'Connor thoroughly sympathised with the proposal, and would be very proud to give his assent to its adoption by all Australasia; but he also recognised the positions of his honourable friends who had spoken on it, Messrs. Bray, Bird, Ward, and Unmack, that it was a matter requiring at least Cabinet consent, and he presumed it had not been brought before the various Governments prior to their representatives coming here. However much they desired it, he saw at once it was impracticable for them to bring it into operation. Any argument in favour of the reduction of the cable rates would come with more force in favour of reduction of postage. For, while cable reductions chiefly affected a limited number, the whole of the people in the various colonies would participate in this; no class could be said to enjoy this boon at the expense of another. He thought it was one of the most beneficial proposals that could possibly be made. He dissented from Mr. Bird in saying it was ill-timed; it was well-timed; and instead of taking up the functions that would fall on a united Parliament of Australasia, the departments would have the machinery in their hands to carry it out. Was it not absurd that people could send a letter 17,000 miles for 2½d., and could not send one 400 miles for 2d.? Should they not endeavour to remedy that? Although the loss of some of the colonies might be at present as great as their representatives said, they should consider the great increase of correspondence they would get from other places. New Zealand especially would gain by the introduction of a uniform penny postage. There seemed to be only one thing for his honourable friend, Mr. Duffy, to do, to withdraw the resolution, but with a distinct understanding that he had done a great deal of good. In the near future the Governments of the various colonies would be compelled by public pressure to have a uniform penny postage.

The Hon. J. Gavan Duffy said he accepted the suggestions, and withdrew the resolution, which only purported to be recommendatory. He knew that at this Conference they could not pass any law. He felt that he had informally got the opinion for which he looked, and was glad that it was favourable to the proposition. The time might not be exactly opportune to bring it forward, because they had just reduced the postage to Europe to 2½d., but he thought it was fully time that the inland postage throughout Australia should be reduced. He trusted that in the immediate future it would be so reduced, for, after all, federation or no federation, the colonies were one in their desire for postal unity, and for facilities to carry on business intercourse. In the capital of each of the colonies you meet people from other places at every corner of the street. However, in deference to the expressed opinion in favour of the principle, he would now withdraw the motion, and trust that the matter would receive further consideration when circumstances were more propitious, and then be carried into law. He had had some figures in connection with the matter prepared, which he handed in, and would ask to have printed with the papers, showing how it was estimated the various colonies would be affected.

Motion withdrawn.

Letters Relating to Sweeps, &c.

The Hon. J. Gavan Duffy moved, "That, in the opinion of this Conference, it is advisable that the system of dealing with letters relating to sweeps should be uniform throughout Australasia." In bringing forward this resolution, he did not profess or wish to take any high moral ground, or to represent a more straight-laced people than those of other colonies. But, as the Conference was aware, Victoria had legislated very strictly against all sweeps. In the first place, against the sweeps themselves; against their being advertised in their own colony's papers, or by any other method in their cities; and also by giving the Postmaster-General very stringent powers as regards dealing with letters known or suspected to relate to sweeps or similar transactions. The 30th clause of their present Post Office Act provides: "If the Postmaster-General has at any time reasonable ground to suppose any person to be engaged in receiving any money . . . for any

