

19/2/98
Financial (1898) Department.

ORDINARY PRINTED.

G.O., No.s 122-23.

DATED 10. 2. 98.

INDEXED.

13/14

[Despatch Abstract.]

with remarks
Indian Post Office Bill. Forwarding ^{to} the Govt of India] the opinion of the officers and public bodies consulted on the provisions of the Bill to consolidate and amend the law relating to the Post Office in India.

Order

For abstract of letter to the Secy. D., under the portion bracketed.

BACK PAPERS.

G.O.	No.	Department.	Date.	G.O.	No.	Department.	Date.

FURTHER PAPERS.

G.O.	No.	Department.	Date.	G.O.	No.	Department.	Date.

Government {1898} of Madras. FINANCIAL.

Recd.

Enclosures

Regd.

1898.

Spare copies

G.O., No. 122, 10th February 1898.

FEBRUARY.

Indian Post Office Bill.

Forwarding, with remarks, to the Government of India the opinion of the officers and public bodies consulted on the provisions of the Bill to consolidate and amend the law relating to the Post Office in India.

GOVERNMENT OF MADRAS.

FINANCIAL DEPARTMENT.

READ—again the following paper :—

G.O., No. 970, Financial, dated 22nd November 1897.

ABSTRACT.—Communicating to the Hon'ble the Judges of the High Court and the Advocate-General, for favour of opinion, copy of the Indian Post Office Bill, together with a copy of the Statement of Objects and Reasons; and directing the publication in the *Fort St. George Gazette* of the Bill and the Statement.

READ—also the following papers :—

From the Superintendent, Government Press, Madras, dated 30th November 1897, No. 5266.

ABSTRACT.—Reporting that the Bill to consolidate and amend the law relating to the Post Office in India, with Statement of Objects and Reasons, was published in English in the *Fort St. George Gazette* on the 23rd November 1897.

From the Acting Government Solicitor, Madras, dated 4th January 1898, No. 4.

ABSTRACT.—Forwarding the following remarks of the Officiating Advocate-General, dated 23rd December 1897 :—

[*Re* Bill to consolidate and amend the law relating to the Post Office in India (*vide* G.O., No. 970, Financial, dated 22nd November 1897)].

Remarks.

1. *Section 1*.—As regards clauses (*b*) and (*c*) of sub-section (2), section 1, please refer to my remarks on the wording of the corresponding clauses in the Indian Penal Code Amendment Bill.

2. *Section 2*.—Clauses (*h*) and (*k*) seem to refer to the same expression "Post Office" used in two different senses. Whether the expression when it occurs in any section of the Bill is to be understood in the one sense or the other seems to depend upon whether the two words "Post" and "Office" have their initial letters in capital or small letters. If so, this should be brought out in the definitions themselves and the two clauses combined in one. I presume that the use of the definite article before "Post Office" in clause (*k*) is not intended as distinguishing it from clause (*h*), for in several places the expression "Post Office" as defined in clause (*h*) is preceded, and necessarily preceded, by the definite article [*vide* sections 24, 27 and 37 (3) (*a*)].

3. Under section 20 of the General Clauses Act, 1897, the two expressions in clauses (*h*) and (*k*) will have to be construed in the same sense when they occur in the rules framed under the Post Office Act. And certainly there is a risk of the initial letters of the two words not being written or printed in capital letters or small letters as the case may be, according as the expression is intended to be used in the one sense or the other. For instance, in this very Bill, in section 23, the initial letters of the expression "Post Office" are printed in capital instead of small letters.

4. In clause (*k*), the last four words, namely, "of the Post Office" are unnecessary, having regard to the definition of the term "Director-General."

5. It is worthy of consideration whether in clause (*k*) the words "the Postal Department" may not be substituted for the words "the Post Office." If this suggestion were adopted, the expression "the Post Office" which occurs in the definition of "Post Office" in clause (*h*) may be displaced by the expression "the Postal Department," and similarly in all other sections where the expression "the Post Office" is used as indicating the Postal Department.

