

SECTION XVIII.

POSTS, TELEGRAPHS AND TELEPHONES.

§ 1. Posts.

1. **The Commonwealth Postal Department.**—Under the provisions of section 51 of the Commonwealth Constitution Act the Commonwealth Parliament was empowered to make laws with respect to the control of the postal, telegraphic, and telephonic services in Australia, and by proclamation, made under section 69 of the same Act, the six separate State Post and Telegraph Departments were amalgamated and taken over by the Federal Executive on the 1st March, 1901. On the 1st December following, the Commonwealth Post and Telegraph Act 1901 came into operation, and the provisions of the various State Acts referring to the postal and telegraphic services thereby ceased to apply; it was, however, specially provided by the Act of 1901 that, until such provisions should be revoked by the Governor-General, all regulations in force, and all rates and charges levied under any State Act, should continue in force and be applied in the same manner as if such State Act were not affected by the Commonwealth Act. The administration of the Act of 1901 was placed in the hands of a Postmaster-General, a responsible Minister with Cabinet rank, and of a Secretary having chief control of the Department throughout the Commonwealth under the Postmaster-General, whilst a principal officer in each State was provided for under the style of Deputy Postmaster-General. The rates and charges levied in each State for the transmission of letters, telegrams, and postal articles at the date of Federation remained in force until the Post and Telegraph Rates Act came into operation on the 1st November, 1902. This Act secured uniformity throughout the Commonwealth in the rates charged for the conveyance of newspapers by post, and for the transmission of telegrams, but did not alter the charges made in the individual States for the transmission of letters, cards, parcels, and packets. Uniform postage rates now exist in all the States under the Postal Rates Act of 1910, which came into operation by proclamation on the 1st May, 1911. (See Sub-section 6 hereof.)

For a brief description of the postal services in the earlier period of Australian history, see Year Book No. 5, page 754.

2. **Development of Postal Services.**—In 1841 the number of post offices open in Australia was 102, situated mainly in New South Wales and Tasmania. Ten years later 101 post offices were open in New South Wales, 44 in Victoria, 72 in South Australia, and 51 in Tasmania. From the year 1851 onwards a remarkable increase in the number of post offices in Australia took place, until, in 1891, the number open totalled 4,463, of which 1,384 were situated in New South Wales, 1,729 in Victoria, 307 in Queensland, 629 in South Australia, 86 in Western Australia, and 328 in Tasmania. The number increased consistently until the end of the financial year 1916, when there were 6,082 post offices open in the Commonwealth, but the number in operation decreased in subsequent years. At the 30th June, 1921, the number open in each State was as follows:—New South Wales, 2,031; Victoria, 1,712; Queensland, 658; South Australia, 670; Western Australia, 405; Tasmania, 409; a total for the Commonwealth of 5,885. In addition there were 2,484 receiving offices.

3. State, Interstate, and Oversea Postages for whole Commonwealth.—In the following table the matter dealt with from 1915 to 1920-21 is divided into (i) matter posted in the Commonwealth for delivery within the Commonwealth, (ii) matter received from places outside the Commonwealth, (iii) matter despatched to places outside the Commonwealth, and (iv) total postal matter dealt with by the Commonwealth Postal Department. Although mail matter posted in the Commonwealth for delivery therein is necessarily handled at least twice, only the numbers despatched are included in the table following, which consequently gives the number of distinct articles handled. The large increase in oversea mail matter despatched and received in 1916-17 and 1917-18 is mainly attributable to postages in connexion with the Australian troops abroad. Evidence of this is furnished by the decreases recorded in 1918-19, when the majority of the troops had returned to Australia.

STATE, INTERSTATE, AND OVERSEA POSTAGES FOR THE COMMONWEALTH, 1915 TO 1920-21.

Year.	Letters and Post-cards.		Newspapers.		Packets.		Parcels.		Registered Articles.	
	Number (,000 omitted).	Per 1,000 of Population.	Number (,000 omitted).	Per 1,000 of Population.	Number (,000 omitted).	Per 1,000 of Population.	Number (,000 omitted).	Per 1,000 of Population.	Number (,000 omitted).	Per 1,000 of Population.
1915-16	461,167	93,505	128,928	26,141	51,498	10,442	4,366	885	4,165	844
1916-17	478,287	98,104	124,939	25,627	45,926	9,420	4,337	890	4,399	902
1917-18	483,048	97,876	116,899	23,686	42,455	8,602	4,421	896	4,677	948
1918-19	485,452	96,502	122,116	24,275	39,039	7,760	4,863	967	4,741	942
1919-20	526,261	100,297	119,448	22,765	38,140	7,269	5,434	1,036	5,313	1,013
1920-21	512,021	94,603	117,824	21,770	47,567	8,789	6,633	1,226	5,664	1,046

POSTED WITHIN THE COMMONWEALTH FOR DELIVERY THEREIN.

1915-16	461,167	93,505	128,928	26,141	51,498	10,442	4,366	885	4,165	844
1916-17	478,287	98,104	124,939	25,627	45,926	9,420	4,337	890	4,399	902
1917-18	483,048	97,876	116,899	23,686	42,455	8,602	4,421	896	4,677	948
1918-19	485,452	96,502	122,116	24,275	39,039	7,760	4,863	967	4,741	942
1919-20	526,261	100,297	119,448	22,765	38,140	7,269	5,434	1,036	5,313	1,013
1920-21	512,021	94,603	117,824	21,770	47,567	8,789	6,633	1,226	5,664	1,046

OVERSEA RECEIVED.

1915-16	32,292	6,547	8,603	1,744	2,115	429	220	45	470	95
1916-17	59,301	12,163	10,209	2,094	3,007	617	245	50	468	96
1917-18	48,961	9,920	7,152	1,449	2,099	425	278	56	537	109
1918-19	38,708	7,695	7,194	1,430	2,582	513	428	85	510	101
1919-20	36,493	6,955	7,799	1,486	2,119	404	339	65	425	81
1920-21	35,804	6,615	8,931	1,650	2,440	451	371	69	415	77

OVERSEA DESPATCHED.

1915-16	33,668	6,826	10,011	2,030	2,955	599	466	94	334	68
1916-17	47,464	9,736	12,095	2,481	3,226	662	1,173	241	365	75
1917-18	44,942	9,106	10,896	2,208	2,826	573	1,179	239	357	72
1918-19	29,550	5,874	7,360	1,463	1,907	379	770	153	281	56
1919-20	583,459	3,946	3,838	731	1,495	285	163	31	270	51
1920-21	21,519	3,976	4,128	763	1,402	259	188	35	305	57

TOTAL POSTAL MATTER DEALT WITH BY THE COMMONWEALTH POSTAL DEPARTMENT.

1915-16	527,127	106,878	147,542	29,915	56,568	11,470	5,052	1,024	4,969	1,007
1916-17	585,052	120,003	147,243	30,202	52,159	10,699	5,755	1,181	5,232	1,073
1917-18	576,951	116,902	134,947	27,343	47,380	9,600	5,878	1,191	5,571	1,129
1918-19	553,710	110,071	136,670	27,168	43,528	8,652	6,061	1,205	5,532	1,099
1919-20	583,459	111,198	131,085	24,982	41,754	7,958	5,936	1,132	6,008	1,145
1920-21	569,344	105,194	130,883	24,183	51,409	9,490	7,192	1,330	6,384	1,180

4. **State, Interstate, and Oversea Postages for each State.**—The following table shews separately for each State the postal matter dealt with in 1920–21 under the classification adopted in the preceding paragraph with the exception of registered articles, which are dealt with separately in paragraph 7. The returns given for South Australia in this and all succeeding tables include those for the Northern Territory. Similarly, the returns for the Federal Territory are included in those for New South Wales.

STATE, INTERSTATE, AND OVERSEA POSTAGES FOR EACH STATE, 1920–21.

State.	Letters and Post-cards.		Newspapers.		Packets.		Parcels.	
	Number (,000 omitted).	Per 1,000 of Popula- tion.	Number (,000 omitted).	Per 1,000 of Popula- tion.	Number (,000 omitted).	Per 1,000 of Popula- tion.	Number (,000 omitted).	Per 1,000 of Popula- tion.
POSTED FOR DELIVERY WITHIN COMMONWEALTH.								
New South Wales	214,035	102,258	53,080	25,360	17,835	8,521	3,037	1,451
Victoria ..	139,011	90,967	26,554	17,377	8,507	5,567	1,455	952
Queensland ..	62,668	83,307	18,498	24,590	8,081	10,742	1,205	1,601
South Australia	49,338	99,639	8,421	17,006	9,006	18,188	460	929
Western Australia	26,602	80,412	5,594	16,910	3,103	9,378	347	1,049
Tasmania ..	20,367	95,687	5,677	26,670	1,035	4,861	129	606
Commonwealth	512,021	94,603	117,824	21,770	47,567	8,789	6,633	1,226

OVERSEA RECEIVED.

New South Wales	14,575	6,963	4,287	2,048	1,054	503	159	76
Victoria ..	14,064	9,204	1,551	1,015	439	287	98	64
Queensland ..	2,912	3,871	1,384	1,840	332	441	54	72
South Australia	1,975	3,989	655	1,323	126	255	25	50
Western Australia	1,497	4,524	731	2,208	306	924	25	74
Tasmania ..	781	3,668	323	1,518	183	859	10	48
Commonwealth	35,804	6,615	8,931	1,650	2,440	451	371	69

OVERSEA DESPATCHED.

New South Wales	11,267	5,383	2,071	989	879	420	96	46
Victoria ..	5,308	3,474	1,337	875	365	239	57	37
Queensland ..	1,975	2,625	313	416	86	114	12	16
South Australia	1,087	2,197	190	383	40	82	10	19
Western Australia	1,238	3,741	155	469	19	56	10	31
Tasmania ..	644	3,025	62	294	13	63	3	15
Commonwealth	21,519	3,976	4,128	763	1,402	259	188	35

5. **Postal Facilities.**—The subjoined statement shews the number of post and receiving offices, the area in square miles and the number of inhabitants to each post office (including receiving offices) in each State and in the Commonwealth at the end of the year 1920–21. In order to judge clearly the relative postal facilities provided in each State, the area of country to each office, as well as the number of inhabitants per office, should be taken into account.

**SQUARE MILES OF TERRITORY AND NUMBER OF INHABITANTS TO EACH POST
AND RECEIVING OFFICE ON 30th JUNE, 1921.**

State.	N.S.W. (a)	Vic.	Q'land.	S.A. (b)	W.A.	Tas.	C'with.
Number of post and receiving offices	2,609	2,576	1,262	797	627	498	8,369
Number of square miles of territory to each office in State ..	119	34	531	1,134	1,556	53	355
Number of inhabitants to each office	806	596	609	629	531	426	652
Number of inhabitants per 100 square miles	678	1,748	115	55	34	809	183

(a) Including Federal Territory. (b) Including Northern Territory.

6. Rates of Postage.—Prior to the operation of the Postal Rates Act of 1910, the charges made for the postage of newspapers and parcels, and of interstate and foreign letters, were the same in all the States of the Commonwealth. The rates for the transmission of letters within the borders of a State, however, were not uniform, the Post and Telegraph Act 1901 having specially provided that the rates and charges levied in any State should continue in force. The last-mentioned provision, however, was repealed by the Postal Rates Act of 1910, which came into force by proclamation on 1st May, 1911, and uniform rates are now applicable throughout the Commonwealth. An amendment of the Act in 1918 imposed as from the 28th October of that year $\frac{1}{2}$ d. war postage in addition to the ordinary rate. A further amendment of the Act in 1920 repealed the "War Postage Section," and provided for increased rates of postage to operate as from 1st October, 1920.

The amending bill of 1918 provided for the transfer to the Treasury of all revenue derived from War Postage, which was imposed in addition to ordinary postage. From 28th October, 1918, the date the "War Postage Section" came into operation to 30th September, 1920, the date of the repeal of the section, the Treasury received from this source £1,409,060.

**POSTAL RATES ON CERTAIN ARTICLES POSTED IN THE COMMONWEALTH FOR
DELIVERY THEREIN ON AND AFTER 1st OCTOBER, 1920.**

Postal Articles.	Rates of Postage.
LETTERS	2d. per $\frac{1}{2}$ ounce
LETTER-CARDS	{ Single, 2d. each
	{ Reply, 2d. each half
POST-CARDS	{ Single, $1\frac{1}{2}$ d. each
	{ Reply, $1\frac{1}{2}$ d. each half
PRINTED PAPERS.—As prescribed	1d. per 2 ounces or part of 2 ounces
BOOKS.—Printed outside Australia	1d. per 4 ounces or part of 4 ounces
BOOKS.—Printed in Australia	1d. per 8 ounces or part of 8 ounces
CATALOGUES.—Set up and printed in Australia, for each catalogue	$1\frac{1}{2}$ d. per 4 ounces
MAGAZINES.—Printed in Australia, for each magazine	1d. per 8 ounces or part of 8 ounces
MAGAZINES.—Printed outside Australia, for each magazine	1d. per 4 ounces or part of 4 ounces
HANSARD.—Reports of Parliamentary Debates ..	1d. per 12 ounces or part of 12 ounces
COMMERCIAL PAPERS, PATTERNS, SAMPLES, AND MERCHANDISE.—As prescribed	$1\frac{1}{2}$ d. per 2 ounces or part of 2 ounces
NEWSPAPERS (in bulk), posted by registered newspaper proprietors, or by newsvendors, or returned by an agent or newsvendor to the publishing office	$1\frac{1}{2}$ d. per 20 ounces on the aggregate weight of newspapers
NEWSPAPERS.—Printed outside Australia	1d. per 4 ounces or part of 4 ounces
ALL OTHER NEWSPAPERS	For each newspaper, 1d. per 10 ounces or part of 10 ounces

Whilst the bookkeeping sections of the Constitution Act were in force, each State had necessarily to use its own postage stamps, and stamps sold in one State were only allowed to be used on letters posted in that State. The necessity for this arrangement disappeared with the change in the keeping of the Commonwealth accounts in 1910, and stamps of a uniform design are now used throughout the Commonwealth.

(i) *Letters.* Under the Postal Rates Act of 1910, the charge (1d. for every $\frac{1}{2}$ -oz.) for letters posted for delivery within the Commonwealth was made uniform throughout all States. Previous to 1st May, 1911, various local and interstate rates were in operation within the States. The postage to the United Kingdom was reduced in January, 1891, from sixpence per half-ounce via the Red Sea, and fourpence via the Cape of Good Hope, to the uniform rate of twopence half-penny. In 1891 the States were represented at the Congress of the Universal Postal Union held in Vienna, and on the 4th July a convention was signed on their behalf, by which they joined the Union from the 1st October of that year. On that date the rate of postage to all British possessions and to foreign countries included in the Union was reduced to twopence half-penny. The rate on postal articles to places within the Commonwealth and to British Possessions overseas was reduced from 1st May, 1911, and from that date until 28th October, 1918, letters to British destinations were carried at the rate of one penny per half-ounce. From the last-named date until 1st October, 1920, $\frac{1}{2}$ d. war postage in addition to the ordinary rate was charged on each letter. The present charge throughout the Commonwealth for postage of interstate letters and of letters to the United Kingdom and to British possessions, including the islands in the Pacific, which, prior to the war were held by Germany, but are now under British control, is uniformly twopence per half-ounce. The rate on letters to foreign countries (with the exception of New Hebrides, Banks and Torres Islands, where the rate is twopence per half-ounce), is fourpence for the first ounce and twopence for each additional ounce.