undertaking, promise, or agreement, express or implied, to pay or give thereafter any money . . . on any event, or contingency of or relating to any horse-race, or other race, fight, game, sport, or exercise, . . . or to be engaged in receiving any money under pretence of foretelling future events, or to be engaged in any fraudulent business or undertaking, then the Postmaster-General may, if he think fit, order that no letter, packet, newspaper, or parcel addressed to any such person, either by his own or any fictitious or assumed name, or to any address without a name, shall be either registered or delivered to any such person, . . . and if any letter addressed to any such person be received at any post-office, it shall not be delivered to the person . . . but shall be at once sent to the Dead-letter Office in Melbourne. No money orders shall be issued in favour of any such person, and no money order shall be paid to any such person." Now, he did not profess to be more particular than other people, but, although that class of sport in moderation might not be harmful, he did say that the matter of sweeps at the time that law was passed had become such a public nuisance and curse in Victoria that the Legislature was compelled to take these stringent measures. The columns of the Press teemed with advertisements of sweep promoters, who were no better than swindlers, and worse in every respect than the man who put his hand in your pocket. He did not say that all sweep promoters were so; he knew some established in Sydney who were, he believed, as honourable as any other men. But the system had become so bad, so detrimental to the public morals, that the Legislature was bound to step in. They succeeded in suppressing it. Now, an advertisement was never seen in the papers relating to sweeps, or in the tobacconists' shops such as was formerly seen; and if any one attempted to establish a sweep in Victoria, and letters came through the post to him, or to any assumed name, it was in the power of the Postmaster-General's Department to seize those letters and not to deliver them. That being so, the sweep promoters, with an ingenuity that characterized them, went out of the colony and established their headquarters in Sydney. On their doing so, the then Postmaster-General (Mr. Campbell) took it upon himself to deal with a letter addressed to a person in Sydney sent from a person in Melbourne, under the section of the Act quoted. But their Supreme Court decided that under the section he was not at liberty to proceed against the sweep promoters who had their headquarters in Sydney and dealt with persons in Victoria, and the consequence was that Sydney drew ever so much money from Melbourne every year—probably £100,000 in sweeps alone. Victoria could, no doubt, by altering her own law, deal with the letters going to Sydney in a salutary manner, and they would do that, but he would like to take a broader view of the matter, and this Conference to assert its opinion that all the postal departments throughout Australasia should deal uniformly with matters of this sort. It was a thing that in the best interests of the whole community should be dealt with as a whole, and he did trust that the Conference, without pretending to be straightlaced, and while still having the interest of true sport at heart, as became at any rate two colonies with such splendid racecourses as Randwick and Flemington, and without pretending not to know that large sums of money change hands every year in bets, would still take a stand and say, that when a wholesale system of swindling—for after all that is what it amounts to, though there are exceptions—was attempted to be perpetrated upon the public, who were easily led and easily gulled and have no opportunities apparently of learning any better, it was time for the public departments of the various colonies to interfere and not permit it to be carried on openly in one part of Australia when not permitted in another. He knew what the views of the President were, that they differed from his own; but he wished it to be understood he was not pretending to occupy any higher plane of morality than other men, or to claim for his colony a higher morality than that of others. But he did think emphatically that when a matter of this sort became a public scandal and a nuisance, they ought not to be ashamed or afraid to deal with it from a common-sense point of view; and even though they might be called purists, and hear talk about "grandfatherly legislation," and be told men could take care of themselves, they knew and felt that the public were being hurt, and they ought to interfere. Victoria had done so, and he called upon the other colonies, especially New South Wales, to join her in the matter, and say, "For the good of the people we will not permit this to proceed further."

The Hon. T. Unmack hoped the motion would be unanimously carried. He was thoroughly in favour of it. It was right to put some check upon the evil practices which were encouraged by the facilities given by post-offices. It was not to be expected they would entirely stop gambling, horse-racing, or anything of that kind—they might as well attempt to empty the ocean with a bucket—but they might try to lessen the evil. All knew that through these documents sent through the post-office gambling was directly brought under the notice of thousands of poor youths in offices and warehouses, and the result was that they went into transactions and forgot their sense of honour, and helped themselves to money belonging to their employers. They took the first wrong step, and ultimately it brought about their ruin. He felt they had a direct responsibility to save many of those who were led astray daily through these tempting advertisements and documents forwarded through the post. He had a strong opinion on the subject, and was pleased to hear that Victoria had adopted stringent measures to suppress the gambling spirit. He had done some little himself in checking it, inasmuch as he had introduced a Bill restricting totalisators to racecourses only, for at the time nearly every barber's shop in Brisbane used to lure young fellows into gambling. The result was there was a large amount of defalcation and malpractice in the city, which had now, he was glad to say, to a great extent been checked. Such documents should be stopped—at any rate from going through the post-office. He purposed next session to introduce an amending Act in the Queensland Parliament, and should not omit in it to take notice of these evils.

The Hon. J. G. Ward entirely sympathised with the resolution. At the same time, as a matter of common-sense, they could not overlook that it was impossible to make people virtuous by legislation, and he questioned whether the resolution would in any way remedy the gambling. Victoria at present had the power, and so had New Zealand, of preventing the conveyance of letters for this particular purpose; but if even New South Wales made it illegal for sweeps to be carried on,

what would prevent the establishment of agencies elsewhere? What was there to prevent people in New Zealand, if prohibited the use of the postal service for conveying their moneys, from appointing agents in the various colonies, and allowing their money to be deposited in banks, and remitted by draft to the agent? He questioned very much whether the proposal would effect what was desired. If New South Wales did not stand in with the others, he believed the right course for all the colonies to adopt would be to make it legal for this business to be carried on under stringent restrictions and legislation which would minimise the evils. He assumed Mr. Duffy's object was to get the great Colony of New South Wales to take the same position as the other colonies occupied, but he understood New South Wales was opposed to it. In New Zealand it was estimated that £25,000 per annum was sent out of the colony for sweeps, and unless New South Wales, which got this money, joined in the proposal, he believed it would be desirable to allow that money to circulate and be retained in his own colony under certain safeguards rather than send it out to New South Wales.