6. In clause (*i*) "Post card" is used as different from "letter," and in clause (*b*) of section 21, the use of "Postal articles," other than "letters" for making communications is contemplated. The exclusive privilege of the Governor-General in Council to convey by post from one place to another is confined only to letters, and not to other postal articles. It is therefore important that the term "letter" should be defined in section 2 of the Bill. In Anderson's Dictionary of Law, a "letter" is defined as a written communication, sealed or unsealed. This definition would, of course, include a post card and other communications in writing even when they are sent open. The definition should be such as would embrace all communications in writing, in respect of which alone the Governor-General in Council is intended to have the monopoly referred to in section 4.

7. *Section 4*.—If the principle of the Public Post Office system is that, except in the cases excepted, the Governor-General in Council is to have the monopoly of conveying from one place to another all letters, the idea of monopoly will be more accurately and definitely brought out, as it is in the corresponding section 2 of Statute VII, Will., IV and I Viet., C. 33, by omitting the words "by post" after the words "shall have the privilege of conveying."

8. The exception covered by clause (*b*) seems to me to be too narrow to cover cases which are of daily occurrence in which official communications, urgent or otherwise, are sent by peons or messengers from one official to another, within short distances in the same town or city, and especially, in the mofussil, from one station to another. The exception also does not cover cases in which the letter concerns the private affairs of the bearer (as in the case of a letter of introduction or recommendation), or of any person in whom the sender, receiver, or bearer is interested. Nor does it seem to cover articles or communications concerning public or local affairs sent by a messenger to the press for publication.

9. In the corresponding section of the English Act, commissions or returns thereof, and affidavits and writs, process or proceedings or returns thereof, issuing out of a court of justice are excepted, but there is no such provision in the existing Act or the Bill.

It seems to me that the proviso to this section is ample enough to protect the monopoly of the State to convey letters by post. It will be an undue stretch of the monopoly to prevent a person from sending his letters, whether relating to private, public or official matters, by his servants, peons or messengers, generally or specially employed for the purpose. Very often there will be delay in such communications reaching the addressee, if sent by post, a delay which sometimes would defeat the very object of the communication.

10. Clause (*b*) may be amended as follows :—

"(*b*) Letters solely concerning the private affairs of the sender, bearer or receiver thereof, or of any person in whom any of them is interested, sent by a messenger on purpose."

11. Between clauses (*b*) and (*c*), two new clauses should be inserted to the following effect :—

"(1) Letters from or to a public servant, as defined in the Indian Penal Code, in his official capacity, sent by a messenger on purpose."

"(2) Letters or articles intended for publication in a newspaper, not falling under clause (*b*), sent by a messenger on purpose."

12. In clause (*c*), the last fourteen words after "concern" should be omitted. The letters referred to in this clause only accompany goods or other property in regard to the conveyance of which the State has no monopoly. Letters, therefore, which concern and accompany them should stand on the same footing as the goods or other

property. The person who carries such goods or other property will, as a general rule, do so for a remuneration, and no separate remuneration will be stipulated for or paid for conveying letters which concern them. But even if such should be the case, the letter should be dealt with as part of the goods or other property carried.

13. The concluding portion of the proviso may be amended so as to make it correspond precisely with the penal clause (d) in section 58 by substituting the words "otherwise than by post" for the words "in the manner hereby authorized."

14. Under section 5 of Statute 54 and 55 Vict., C. 46, the Postmaster-General is empowered, with the consent of the treasury, to authorize, either generally or in the case of any particular person, letters to be sent, conveyed and delivered otherwise than by post. It will be very desirable to insert a similar provision between sections 4 and 5 of the Bill authorizing the Governor-General in Council to exercise such power. If such a section were introduced in the Bill, section 4 may be left to stand as it is with the amendments suggested in clauses (b) and (c), the matters in the other amendments to section 4 above suggested being left to be dealt with by the Governor-General in Council under the power to be conferred on him by the proposed new section.

MADRAS,
23rd December 1897.

(Signed) V. BHASHYAM IYENGAR,
Officiating Advocate-General.

G.O., Mis. Nos. 4, 5, Financial, dated 5th January 1898.

ABSTRACT.—Communicating to the Chamber of Commerce and the Trades Association, Madras, for favour of an expression of opinion, copy of the Bill to consolidate and amend the law relating to the Post Office in India.

From the Registrar of the High Court of Judicature at Madras, to the Chief Secretary to Government, dated 6th January 1898, Dis. No. 12.