(ii) *Newspapers.* The different rates charged for the carriage of newspapers in the various States prior to Federation continued after the control of the Postal Departments had been taken over by the Commonwealth, until the 1st November, 1902, when a uniform rate was imposed by the Post and Telegraph Rates Act 1902. At present the rate on all newspapers posted for delivery in the Commonwealth or for transmission to Papua, the Mandated Pacific Islands, and Nauru (without condition as to the number contained in each addressed wrapper posted) by registered newspaper proprietors, or by newsvendors, or returned by newsvendor or agent to the publishing office, is three halfpence per twenty ounces on the aggregate weight. The rate to New Zealand, the islands annexed thereto, and Fiji is three half-pence per sixteen ounces on the aggregate weight, which must not exceed 20 lbs. On all other registered newspapers posted within the Commonwealth for delivery therein or for transmission to New Zealand and the islands annexed thereto, Fiji, and Papua, the charge is one penny per ten ounces for each newspaper. At the end of the year 1919 there were in all 1,455 publications registered in the Commonwealth under section 29 of the Post and Telegraph Act 1901 for transmission by post as newspapers. The rates on registered newspapers for transmission to the United Kingdom are, by the ordinary route, for each newspaper not exceeding two ounces one penny, exceeding two ounces but not exceeding eight ounces three half-pence, exceeding eight ounces but not exceeding ten ounces three pence, every additional two ounces one half-penny. By the all-sea route the rate for each newspaper exceeding eight ounces is three half-pence per sixteen ounces. Via America for each newspaper up to two ounces one penny, two to four ounces three half-pence, each additional two ounces one half-penny. To other places in British Empire for each newspaper up to two ounces one penny, two to four ounces three half-pence, each additional two ounces one half-penny. To United States of America for each newspaper three half-pence per four ounces or fraction thereof. To all other places three half-pence per two ounces or fraction thereof. The limit of weight allowed is 5 lbs. Newspapers which are not registered are charged at the same rates as other printed papers.

(iii) *Parcels.* Parcels may not exceed 11 lbs. in weight, 3 ft. 6 in. in length, or 6 feet in length and girth combined. The rate for the inland postage of parcels is sixpence up to 1 lb., and then threepence for every additional pound. For interstate, New Zealand, Fiji, and Papua the rate is eightpence up to 1 lb., and then sixpence per

lb., and for transmission to the United Kingdom the rate is one shilling and fourpence up to 1 lb., and sixpence for every additional pound. Various rates are charged for the conveyance of parcels to other parts of the world.

(iv) *Second Class Mail Matter (Packets).* The following articles are classed as second class mail matter, and are accepted for oversea destinations at the rates given (a table of charges for delivery within the Commonwealth is to be found on page 604):—Commercial Papers: For New Zealand (including islands annexed thereto) and Fiji, three half-pence per two ounces; for other places in British Empire, three half-pence per two ounces, with minimum of threepence; for all other places three half-pence per two ounces, with minimum of fourpence, maximum 5 lbs. Printed Papers: For places in British Empire, one penny per two ounces; for all other places, three half-pence per two ounces, maximum 5 lbs. Patterns and Samples: For New Zealand and islands annexed thereto and Fiji, three half-pence per two ounces, up to 1 lb.; for United Kingdom, three half-pence per two ounces up to 5 lbs.; for all other places in British Empire, three half-pence per two ounces up to 12 ounces; for all other places, three half-pence per two ounces with minimum of threepence up to twelve ounces. Merchandise:—For New Zealand and islands annexed thereto and Fiji, three half-pence per two ounces up to 1 lb.; for all other places parcel rates apply. Books: For New Zealand and islands annexed thereto, Fiji, New Hebrides, and Solomon Islands, one penny per four ounces; for all other places three half-pence per two ounces. Catalogues: Rates applicable Commonwealth only. Magazines: For New Zealand (including islands annexed thereto), Fiji, New Hebrides, and Solomon Islands, penny per four ounces; for all other places, penny per two ounces. Second class mail matter for transmission within the Commonwealth must not as a rule exceed 2 feet in length, 1 foot in breadth or depth; or, if in a roll, 2 ft. 6 in. in length.

7. Registered Letters, Packets, etc.—Under section 38 of the Post and Telegraph Act 1901, provision is made for the registration of any letter, packet, or newspaper upon payment of a fee of threepence, and any person who sends a registered article by post may obtain an acknowledgement of its due receipt by the person to whom it is addressed by paying an additional fee of threepence in advance at the time of registration.

Number of Registered Articles. The subjoined table shews the number of registered articles posted in each State, classified according to the places to which they were despatched for delivery, also the number of registered articles received in each State from beyond the Commonwealth during the year 1920-21:—

**REGISTERED ARTICLES POSTED IN EACH STATE AND RECEIVED FROM
BEYOND COMMONWEALTH, 1920-21.**

State.	Posted in each State for Delivery within that State.		Posted in each State for Delivery in other States.		Posted in each State for Delivery in Places outside the C'wealth.		Total Posted.		Received in each State from Places outside the C'wealth.	
	Number (,000 omitted).	Per 1,000 of Population.	Number (,000 omitted).	Per 1,000 of Population.	Number (,000 omitted).	Per 1,000 of Population.	Number (,000 omitted).	Per 1,000 of Population.	Number (,000 omitted).	Per 1,000 of Population.
New South Wales ..	1,768	845	270	129	143	68	2,181	1,042	192	92
Victoria ..	1,307	855	221	145	77	50	1,605	1,050	127	82
Queensland ..	780	1,037	105	139	37	49	922	1,225	28	37
South Australia ..	415	839	77	155	17	34	509	1,028	26	51
Western Australia ..	408	1,232	40	121	27	82	475	1,435	33	101
Tasmania ..	232	1,092	41	194	4	20	277	1,306	9	42
Commonwealth ..	4,910	907	754	139	305	57	5,969	1,103	415	77

8. Aerial Mail Services.—Contracts have been entered into by the Commonwealth Government for the establishment and maintenance of mail services by aeroplane over certain approved routes within the Commonwealth under subsidy from Government funds allocated for the development of Civil Aviation. The contractors for these services must provide and reserve space sufficient to accommodate 100 lbs. of mail matter. All space other than that reserved for mails is to be at the disposal of the contractor, but the charges for the conveyance of passengers and goods must be on a scale approved by the Minister for Defence. The Postmaster-General has approved of the services being availed of for the conveyance of first-class mail matter, provided that only such matter be carried as is superscribed for transmission by aerial service, and bears in postage stamps a special fee at the rate of 3d. per $\frac{1}{2}$ ounce or portion thereof in the case of letters, and 3d. each in the case of letter cards and post cards, in addition to the ordinary rate of postage.

The Geraldton-Derby (W.A.) service was to have commenced on 5th December, 1921, but was suspended as the result of an accident on that date, and an interim service was substituted between Geraldton and Port Hedland from 21st February, 1922, until 6th April, 1922, when the full Geraldton-Derby service was brought into operation. A full service has been maintained since the last-mentioned date with approximately 100 per cent. efficiency, the volume of passenger traffic and mail matter carried shewing a steady increase. The other services have not yet been inaugurated.

Particulars of the services in respect of which contracts have been entered into are as follows :—

COMMONWEALTH AERIAL MAIL SERVICES 1922.

Description of Service.	Distance in Miles.	Frequency of Service.	Places between which Service maintained.	Term of Service and Subsidy.
1. Sydney (N.S.W.)—Adelaide (S.A.) —Larkin Aircraft Supply Co. Ltd., of Melbourne	760	Weekly each way	Sydney, Cootamundra, Narandera and Hay (N.S.W.), Mildura (V.), Adelaide (S.A.)	Twelve months from date not yet fixed. Subsidy, £17,500
2. Sydney (N.S.W.)—Brisbane (Qld.) —F. L. Roberts, of Brisbane	550	Weekly each way	Sydney, Newcastle, Kempsey, Grafton, and Ballina (N.S.W.) Brisbane (Qld.)	Twelve months from date not yet fixed. Subsidy, £11,500
3. Charleville (Qld.)—Cloncurry (Qld.) Queensland and Northern Territory Aerial Services Ltd. of Longreach, Qld.	575	Weekly each way	Charleville, Tambo, Blackall, Longreach, Winton, and McKinlay (Qld.)	Twelve months from date not yet fixed. Subsidy, £12,000
4. Geraldton (W.A.)—Derby (W.A.) —Western Australian Airways Ltd.	1,195	Weekly each way	Geraldton, Carnarvon, Onslow, Roebourne, Port Hedland, Broome, and Derby (W.A.)	Twelve months commencing 5th December, 1921. Subsidy, £25,000

9. Ocean Mail Services.—Regular steamship communication between Australia and Europe was established in 1852 by a service run by the Peninsular and Oriental Company between Singapore and Sydney, via King George's Sound, Adelaide, and Melbourne. This service was inaugurated in September, 1852, by the arrival at Melbourne of the *Chusan*, and was continued until 1854, when it was stopped in consequence of the Crimean War; in 1856 a line of steamers was again started, and the service was carried on by the Peninsular and Oriental Company, in conjunction with the Royal Mail Company, for some years.

(i) *Mail Route via San Francisco.* The service via the Red Sea did not at first give much satisfaction to the public, and was looked upon with a certain amount of disfavour in New South Wales and New Zealand. The effect was to stimulate the colonists to agitate for an improved service, and proposals were made for the establishment of a line of mail packets from Sydney to Panama via Wellington, by rail across the isthmus, and thence to Great Britain. The result was that in 1866 the line was started, and continued in operation until the end of 1868, when it was terminated through the failure of the company by which it had been carried out. The completion of the railway across the American continent in 1869, with its western terminus at San Francisco, opened up a new and agreeable route, and in that year a monthly service was inaugurated by the Union Steamship Company, in conjunction with the Pacific Steamship Company, from Sydney to San Francisco via Auckland. This service was subsidized to the extent of £37,000 per annum, of which New South Wales paid £25,750 and New Zealand £11,250, and was continued until November, 1890, when a new contract was entered into and the amount of the subsidy largely reduced, the amount of the contribution being based upon the weight of mail matter carried. Various extensions of the contract were made, but the last agreement made between the New Zealand Government and the Oceanic Steamship Company of San Francisco expired on the 10th November, 1906, and has not since been renewed. From that date mails were carried at Postal Union rates until the 12th April, 1907, when the service was discontinued. At present mails to and from Europe are carried by the Union Steamship Company, which receives a subsidy from the New Zealand Government, with a service twice in every nine weeks; and by the Oceanic Company, with a service twice in every nine weeks. Postal Union rates are charged in respect of Australian mails conveyed by the Union Company, and poundage rates in the case of the Oceanic Company.

(ii) *Route via Suez Canal.* The establishment of a mail route via America had the effect of stimulating the steamship owners who were engaged in the service via Suez, and from that time there was a marked improvement in the steamers, as well as in the punctuality and speed with which the mails were delivered. Almost since the inception of ocean steam services, the Peninsular and Oriental Company, and, at a little later date, the Orient Pacific Company, have carried mails to and from Australia. Postal matter was carried under contract with the Companies named until 31st January, 1905, the subsidy being £170,000 per annum, of which £93,000 was paid by the United Kingdom and £72,000 by the States of the Commonwealth in proportion to the population of the several States. The Imperial and Commonwealth Governments then entered into separate contracts with the P. and O. Company and the Orient Company respectively. The Commonwealth Government's agreement with the Orient Company (on behalf of themselves and the Pacific Steam Navigation Company) was made on 25th April, 1905, and provided for a fortnightly mail service between England and Australia for the period from 4th April, 1905, to 31st January, 1908, the subsidy being £120,000 per annum. A further agreement was entered into between the Commonwealth and the Orient and Pacific Companies on 20th December, 1907, under which the service was extended to Brisbane on payment by the Commonwealth of £4,880 per annum additional as from 1st January, 1907. The agreements were replaced by the 1907 agreement referred to in the next sub-section hereof. Mails were also conveyed to and from Australia by the P. and O. Steamers under the contract with the British Post Office at Postal Union Rates. This arrangement continued until July, 1917, after which date up to September, 1921, mails conveyed from Australia by P. and O. steamers were paid for at poundage rates. Postal Union rates are now payable. A fresh agreement was entered into in 1921 between the Commonwealth Government and the Orient Company. Since the year 1900, Fremantle has been the first and last port of call for European mail steamers, in lieu of Albany, the original port of call. The Peninsular and Oriental and Orient Steam Navigation Companies' steamers, before the outbreak of war in 1914, sailed alternately every week, both from London and Australia, conveying the outward and homeward mails. The Peninsular and Oriental Service was entirely suspended subsequent to July, 1917, as a result of the war, while a very limited service was carried on for a greater part of the time by the Orient line via the Cape route. The situation has improved since the termination of the War, and a regular fortnightly service outwards and homewards is now provided by the Peninsular and Oriental and Orient line steamers. Mails are also despatched by other vessels.

(a) *1907 Mail Contract.* On the 1st January, 1906, tenders were invited by the Commonwealth Postmaster-General for a fortnightly mail service between Adelaide and Brindisi, to alternate with a similar service to be provided by the Imperial Government, and a contract was entered into with Sir James Laing and Company Limited, providing for a service at an annual subsidy of £125,000. This contract, however, fell through, and new tenders were accordingly called for. On the 15th November, 1907, an agreement was entered into with the Orient Steam Navigation Company Limited providing for a fortnightly service for a period of ten years, commencing in February, 1910. The mail service was to be carried out by existing vessels belonging to the company and by five new mail ships, which had been specially built, and which were each over 12,000 tons gross registered tonnage and of not less than seventeen knots speed. An additional new vessel was to be added within eighteen months, and another within six years, from February, 1910, and the first of these—the *Orama*—entered into running during November, 1911. War conditions, however, delayed the addition of the later vessel to the mail fleet. The vessels were to call at Fremantle, Adelaide, Melbourne, Sydney, and Brisbane, and, during the months of February to May inclusive, at least six of them at Hobart. The voyage from Taranto to Adelaide was to be completed within twenty-six days, fourteen hours, and from Adelaide to Taranto within twenty-seven days, two hours, but the latter period might be exceeded by thirty-six hours during the prevalence of the south-west monsoon. The amount of the subsidy was fixed at £170,000 per annum; but, if the earnings of the company were decreased, or the expenses increased by reason of any Commonwealth shipping legislation passed subsequently to the date of the agreement, to the extent of not less than £5,000 a year, the contractors had the right to terminate the agreement unless the subsidy was increased. Insulated space of not less than 2,000 tons of forty cubic feet per ton was to be provided in each of the new vessels, and the freights were not to exceed one halfpenny per lb. for butter and sixty shillings per ton for fruit. These rates obtained until the beginning of the War when the control of space passed to the Imperial Government. White labour only was to be employed, and no discrimination was to be made between unionists and non-unionists. If before or during the sixth year of the period of the contract an accelerated service were provided by any competing line of mail ships, the contractors had, if so required by the Postmaster-General, to provide a service equal to the competing service, at an increased subsidy, to be determined by agreement or arbitration. With the expiration of the period in 1916, this clause in the agreement lapsed. The Commonwealth flag had to be flown on the mail ships, which the Commonwealth had the right to purchase at a valuation at any time. Within six months of the Postmaster-General establishing a permanent wireless telegraphy station at Rottnest Island, or at any point on the coast between Fremantle and Brisbane, the company was required to fit the mail ships with wireless telegraphy installations. The new service was inaugurated on the 11th February, 1910, but was interrupted by the War, and until the contract ended it was carried out as far as possible with the reduced number of steamers available. This contract expired on 17th September, 1921, the Company having given the necessary 24 months' notice of intention to terminate as provided by the agreement.