The Hon. D. O'Connor said, to promote morality among mankind is a very noble object, and I believe it would tend largely to that if we could altogether prevent gambling in these colonies, and if it were unknown elsewhere humanity would be the better for it. But what about carrying that out? And will the resolution proposed by my honourable friend Mr. Duffy, and which seems to receive the approval of my honourable colleagues, in any way tend to attain that noble object? I unhesitatingly say, No! And Mr. Duffy's own resolution is in sad contrast to the action of the Victorian Government, which provides so many facilities, especially in regard to railway conveyances, tending to the encouragement of this gambling propensity. It is a matter of fact that on one day every year at least there is proclaimed a public holiday to celebrate in that colony a carnival that does not belong to Victoria alone, but to Australasia, when tens of thousands of people are induced—and great inducements are offered them by the Government of that colony—to come to Melbourne to attend the great races and spend their money, a very large portion of it, at Flemington. Let us look at things straight in the face, and call things by their right names; and if there is any sham or hypocrisy, then there is a case to ask this Conference to discourage gambling. In Melbourne it is a very rare thing to find any less than a hundred thousand people at their November meeting every year, and there are four days out of every seven in the same week given over to the great meeting, besides the numerous other meetings that take place at other times of the year. For instance, last week, at the Autumn Meeting, there were the Australian Cup and the Newmarket Handicap. Now, this is in the Colony of Victoria, and that colony—the Government of it—may be said to have entered into partnership with the men connected with the racecourse, with the men who are called “blacklegs,” but whom I call “commercial speculators,” in a business. It is a transparent hypocrisy. I will give my honourable friend some facts. First of all, supposing to-morrow you restrict the sweeps; would that restrict gambling? Why, in 1883 they passed an Act in Victoria that gave the Postmaster-General almost unlimited power, and gave men in an inferior position in the Post Office the right to overhaul letters and find out the transactions of other people. But has that lessened gambling? At the present moment there is more gambling and more gamblers in Victoria than in the whole of Australasia put together. Why, they are known here as Silver Kings! To-morrow, I undertake to say, if the Victorian Government found itself in financial difficulties, and had to raise a loan, and appeal to the Thompson family and others that surround them to help them out of debt, these prosperous speculators could do it. Whilst they have taken out from the newspapers columns of advertisements regarding sweeps and consultations, yet we still find in the leading papers of Australasia—the *Argus*, *Age*, *Sydney Morning Herald*, *Daily Telegraph*, *News*, &c.—advertisements under the hand and seal of some of the great officers of Victoria, offering all kinds of facilities to people to take them to Flemington. Let us look these things honestly in the face. Has gambling decreased in Victoria since you passed that Act? Unquestionably not. Look how unjust it is for a democratic community to propose to do this. Wealthy men can go to Flemington and Randwick, as they do, where you will find represented the merchant princes of the colony, Judges of the Supreme Court, leaders of the Bar, and leaders of many honourable occupations, including even my honourable friend Mr. Duffy, who likes to put down his pound in the hope of seeing it bring a hundred back to him. Wealthy men can go to the racecourse openly, and take their 100 to 5 or 1,000 to 50, according to their means; there is no attempt on the part of the Parliament of Victoria to restrict them from doing that; and why should a man, because an accident of fortune compels his residence to be on the Murray, or the Tweed, or the backwoods of Gippsland, or New Zealand, who cannot avail himself of the opportunity to enjoy the luxury of going out in a magnificent train to Flemington, not have the same privilege? Why are these people not to be permitted to bet their pound because they cannot go to Flemington or Randwick? Why, they have more claim, for they contribute something to the State. They post a letter, and have to get one in return, which has to be stamped; whereas the wealthy gambler gives nothing to the State. The metalicians do their betting at Flemington and Randwick without returning any revenue to the State. The thousands of the populace are the large contributors. It is not the wealthy swells who live at St. Kilda or Potts Point that maintain the public revenue, but the large mass of the people. Why should they be prevented from betting a pound in the only way they can? The only way they can do so is by utilising the post, and to say that to stop them doing so would reform morals and prevent crime, by discouraging gambling, is a shoddy argument, and will not stand a moment's investigation. If you want to show your sincerity, move a resolution for an Act to make it illegal to gamble. [Mr. Duffy: “It is now.”] Well, what effect has it? Does any policeman in Victoria walk out and interfere with you when you gamble? Does he say, “Your name, Sir?” because you are a gambler? Do they not see people taking the odds every day? On paper, only, I admit. Would it not be taking away the only means we have of getting a large revenue, and making people pay something for the luxury? I go to the races myself, and can afford to bet a pound or a couple of pounds, and like to do it, and I do it openly. On the racecourse you meet barristers, members of the various