With reference to G.O., No. 970, Financial, dated 22nd November 1897, communicating, for favour of opinion, a Bill to consolidate and amend the law relating to the Post Office in India, I am directed to state that the Hon'ble Mr. Justice Boddam sees no objection to the Bill, while the Hon'ble the Chief Justice and Justices Shephard, Subramania Aiyar and Benson have no remarks to make.

(Signed) D. W. G. COWIE,
Registrar.

From the Hon'ble Mr. G. G. ARBUTHNOT, Chairman, Chamber of Commerce, Madras, to the Chief Secretary to Government, dated 18th January 1898.

I have the honour to acknowledge the receipt of the Order of the Madras Government, No. 4, dated the 5th instant, forwarding, for an expression of the Chamber's opinion, a copy of the Bill to consolidate and amend the law relating to the Post Office in India, together with the Statement of Objects and Reasons.

In reply, I beg to inform you that the Chamber approves of the Bill.

ORDER—No. 122, Financial, dated 10th February 1898.

The Government of India will be addressed.

[Here enter letter, No. 123, Financial, dated 10th February 1898.]

(True Extract.)

A. T. ARUNDEL,
Chief Secretary.

Government {1898} of Madras.

FINANCIAL.

Recd.

Enclosures

1898.

Regd.

Spare copies

Letter, No. 123, 10th February 1898.

FEBRUARY.

Indian Post Office Bill.

Forwarding, with remarks, the opinion of the officers and public bodies consulted on the provisions of the Bill to consolidate and amend the law relating to the Post Office in India.

FINANCIAL DEPARTMENT.

LETTER—from

THE CHIEF SECRETARY TO THE GOVERNMENT OF
FORT ST. GEORGE,

To

THE SECRETARY TO THE GOVERNMENT OF INDIA,
LEGISLATIVE DEPARTMENT.

SIR,

I am directed to acknowledge the receipt of your letter, No. 1853, dated 6th November 1897, inviting an expression of opinion on the provisions of the Bill to consolidate and amend the law relating to the Post Office in India.

2. I am to forward the opinion of the officers and public bodies consulted on the subject, and to state that the Madras Trades Association, which has been requested to favour the Government with its views, has not yet replied to the reference.

3. His Excellency the Governor in Council concurs in the suggestions of the Acting Advocate-General in regard to the substitution of the words "the Postal Department" for "the Post Office" in section 2 (k) and the insertion of a provision similar to that in section 5 of Statute 54 & 55 Vic., Cap. 46, empowering the Governor-General in Council to authorize either generally, or in the case of any particular person, letters to be sent, conveyed and delivered otherwise than by post.

4. The Advocate-General's objection to clauses (b) and (c) of section 4 would, in the opinion of the Government, be met by the omission of the word "private" in the first clause and the insertion of the words "separate or additional" before the word "hire" in the second.

5. The Bill was published in English in the *Fort St. George Gazette* on the 23rd November 1897.

I have the honour to be,
Sir,

Your most obedient servant,

FORT ST. GEORGE,
10th February 1898.

A. T. ARUNDEL,
Chief Secretary.

Encl. A. F. Eccleston.

CURRENT No. 3801

From

THE SUPERINTENDENT,

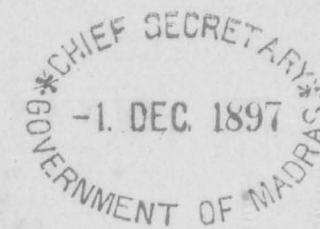
GOVERNMENT PRESS,

Madras,

To

THE CHIEF SECRETARY TO GOVERNMENT,

Madras

Dated 30th November 1897.

Received

Registered 1st Dec. 1897.

Subject.

REPORT the dates on which the within-
mentioned Bill was published in the

"Fort St. George Gazette." in the 23rd Nov 1897.

Final
Judicial (1898) Department.

CURRENT No. *61. Final*

For the Press

*Please put this in type
in centre of C.W. 17 of 1898
+ 3801 of 98. Sent yesterday.*

7/1/98

*Order
7/1/98*



From

The Registrar,
High Court of Judicature,
Madras.

Order

No. *12*

Dated *6th January 1898.*

Received } *7th Jan 1898*
Registered }

Enclosures

Spare copies

SUBJECT.