(b) *1921 Mail Contract.* On 27th April, 1921, a fresh contract was entered into between the Commonwealth and the Orient Company for a four-weekly service between Toulon or other approved port in Southern Europe and Fremantle. This contract provides that the mail steamers shall start from an approved port in the United Kingdom and call at Adelaide, Melbourne, Sydney, and Brisbane, while at least three of them are to call at Hobart during the period February to May inclusive. The service commenced on 20th September, 1921, and is being performed by the steamers remaining to the Orient Company after the war. The contract is terminable on twelve months' notice by either party to the agreement, and is based generally on the terms and conditions of the 1907 contract. The period of transit from Toulon to Fremantle is 632 hours, and from Fremantle to Toulon 644 hours. During the prevalence of the south-west monsoon the latter period is extended by 36 hours. The subsidy payable is £130,000. Refrigerated space similar to that provided for in the 1907 contract is to be provided in the four regular steamers employed in the service, but if necessary the contractors may, as under that contract, use one other steamer without refrigerated space. Instead of the charges for butter and fruit being fixed as in 1907 it is provided that the contractors shall not, without the approval

of the Postmaster-General, charge or receive for carriage of butter and fruit any higher rates of freight than the current ruling rates of freight charged or received (after deduction of all rebates allowed or allowable) for carriage of those articles on other lines of steamers regularly engaged in the trade between the Commonwealth ports of call and the port or ports of discharge of the mail ships. The contract is subject to the British Government arranging with the Peninsular and Oriental Company for a four-weekly service which will alternate with the Orient contract, and thus provide a regular fortnightly service between Australia and Great Britain. An arrangement of this nature has been made.

(c) *French and German Subsidised Mail Services.* Vessels belonging to the Messageries Maritimes and the Norddeutscher Lloyd, which were under contract respectively with the French and German Governments to convey mails monthly between Marseilles and New Caledonia and between Bremen and Sydney, via Genoa, also carried mails for the Commonwealth Government from Australia to Europe at Postal Union rates. The Messageries Maritimes service commenced in November, 1882; the amount of the annual subsidy granted by the French Government being £120,000. The vessels of this company were withdrawn from the Australian service during the war but are expected to resume running before the end of 1922. The first contract for the establishment and maintenance of a mail steamship line between Germany and Australia was made between the Imperial German Government and the Norddeutscher Lloyd in 1885, and the service was inaugurated in July, 1886, with the steamer *Salier*. The service afforded by German vessels was, of course, discontinued on the outbreak of hostilities in Europe in 1914.

(iii) *Route via Vancouver and Canadian-Pacific Railway.* During the year 1893 a direct monthly service was started between Sydney and Vancouver, in British Columbia, via Wellington in New Zealand, and thence to Liverpool via the Canadian-Pacific Railway, the New South Wales Government paying an annual subsidy of £10,000 for the maintenance of this service for a period of three years. In 1896 the agreement was renewed for a further period of three years, and in 1899 was again renewed for four years, subject to the same terms and conditions, except that the route was via Brisbane instead of Wellington. The contract was further extended, at an increased subsidy, from time to time until the 31st July, 1911, at a subsidy of £26,626 per annum, when it finally terminated, and Commonwealth mails for Canada are now forwarded from Sydney, via New Zealand, at poundage rates.

(iv) *Other Ocean Mail Services.* In addition to the mails via the Suez Canal, a number of other services, both regular and irregular, are maintained between the Commonwealth and various parts of the world, and also between the principal ports in the various States and a number of small ports in the less settled parts of the Commonwealth which are inaccessible by rail. The following statement gives a summary, in so far as returns are available, of all mail services maintained between the Commonwealth and other countries and between ports in the Commonwealth. The amounts of subsidies specified are the amounts payable per annum unless otherwise stated.

SUMMARY OF COMMONWEALTH SEA-BORNE MAIL SERVICES, 1922.

Description of Service.	Frequency of Service.	Ports between which Service is maintained.	Particulars regarding Subsidies.
1. <i>To and from Europe, via Suez—</i>			
(a) Orient Steam Navigation Co.	Every four weeks	Brisbane, Sydney, Melbourne, Adelaide, Fremantle and London, via Suez	Subsidy, £130,000. Commenced 20th September, 1921. Terminable on twelve months' notice by either party
(b) Peninsular and Oriental S.N. Co. Ltd.	Every four weeks	Sydney, Melbourne, Adelaide, Fremantle, and London, via Suez	Postal Union rates

SUMMARY OF MAIL SERVICES—*continued.*

Description of Service.	Frequency of Service.	Ports between which Service is maintained.	Particulars regarding Subsidies.
2. <i>To and from Europe, via Vancouver</i> — Union Steamship Co. . .	Every four weeks	Sydney and Vancouver, B.C., via Auckland, Fiji, Honolulu	Poundage rates
3. <i>To and from Europe, via San Francisco</i> — (a) Union Steamship Company	Twice in nine weeks	Sydney, Wellington, Raratonga, Tahiti, and San Francisco	Subsidised by New Zealand Govt. Mails from Aust. at Postal Union rates
(b) Oceanic Steamship Co. . .	"	Sydney, Pago Pago (Samoa), Honolulu, and San Francisco	Poundage rates
4. <i>To and from New Zealand</i> — (a) Conjointly by Union S.S. Co. and Huddart, Parker Ltd.	Weekly	Sydney and Wellington, Sydney and Auckland	" "
(b) Other steamers . . .	Irregularly, when convenient	Sydney, Wellington, Auckland, Lyttelton, and other Ports	" "
5. <i>To and from Ports in New South Wales</i> — (i) NORTHERN PORTS— (a) North Coast S.N. Co.	Twice weekly	Sydney and Coff's Harbour, Clarence River, Byron Bay and Richmond River	" "
(b) " "	Fortnightly	Sydney and South Solitary Island	" "
(c) Langley Bros. . .	Weekly	Sydney and Coff's Harbour	" "
(ii) SOUTH COAST PORTS— Illawarra and S. Coast S.N. Co.	Fortnightly	Sydney, Montague Island	" "
6. <i>To and from Northern Ports of Queensland</i> — (a) Australasian United Steam Navigation Co. Limited	Weekly	Gladstone, Mackay, Bowen, Townsville, Lucinda, Mourilyan, Cairns, Port Douglas, and Cooktown	Subsidised by agreement dated 6th Dec., 1920, for two years. Amount of subsidy, £22,500, exclusive of Port and Light dues
(b) John Burke and Sons . .	Ten trips a year	Brisbane, Townsville, Cairns, Cooktown, Thursday Island, Normanston and Burketown	Subsidised from 28th October, 1921. Amount of subsidy, £2,000 per annum
(c) Other steamers . . .	Irregularly	Various . . .	Poundage rates
7. <i>To and from Ports in South Australia</i> — (a) Coast Steamship Co. Ltd.	Weekly	Port Adelaide and Kingscote	Subsidised to 31st December, 1922. Amount of subsidy, (a) £900; (b) £400; (c) £500; (d) £400
(b) " "	Twice a week	Port Adelaide and Edithburgh	
(c) " "	"	Port Adelaide and Stansbury	
(d) " "	"	Port Adelaide and Port Vincent	
(e) Adelaide Steamship Co. . .	Weekly	Port Adelaide and Port Lincoln	Subsidised for three years from 1st January, 1920. Amount of subsidy, £3,000
(f) Adelaide Steam Tug Co. . .	As required	Port Pirie and Whyalla	Subsidised without agreement. Amount of subsidy, £120

* Carries also mails to Canada and the United States.

SUMMARY OF MAIL SERVICES—*continued.*

Description of Service.	Frequency of Service.	Ports between which Service is maintained.	Particulars regarding Subsidies.
8. Western Australia—			
(I) TO AND FROM PORTS ON N.W. COAST—			
(a) State Steamship Service	Monthly ..	Fremantle and Derby ..	Subsidised by agreement dated 28th February, 1913, for three years. Later extended to a date three months after expiration of war. Subsequently extended for indefinite period. Amount of subsidy, £5,500
(b) " " "	Once each sixty days	Fremantle and Darwin..	
(c) West Australian S.N. Co.	About fortnightly	Fremantle and Singapore, via N.W. Ports	
(d) Ausn. United S. Navigation and State S.S. Co. and Melbourne S.S. Coy.	Irregularly, during the cattle season	Fremantle, Derby, and Wyndham	" "
(II) TO AND FROM PORTS ON S. COAST—			
(a) State Steamship Service	Fortnightly	Albany and Esperance..	Subsidised by agreement for three years, dating from 1st July, 1921. Amount of subsidy, £1,500
(b) " " "	Quarterly	Albany and Eucla, via intermediate ports	
9. Tasmania—			
(a) Tasmanian Steamers Pty. Ltd.	Three times a week summer; twice a week winter	Melbourne and Launceston	Subsidy, £30,000 per annum from 1st May, 1921, under contract for twelve months, and thereafter terminable on twelve months' notice by either party to the agreement
(b) " " "	Twice a week	Melbourne and Burnie	
(c) Union S.S. Co. and Huddart Parker Ltd.	Irregular..	Sydney, Hobart, and Wellington	Poundage rates
(d) Union Steamship Co...	" ..	Sydney, Launceston, and Devonport	" "
(e) Shipping and Trading Agency Pty. Ltd.	" ..	Launceston ..	" "
(f) " " "	" ..	Melbourne, Burnie, etc.	" "
(g) Huon Channel and Peninsular Co.	Twice a week	Hobart and Kelly's Point, via Pearson's Point	Subsidised by agreement dated 1st January, 1919, for three years. Amount of subsidy, £40 per annum
(h) C. A. Coghlan ..	Every two weeks	Launceston and Furneaux group of islands	Subsidised by agreement dated 1st January, 1919, for three years. Amount of subsidy, £600 per annum, of which £300 contributed by State Government. Contract terminable by month's notice either side
(i) King Island Steamers Ltd.	Fortnightly	Launceston and King Island	Subsidised by agreement dated 1st January, 1919, for three years. Amount of subsidy, £300 per annum
10. To and from Northern Territory—			
(a) Burns, Philp and Co. ..	Monthly ..	To and from Adelaide and Sydney, via Queensland ports, extending to China and Japan	Poundage rates
(b) State Steamship Service of Western Australia	Once each sixty days	Fremantle and Darwin..	See Item 8 above

SUMMARY OF MAIL SERVICES—continued.

Description of Service.	Frequency of Service.	Ports between which Service is maintained.	Particulars regarding Subsidies.
11. To Eastern Ports—			
(a) Burns, Philp and Co...	Monthly ..	Sydney to Singapore, via Queensland Ports and Darwin	Subsidised by Commonwealth Govt. Mails at poundage rates
(b) China Navigation, Eastern and Ausn., and China Australlian Line	About three times a month	Sydney to Hong Kong, Manila, etc., via Queensland Ports	Poundage rates
(c) Nippon Yusen Kaisha	Every four weeks	Sydney to Manila, China, and Japan, via Queensland Ports	Postal Union rates
(d) Royal Dutch Packet S.N. Co.	Monthly	Melbourne to Java, via Sydney and Queensland Ports	Poundage rates
(e) Various other steamers	About monthly	Sydney or Newcastle and ports in Borneo, Java, Sumatra, and Malay Peninsula	" "
(f) W.A.S.N. Co. ..	About fortnightly	W.A. Ports, Java, and Singapore	" "
12. South Africa—			
White Star, P. and O. Branch Service, and other Companies	Irregularly	Sydney to Durban and Capetown	" "
13. North America—			
(a) Various steamers ..	Irregularly	Sydney or Newcastle to San Francisco	" "
(b) " " ..	"	Sydney to Guaymas (Mexico)	" "
(c) Union S.S. Co. ..	Twice in nine weeks	Sydney, Wellington, Tahiti and San Francisco	" "
(d) " " ..	Every four weeks	Sydney, Auckland, Fiji, Honolulu, and Vancouver	" "
(e) Oceanic S.S. Co. ..	Twice in nine weeks	Sydney, Pago Pago, (Samoa), and San Francisco	" "
14. South America—			
(a) { Oceanic S.S. Co. } { Union S.S. Co. }	Twice a month	Sydney, via San Francisco to ports in Chile, Brazil, Peru, Uruguay, and Argentina	" "
(b) Various other steamers	Irregularly	Via Newcastle to various ports	" "
15. Pacific Islands—			
(a) Burns, Philp and Co. ..	Every two months	Sydney to Lord Howe and Norfolk Islands and New Hebrides	Subsidised by Commonwealth
(b) " " ..	Irregularly	Sydney to Nauru and Ocean Islands, Gilbert and Ellice Groups	" "
(c) " " ..	"	Sydney to Marshall Islands	" "
(d) " " ..	Every three weeks	Sydney to Papua and Rabaul	Subsidised by Commonwealth
(e) " " ..	"	Sydney to Rabaul ..	" "
(f) " " ..	"	Sydney to Solomon Islands	" "
16. New Caledonia and New Hebrides—			
(a) Messageries Maritimes	Monthly ..	Sydney and Noumea and to Vila (New Hebrides)	Postal Union rates
(b) Other steamers ..	About twice a month	Sydney and Noumea ..	Poundage rates
17. Fiji, Friendly Islands, and Samoa—			
(a) Union S.S. Co. ..	Every four weeks	Sydney and Suva ..	" "
(b) " " ..	"	Sydney, Suva, Tonga, and Samoa	" "
(c) A.U.S.N. Co. ..	"	Sydney and Suva ..	" "

10. **Amount of Mail Subsidies Paid.**—The following table shews the amounts of subsidies paid by the Commonwealth Postal Department for ocean and coastal mail services during the year ended 30th June, 1921 :—

MAIL SUBSIDIES.—OCEAN AND COASTAL SERVICES, 1920–21.

Service.	Orient S. N. Co.	Queens- land Ports.	South Australian Ports.	Western Australian Ports.	Tas- manian Ports.
	£	£	£	£	£
Annual subsidy	114,423	17,443	5,374	4,151	(a)7,670

(a) Including £300 paid by Tasmanian Government, and £15 paid by Trade and Customs Department.

During the year 1920–21 the amount paid by the Commonwealth for conveyance of mails at poundage rates by non-contract vessels was £42,526 ; by road services, £541,451 ; and by railway services, £256,056. The total expenditure in 1920–21 on the carriage of mails, as disclosed by the Profit and Loss Account, amounted to £1,100,198.