learned professions, merchants, Judges, and other members of the community. One of the most enterprising men we have had on the turf here was a Judge who kept racehorses. It is one of the qualifications of the Governors of the colonies that they are to be men fond of horseracing; for a man not fond of it to aspire to the Governorship of Victoria would send a thrill of horror through the colony. Essential qualifications for a Governor are that he shall be a man who shall have independent means, and shall enter into and encourage the sporting amusements of the people, and therefore one who has a partiality for seeing a race. What is the good of our initiating here to-day a thing that can have no practical effect, and that absolutely involves an injustice, inasmuch as, if you could stop it, you would prevent the poor man from betting his 10s.; whereas there is no hindrance to the rich man openly betting his thousands or tens of thousands. I am not speaking theoretically. If you want to stop this, let there be a penal enactment passed that any man who gambles or who attempts to gamble shall be punished, and what a thrill of horror that would send among the commercial community engaged in mining, share-broking, land-buying, forming companies—for that is gambling. Men spend their means in seeking for minerals in the bowels of the earth, in developing mines; that is speculating, that is gambling. I have been myself six and a half years contributing to a mine in Victoria, at Tarnagulla, and have contributed £1,000. I have never got back a farthing. [Mr. Duffy: "And never will."] They want to introduce a Bill into Victoria to prevent money going over from New South Wales to develop your mineral resources. As regards sweeps, where is the difference between them and open gambling? Wealthy men go to Randwick or Flemington to bet; even in the pious Colony of South Australia, I believe, money is shelled-out freely. I do not believe they know anything about gambling in New Zealand, or horse-racing either. [Mr. Ward: "We provide you the best horses."] As a matter of fact, New Zealand had been tempting the whole of the colonies for years by breeding the best horses. Queensland has contributed also. Not one of the colonies but has by breeding, paying large sums to buy the best blood-stock, tried to produce the fastest horses—for what? To run on the turf for our edification? No; to get the most money they could out of them; and this can only be done by entering into a partnership between themselves and the public. If this causes demoralisation, as hinted by my friend Mr. Duffy, but which I doubt, it cannot be stopped by preventing letters about sweeps going through the Post Office. If there is one colony that gambles largely it is Victoria. You can see whole terraces of houses there owned by bookmakers. The finest I saw there a year ago, when I was at Melbourne, belonged to bookmakers. Let me tell you what took place in our own city. One of our loveliest suburbs is Randwick, and within the last five years it has been almost rebuilt, and many of the new houses put up are owned by professional bookmakers. What is the good of bringing in a Bill to stop poor men from speculating a pound while you encourage the wealthy to bet largely? Let us be logical. We cannot have one law for the rich and another for the poor. I could not assent to this; it is opposed to justice and fair play. But if a Bill is brought in for the purpose of making gambling in all the colonies illegal I will support it, but I will not support any measure that will not produce any good effect, but only set up an injustice. I repeat again, that because an accident of fortune, by geographical position or want of means, prevents men from witnessing horse-racing, they should not be deprived of the opportunity to bet a trifle on a race by means of the post. I therefore cannot support the motion of my honourable friend Mr. Duffy.

The motion was eventually carried.

Re Penny Postage.

The Hon. T. Unmack took exception to the statement of figures handed in by Mr. Duffy relative to the penny postage, as the figures relating to Queensland were incorrect and misleading, and suggested it be withdrawn.

Mr. Duffy declined to withdraw it.

Mr. Unmack said then he must protest against it as incorrect.

The Conference went into Committee, and considered the draft agreement with the E. E. Co., making certain alterations.

Adjourned till Saturday, 7th March.

MONDAY, 9TH MARCH, 1891.

Reduction of Cable Rates.

The Secretary submitted a communication from Sir John Pender, of the Eastern Extension Telegraph Company, relative to the proposed agreement between the Governments of the Australasian Colonies (excepting Queensland and New Zealand) and the Eastern Extension Telegraph Company, for the reduction of cable rates.

The Hon. J. Gavan Duffy moved that a sub-committee be at once appointed, consisting of the representatives of New South Wales, Victoria, South Australia, Tasmania, and Western Australia, to consider Sir John Pender's message. This was agreed to, and the delegates of the colonies mentioned went into committee to consider the message in question.

In connection with Sir John Pender's letter, some discussion arose, and Mr. W. Warren, general manager in Australia for the Cable Company, came in.

The Hon. J. Gavan Duffy: Were the Conference to understand the company were going to lay another cable, at a different place from where it is at present?

Mr. Warren: We are taking soundings to try and discover a new route; then we shall shift one of our present cables—in fact, make a new cable altogether; it will then be a triplicate cable. We want, if possible, to obtain a better route than the present one. The intention is that the ships shall sound all round, and discover the very best route.

Sir John Bray: It will probably be a year before that is done.

Mr. Warran; Oh, no; the ship is already engaged, and we shall have plenty of cable. Of what we pick up the greater portion will be used again, and we have plenty of new that we can put in.

After Mr. Warren retired, Sir John Bray said the question was, Should they insist on the reduction to fourteen days?

The Hon. J. Gavan Duffy pointed out that the term of agreement would only be for a year. The matter then dropped, and the Committee agreed to the proposals of the Eastern Extension Telegraph Company, as set forth in the draft agreement, with the exception of the clause giving power to the company to alter the rates without the consent of the colonies contributing to the guarantee against loss.

The Vienna Postal Conference.

The Hon. J. Gavan Duffy moved, "That this Conference recommends that the Governments of the various Australasian Colonies take steps to have their respective colonies adequately represented at the Postal Conference to be held in Vienna in May next." This motion was carried.

Delay to Mails.

The Hon. J. Gavan Duffy drew attention to the delay occasioned to English mails on the various Australian railway-lines between the north-eastern cities and Adelaide.