Stating that the Honorable Mr.
Justice Boddam sees no objection to
the Bill to consolidate and amend the
law relating to the Post Office in
India.

For

BACK PAPERS.

G.O.	No.	Department	Date.

FURTHER PAPERS.

G.O.	No.	Department.	Date.

F.
28
1,000-11-6-97.

Financial (189) Department.

note for the Press

Please put this current in type
in continuation of C.P. 308 3801997
17 and 61 of 98.

CURRENT No. 173

From The Chancery
Chamber of Commerce

Order

No.

Dated }
Received } 18th January 1898
Registered }
Enclosures ..
Spare copies ..

SUBJECT.

Intimating that the Chamber
approves of the Bill to consolidate
and amend the law relating to
the Post office in India.

BACK PAPERS.

G.O.	No.	Department.	Date.

FURTHER PAPERS.

G.O.	No.	Department.	Date.

[G. 25]
1,000 - 22-11-97.

Financial DEPARTMENT

C. No. 3801 of 97 } in proof
+ 17461 of 98

SUBJECT.

- (3) HIS EXCELLENCY THE GOVERNOR.
(1) THE HON'BLE SIR HENRY BLISS, K.C.I.E.
(2) THE HON'BLE MR. GROSE, C.I.E.

Bill to consolidate and amend the law relating to the Post Office in India.

FOR ORDERS.

In its letter printed in G.O. No. 970, Financial, dated 22nd November 1897, the Govt. of India requested that it might be favoured with an expression of the opinion of His Excellency the Governor in Council on the provisions of the Bill to consolidate and amend the law relating to the Post Office in India and with the opinions of the Hon. the Judges of the High Court and of such selected officers and other persons as the Governor in Council might think fit to consult on the subject. The views of the High Court, the Advocate-General, the Chamber of Commerce and the Trades Association were called for. The latter has not yet replied but as India wants the opinions by the 1st February the papers are submitted without the opinion of the Association.

2. From the Statement of Objects and Reasons it will be seen that the present Bill proposes to supply the defects and omissions which have been brought to notice in former Post Office

G.O. No. 970, Finl., d/ 22-11-97. Q
,, 4, ,, 5-1-98 A

Act, XIV of 1900, and to confer the protection and powers which have been found necessary in the extension and increase of postal business. It includes within its scope postal insurance, the value payable post, and the Post Office money order system, and declares the liability of Govt. in respect of these matters. The bill is to a large extent an enabling bill, reserving to the Govt. of India the power of dealing by rule with numerous questions of postal practice and procedure affecting the public.

3. The Member of Commerce approved the bill; the Hon. Mr. Justice Moulton sees no objection to it, while the Hon. the Chief Justice and Justices Shephard, Subramania Aiyar and Benson have no remarks to offer. The Acting Advocate-General, however, notices certain important points with reference to secs. 1, 3 & 4 of the bill which are dealt with seriatim below:-

4. SECTION 1 (Short title, extent, application and commencement). With reference to clauses (b) and (c) of sub-section (2) the Advocate-General refers to his remarks on the wording of the corresponding clauses in the Indian Stamp Act Amendment Bill, wherein he laid stress on the practical importance of defining the expressions "British subject" and "Native Indian subject" or "her subjects" and stated that in the absence of such definitions the expressions are not likely to

printed in G.O. 1827, Jd^l, 27/31-12-97

I do not see, however, how the magistracy are likely to make any mistakes on the point in administering this act. There is no difference as to whether subjects of Native States residing in B. India are British subjects or not. So long as there is a transmission of the law by them they come in jurisdiction.

The Adv. Gen. is right about this. Mistakes will be common if men are misguided only by the use or non-use of capital letters. Why, in s. 22(1) capitals are used in one place and in another, though "post office" has the same meaning in both cases.

And Capitals & Small letters initials are very likely to be mistaken in reading, writing, or printing. — as in Sec 23(2)

This is an important point wh. the Leg. Dept of India can hardly have noted.

be understood correctly by the majority of the magistracy, there being several Indian subjects of Native States who reside, and are even domiciled, in India without, however, being domiciled as British subjects.