11. **Average and Fastest Time of Mails to and from London.**—Great progress has been made in regard to the means of postal communication with the United Kingdom and the continents of Europe and America. In 1857 there was an unsatisfactory ocean mail service, which nominally brought monthly mails, with news nearly sixty days old ; before the outbreak of the war there were three lines of modern ocean steamships, which brought the mails from the United Kingdom in about twenty-nine days to Adelaide, in addition to services by way of New Zealand, via San Francisco and Vancouver. Since the completion of the railway connecting Kalgoorlie, Western Australia, and Port Augusta, South Australia, in 1917, letters for Australia arriving by overseas vessels from the United Kingdom have been landed at Fremantle for despatch overland by rail to the Eastern States. In the new contracts entered into in 1921 Fremantle has been made the mail port in Australia. By landing at Fremantle instead of as formerly at Adelaide, a saving of approximately sixty-seven hours is effected. In consequence of the war in Europe, steamers belonging to the Orient S. N. Co. were diverted from the Suez Canal to the Cape route, but the Suez Canal route has since been reverted to. The steamers of the Peninsular and Oriental Co. have also resumed via the last-named route. A service equal to that of pre-war days is not yet available. A regular fortnightly service is assured, however, under the terms of contracts entered into between the Commonwealth Government and the Orient Steam Navigation Company and between the Imperial Government and the Peninsular and Oriental Company. Particulars of these contracts, which date from September, 1921, will be found on page 609 *ante*.

The subjoined table shews the average and the fastest times occupied in the conveyance of mails from London to Adelaide and vice versa during the year 1920–21.

AVERAGE AND FASTEST TIME OCCUPIED IN CONVEYANCE OF MAILS VIA SUEZ CANAL BETWEEN LONDON AND ADELAIDE, AND VICE VERSA, DURING 1920–21.

Service.	London to Adelaide.(a)				Adelaide to London.			
	Average Time.		Fastest Time.		Average Time.		Fastest Time.	
	Days.	Hours.	Days.	Hours.	Days.	Hours.	Days.	Hours.
Orient S. N. Co., via Suez ..	33	9	31	21	33	1	30	—
Peninsular and Oriental S.N. Co., via Suez	32	21	29	23	34	22	34	—

(a) Mails for eastern States now landed at Fremantle.

At present a mail leaving Perth by train for the Eastern States, say, at 9 p.m. on Monday, arrives at Adelaide at 7.50 p.m. on Thursday, at Melbourne 1.3 p.m. on Friday, at Sydney at 10.45 a.m. on Saturday, and at Brisbane at 6.40 p.m. on Monday.

The time over all between Perth and Brisbane is 165 hours 40 minutes, of which the stops at changing stations take 38 hours 32 minutes. The journey from Melbourne to Hobart occupies about 26 hours via Launceston, and about 32 hours direct.

The average and fastest times occupied in the conveyance of mails between London and Sydney via America during 1920-21 were :—

Service.		Average Time.		Fastest Time.	
		Days.	Hours.	Days.	Hours.
London to Sydney	via Vancouver	44	21	40	—
	via San Francisco (Oceanic) ..	38	22	35	—
	via San Francisco and Wellington ..	49	—	49	—
Sydney to London	via Vancouver	41	12	37	—
	via San Francisco (Oceanic) ..	38	2	36	—
	via Wellington and San Francisco ..	48	—	46	—

12. *Money Orders and Postal Notes.*—The issue of money orders and postal notes in the Commonwealth is regulated by sections 74 to 79 of the Post and Telegraph Act 1901. A money order may be issued for payment of sums up to £20 within the Commonwealth and not exceeding £40 (in some cases £30, £20, or £10) in places abroad. A postal note, which is payable only within the Commonwealth and in Papua, cannot be issued for a larger sum than twenty shillings. Money orders are sent direct from the Commonwealth to the United Kingdom, and to most of the British colonies and possessions, to the British Solomon Islands Protectorate and the Gilbert and Ellice Islands Protectorate, to Italy, to Norway, and to the United States of America. Money orders, payable in Japan and China, are sent via Hong Kong; orders payable in other countries, with a few exceptions, are sent through the General Post Office in London, where new orders are issued and forwarded to the addresses of the payees, less twopence for each £1 or fraction of £1, with a minimum charge of fourpence. To secure the full amount of the original order being forwarded to the payee, this extra commission must be paid by the sender.

(i) *Rates of Commission on Money Orders.* The rates of commission chargeable for the issue of money orders are as follows :—

RATES OF COMMISSION, MONEY ORDERS.

Orders Payable in.	Rates of Commission.
Commonwealth of Australia	6d. for each £5 or fraction of £5.
New Zealand	3d. for each £1 or fraction of £1, with minimum of 6d.
Papua, Rabaul (New Guinea), Nauru, Fiji, New Caledonia	4d. for each £1 or fraction of £1, with minimum of 6d.
United Kingdom, Canada, Union of South Africa, India, Ceylon, Dutch East Indies, Egypt, Federated Malay States, Gilbert and Ellice Islands, Hong Kong, Italy, Mauritius, North Borneo, Norway, Solomon Islands, Straits Settlements, Tonga	4d. for each £1 or fraction of £1, with minimum of 9d.
United States of America (including Hawaii)	9d. for any amount up to £2 and 4d. for each additional £1 or fraction of £1.
Philippine Islands	(a) In the case of amounts not exceeding £1, 7d. for every 2s. or fraction thereof. (b) In the case of amounts exceeding £1, 6s. for each £1 and for any odd amount less than £1, 7d. for every 2s. or fraction thereof.

Remittances may also be made by telegraph to and from money order offices in the Commonwealth which are also telegraph or telephone offices, and to New Zealand. The charge for a telegraph money order is the cost of the telegram of advice in addition

to the ordinary commission. Where payment is to be made within the Commonwealth the remitter must also send a telegram advising the transmission of the money, which telegram must be produced by the payee when applying for payment. In the case of New Zealand a second telegram is not required, but an additional charge of sixpence is made by the Department to cover the cost of notifying the payee.

A telegraph money order service between the United Kingdom and Australia via the Pacific Cable was inaugurated on 31st July, 1921, by agreement between the London Postal Authorities, the Commonwealth Postal Department, and the Pacific Cable Board. Under the arrangement made a telegraph money order may be drawn by the United Kingdom on any money order office in Australia whether it is a telegraph or telephone office or not while a telegraph money order may be drawn by Australia on any place whatsoever in the United Kingdom. An order may not be issued for a sum in excess of the maximum for a single money order to and from the United Kingdom, viz., £40. Information concerning the system may be obtained from any money order office.

(ii) *Rates of Poundage on Postal Notes.* The values of the notes issued have been so arranged that any sum of shillings and sixpences up to £1 can be remitted by not more than two of these notes. The poundage or commission charged on notes of different denominations is as follows :—

POUNDAGE RATES, POSTAL NOTES.

Denomination of Note ..	6d. to 1s. 6d.	2s. to 4s. 6d.	5s.	7s. 6d.	10s. to 20s.
Poundage charged ..	$\frac{1}{2}$ d.	1d.	1 $\frac{1}{2}$ d.	2d.	3d.

(iii) *Value of Orders Issued and Paid and of Notes Sold.* The following table shews the total value of money orders issued and paid, and of postal notes sold in each State and in the Commonwealth during the year 1920-21, together with the total amount of commission on money orders and poundage on postal notes received by the Postal Department. The results throughout shew an improvement as compared with the corresponding figures for 1919-20.

VALUE OF MONEY ORDERS ISSUED AND PAID AND OF POSTAL NOTES SOLD, AND TOTAL AMOUNTS OF COMMISSION AND POUNDAGE RECEIVED IN EACH STATE DURING 1920-21.

State.	Value of Money Orders Issued.	Value of Money Orders Paid.	Net Money Order Commission Received.	Value of Postal Notes Sold.	Poundage Received on Postal Notes.
	£	£	£	£	£
New South Wales ..	5,829,758	5,897,458	42,966	1,563,224	30,259
Victoria ..	2,832,948	3,034,804	19,477	1,044,786	20,661
Queensland ..	2,240,198	1,905,676	16,121	473,071	9,188
South Australia ..	819,907	713,450	6,282	247,841	5,011
Western Australia ..	1,393,318	1,149,554	9,354	226,943	4,293
Tasmania ..	558,549	480,434	3,651	117,970	2,357
Commonwealth ..	13,674,678	13,181,376	97,851	3,673,835	71,769

13. *Number and Value of Money Orders and Postal Notes Issued and Paid.*—The following table shews the total number and value of money orders and postal notes issued and paid in the Commonwealth from 1915-16 to 1920-21. The payment of military allotments by money order was chiefly responsible for the increase in business recorded in 1915-16. Payment of military allotments by this method was discontinued in 1916-17.

NUMBER AND VALUE OF MONEY ORDERS AND POSTAL NOTES ISSUED AND PAID, 1915-16 TO 1920-21.

Year.	Money Orders.				Postal Notes.			
	Issued.		Paid.		Issued.		Paid.	
	Number.	Value.	Number.	Value.	Number.	Value.	Number.	Value.
	No. (,000).	£ (,000).	No. (,000).	£ (,000).	No. (,000).	£ (,000).	No. (,000).	£ (,000).
1915-16 ..	(a)3,007	12,336	2,904	11,815	9,536	3,292	9,517	3,316
1916-17 ..	2,293	10,285	2,105	9,757	9,663	3,273	9,549	3,265
1917-18 ..	2,196	10,901	2,138	10,510	9,842	3,252	9,814	3,221
1918-19 ..	2,300	11,697	2,214	11,370	9,830	3,277	9,775	3,244
1919-20 ..	2,352	12,382	2,258	12,094	10,163	3,389	10,127	3,409
1920-21 ..	2,543	13,675	2,439	13,181	10,849	3,674	10,821	3,671

(a) Increases due to payment by money order of military allotments.

14. Classification of Money Orders Issued and Paid.—The following table shows the number and value of money orders issued in each State during the year 1920-21, classified according to the country where payable :—

MONEY ORDERS ISSUED IN EACH STATE, CLASSIFIED ACCORDING TO COUNTRY WHERE PAYABLE, 1920-21.

State in which Issued.	Where Payable.				Total.
	In the Commonwealth.	In New Zealand.	In the United K'dom.	In Other Countries.	
NUMBER.					
New South Wales ..	1,024,078	9,797	66,454	13,315	1,113,644
Victoria ..	415,478	5,091	40,074	12,611	473,254
Queensland ..	403,453	1,646	25,423	7,060	437,582
South Australia ..	149,836	823	13,540	3,062	167,261
Western Australia ..	214,017	863	18,255	3,395	236,530
Tasmania ..	107,891	1,573	4,501	975	114,940
Commonwealth ..	2,314,753	19,793	168,247	40,418	2,543,211
VALUE.					
New South Wales ..	£ 5,414,761	£ 45,731	£ 248,631	£ 120,635	£ 5,829,758
Victoria ..	2,574,790	21,817	162,302	74,039	2,832,948
Queensland ..	2,060,394	7,844	97,153	74,807	2,240,198
South Australia ..	747,958	3,999	49,869	18,081	819,907
Western Australia ..	1,290,247	5,040	68,529	29,502	1,393,318
Tasmania ..	534,678	7,916	12,527	3,428	558,549
Commonwealth ..	12,622,828	92,347	639,011	320,492	13,674,678

The following table shews the number and value of money orders paid in each State during the year 1920-21, classified according to the country where issued :—

MONEY ORDERS PAID IN EACH STATE, CLASSIFIED ACCORDING TO COUNTRY OF ISSUE, 1920-21.

State in which Paid.	Where Issued.				Total.
	In the Commonwealth.	In New Zealand.	In the United K'dom.	In Other Countries.	
NUMBER.					
New South Wales ..	1,043,496	33,699	16,283	10,162	1,103,640
Victoria ..	479,079	19,315	9,951	5,301	513,646
Queensland ..	366,308	2,855	5,156	2,020	376,339
South Australia ..	139,400	1,279	2,872	1,016	144,567
Western Australia ..	194,898	2,165	4,290	1,275	202,628
Tasmania ..	91,522	3,633	1,300	1,397	97,852
Commonwealth ..	2,314,703	62,946	39,852	21,171	2,438,672
VALUE.					
New South Wales ..	£ 5,602,979	£ 154,233	£ 79,664	£ 60,582	£ 5,897,458
Victoria ..	2,888,800	72,299	44,596	29,109	3,034,804
Queensland ..	1,861,497	12,435	23,430	8,314	1,905,676
South Australia ..	689,796	5,812	11,975	5,867	713,450
Western Australia ..	1,115,215	7,204	19,409	7,726	1,149,554
Tasmania ..	455,939	12,234	5,758	6,503	480,434
Commonwealth ..	12,614,226	264,217	184,832	118,101	13,181,376

In the above tables money orders payable or issued in foreign countries, which have been sent from or to the Commonwealth through the General Post Office at London, are included in those payable or issued in the United Kingdom.

15. Classification of Postal Notes Paid.—The subjoined table shews the number and value of postal notes paid during the year 1920-21 in each State and in the Commonwealth, classified according to the State in which they were issued.

Particulars regarding the total number and value of postal notes issued and paid in each of the last six years are given in sub-section 13 hereof.

NUMBER AND VALUE OF POSTAL NOTES PAID, CLASSIFIED ACCORDING TO STATE OF ISSUE, 1920-21.

Particulars.	Postal Notes Paid in—						
	N.S.W.	Victoria.	Q'land.	S. Aust.	W. Aust.	Tas.	C'wealth.
NUMBER.							
Issued in same State ..	3,129,963	2,198,170	1,098,377	528,588	512,845	280,514	7,748,457
Issued in other States ..	367,086	330,274	236,130	58,818	27,951	2,052,269	3,072,528
Total ..	3,497,049	2,528,444	1,334,507	587,406	540,796	2,332,783	10,820,985

**NUMBER AND VALUE OF POSTAL NOTES PAID, CLASSIFIED ACCORDING
TO STATE OF ISSUE, 1920-21—continued.**

Particulars.	Postal Notes Paid in—						
	N.S.W.	Victoria.	Q'land.	S. Aust.	W. Aust.	Tas.	C'wealth.
VALUE.							
	£	£	£	£	£	£	£
Issued in same State ..	1,210,980	777,707	383,029	176,674	198,335	92,287	2,842,013
Issued in other States ..	138,142	125,800	62,362	23,346	11,335	467,628	828,613
Total ..	1,349,122	903,507	448,391	200,020	209,671	559,915	3,670,626

16. Value Payable Parcel and Letter Post.—This is a system under which the Postal Department undertakes to deliver registered articles sent by parcel post within the Commonwealth, or between Papua and the Commonwealth, to recover from the addressee on delivery a specified sum of money fixed by the sender, and to remit the sum to the sender by money order, for which the usual commission is charged. The object of the system is to meet the requirements of persons who wish to pay at the time of receipt for articles sent to them, and also to meet the requirements of traders and others who do not wish their goods to be delivered except on payment. In addition to the ordinary postage, commission on the value of the articles transmitted at the rate of twopence on sums not exceeding ten shillings, and one penny for each additional five shillings or part thereof, must be prepaid by postage stamps affixed to the articles, distinct from the postage, and marked "commission." The registration fee (threepence) and the proper postage must also be prepaid. If the addressee refuse delivery, the parcel is returned to the sender free of charge. Any article that can be sent by parcel post may be transmitted as a value-payable parcel. Letters may also be sent as value-payable parcels, if prepaid at the letter rate of postage and handed to the parcels clerk, in the same manner as in the case of parcels. The subjoined statement gives particulars of the number and value of parcels sent through the Value Payable Post in each State during the years 1915-16 to 1920-21. From these figures it will be seen that the number of parcels forwarded in Queensland is in excess of the combined transactions of all the other States, chiefly owing to the fact that the system has been established in that State for some years, but was only extended to the whole Commonwealth with the advent of Federal control of the post office. The system has also found favour for a number of years in Western Australia, and continues to make marked progress in New South Wales, but the amount of business transacted in Victoria, South Australia, and Tasmania remains negligible.