The Hon. D. O'Connor promised that he would use his best efforts with the railway authorities of the various lines to make better arrangements for the forwarding of outgoing mails to Adelaide.

The Pacific Railway Company's Proposals.

The Hon. J. G. Ward moved, "That this Conference approves of the negotiations that are now understood to be under the consideration of the Pacific Railway Company for establishing a Canadian-Australasian mail-service." In support of the resolution, he said he thought it desirable to get the Conference to show its sympathy with this service, and there was nothing binding upon any of the colonies if his resolution were carried. Unless the service was arranged so that the steamers touched at New Zealand his colony would not, of course, support it.

The Hon. T. Unmack seconded the motion. He was glad to say that his Government had consented to contribute any reasonable sum towards subsidising the proposed mail-service. With the object of obtaining this service it was proposed that the Australian Colonies should contribute £30,000. If it were once established it would be a most speedy service. They ought to look at the matter in a commercial light, for the trade between Australia was well worth considering. He felt sure that New South Wales and Victoria would be willing to contribute a reasonable amount towards obtaining the proposed mail-service. It had been suggested that Queensland should contribute £10,000, and that the balance of £20,000 should be found by the other colonies. Queensland was willing to contribute £10,000, and he trusted that Queensland would have the co-operation of the other colonies.

The Hon. B. S. Bird said that there was no doubt that the establishment of a mail line of steamers between Canada and Australia would have a beneficial effect in every way, but he was rather inclined to doubt whether they were in a position, as the delegates of the various colonies, to speak approvingly of the proposal, as it would involve the colonies in considerable expense. He was of opinion that the matter had not been sufficiently considered by the various Cabinets, and he would be disposed to hesitate before agreeing to anything that would commit the colonies.

The Hon. J. Gavan Duffy said he was sorry he could not see his way to support the motion, as he had no instructions from the Victorian Cabinet on the subject. It would no doubt ultimately be found to the advantage of the whole of Australasia to establish the mail-service from Canada, but at present in Victoria they had four distinct mail-services to Melbourne, and a fifth *via* San Francisco, which came by way of Sydney, and was within easy reach; so, from a postal point of view—and he supposed that was all they were there to consider—there was no necessity, or only slight necessity, for the service proposed just now. Therefore he was not prepared at present to consider the question from a practical aspect, and would ask his honourable friend Mr. Ward to withdraw his resolution, because, although he said it was a broad one, and committed them to nothing, he would feel, if he joined in it, morally bound to assist materially when it came to a practical issue; he therefore asked the representative of New Zealand to be content with the expression of opinion he had succeeded in obtaining. He believed the other colonies were not opposed to giving the proposal generous consideration, notwithstanding the more immediate benefit would be slight to some of them. If Mr. Ward would withdraw it now no doubt another occasion would arise when the time would be ripe for settling the question, and then it could be fully and fairly grappled.

The Hon. D. O'Connor said, although there was not much probability of the resolution being carried, the time had been well spent in discussing it, and he agreed with Mr. Bird as to the necessity for giving every facility of communication. But he scarcely thought a day or two ago that Nemesis would be so close on the heels of Queensland and New Zealand, for here was another illustration of the need for a federal spirit among the colonies, showing how from time to time it was imperative they should know how to give and take to help each other. Here was a mail-service that would undoubtedly be of great use to Queensland. [Mr. Unmack: "And to New South Wales."] It could not in any way benefit Queensland without benefiting the whole of the colonies. That was the very idea he at once recognised, and the absence of which he deplored in the decision arrived at by Mr. Unmack on another matter. How could it benefit Queensland without also benefiting the southern Colonies of New South Wales, Victoria, Western Australia, South Australia, and Tasmania? Anything that helped to develop the resources of any part, or conduce to the happiness and glory of the few, must shed its radiating influence and splendour over the whole; but, at the same time, Mr. Ward must see that there was probably not one represen-

tative there in a position to seriously discuss the question. It could not be dealt with, with a view to practically arranging for it, without the sanction of the Cabinet. So far as New South Wales was concerned, he could say the matter had not been considered by the Cabinet, and he assumed that his honourable friend Mr. Duffy, representing Victoria, was in a similar position. Under these circumstances he must request Mr. Ward to withdraw his resolution, though he, himself, felt assured that the day was not far distant when the mail-service *via* Canada would be established, with or without the support of Australasia, because, besides benefiting Australasia, it would also benefit the great countries outside of this continent. When the time arrived all the colonies would sink minor differences and aid in the establishment of such a valuable line of communication.