5. SECTION 2 (Definitions). Clauses (n) and (k) refer to the same expression "Post Office" used in two different senses. In which of the two senses the expression is to be understood depends upon whether the words "Post" and "Office" have their initial letters in capital or small letters. But the Advocate-General points out that under section 20 of the General Clauses Act, 1897, the two expressions will have to be construed in the same sense when they occur in the rules framed under the Post Office Act and there is further the risk of the two words not being written or printed in capital letters or small letters, as the case may be, according as the expression is intended to be used in the one sense or the other. The Advocate-General's suggestion to substitute in clause (k) the words "Postal Department" for the words "the Post Office" seems to be a good one and would obviate the ^{foregoing} objections. ~~above noticed~~.

6. The Advocate-General considers that it is important that the term "letter" should be defined in sec. 2 of the Bill as the exclusive privilege of the Governor General in Council is

The definition is not an easy matter & that better be left to India. There are many letters wh. are not in writing & many ^{which are} not sent by letter post but by book or parcel post.

"written" covers, of course, printed "AA". The binding
"lithographed" to vide Act 8 of 1897, s. 3(50). The binding
of letters by book or parcel post is an exception which is al-
ways by the
rules.

I question the advisability of omitting the words "by just," especially as the word "letter" is not defined.

The words "by post" seem right. There is no exclusive privilege of conveying them ^{otherwise} than by post.

It seems more important
H. S. K. 25

~~This is attached by 46.~~

India will no doubt consider
all this, but it seems to me that
every purpose needed wd be served
by omitting the word "private" in T. 46.
I should suggest this. H.S.

I doubt

It may be better to forward
this without committing Govt.
to approval. The hearings are
not all easy to discern.

It would be better, I think, to in-
sert the words "separate or addi-
tional" before the word "here".
The case wd then be clear.

✓ 25

receiver thereof, sent by a messenger on purpose" is too narrow to cover certain cases (specified by him) and he would amend it as follows:-

"(b) Letters solely concerning ^{the} (private affairs of the sender, bearer or receiver thereof, or of any person in whom any of them is interested, sent by a messenger on purpose". Further, he proposes that two new clauses should be inserted between (b) and (c) to the following effect:-

"(1) Letters from or to a public servant, as defined in the I.P.C., in his official capacity, sent by a messenger on purpose.

"(2) Letters or articles intended for publication in a newspaper, not falling under clause (b), sent by a messenger on purpose".

3. Clause (c) of section 4 of the Bill refers to "letters solely concern-
ing goods or property, sent either by
sea or by land to be delivered with
the goods or property which the letters
concern, without hire, reward or other
profit or advantage & for receiving,
carrying or delivering them". The Ad-
vocate-General ~~proposes~~ proposes to omit the
~~last four~~ underlined words as the
letters referred to only accompany
goods or other property in regard to
the conveyance of which the State has
no monopoly and ^{the latter} would not generally
earn a separate remuneration.

It was apparently under this Act of Parliament that the system of boy messengers in London was rendered legal: there seems to be no objection to the A.G.'s proposal.

No objection but as there is no definition of the ~~for~~ words "post" & "by post", they might be taken to include ~~tho~~ any method of conveyance. Postage stamps are not essential to transmission "by post," for unpaid articles can be sent, & prepaid overland parcels are not stamped. The only definition of "post"

This is in fact I can think of is the means
 of a sort of machinery by wh. Govt. conveys
 Railway and letters & parcels for the public.
 the Kankas- In that case what more is
 "Simla Bank service! I needed?
 I don't
 require post. H.P. the word used in defen
 H.P. A.H. 29

in this behalf, to open or unfasten any
a newspaper or any book, pattern or
sample packet, in course of transmis-
sion by post, which he suspects to have
been sent by post in contravention of
any of the provisions of the Act.

Clause (3) of the same section states that any postal article known or suspected to be sent by post in contravention of the provisions of sec:19 or sec.20 may, if necessary, be opened and the article itself or its contents destroyed under the authority of the Postmaster General.