**VALUE PAYABLE PARCELS POST.—NUMBER POSTED, VALUE COLLECTED,
AND REVENUE, 1915 TO 1920-21.**

Year.	N.S.W.	Victoria.	Q'land.	S. Aust.	W. Aust.	Tasmania.	C'wealth.
NUMBER OF PARCELS POSTED.							
	No.	No.	No.	No.	No.	No.	No.
1915-16 ..	13,979	1,395	45,467	206	22,108	35	83,190
1916-17 ..	16,794	1,530	53,585	318	22,427	28	94,682
1917-18 ..	21,962	1,204	63,523	473	23,421	37	110,620
1918-19 ..	28,544	1,579	68,601	588	24,211	22	123,545
1919-20 ..	38,713	2,134	94,733	666	29,628	76	165,950
1920-21 ..	53,829	3,192	120,045	689	36,125	155	214,035

VALUE PAYABLE PARCELS POST.—NUMBER POSTED, VALUE COLLECTED,
AND REVENUE, 1915-16 TO 1920-21—*continued.*

Year.	N.S.W.	Victoria.	Q'land.	S. Aust.	W. Aust.	Tasmania.	C'wealth.
VALUE COLLECTED.							
1915-16 ..	£ 20,214	£ 2,095	£ 50,917	£ 451	£ 35,239	£ 61	£ 108,977
1916-17 ..	24,268	2,704	74,418	463	35,496	56	137,405
1917-18 ..	37,813	2,310	88,388	1,089	37,155	97	166,852
1918-19 ..	54,876	3,003	98,882	1,492	38,244	72	196,569
1919-20 ..	85,055	3,804	137,976	2,555	46,964	336	276,690
1920-21 ..	124,502	6,105	177,662	2,027	57,170	711	368,177

REVENUE, INCLUDING POSTAGE, COMMISSION ON VALUE, REGISTRATION AND MONEY
ORDER COMMISSION.

1915-16 ..	£ 1,715	£ 183	£ 5,793	£ 33	£ 3,022	£ 3	£ 10,749
1916-17 ..	2,154	190	6,779	39	3,060	4	12,226
1917-18 ..	3,338	153	8,839	70	3,165	5	15,570
1918-19 ..	3,917	223	9,637	82	3,275	4	17,138
1919-20 ..	5,435	331	13,076	106	4,000	15	22,963
1920-21 ..	8,502	446	16,102	103	4,966	32	30,151

In 1905, the first year for which complete figures for the Commonwealth are available, the number of value payable parcels posted was 24,920, of an aggregate value of £34,990. For 1920-21 the corresponding figures were 214,035 and £368,177, an increase in number of 189,115 and in value of £333,187. The average value collected on parcels in 1905 was £1 8s., and in 1920-21 £1 14s. 5d. The average value collected in each of the States for the six years 1915-16 to 1920-21 was New South Wales £1 19s. 11d., Victoria £1 16s. 3d., Queensland £1 8s. 2d., South Australia £2 14s. 11d., Western Australia £1 11s. 8d., Tasmania £3 15s. 6d., and for the Commonwealth £1 11s. 8d.

17. **Agricultural Produce Parcels Post.**—On the 1st July, 1914, the Postal Department, acting in conjunction with the Railway Department, inaugurated a system under which parcels of agricultural produce, fish, cut flowers, etc., might be transmitted at cheap rates from places in the country to persons living within six miles of the General Post Office, Melbourne. The service was introduced, by way of experiment, into the State of Victoria only, but as a loss of £3,000 per annum was incurred, the service has been discontinued.

18. **Transactions of the Dead Letter Office.**—Under sections 45 to 53 of the Post and Telegraph Act 1901, the Postmaster-General may cause to be opened all unclaimed and undelivered postal articles originally posted within the Commonwealth which have been returned from the places to which they were forwarded. Every unclaimed letter and postal article must be kept for the prescribed period at the office to which it has been transmitted for delivery, and must then be sent to the General Post Office. Letters and packets originally posted elsewhere than in the Commonwealth are returned to the proper authorities in the country in which they were so posted, or if originally posted in the Commonwealth are returned to the General Post Office in the State where posted; but unclaimed or undelivered newspapers may be forthwith sold, destroyed, or used for any public purpose. Opened postal articles not containing anything of value are returned to the writer or sender if his name and address can be ascertained, but may otherwise be destroyed forthwith. As regards an opened letter or packet containing valuable or saleable enclosures, a list and memorandum of the contents are kept, and a notice is sent to the person to whom the letter or packet is addressed if he be known, or otherwise to the writer or sender thereof if he be known. Upon

application within three months of the date of such notice the letter or packet may be claimed by the addressee, or, failing him, by the writer or sender. If unclaimed within three months, the letter and contents may be destroyed or sold, and the proceeds paid into the Consolidated Revenue Fund. The following table shows the total number of letters, postcards and lettercards, and packets and circulars, including Inland, Inter-State, and International, dealt with by the Dead Letter Offices in the several States of the Commonwealth in 1920-21, and the methods adopted in their disposal.

TRANSACTIONS OF DEAD LETTER OFFICES IN THE COMMONWEALTH, 1920-21.

Particulars.	N.S.W.	Vic.	Q'land.	S. Aust.	W. Aust.	Tas.	C'wealth.
Returned direct to writers or delivered	630,618	410,771	242,678	106,209	114,537	60,324	1,574,137
Destroyed in accordance with Act	86,336	52,497	20,298	15,029	11,603	5,754	191,517
Returned to other States or Countries as unclaimed	144,406	67,411	41,317	22,937	26,874	13,026	315,971
Total	861,360	530,679	304,293	144,175	153,014	88,104	2,081,625

LETTERS, POSTCARDS, AND LETTERCARDS.

Returned direct to writers or delivered	630,618	410,771	242,678	106,209	114,537	60,324	1,574,137
Destroyed in accordance with Act	86,336	52,497	20,298	15,029	11,603	5,754	191,517
Returned to other States or Countries as unclaimed	144,406	67,411	41,317	22,937	26,874	13,026	315,971
Total	861,360	530,679	304,293	144,175	153,014	88,104	2,081,625

PACKETS AND CIRCULARS.

Returned direct to writers or delivered	699,690	165,238	69,740	29,713	24,885	4,806	994,072
Destroyed in accordance with Act	130,849	230,166	12,439	45,115	3,220	330	422,119
Returned to other States or Countries as unclaimed	5,978	4,687	35,924	18,456	4,385	6,904	76,334
Total	836,517	400,091	118,103	93,284	32,490	12,040	1,492,525
Grand total (letters, packets, etc.)	1,697,877	930,770	422,396	237,459	185,504	100,144	3,574,150

19. Post Offices and Receiving Offices and Employees.—The following tables show the numbers of post and receiving offices and the corresponding numbers of employees in each State and in the Commonwealth from 1915-16 to 1920-21 inclusive :—

NUMBER OF POST AND RECEIVING OFFICES AT 30th JUNE, 1916 TO 1921.

State.	1916.		1917.		1918.		1919.		1920.		1921.	
	Post Offices.	Receiving Offices.	Post Offices.	Receiving Offices.	Post Offices.	Receiving Offices.	Post Offices.	Receiving Offices.	Post Offices.	Receiving Offices.	Post Offices.	Receiving Offices.
New South Wales	2,074	566	2,040	548	2,031	548	2,037	562	2,034	559	2,031	578
Victoria ..	1,787	872	1,782	856	1,726	878	1,715	854	1,707	829	1,712	864
Queensland ..	642	689	643	685	643	659	640	643	645	627	658	604
South Australia	739	105	705	125	670	143	666	125	674	118	670	127
Western Australia	431	182	412	206	407	212	402	201	402	209	405	222
Tasmania ..	409	69	398	83	396	85	406	83	405	83	409	89
Commonwealth	6,082	2,483	5,980	2,503	5,873	2,525	5,866	2,468	5,867	2,425	5,885	2,484

**NUMBER OF EMPLOYEES AND NUMBER OF MAIL CONTRACTORS,
AT 30th JUNE, 1916 TO 1921.**

State.	1916.		1917.		1918.		1919.		1920.		1921.	
	Employees.	Mail Contractors.	Employees.	Mail Contractors.	Employees.	Mail Contractors.	Employees.	Mail Contractors.	Employees.	Mail Contractors.	Employees.	Mail Contractors.
Central Office ..	83	..	91	..	92	..	84	..	83	..	(a) 139	..
New South Wales ..	12,193	1,899	11,821	1,915	11,684	1,972	11,732	1,964	11,334	1,912	11,669	2,046
Victoria ..	8,567	1,152	8,320	1,137	8,249	1,105	8,499	1,112	7,962	1,089	8,117	1,091
Queensland ..	4,441	808	4,375	801	4,477	794	4,289	787	4,738	723	4,728	750
South Australia ..	2,683	348	2,755	352	2,737	368	2,768	350	2,679	427	2,826	439
Western Australia ..	2,584	284	2,451	279	2,462	271	2,258	264	2,110	286	2,111	302
Tasmania ..	1,204	224	1,214	221	1,212	250	1,173	227	1,156	227	1,220	223
Commonwealth	31,755	4,713	31,027	4,705	30,913	4,760	30,803	4,704	30,102	4,664	30,810	4,851

(a) Includes radio staff.

20. Gross Revenue of Postal Department.—The following table shews the gross revenue of the Postal Department for the years ended 30th June, 1914 to 1921 inclusive, under three heads, viz., the Postal, the Telegraph, and the Telephone branches. In the Postal branch is included the revenue derived from money-order commissions, poundage on postal notes, private boxes and bags, and miscellaneous sources. The following figures and also those for expenditure are supplied by the Treasury and represent the actual collections and payments for the periods mentioned :—

GROSS REVENUE OF POSTAL DEPARTMENT, 1913-14 TO 1920-21.

Year ended 30th June—		Postal Branch.	Telegraph Branch.	Telephone Branch.	Total.
		£	£	£	£
1914 ..	..	2,680,944	834,316	996,047	4,511,307
1915 ..	..	2,616,887	878,238	1,099,417	4,594,542
1916 ..	..	2,938,837	893,904	1,220,855	5,053,596
1917 ..	..	2,997,714	950,842	1,549,961	5,498,517
1918 ..	..	2,998,724	1,032,317	1,731,149	5,762,190
1919 ..	..	3,129,932	1,103,664	1,876,929	6,110,525
1920 ..	..	3,310,778	1,274,527	2,159,450	6,744,755
1921 ..	..	4,574,618	(a) 1,381,974	2,431,981	8,388,573

(a) Includes £12,052 radio receipts.

The following table gives an analysis of the actual collections of the Postal Department in each State and in the Commonwealth during the year ended 30th June, 1921 :—

ANALYSIS OF GROSS REVENUE OF POSTAL DEPARTMENT, 1920-21.

Particulars.	N.S.W.	Victoria.	Q'land.	S. Aust.	W. Aust.	Tasmania.	C'wealth.
	£	£	£	£	£	£	£
Postage ..	1,611,992	1,190,299	603,386	349,927	233,866	153,311	4,142,781
Telegraphs (ordinary) ..	496,719	274,540	221,415	209,900	121,253	46,095	1,369,922
Telegraphs (radio) ..	627	8,880	825	307	948	465	12,052
Telephones ..	959,849	687,319	336,867	233,848	141,011	73,087	2,431,981
Money order commission ..	72,113	39,428	26,547	11,293	13,647	6,229	169,257
Poundage on postal notes ..							
Private boxes and bags ..	14,868	7,768	8,213	4,721	2,752	1,724	40,046
Miscellaneous ..	75,766	64,485	30,013	15,069	28,405	8,796	222,534
Total ..	3,231,934	2,272,719	1,227,266	825,065	541,882	239,707	8,388,573

21. **Expenditure in respect of the Postal Department.**—The subjoined table represents the actual payments made as shown by records kept for Treasury purposes in respect of the Postal Department in the Commonwealth for each of the years ended 30th June, 1916 to 1921 inclusive. The figures given include certain items of expenditure, such as rent, repairs and maintenance of buildings, fittings and furniture, sanitation, water supply, new buildings and additions and interest on transferred properties.

**TOTAL EXPENDITURE IN RESPECT OF POSTAL DEPARTMENT,
1915-16 TO 1920-21.**

Year	1915-16.	1916-17.	1917-18.	1918-19.	1919-20.	1920-21.
Expenditure	6,366,431	5,879,768	5,677,783	5,826,049	6,649,432	8,268,725

The following table shews, as far as possible, the distribution of expenditure on various items in each State during the year ended 30th June, 1921. The table is not to be regarded as a statement of the working expenses of the Department, since items relating to new works, interest, etc., are included therein.

DISTRIBUTION OF EXPENDITURE OF POSTAL DEPARTMENT, 1920-21.

Particulars.	Central Office.	N.S.W.	Victoria.	Q'land.	S. Aust.	W. Aust.	Tas.	C'wealth.
	£	£	£	£	£	£	£	£
Salaries and contingencies—								
Salaries	(b)51,301	1,579,088	1,033,176	515,581	348,732	349,659	130,405	4,007,942
Conveyance of mails .. .. .	..	367,997	166,259	180,998	71,543	57,550	40,904	885,251
Contingencies	(b)32,544	682,231	412,034	325,598	179,093	118,788	70,414	1,820,702
Cables .. .. .	..	3,718	..	..	..	..	..	3,718
Ocean mails	114,423	..	..	..	..	..	..	114,423
Miscellaneous	3,772	15,954	13,392	3,391	3,525	1,268	2,590	43,892
Pensions and retiring allowances .. .. .	..	30,699	38,320	918	..	5,120	..	75,057
Rent, repairs, maintenance	(b)780	36,014	18,794	15,380	7,059	6,990	1,807	86,824
Supervision of works .. .. .	..	186	138	67	43	30	21	485
Proportion of Audit Office expenses .. .. .	..	3,140	2,326	1,130	735	513	338	8,182
Unforeseen expenditure .. .. .	..	19	9	4	..	7	4	43
New works—								
Telegraph and telephone	(b)16,081	429,391	212,599	122,555	71,997	36,394	23,996	913,013
New buildings, etc. .. .. .	..	860	7,973	2,528	9,844	22,712	552	50,469
Interest on transferred properties .. .. .	..	81,652	45,064	32,308	..	19,099	7,366	186,389
Other .. .. .	..	..	..	..	..	..	..	(a)72,335
Total	222,619	3,233,231	1,950,984	1,200,458	692,571	618,130	278,397	8,268,725

(a) Particulars of apportionment to each State not available. (b) Includes radio expenditure.

22. **Balance Sheet of the Postmaster-General's Department.**—The first complete balance sheet and profit and loss account of the Postmaster-General's Department was presented in November, 1913, for the year ending 30th June, 1913. As will be seen from the figures of the General Profit and Loss Account hereunder, the year 1920-21, after providing for depreciation, pension and retiring allowances, closed with a surplus of £1,786,951. From this amount £643,183, interest on capital, was deducted, leaving a profit of £1,143,768, or £655,814 more than that of 1919-20.