The Hon. J. G. Ward: Although the matter had been brought up by himself in the Conference, it really emanated from Mr. O'Connor. It was rather early in the day to raise any argument, because they had not had an opportunity of obtaining the assent of their Governments; that they should, therefore, not allow the matter to go beyond the initial stage, and obtain a division upon it. He was prepared, however, to submit to the will of the majority, while still adhering to the opinion he originally expressed, that there was nothing in the resolution that bound any of the colonies, New Zealand included. It merely asked the Conference to express an opinion favourable to the negotiations now going on between the Pacific Railway Company and the proposed company in England to carry out the service. And with all deference to his honourable friend, Mr. Duffy, when he stated that New Zealand was anxious to be excessively generous in this matter, he would point out to Mr. Duffy that in speaking to the resolution he had candidly stated that New Zealand was not desirous to bring this about unless it was going to be of some material benefit to that colony. However, he would be content with the expression of opinion he had obtained from the delegates, and hoped that when they next met the resolution might be approached with a view to bring it to a consummation.

The resolution was, by consent, withdrawn.

The Cable Guarantee.

The Hon. J. Gavan Duffy moved, "That the various colonies contracting with the Eastern Extension Company enter into an agreement among themselves with regard to the time, manner, and terms of the payment of the guarantee." This was a matter only affecting the contracting colonies, and as they were about to enter into an agreement with the Eastern Extension Company regarding the guarantee they had promised to give under certain conditions, it became necessary for those colonies to have an agreement binding among themselves as to the guarantee, the terms and time of the payment, &c. He presumed the understanding would be that the Colony of South Australia, as it was the colony that already dealt with the company in other matters, would undertake the whole business. It would be proper for her to have an indemnity as regards the sums of money she paid, and to provide for their being recouped. He had prepared such a draft agreement, but instead of considering it to-day it would be as well if the various Postmasters-General took the matter into their consideration; there might be some little alteration needed, and it could be afterwards agreed to by correspondence between the colonies. If the principles were all agreed to, it would be only a question of technicality, which could no doubt be better dealt with by the lawyers of the Cabinets and the Postmasters themselves. He therefore, by leave, submitted the resolution without notice.

The Hon. B. S. Bird seconded the resolution, but, to make it more complete, he would add something to it. He had prepared a resolution which would not only cover what Mr. Duffy had proposed, but would also mention one or two other matters.

The Hon. J. Gavan Duffy said he would be glad to withdraw his motion in favour of that preferred by Mr. Bird.

The Hon. B. S. Bird then moved, "That an agreement be entered into between the Colonies of New South Wales, Victoria, South Australia, West Australia, and Tasmania, in regard to their joint contribution to the Eastern Extension Company for the reduction of cable rates to Europe on the terms approved between the colonies and the company, and in regard to the joint contribution of the said colonies to the payment of a cable subsidy to the Eastern Extension Company, including the Tasmanian cable subsidy; and in regard to the joint contribution of the said colonies to the guarantee against loss by South Australia by reduction of the rates through that territory; and, further, that the Government of South Australia be requested to act for the other contracting colonies in concluding the agreement with the Eastern Extension Telegraph Company, and in collecting and paying the joint subsidies and contributions to that company."

The Hon. J. Gavan Duffy seconded, and the motion was carried.

Adjournment.

The Hon. J. Gavan Duffy proposed that the Conference should adjourn till next day, in order to allow the Secretary time to bring up the official report. A short formal sitting would then finish up the whole of the business; perhaps by that time they might have a reply from Sir John Pender to their letter sent that day.

The Hon. T. Unmack said that strong reasons compelled him to leave that afternoon, but he would be wanting in a sense of duty and pleasure if he allowed the opportunity to pass without making some formal recognition of the universal kindness and courtesy with which he had been treated. He felt, it having been his duty at the Conference to oppose several of the proposals brought forward, that he might in the hands of less experienced men of the world have exposed himself to less courteous treatment than had been extended to him; but, in spite of all the opposition he had unfortunately deemed it his duty to offer, the more strongly had the kindness and good feeling of other delegates been manifested towards him. He tendered them, both personally and

officially, his most sincere thanks, and expressed a hope that soon he might have the pleasure of returning their hospitality and kindness in some shape or form in Queensland, where he would be pleased to welcome any or all of his colleagues at the Conference.

The Hon. D. O'Connor said that on behalf of the colony, his colleagues, and himself, he cordially reciprocated Mr. Unmack's sentiments.

Conference adjourned till Tuesday, 10th March, at 10 a.m.

TUESDAY, 10TH MARCH, 1891.

The Secretary read a letter from the local manager of the Eastern Extension Telegraph Company, containing the copy of a message from Sir John Pender relative to finding a better route for the Darwin cables, and which stated that the company had carefully considered the matter, and that soundings were being obtained to see whether an alteration of the route to the north of Sumbarra or Baly would be likely to give better security against volcanic interruption. The message further stated that the colonies might rely upon the company continuing to do everything possible to preserve communication in the highest state of efficiency.

Sir John Bray said that at the Adelaide Conference it was agreed that South Australia should communicate with India relative to arranging for the introduction of post-cards between India and Australasia at the same rate as to England, &c. He had received a reply from the Indian Government, stating that they could not at present entertain the proposal, nor could they agree to a reduction of the postage rate to 2½d. as suggested, on account of the high rates they had to pay for transit.