In the linked file will be found a memorial from the President of a public meeting held at Madras which, amongst other matters relating to the amendment of the Indian Penal Code and the Code of Criminal Procedure, now under consideration, refers to the provisions of sections 20 and 25 and contends that nothing can be more dangerous than to leave it to the discretion of a petty postal official to judge whether any newspaper or book contains anything seditious or defamatory and to detain it if he is convinced of the seditious or defamatory nature of it, ^{The memorialist adds} and that in the face of such a provision no complaints could be made about the non-delivery of any newspaper or book, nor can the proprietor of any newspaper or publisher of a book be sure that the

paper

* The opener is not
stated
Cmb

xx
The ultimate decision
would rest with the
higher authorities, or
better still impartial
or injudiciously detaining
hostile articles would be
permitted

paper of 1897 is...
will read...

Cms
26/11/98
27/1/98
Certainly
6/2
29/1/98

but above gives no instance
of any harm that has been done
in this way, & I never heard of
any. No change in the
outline of the Bill.

The change follows the English
law, and ~~on the other hand~~
India needs greater restrictions
in these matters than England,
& not less.

I see nothing to object to
in the remaining provisions
of the Bill.

At 22. 98.

[G
24
1,000-22-11-97.

Financial DEPARTMENT.

Papers to be read in Proceedings:-

Again G.O., No.	, dated	189 .
Again G.O., No.	, dated	189 .
Current No. 3801	of 1897, dated 30/11/97	, from the Supt. Govt. Press.
" " 117	" 1898, " 4/1/98	" " the Govt. Solicitor
" " 61	" " 6/1/98	" " Regt. App. Court.
" " 173	" 1898, " 18/1/98	" " the Chairman, Chamber of Commerce.

ORDER. No 122 of 10. 2. 98

Note Nothing has been said, as
to the Advocate General's
suggested amendment of the
provision in the concluding
portion of the proviso in
Sec. 4 (para: 9 of the
in order) Note It does not seem of
importance & may be
omitted. At 5-2-98
H. A. the Governor

The Government of India will be
addressed.
Cms 3/2/98
100 823 of 10. 2. 98
10. 2. 98

LETTER:- No 123.

To
The Secretary to the Govt. of India
Legislative Dept.

SIR,
I am directed to acknowledge
the receipt of your letter No. 1853,
dated 6th November 1897, inviting an
expression of opinion on the provi-
sions of the Bill to consolidate and
amend the law relating to the Post
Office in India.
2. I am to forward the opinion of
the officers and public bodies con-
sulted on the subject and to state
that the Madras Trades Association
which has been requested to favour
the Govt. with its views has not yet

reply to the reference.

3. His Excellency the Governor in Council concurs in the suggestions of the Acting Advocate-General in regard to the substitution of the words ^{the} "Postal Department" for the Post Office in ^{Section} ~~clause~~ 4(1) and the insertion of a provision similar to that in sec. 3 of Statute 34 & 35 Vic. Cap. 36 empowering the Governor General in Council to authorize either generally, or in the case of any particular person, letters to be sent conveyed and delivered otherwise than by post.

4. The Advocate-General's objection to clause (b) & (c) of ~~this~~ section 4 would in the opinion of the Govt. be met by the omission of the word "private" in the first clause and the insertion of the word "separate" or addition of "before the word "wire" in the second.

5. The Bill was published in English in the Port St. George Gazette on the 23rd November 1907.

MA 5.2.98

For Orders as to whether (1) the point raised by the AG. about the importance of defining the word "letter" - vide para 6 of the Note for Orders - need be mentioned in the draft and (2) the Govt. need commit itself to any opinion on the memorial of the public meeting refd to in the concluding part of the Note.

This has gone on separately without remarks
end

MA

First copy sent to Press.

Returned for signature.

Despatched in print.

READ AGAIN G.O. No. 139

DATED

PRESENT No.

Printed portion + C. N. 173 - A.

ENCLOSURES TO G. No.

ORDER OF GOVERNMENT

A

LETTER OF GOVERNMENT

A.

STATEMENT WITH DITTO.

NOT FILED UP, BEING MEANT FOR DESPATCH IN ORIGINAL.

N.B. -

A = Print in full
B = Not to be printed.
F = Print abstract only.
Q = Print heading only.

NUMBER OF COPIES REQUIRED.

Order complete. 110
Letter only. 110
Order complete with Letter. 15

For Press
Please send first only
two copies of the Enceps
of the letter for signature & despatch
7/12/98

Show me before despatch
7/12/98