Tables showing the results of the working of the Department for the years 1916–17 to 1920–21 are appended :—

**GENERAL PROFIT AND LOSS ACCOUNT, POSTMASTER-GENERAL'S DEPARTMENT,
1916–17 TO 1920–21.**

Items.	1916–17.(a)	1917–18.(a)	1918–19.(a)	1919–20.(a)	1920–21.
	£	£	£	£	£
Total earnings	5,515,769	5,773,954	6,158,571	6,732,096	8,511,494
Total working expenses ..	5,134,533	4,809,571	5,043,891	5,633,752	6,724,543
Surplus	381,236	964,383	1,114,680	1,098,344	1,786,951
Interest on capital	558,382	577,001	590,035	610,390	643,183
Total surplus (+) or deficit (-)	(-) 177,146	(+) 387,382	(+) 524,645	(+) 487,954	+ 1,143,768

(a) Excluding Wireless Telegraphy Branch, which was transferred to the Department of the Navy as from 1st July, 1915.

In contrast with the results obtained in previous years a profit of £387,382, the first in the history of the Department, was earned in 1917–18. This satisfactory condition of affairs has been more than maintained in succeeding years, the profit for 1920–21 amounting to £1,143,768.

The following tables show the yearly results of the working of the various branches, and the Department as a whole, from 1913–14 to 1920–21, and in each State from 1917–8 to 1920–21 :—

**PROFIT OR LOSS OF THE VARIOUS BRANCHES OF THE POSTAL DEPARTMENT,
1913–14 TO 1920–21.**

Year ended 30th June—	Postal.		Telegraph.		Telephone.		All Branches:	
	Loss.	Profit.	Loss.	Profit.	Loss.	Profit.	Loss.	Profit.
	£	£	£	£	£	£	£	£
1914 .. ..	..	24,155	151,446	..	296,424	..	501,457	..
1915	81,296	..	114,555	..	390,704	..	629,722	..
1916 .. ..	..	42,131	86,426	..	271,695	..	315,990	..
1917	168,896	..	25,484	..	..	17,234	177,146	..
1918 .. ..	..	237,421	..	28,116	..	121,845	..	387,382
1919 .. ..	..	239,337	..	63,133	..	222,175	..	524,645
1920 .. ..	..	81,217	..	95,636	..	311,101	..	487,954
1921 .. ..	..	929,605	8,312	..	..	222,475	..	1,143,768

{(a) Includes wireless £35,656.

(b) Includes wireless £43,167.

In the period of eight years covered by the foregoing table it will be observed that the operations of the Postal branch closed with a profit in each of the years 1916, 1918, 1919, 1920, and 1921, the Telephone branch in 1917, 1918, 1919, 1920, and 1921, and the Telegraph branch in 1918, 1919, and 1920.

**PROFIT OR LOSS OF THE POSTAL DEPARTMENT IN THE VARIOUS STATES,
1917-18 TO 1920-21.**

State.	1917-18.		1918-19.		1919-20.		1920-21.	
	Loss.	Profit.	Loss.	Profit.	Loss.	Profit.	Loss.	Profit.
	£	£	£	£	£	£	£	£
New South Wales ..	..	140,354	..	155,159	..	95,285	..	334,395
Victoria ..	..	177,805	..	254,013	..	259,507	..	516,860
Queensland ..	..	68,929	..	60,103	..	61,311	..	143,844
South Australia ..	..	104,868	..	132,772	..	151,984	..	189,936
Western Australia	102,409	..	81,460	..	81,391	..	62,397	..
Tasmania ..	2,165	..	..	4,058	..	1,258	..	21,130
Commonwealth	..	387,382	..	524,645	..	487,954	..	1,143,768

23. **Royal Commission on Postal Services.**—In 1908 a Royal Commission was appointed to report on the Postal, Telegraphic, and Telephonic services of the Commonwealth. An account of the work done by the Commission will be found in earlier issues of the Year Book. (See Year Book No. 6, p. 766.)

§ 2. Telegraphs.

1. **First Lines Constructed.**—The electric telegraph was first introduced into Australia for use by the public in the year 1854, when a line from Melbourne to Williamstown was opened. The first line in South Australia, from Adelaide to Port Adelaide, was opened in 1856, while the first line in New South Wales was brought into operation in 1858, when the line from Sydney to Liverpool, 22 miles in length, was opened. In Tasmania the first telegraph line was completed in 1857, while in the following year communication was established between Sydney, Melbourne, and Adelaide. The first lines to be constructed in Queensland were those between Brisbane and Warwick, and Brisbane and Lytton, distances of 169 and 12 miles respectively. These lines were working in 1861. In Western Australia the first telegraph constructed was from Perth to Fremantle, a distance of 12 miles, which was brought into use in 1869, and in the same year the cable joining Tasmania with the continent of Australia was completed.

2. **Development of Services.**—During the period from 1871 to 1881 great progress was made throughout Australia in the way of telegraphic construction, over 14,000 miles of line, exclusive of railway telegraph lines, being opened for use, making the total length of the line open at the end of the year 1881, 25,470 miles. At the present time the systems of telegraph lines throughout Australia are well developed. The longest line extends from Thursday Island, in Torres Strait, by submarine cable to Paterson, on the mainland of Cape York Peninsula; from Paterson the line runs in a southerly direction as far as Brisbane, where it joins the main interstate line to Sydney, Melbourne, and Adelaide; from Adelaide it runs to Port Augusta, then on to Port Lincoln, on Eyre's Peninsula, and thence to Eucla, on the Western Australia boundary; from Eucla the line extends along the coast of the Great Australian Bight to Albany, and thence it runs adjacent to the west coast of Western Australia as far as Onslow, via Perth, Geraldton, and Carnarvon. From Onslow connexion extends to Broome, in Roebuck Bay. From Roebuck Bay the line crosses the Kimberley district in an easterly direction, and then runs north as far as the terminus at Wyndham. In Queensland a line runs to Burketown, near the coast of the Gulf of Carpentaria, via Normanton; another line extends to Cloncurry and Urundangi, in the extreme west of the State. Branch lines extend to all important coastal and inland towns, while considerable networks of lines converge from the country districts towards the centres of population. From Adelaide the transcontinental line runs in a northerly direction to Darwin, from which place communication is provided with Europe by submarine cable by way of Batavia, Singapore, and Madras. In Western Australia a line runs from Eucla to the Coolgardie gold-fields via Balladonia and Dundas, and from Coolgardie communication is provided with Perth, and with Mount Sir Samuel in the East Murchison district.

3. Number of Telegraph Offices and Length of Lines and Wire Open.—The following table shews the number of telegraph offices and the length of telegraph lines and of telegraph wire available for use in the Commonwealth from 1917 to 1921 inclusive. It will be noticed that 145,529 miles of wire are available for telegraph purposes, of which 82,234 miles are also used for telephone purposes.

NUMBER OF TELEGRAPH OFFICES AND LENGTH OF LINE AVAILABLE IN THE COMMONWEALTH AT 30th JUNE, 1917 TO 1921.

Particulars.	1917.	1918.	1919.	1920.	1921.
Number of offices	6,189	6,196	6,219	6,251	6,366
Length of wire (miles)—					
Telegraph purposes only	62,804	62,981	63,148	63,458	63,295
Telegraph and telephone purposes ..	73,663	74,682	78,004	79,930	82,234
Length of line (miles)—					
Conductors in Morse cable	3,232	2,218	2,153	2,152	2,133
Conductors in submarine cable	1,680	1,708	1,705	1,736	1,851
Pole routes (miles)	59,706	59,849	60,275	60,693	60,563

The following table gives corresponding particulars for each State for the year 1920-21 :—

NUMBER OF TELEGRAPH OFFICES, LENGTH OF LINE AND WIRE, IN EACH STATE, AT 30th JUNE, 1921.

Particulars.	N.S.W.	Victoria.	Q'land.	S. Aust.	W. Aust.	Tas.	C'wealth.
Number of offices ..	2,252	1,703	842	551	552	466	6,366
Length of wire (miles)—							
Telegraph purposes only ..	21,535	6,192	14,810	11,615	9,007	136	63,295
Telegraph and telephone purposes ..	30,445	17,991	14,402	6,455	7,579	5,362	82,234
Length of line (miles)—							
Conductors in Morse cable ..	707	1,057	334	..	21	14	2,133
Conductors in submarine cable ..	1,224	439	65	68	5	50	1,851
Pole routes (miles) ..	24,051	7,672	10,924	6,828	8,318	2,770	60,563

4. Revenue and Expenditure.—Particulars as to the revenue from the telegraph systems for the years 1914 to 1921 are given on page 622.

5. Number of Telegrams Despatched.—The following table shews the total number of telegrams despatched to destinations within the Commonwealth in each of the years 1915-16 to 1920-21 inclusive :—

NUMBER OF TELEGRAMS DESPATCHED, 1915 TO 1921.

Year ..	1915-16.	1916-17.	1917-18.	1918-19.	1919-20.	1920-21.
Number (a)	13,939,424	14,088,606	14,633,859	15,461,034	17,934,998	16,723,111

(a) Including interstate cablegrams.

The following table shows the number of telegrams despatched in each State in 1920-21 for delivery in that State, and the number despatched in each State for delivery in other States, and also the total number of telegrams—exclusive of cablegrams for places outside the Commonwealth—despatched in each State :—

NUMBER OF TELEGRAMS DESPATCHED IN EACH STATE, 1920-21.

State, etc.	..	N.S.W.	Victoria.	Q'land.	S. Aust.	W. Aust.	Tasmania.	C'wealth.
Inland ..	..	4,512,843	2,703,781	2,149,007	1,047,729	1,458,955	357,632	12,229,947
Interstate (a) ..	..	1,393,400	1,240,810	714,955	513,925	389,687	240,357	4,493,164
Total ..	..	5,906,243	3,944,621	2,863,962	1,561,654	1,848,642	597,989	16,723,111

(a) Including interstate cablegrams.

6. Rates for Transmission of Telegrams.—The original rates for the transmission of telegrams within the Commonwealth were fixed by section 7 of the Post and Telegraph Rates Act 1902, and came into force on the 1st November, 1902. Under this Act charges are made for telegrams according to whether they are "ordinary" or "press" telegrams. "Press" telegrams are defined to mean those the text of which consists of political, commercial, etc., information, and of news intended for publication in a newspaper. The telegram must be sent by an authorised correspondent, and must be addressed to a registered newspaper or recognised news agency. The subjoined tables shew the scales of charges imposed by an amending Act which came into operation on 1st October, 1920 :—

SCALE OF CHARGES FOR ORDINARY TELEGRAMS.

Particulars.	Town and Suburban, within Prescribed Limits, or within 15 miles from the Sending Station.	Other Places within the State, except Town and Suburban.	Interstate.
	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>
Including address and signature—			
Not exceeding 16 words	0 9	1 0	1 4
Each additional word	0 1	0 1	0 1

Double the foregoing rates are imposed for the transmission of telegrams on Sunday, Christmas Day, and Good Friday, and between the hours of 8 p.m. and 9 a.m., and for telegrams lodged for "urgent" transmission.

SCALE OF CHARGES FOR PRESS TELEGRAMS.

Particulars.	Within any State.	Interstate.	Relating to Parlia- mentary, Executive, Departmental, and other Common- wealth Proceedings as may be prescribed.(a)
	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>
Not exceeding 25 words	0 8	1 4	1 4
From 26 to 50 words	0 11	1 10	1 8
From 51 to 100 words	1 9	3 6	2 0
Every additional 50 words	0 8	1 4	0 8

(a) Within the Commonwealth.

7. **Letter-telegrams.**—Commencing in February, 1914, the Postal Department instituted a system of letter-telegrams between all telegraph offices which are open between 7 p.m. and midnight. The letter-telegrams are forwarded during the night by telegraph to the office of destination and are delivered as ordinary letters by the first letter delivery, or are despatched by mail to the address in the ordinary way. The object of the Department in introducing the system was to utilize profitably the unoccupied time of the staff, but it was found that ordinary business and revenue suffered through the extensive use of the system by the business community, consequently the concession has been limited to messages of a social, domestic or private nature. Letter-telegrams may be exchanged between any of the following offices; (a) offices which are open for the receipt of ordinary business between 7 p.m. and midnight, (b) offices which are open for ordinary or press business after 7 p.m. The rates charged throughout the Commonwealth are one shilling and threepence for the first 30 words, and one halfpenny for each additional word, double these rates being charged on Sundays. At the end of 1921 the service applied to 103 offices throughout the Commonwealth.

8. **Wireless Telegraphy.**—Prior to September, 1915, the Postmaster-General was, under the Wireless Telegraphy Act 1905, given the exclusive privilege of establishing and using stations and appliances for receiving and transmitting messages by wireless telegraphy within Australia, and an amendment of the Act in 1919 extended the Commonwealth's control to wireless telephony also. Licences for experimental work are granted by the Postmaster-General under the authority of the Act. Licences are now issued (a) in respect of wireless telegraphy installations on ships registered in Australia; (b) in respect of experimental work carried out by amateur investigators into radio-phenomena generally.

The administration of the Radio Service was under the control of the Navy Department from September, 1915, to 1st July, 1920, when it reverted to the Postal Department, although the actual transfer was not effected until 28th October, 1920. Upon the resumption of control by the Postal Department, immediate action was taken to extend the uses of wireless both for inland and trans-ocean public requirements. The regulations were amended to permit of any person obtaining a licence to erect and operate his own station in remote localities not served by land lines. Where such stations were erected to the Department's satisfaction the Department undertook to provide communication with the landline system, and in furtherance of this policy it was proposed to erect collecting stations at Powell's Creek, N.T., and Camooweal, Q., to work in conjunction with private stations. Experimental work has been undertaken in connexion with wireless telephone transmission between Tasmania and the mainland of Australia, and the results so far obtained have been very promising.

On 28th March, 1922, the Commonwealth Government entered into an agreement with Amalgamated Wireless (Australasia) Limited whereby the Company agreed to establish and maintain direct wireless communication between Australia and the United Kingdom and Canada, and to take over from the Commonwealth Government the existing Radio Stations under its control. Under the terms of the agreement the Company is called upon to increase its capital to 1,000,000 shares of £1 each and to allot to the Commonwealth Government 500,001 shares after the expiration of one month from the date of the agreement. In the event of any further increase of capital it must be so arranged that the Commonwealth will always retain a controlling interest in the Company. The Company is not to become a party to any trust or combine and is always to remain a British concern. It is also required to hand over the control of the stations to the Government in time of war or public danger if considered desirable. Seven directors are provided for as follows:—Three to be nominated by and to represent the Commonwealth Government; three to be elected by holders of shares other than those allotted to the Commonwealth Government; and one to be elected by a majority vote of the other six directors. If the six directors are equally divided the selection of the seventh director is to be referred to one arbitrator mutually selected, or failing mutual selection, to be determined by arbitration under the Victorian Arbitration Act 1915.