Charges on Press Telegrams.

The Hon. J. Gavan Duffy said that yesterday he had brought under notice the question of Press messages between Victoria and New South Wales, and now he had a paper, which he would like to be printed with the rest of the records of the Conference, showing the unfair way in which the present system of charges for Press messages worked. It acted very prejudicially, especially to long messages; and he believed, if the system proposed in his paper were adopted and a uniform rate for the whole of Australia obtained, that not only would it be a great benefit to the Press, but also increase the business to a large extent. The Press at present was liberal in its expenditure for messages, but if it had fairer and more uniform treatment he believed the messages would soon almost, if not quite, double in length, and then there would be a great increase in the revenue derived from Press messages. He would not move any formal motion, as the President had already said he would take this matter into his favourable consideration; and, if his memorandum were perused, the fairness of the change he contemplated would be seen. The following were the differential rates charged in Victoria: To New South Wales, 3s.; to Queensland, 4s. 6d.; to South Australia, 3s.; to Western Australia, 4s. 6d. The charges to Queensland and Western Australia amounted to over a ½d. a word, which was an immense charge, seeing the extent to which Press messages were sent. The rates in the various colonies were fair enough, but when messages required to be sent from colony to colony—and it was desirable that every facility should be given for this—the charges pressed too severely. His memorandum showed the present charges to be excessive, the practice being to charge on the hundred-word rate, and he would recommend that a fractional charge on twenty-five words be adopted, which would be fairer. The charges now made practically amounted to a heavy taxation. A fair rate would be 4d. for every twenty-five words throughout the colonies. He would not move a motion formally, but would be glad if Sir John Bray would bring the matter specially under the notice of the Postal Department of his colony. The President had already promised to do the same; and in Victoria he would be glad to join in anything the other colonies might do in that direction. Once the three colonies named agreed, he believed the others would fall in with their ideas; Tasmania and New Zealand being cable colonies, were not, of course, on the same footing.

The Hon. D. O'Connor said, as regards the rates of Press telegrams, he heartily sympathised with the object Mr. Duffy had in view; and one of the beneficial results which he looked forward to from this Conference was to see the increased information that would be imparted throughout Australasia and the rest of the world by means of telegraph communication. Nothing would bring the colonies closer together, and closer to the Old Country, than a liberal transmission of messages to and from the Home Country; for, after all, very little was known of us there; and what would be true of England would apply in a double sense to other countries. He was thoroughly in favour of a reduction of rates; for, while favouring a postage on newspapers, he would yet like to see newspapers getting every facility to use the telegraph lines for the acquisition of news. He promised Mr. Duffy this matter should have his attention, and immediately. Before this week was out he would enter into the matter and see what could be done.

The Hon. B. S. Bird congratulated Mr. Duffy on having brought the matter forward. The more facilities they afforded by telegraph the better for the colonies themselves. He would like to say, on behalf of Tasmania, they would be very glad to do their best also to try and reduce the rates. The distance of the Straits between Victoria and Tasmania necessarily rendered messages more costly than between any of the colonies in the group. They charged 9d. in Tasmania for a hundred words, and the cable charge was 2s.; but under arrangement with the Eastern Extension Company Sir John Pender had agreed to reduce the rates provided a certain amount of business was done, and he trusted, therefore, they would soon be in a position to give effect to a general reduction of rate.

Sir John Bray said, as far as South Australia was concerned, they recognised the desirability of having the rates for Press telegrams as low as they fairly could, and he would look carefully into the matter, and if possible to make any reduction they would do it. They would have to

consider the question very carefully ; at the same time he quite understood the value of Mr. Duffy's proposal.

The Hon. J. Forrest said his Colony of Western Australia would look with satisfaction on any such alteration, as they felt considerable difficulty in sending information regarding the colony and its resources. He promised, on behalf of Western Australia, to welcome any alteration that would have the effect of lessening the charges on Press messages.

[At this stage Mr. Warren, of the Cable Company, being in attendance, was asked in relative to proposed alterations in the draft agreement. He said he had not yet received a reply from London ; but, on behalf of the company, he would accept clause 10. There might be some slight amendment required, but nothing material.]

Report of the Conference.

Mr. Budge read the report of the Conference, Mr. Duffy formally moved its adoption, Mr. Bird seconded, and the President declared it carried.

Vote of Thanks to the President.

Sir John Bray said that as the Conference had now drawn to a close, he would like to be permitted to move a vote of thanks to the President, the Hon. Daniel O'Connor, for the ability with which he had discharged the duties of that position, and for the kindness and hospitality he had shown to the delegates. They had done some hard work, especially the heads of departments ; and the Ministers, in giving careful consideration to the matters brought under their attention, had been greatly helped by his tact and kind assistance. He tendered to Mr. O'Connor, on behalf of his own and the other colonies, their sincerest thanks.

The Hon. B. S. Bird seconded the motion, and joined in hoping that at future Conferences they would again have the pleasure of the presence of Mr. O'Connor, who had proved so able a President.