In particular the Company forthwith undertakes the following programme :—

- (a) To construct, maintain and operate in Australia the necessary stations and equipment for a direct commercial wireless service between Australia and the United Kingdom.
- (b) To provide and operate a system of feeder stations for wireless connexion between the main high-power stations and the capital cities of the States.
- (c) To equip and organize the feeder stations so as to provide communication with merchant ships round the coast of Australia.
- (d) To arrange that the rates to be charged for messages between Australia and the United Kingdom shall not exceed the following :—Full-rate messages, 2s. per word ; deferred messages, 1s. per word ; week-end messages, 6d. per word (minimum, 10s. per message) ; Government messages, 1s. per word ; press messages, 5d. per word ; deferred press messages, 3d. per word.
- (e) To arrange for the operation of suitable corresponding stations in the United Kingdom.
- (f) To provide the main trunk stations in Australia and the United Kingdom within two years from date of agreement.
- (g) To arrange within two years from the date of the agreement for the erection and operation of a station in Canada capable of commercial communication with the high-power station in Australia, and so equipped as to afford facilities for distributing traffic throughout North America.
- (h) To take over within one month from date of agreement existing Commonwealth Radio Stations, excepting those wholly under control of Defence Department, but including stations in Papua, Territory of New Guinea, and Flinders and King Islands, and also, if required, Willis Islets Station, and to operate and provide a service at least equal to that previously supplied.

For the purposes of the agreement, the commercial wireless service means a service capable of maintaining communication throughout 300 days of every year on a minimum basis of twenty words a minute each way for twelve hours per day.

In preparing the initial scheme for the construction of wireless stations in the Commonwealth, it was evident, viewing the insular position of Australia, that, for an effective system of radio-telegraphic communication to be given, not only must the service offered be continuous, but the distances separating the stations must to a great extent be governed by the normal working range of the vessels with which communication would have to be established. With this object in view the Commonwealth Government has constructed and erected stations at or near the following localities :—Port Moresby, Thursday Island, Cooktown, Townsville, Rockhampton, Brisbane, Sydney, Flinders Island, Melbourne, Hobart, King Island, Adelaide, Esperance, Perth, Geraldton, Broome, Wyndham, Darwin, Samarai and Misima (Louisiade Archipelago). In the Pacific the Commonwealth controls stations at Rabaul, Madang, Nauru, Kieta, Bita Paka, Morobe, Eitape, Manus, and Kaewieng ; all these being on former German territory now administered by Australia. The stations at Sydney, Perth, and Townsville are of a medium-power type. All the other stations are of low power, and constitute the internal scheme of inter and ship-to-shore communication. The following rates are applicable to radio-telegrams transmitted either way :—Between any telegraph office in Australia and Australian ships, 6d. per word, allocated as follows : Coast station 3d., ship station 2d., landline 1d. British and foreign ships, 11d. per word, allocated : Coast station 6d., ship station 4d., landline 1d. Between the Commonwealth and Port Moresby the rate is 6d. per word, and between the mainland and Flinders Island or King Island 2s. 8d. for sixteen words, 2d. each additional word.

Radio-telegraphic stations have been erected at Suva, Ocean Island, Tulagi, and Vila under the control of the High Commissioner of the Pacific, while the New Zealand Government has erected high-power stations at Awanui (Auckland), Awarua (Bluff), and Apia (Samoa), and low-power stations at Auckland, Chatham Islands, Raratonga (Cook Islands), and Wellington.

§ 3. Submarine Cables.

1. **First Cable Communication with the Old World.**—In earlier issues of the Year Book will be found a detailed account of the connection of Australia with the old world by means of submarine cables. (See No. 6, p. 770.)

2. **The Tasmania-Victoria Cables.**—A submarine cable joining Tasmania to the continent of Australia was opened for use in 1869, the total length being 170 miles. The line was owned by the Eastern Extension Telegraph Company, and was subsidised by the Tasmanian Government until the year 1909. On the 28th February, 1908, the Postmaster-General entered into an agreement with Messrs. Siemens Brothers and Company Ltd., of London, for the manufacture and laying of two submarine cables between Tasmania and Victoria. The new cables were taken over on the 24th March, 1909, and opened to the public on the 1st May, 1909, the day following the expiration of the agreement with the Eastern Extension Company. Their aggregate length is approximately 350 nautical miles of main cable, and 20 nautical miles each of intermediate and shore-end cable, making a total of 390 nautical miles. The contract price was £52,447.

3. **The Eastern Extension Company's Cables.**—In addition to the first Victoria-Tasmania cable and the original cable from Darwin (see Year Book No. 6, p. 770), the Eastern Extension Company has constructed several other cables connecting with various places in the Commonwealth. (a) In 1879 the original cable via Banjoewangie was duplicated, the States of New South Wales, Victoria, South Australia, Western Australia, and Tasmania having agreed to pay the above company a subsidy of £32,400 per annum for a period of twenty years, the amount to be divided between the States on a population basis. (b) In 1881 a cable was constructed connecting Broome, in Roebuck Bay, W.A., with Banjoewangie, and remained in operation until 1914, in which year it was taken up. (c) In July, 1899, the company offered to lay a cable direct to Great Britain via the Cape of Good Hope, and also offered reductions in the rates charged, if the States would agree to certain conditions giving the company the right of direct dealing with the public. The States of South Australia, Western Australia, and Tasmania accepted the terms offered, and New South Wales entered into the agreement in January, 1901. The cable was opened via Fremantle and Durban in October, 1901. (d) Another submarine cable from Fremantle to Adelaide forms an alternative line of communication between the eastern States and Western Australia. (e) There is an alternative route, partly belonging to the Eastern Extension Company and connecting the Port Darwin-Singapore cable with London, via Hong Kong, Shanghai, Possiet Bay (Pacific Russia), Libau (Russian Baltic), and Newbiggin (England). (f) In 1909 a cable was laid from Java to Cocos Island, thus affording another route from Australia to South Africa, whilst in April, 1911, a radio-telegraphic station was opened at Cocos Island, thus strengthening the line of communication between Australia and the East.

4. **The Pacific Cable.**—In July, 1898, a conference of representatives of Great Britain, Canada, New South Wales, Victoria, Queensland, South Australia, and New Zealand was held for the purpose of considering a project for a cable to be laid across the

Pacific Ocean, touching only British territory on its way from Australia to Canada, thus providing an "All Red" route, as it is termed, for a cable system between England and Australia. In the following year it was agreed at a meeting held by representatives of the countries interested that the cable should be laid, and that Great Britain and Canada should each pay five-eighteenthths of the cost, and the States of New South Wales, Victoria, Queensland, and the Dominion of New Zealand should each pay one-ninth. The construction and management of the cable were placed under the control of a Board composed of seven members—two each from Great Britain, Canada, and Australia, and one from New Zealand—called the Pacific Cable Board. The Australian shore-end of the cable was landed at Southport, Queensland, in March, 1902, and the cable was completed on the 31st October, 1902, and opened for traffic on the 7th December of the same year. The report of the Pacific Cable Board for 1920–21 states that while the cable has been singularly free from interruption it is recognised that the margin of safety must decrease as time goes on. Moreover, the capacity of the single line is inadequate when special circumstances cause a rush of heavy traffic. For these reasons the Board has had under consideration for some time the question of duplicating the cable, and, as a result, definite proposals to this end were submitted to the Governments concerned in April, 1920. There are cable stations at Norfolk Island, Fiji, and Fanning Island, and a branch cable runs from Norfolk Island to New Zealand. In 1910 the Board leased a wire from Bamfield, British Columbia, to Montreal, thus extending the Pacific cable system from Queensland to Montreal. The traffic is then carried across the Atlantic to the United Kingdom by the cables of the Anglo-American and Commercial Companies, or if desired the Marconi wireless system between Canada and the United Kingdom may be availed of for either homeward or outward messages at a reduction of 2d. on the through cable rate of 3s. per word. The operations of the Pacific cable for the year ended 31st March, 1921, resulted in a profit of £21,022, after providing working expenses, interest on loan and renewal fund contributions. In addition to the usual annual contribution of £30,000, a sum of £215,000 was transferred to the renewal fund to replace any loss by depreciation of securities in which the fund is invested and to strengthen the position of such fund for future contingencies. After deducting the annual sinking fund instalment of £17,545 from the profit of £21,022, there remained a surplus of £3,477, whereof the Commonwealth's share was £1,159. In accordance with the Pacific Cable Act 1901 the surplus was applied in the reduction of the balance of the original loan of £2,000,000. The following table shews particulars of the revenue, expenditure, total profit or loss and the proportion of the loss payable by the Commonwealth for the financial years 1911–15, and the proportion of profit credited to the Commonwealth for the years 1916–21.

REVENUE, EXPENDITURE, AND PROFIT OR LOSS ON WORKING OF PACIFIC CABLE, 1911 TO 1921.

Year ended the 31st March—	Revenue.	Expenditure (including Annuities and Renewal Fund).	Profit or Loss.	Commonwealth Proportion of Loss or Profit.
	£	£	£	£
1911 ..	138,678	186,888	Loss 48,210	Loss 16,071
1912 ..	159,150	199,649	" 40,499	" 13,500
1913 ..	167,901	200,171	" 32,270	" 10,757
1914 ..	197,848	217,798	" 19,950	" 6,650
1915 ..	225,045	232,961	" 7,916	" 2,638
1916 ..	310,516	292,592	Profit 17,924	Profit 5,975
1917 ..	336,774	332,543	" 4,231	" 1,410
1918 ..	411,061	385,668	" 25,393	" 8,464
1919 ..	564,097	554,516	" 9,581	" 3,193
1920 ..	664,986	654,552	" 10,434	" 3,478
1921 ..	633,343	629,866	" 3,477	" 1,159

5. **New Zealand Cables.**—A submarine cable joining New Zealand to the Australian Continent was laid in 1876. The line is 1,191 miles in length. The Australian shore-end of the cable is at Botany Bay, while the New Zealand terminus is at Wakapuaka, near Nelson, in the Middle Island, from which place another cable, 109 miles in length, is laid to Wanganui, in the North Island. For a period of ten years after its opening the cable was subsidised by the New South Wales and New Zealand Governments, the total contributions amounting to £10,000 a year. The branch from Norfolk Island to New Zealand of the Pacific cable was opened on the 23rd April, 1902. The length of this cable is 597 miles, the New Zealand terminus being at Doubtless Bay in the north of the North Island. During 1911 a scheme to lay a second cable between New Zealand and Australia (Auckland to Sydney) was adopted by the various Governments concerned, and the laying of the new cable was completed on the 24th December, 1912, the cable being opened for traffic on the 31st December, 1912.

6. **The New Caledonia Cable.**—In April, 1892, a French company, known as the Compagnie Française des Câbles Télégraphiques, entered into an agreement with the French, the New South Wales, and the Queensland Governments to lay down a submarine cable between New Caledonia and Queensland in return for guarantees by the French Government to the extent of £8,000, and by the Governments of New South Wales and Queensland to the amount of £2,000 each annually for a period of 30 years. The cable was opened for use in October, 1893, the Australian shore-end being at Burnett Heads, near Bundaberg. The guarantees of the Governments of New South Wales and Queensland have since been transferred to the Commonwealth Government.

7. **Number of Cablegrams Received and Despatched.**—The subjoined table shews the number of cablegrams received and despatched in the Commonwealth from 1918–19 to 1920–21 :—

**CABLEGRAMS RECEIVED AND DESPATCHED, COMMONWEALTH,
1918–19 TO 1920–21.**

Particulars	Cablegrams Received.			Cablegrams Despatched.			Total Cablegrams Received and Despatched.		
	1918–19.	1919–20.	1920–21.	1918–19.	1919–20.	1920–21.	1918–19.	1919–20.	1920–21.
Number	516,942	502,671	477,137	394,285	478,263	473,533	911,227	980,934	950,670

The following table shews the total number of cablegrams received and despatched in each State during the year 1920–21 :—

**NUMBER OF CABLEGRAMS RECEIVED AND DESPATCHED IN EACH STATE,
1920–21.**

Particulars.	N.S.W.	Vic.	Q'land.	S. Aust.	W. Aust.	Tas.(a)	C'wealth.
Number received	263,482	150,207	18,479	18,568	18,559	7,842	477,137
Number despatched	249,705	152,222	20,585	23,141	21,874	6,006	473,533
Total	513,187	302,429	39,064	41,709	40,433	13,848	950,670

(a) Exclusive of interstate cablegrams, which are included with interstate telegrams (see § 2 ante).

8. **Lengths of Cable Routes.**—The following table gives the lengths of various cable routes :—

LENGTHS OF CABLE ROUTES.

Via Darwin.				Via South Africa.			
			Miles.				Miles.
Adelaide to Darwin	..	..	2,134	Perth to Mauritius	..	..	4,417
Darwin to Banjoewangie	..	..	1,150	Mauritius to Durban	..	..	1,786
Banjoewangie to London	..	..	9,841	Durban to Cape Town	..	..	800
				Cape Town to Madeira	..	..	5,715
				Madeira to Penzance	..	..	1,341
				Penzance to London	..	..	260
Total	..	..	13,125	Total	..	..	14,319

Via Vancouver.				Via Russia.			
			Miles.				Miles.
Southport (Queensland) to Norfolk Island	..	..	963	Sydney to Darwin	..	..	2,992
Norfolk Island to Suva (Fiji)	..	..	1,129	Darwin to Hong Kong	..	..	4,237
Suva to Fanning Island	..	..	2,351	Hong Kong to Possiet Bay	..	..	2,647
Fanning Island to Bamfield (Canada)	..	..	3,980	Possiet Bay to Libau	..	..	6,399
Across Canada	..	..	3,450	Libau to Newbiggin (England)	..	..	1,657
Canada to Ireland	..	..	2,450				
Total	..	..	14,323	Total	..	..	17,932

9. **Cable Rates.**—In 1872 the cable rate to England was nine guineas for twenty words, but when word rates were brought into general use in 1875, the rate between Great Britain and Australia was fixed at ten shillings and sixpence, subsequently altered to ten shillings and eightpence. In 1886 the Eastern Extension Telegraph Company reduced the rate to nine shillings and fourpence a word for ordinary messages, to seven shillings and a penny for Government messages, and to two shillings and eightpence a word for press messages. At a conference of the postal and telegraphic authorities held in March, 1891, the proposal to reduce the rates to four shillings a word for ordinary messages, three shillings and eightpence for Government, and one shilling and tenpence for press messages was agreed to, the States of New South Wales, Victoria, South Australia, Western Australia, and Tasmania undertaking to make good half the loss which the Eastern Company might suffer through such reductions. The States guaranteed to the company one-half of the amount of receipts short of the sum of £237,736—the amount received by the company in 1889 in respect of cable charges—the other half to be borne by the company. The Government of South Australia was also guaranteed by the other contracting States against any loss to the revenue which the lower cable rates might cause in the working of the overland lines. Queensland subsequently joined the other States in these guarantees. In 1893, however, owing to the heavy losses incurred, the rate for ordinary messages was increased to four shillings and ninepence per word, and at the same time New Zealand joined in the guarantees to the company and to South Australia.