The Hon. J. Gavan Duffy supported the motion. They all knew that in conferences such as this a great deal depended on the chairman. If he were wanting in ability, tact, discretion, and experience, things went wrong ; if, on the other hand, he possessed those qualities, all went well. The result of this Conference showed that things had gone well ; they had not perhaps gained all they wished, but it was satisfactory enough to show that their President had not only the tact and ability to conduct the business ably, but in his capacity of host to the other colonies he had been most hospitable. They hoped some day to be able to repay him. He might also take this opportunity to recognise the labours of Mr. A. C. Budge, the Secretary to the Conference, upon whom a great deal of hard work had fallen, and accord him well-deserved thanks.

The Hon. Messrs. Ward and Forrest also supported the motion, which was carried.

The President returned his thanks to Sir John Bray and his colleagues for their kind and all too flattering speeches. When the Conference first assembled he assured them he felt a great deal of doubt as to his ability to fill the chair, but he also felt a great deal of confidence and good faith in the kindness and intelligence of the gentlemen whom he had met before, as well as in those whom he knew by reputation ; and throughout the conduct of business his position of chairman had been made a very pleasant one by the ability of those who surrounded him. He thought he could say without egotism that it rarely fell to the lot of any one to occupy the chair surrounded by men of such conspicuous ability, representing every colony in Australasia. Whatever little he might have done in the way of attention to them he had done in the name of New South Wales. If that attention had conduced to their comfort and convenience, it gratified him and those whom he had the honour to represent. Nothing pleased the people of New South Wales better than to know that visitors who came here from any other part of the globe—particularly the children of the Mother Colony—were received with arms wide open, eyes that brightened with delight, and a heart that grew big with generous emotion. He again thanked them, and was glad to say that if their labours had not resulted in everything they desired, they had yet been successful in an eminent degree ; and he felt certain that the Conference had done much to promote and to bind more closely the various colonies of Australasia. He looked confidently to yet seeing New Zealand and Queensland coming into the contract with the Eastern Extension Cable Company, and, further, that they would yet have the pleasure of entering into a contract with these colonies for another cable ; for anything they entered into for the benefit of one colony would benefit all. A great deal of good practical work had been done at the Conference ; all the results might not at once appear on the surface, but would be seen hereafter. Much had been the outcome of the splendid labours of the heads of departments. It was from the knowledge and energy they had thrown into their reports that the Conference had been in a position to legislate in matters to which they would give life and vitality in the different Parliaments in which they sat. During his relationship to the delegates present he had spent some of the happiest times of his life, and again he thanked them for their good wishes.

The Hon. J. G. Ward then moved, "That the thanks of the Conference are due to the secretary, and to the heads of departments connected with it."

The Hon. B. S. Bird seconded the motion with pleasure.

Mr. A. C. Budge, secretary, briefly responded.

Mr. S. H. Lambton, in reply, said he knew he echoed the sentiments of his able colleagues when he tendered to the Hon. Mr. Ward and the other delegates their most sincere thanks for the kind and hearty appreciation shown of their humble services. With only a short time at their disposal, they had done their best to make the regulations uniform and successful in operation. The aim had been to study the public convenience as far as possible, to give the people all practicable facilities—and, in a word, to try as much as they could to federate the Australasian post offices. It was difficult, as they knew, to adopt strict uniformity ; there must be a great deal to give and

take in all things, especially in postal regulations. But they had tried to attain that object as far as they could; to remove those anomalies that existed in the past, which caused people to complain that in one colony they had certain facilities, and why not in New South Wales? They had tried to remedy that state of things. If their labours only resulted in time to come in their having formed one small link in the great chain of federation, which they hoped was being successfully forged in another place, they would feel amply repaid for all their labours. Again he expressed thanks for the kind appreciation of their humble services.

Mr. J. Smibert also returned thanks. They had done only their duty, and had been fully repaid by the kind recognition of the Ministers, and by the hospitality of the President.

Mr. C. Todd said he could add nothing to what had been said, except to thank the Ministerial delegates for the courtesy they had shown to the heads of departments.

Mr. Robert Henry, Mr. W. Gray, and Mr. E. C. Cracknell, Superintendent of Telegraphs, New South Wales, also responded.

Telegraph Statistics.

The Hon. D. O'Connor said he would put in for publication a statement prepared by Mr. Cracknell, Superintendent of Telegraphs, giving the number of stations in circuit on 31st December, 1890, particulars of the mileage, wires, cost of construction, number of messages transmitted, &c., in connection with the telegraph service of New South Wales.

The Hon. B. S. Bird asked whether it was desirable to have such a statement published from one colony only?

The Hon. D. O'Connor said there was nothing to prevent other colonies furnishing similar information, which could be also included. There would be plenty of time.

Mr. Budge said he would arrange to have these statements, if furnished, printed in the report.

The Hon. D. O'Connor would like to publicly thank the gentlemen connected with the Press for their reports of the proceedings.

The Conference then closed.

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