(i) *Present Rates to United Kingdom.* On the acceptance by three of the States of the terms offered by the Eastern Extension Telegraph Company for the construction of a cable via South Africa, the rate for ordinary messages was reduced in May, 1900, to four shillings a word. It was further reduced to three shillings and sixpence in January, 1901, and to three shillings in January, 1902, and this rate has since applied to all cable systems connected with Great Britain with the exception of a partly wireless service which has been introduced by the Pacific Cable Board, and for which the "through" rate has been fixed at two shillings and tenpence per word. Under this arrangement cablegrams passing between Australia and the United Kingdom are transmitted by the Pacific cable between Australia and Canada and by the Marconi wireless system across the Atlantic. The scale for future reductions was to be based on a revenue standard and provided that the rate should be reduced to two shillings and sixpence per word, when the revenue averaged £330,000 per annum. But in consequence of the abnormal

conditions created by the war, involving a large increase in expenditure, this provision has been allowed to lapse. In September, 1912, the "through" charge for press cables was reduced from ninepence to sevenpence-halfpenny per word.

(ii) *Deferred Cablegrams.* With a view to affording additional cable facilities and to keeping the Pacific cable fully occupied during the whole 24 hours, proposals were made by the Postmaster-General's Department for the adoption of a system of deferred cablegrams. A meeting of representatives of the administrations and companies concerned was held in London in November, 1910, and the new rates came into force on the 1st January, 1912. Under this system a reduction of 50 per cent. in the charges is made, providing the message is written in plain language, and conveys no other meaning than that which appears on the face of it. Messages can only be transmitted after non-urgent private cablegrams and press cablegrams. Those which have not reached their destination within a period of 24 hours from the time of handing in are transmitted in turn with cablegrams charged full rate. They may be sent via the Pacific or Eastern routes to nearly all countries to which the ordinary rate exceeds tenpence per word. The arrangement, previous to the war, extended to some 60 countries, and became very popular. This service, together with that of the week-end cable letters has affected the ordinary cable business to a large extent. Deferred press cablegrams subject to a delay of eighteen hours, may be exchanged between the Commonwealth and the United Kingdom at the rate of fourpence halfpenny per word, and between the Commonwealth and Vancouver at the rate of one penny three farthings per word. The deferred cable service was suspended frequently during the war owing to the pressure of other cable business, and the service has not yet returned to normal conditions.

(iii) *Week-end Cable Letters.* The service of the week-end cable letters between the Commonwealth and the United Kingdom was introduced on the 4th January, 1913. Under this arrangement, messages written in plain language might be lodged at any post office in the Commonwealth or the United Kingdom in time to reach the forwarding cable office by post or telegraph by midnight on Saturday. The messages, which were deliverable by post on Tuesday morning, were charged at the rate of ninepence per word, plus ordinary telegraph rate, if required to be forwarded by land telegraph in either the country of despatch or destination.

The system was extended subsequently to messages between the Commonwealth and the Union of South Africa, India, Ceylon, Burma, Canada, Portugal, and Newfoundland. A further benefit was conferred on users, as week-end cables to the countries enumerated were transmitted by telegraph throughout without extra charge. The pressure on the cables during the war rendered the suspension of the week-end service necessary, and, although messages have been accepted since the war ended, practically no business was transacted in 1920-21.

The rates to the countries named, including the United Kingdom, are given hereunder:—

RATES FOR WEEK-END CABLE LETTERS.

Country.	Rate per Word.	Minimum Charge per Telegram.
United Kingdom ..	9d.	15/-
Union of South Africa ..	7d. (plus ½d. for those lodged in Tasmania)	11/8
India, Ceylon, and Burma ..	7½d.	12/6
Canada (ordinary rate 2s. 4d.) ..	7d.	11/8
Other parts of Canada ..	8d. to 10d.	12/11 to 16/8
Newfoundland ..	8½d.	13/9
Portugal ..	9d.	15/-

Week-end cable letters may also be sent to the United Kingdom or Canada for transmission by registered post to other countries at an extra charge of 5d. per message.

(iv) *Rates to New Zealand.* As a result of the completion of the New Zealand branch of the Pacific cable in 1902, the rates charged for cablegrams between Australia and New Zealand, except to and from Tasmania, were uniformly reduced to fourpence-halfpenny per word. Between New Zealand and Tasmania the charge was fixed at fivepence-halfpenny a word, but it has since been reduced to fourpence-halfpenny. The charge for ordinary cablegrams from New Zealand to Great Britain was reduced from the 1st June, 1902, from five shillings and twopence to three shillings and fourpence a word, and has since been further reduced to three shillings a word.

10. *Subsidised Press Cable Service.*—In October, 1909, a Select Committee of the Commonwealth Senate was appointed to report upon the circumstances of the supply, conditions of sale, and distribution, which affect the Press Cable Service within and from outside the Commonwealth. A majority report of this Committee was issued in December, 1909, and recommended (a) the completion of an "All Red" cable route via Canada, (b) the conditional subsidization of a press cable association, (c) the utilisation of the High Commissioner's office for the dissemination in Australia of Empire news, and (d) the amendment of the Copyright Act in regard to cables.

In accordance with the recommendations of this Committee the Commonwealth granted a total subsidy of £6,000, extending over a period of three years, to the independent Press Cable Service, on the conditions that at least 6,000 cable words were supplied each week, to be sent via Pacific, and that any newspaper proprietary in the Commonwealth was permitted to become a subscriber at rates approved by the Government. This terminated on the 1st July, 1912, and a new arrangement was entered into under which the Commonwealth agreed to grant a subsidy of £2,000 per annum, provided that not less than 26,000 words were sent each month. A later agreement was drawn up to extend for a period of three years from 1st October, 1916, with an annual grant of £1,500, but within a year the service lapsed, the last payment being made by the Government in August, 1917.

11. *Cable Subsidies Paid.*—The agreement between the State Governments and the Eastern Extension Telegraph Company expired on the 30th April, 1900. From the year 1895 onwards the amounts guaranteed—£237,736 to the company and £37,552 to South Australia—were met by the receipts.

The following table shews the total amounts paid by way of cable subsidies for the years 1915–16 to 1920–21:—

TOTAL AMOUNT OF CABLE SUBSIDIES PAID, 1915–16 TO 1920–21.

Year	1915–16.	1916–17.	1917–18.	1918–19.	1919–20.	1920–21.
Amount	£ 4,860	3,929	3,851	3,756	3,797	3,749

As the agreement in connexion with the Tasmanian cable expired in 1909, and as new cables were laid by the Commonwealth Government, the guarantees were, in the course of the year 1910, reduced to those in connexion with the New Caledonia and Pacific cables. From 1915–16 the only cable subsidy paid by the Commonwealth was in respect of the New Caledonian cable guarantee.

§ 4. Telephones.

1. *Development of Telephone Services.*—The Postal Department has established telephone services in all the capital towns and in many of the important centres of population throughout the Commonwealth. Particulars as to the revenue from telephone services for the years 1914–21 are given on page 622 ante.

2. Telephone Rates.—On the 10th December, 1915, revised charges for telephone services came into operation. Under the new scale, ground-rent for telephones is calculated on the number of subscribers connected with the exchange or network, instead of being based on the total population residing within the telephone network, as formerly. The smallest and greatest rental charges remain the same as under the old system, but between these a more gradual scale was introduced. Previously the charge for calls made by a subscriber was at the rate of two calls for one penny up to 2,000 calls per half-year; above that number, three calls for one penny. This charge was increased to one penny per call, without any progressive reduction. At the same time, the public telephone charge per call was increased from one penny to twopence. On 1st October, 1920, telephone charges were again increased, and the rates given in the following table are now in force :—

TELEPHONES.—RENTAL CHARGES, 30th JUNE, 1922.

Exchanges or Networks with Subscribers' Lines Connected, as shewn hereunder.	Radius of Network with Main Exchange as Centre.	Annual Ground Rent, within Two-mile Radius.		
		For an Exclusive Service.	For each Subscriber or Instrument on a Two-party Service.	For each Subscriber or Instrument on a Three or more party Service.
	Miles.	£ s. d.	£ s. d.	£ s. d.
From 1 to 300	5	3 0 0	2 10 0	2 0 0
„ 301 to 600	5	3 5 0	2 10 0	2 0 0
„ 601 to 1,500	5	4 7 6	3 7 6	2 15 0
„ 1,501 to 4,000	10	4 12 6	3 15 0	3 2 6
4,001 and upwards ..	10	5 0 0	3 15 0	3 2 6

It is provided that for each effective call originating from a subscriber's instrument the charge shall be one penny in respect of exchanges or networks with 600 subscribers or less, and one penny farthing in respect of exchanges or networks with more than 600 subscribers.

3. Particulars of Telephone Services.—On 30th June, 1921, there were in the Commonwealth 183,363 telephone lines connected to 2,553 exchanges, as compared with 172,106 lines connected to 2,409 exchanges a year previously. The following tables shew the mileage of lines, etc., for telephone purposes, shewing trunk lines separately, on 30th June, 1920 and 1921 :—

MILEAGE OF LINES, ETC., FOR TELEPHONE PURPOSES (EXCLUSIVE OF TRUNK LINES), 30th JUNE, 1920 AND 1921.

Particulars.	1920.	1921.
Conduits duct miles	2,489	2,697
Conductors in aerial cables loop mileage	38,421	37,923
Conductors in underground cables „	211,513	226,886
Conductors in cables for junction circuits „	32,864	33,759
Open conductors single wire mileage	187,744	194,307

MILEAGE OF WIRES, TELEPHONE TRUNK LINES, 1920 AND 1921.

Particulars.	1920.	1921.
	Miles.	Miles.
Telephone trunk lines only	25,295	27,781
Telegraph and telephone purposes	79,930	82,234

Particulars relating to the telephone service in each State will be found in the following table :—

PARTICULARS OF TELEPHONE SERVICE, 1919, 1920, AND 1921.

Particulars.	Year (30th June.)	N.S.W.	Victoria.	Q'land.	S. Aust.	W. Aust.	Tas.	Total C'wealth.
No. of Exchanges ..	1919	853	684	357	203	112	119	2,328
	1920	873	697	378	206	115	140	2,409
	1921	921	750	398	218	122	144	2,553
No. of lines connected ..	1919	65,734	44,035	21,146	12,619	9,026	4,754	157,314
	1920	70,700	49,017	22,803	14,319	9,905	5,362	172,106
	1921	74,490	52,791	23,855	15,984	10,438	5,805	183,363
No. of instruments connected	1919	84,118	60,376	26,162	17,189	11,599	5,838	205,272
	1920	91,117	66,211	28,101	19,273	12,671	6,567	224,000
	1921	96,710	72,088	29,637	21,480	13,412	7,180	240,507
No. of subscribers' instru- ments	1919	80,998	57,811	24,910	16,514	11,008	5,659	196,898
	1920	88,015	64,479	26,953	18,545	12,081	6,232	216,305
	1921	93,467	70,319	28,392	20,705	12,827	6,854	232,564
No. of public telephones ..	1919	1,558	1,363	822	437	337	75	4,597
	1920	1,606	1,376	800	440	343	234	4,799
	1921	1,693	1,410	835	473	355	206	4,972
No. of other local instru- ments	1919	1,564	1,197	420	238	254	104	3,777
	1920	1,496	356	408	288	247	101	2,896
	1921	1,550	359	410	302	230	120	2,971
Instruments per 100 of popu- lation	1919	4.4	4.1	3.7	3.8	3.6	2.8	4.1
	1920	4.7	4.4	3.9	4.1	3.8	3.0	4.3
	1921	4.60	4.69	3.85	4.28	4.03	3.39	4.41
Earnings ..		£	£	£	£	£	£	£
	1919	777,859	526,411	275,616	171,843	108,010	54,144	1,913,883
	1920	868,049	599,960	306,860	202,829	125,630	64,741	2,168,089
	1921	964,981	695,409	339,116	235,269	142,906	73,300	2,450,981
Working expenses ..	1919	578,304	335,977	177,805	96,548	95,208	40,796	1,324,638
	1920	635,600	375,034	190,800	119,477	101,892	46,251	1,469,154
	1921	788,671	443,522	243,135	150,960	122,896	59,438	1,808,622
Percentage of working ex- penses to earnings		%	%	%	%	%	%	%
	1919	74.35	63.82	64.51	56.18	88.15	75.35	69.21
	1920	73.22	62.61	62.21	58.91	81.10	71.44	67.76
	1921	81.73	63.78	71.70	64.16	86.00	81.09	73.79

The subjoined table gives the number of subscribers' lines and the daily calling rate at Central, Suburban, and Country telephone exchanges in the several States for the year 1920-21. A comparison of the daily calling rates for each class of exchange shows New South Wales to have registered the greatest number per line at central exchanges, Western Australia at suburban exchanges, and Queensland at country exchanges. Taking the figures for the Commonwealth, it will be observed that the average number of calls per line at central exchanges was slightly more than double the number registered at suburban exchanges, while the average for suburban exchanges was considerably more than double the number shewn for country exchanges.

NUMBER OF SUBSCRIBERS' LINES AND DAILY CALLING RATE AT TELEPHONE EXCHANGES, 1920-1921.

State.	Central Exchanges.		Suburban Exchanges.		Country Exchanges.		Total.	
	Sub- scribers' Lines.	Average Outward Calls Daily per line.	Sub- scribers' Lines.	Average Outward Calls Daily per line.	Sub- scribers' Lines.	Average Outward Calls Daily per line.	Sub- scribers' Lines.	Average Outward Calls Daily per line.
New South Wales	10,116	10.0	33,182	4.1	28,425	1.1	71,723	3.7
Victoria ..	11,675	8.4	21,981	3.7	16,037	1.6	49,693	4.1
Queensland ..	6,321	7.8	3,186	3.4	13,557	2.4	23,064	4.0
South Australia	6,283	8.1	5,025	4.4	4,100	1.4	15,408	5.1
Western Australia	3,956	6.3	2,370	4.8	3,791	2.1	10,117	4.4
Tasmania ..	2,157	5.1	288	3.2	3,369	1.8	5,814	3.1
Commonwealth	40,508	8.3	66,032	4.0	69,279	1.6	175,819	4.0

In the following table the number of Telephone Trunk Line Calls recorded, the amount of revenue received, and the average revenue per call are shewn for each of the States for the years 1918-19 to 1920-21 :—

TRUNK LINE CALLS AND REVENUE FOR THE YEARS 1918-19 TO 1920-21.

Particulars.	New South Wales.	Victoria.	Queens- land.	South Australia.	Western Australia.	Tasmania.	Common- wealth.
Total Calls for Year—	No.	No.	No.	No.	No.	No.	No.
1918-19 ..	4,484,916	2,797,346	1,861,431	883,517	418,984	557,002	11,003,096
1919-20 ..	4,898,098	3,200,528	2,050,209	1,092,516	489,905	688,949	12,420,205
1920-21 ..	5,042,929	3,363,971	2,130,234	1,148,882	498,308	699,298	12,883,622
Total Revenue for							
Year—	£	£	£	£	£	£	£
1918-19 ..	155,345	100,335	87,273	39,694	17,873	18,567	419,087
1919-20 ..	172,200	116,262	97,983	49,444	22,724	23,241	481,854
1920-21 ..	178,704	124,721	102,748	52,162	24,938	23,508	506,781
Average Revenue per							
Call—	Pence.	Pence.	Pence.	Pence.	Pence.	Pence.	Pence.
1918-19 ..	8.32	8.61	11.25	10.78	10.24	8.00	9.14
1919-20 ..	8.44	8.72	11.47	10.86	11.13	8.10	9.31
1920-21 ..	8.50	8.89	11.57	10.89	12.01	8.07	9.47