

EIGHTEENTH
R E P O R T
OF THE
COMMISSIONERS
OF
Inquiry into the Collection and Management
OF THE
R E V E N U E
ARISING IN IRELAND AND GREAT BRITAIN.

(Dated 20th March 1829.)

POST OFFICE REVENUE, UNITED KINGDOM.

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XVIII.

TO THE RIGHT HONOURABLE THE LORDS COMMISSIONERS OF
HIS MAJESTY'S TREASURY.

THE EIGHTEENTH REPORT

OF THE

COMMISSIONERS

Appointed by the Acts of the 1st & 2d Geo. 4, c. 90, and 3d Geo. 4, c. 37, and continued by Commission under the Great Seal, for the purpose of inquiring into the Collection and Management of the Public Revenue arising in IRELAND, and into certain Departments of the Public Revenue arising in GREAT BRITAIN.

POST OFFICE REVENUE, UNITED KINGDOM.

Part I.

THE facility of frequent, punctual and quick communication, which the institution of the Post Office was calculated to secure, may be justly classed among the elements of profitable commerce. It is essential to the purposes of Government, and subservient to all the ends of national policy.

In this view, the establishment of the Post Office possesses a character distinct from, and an importance superior to, its title to consideration as a productive branch of the Revenue. Nor is its utility in this respect to be appreciated solely by the revenue derived directly from it, for it may be considered also as auxiliary to other branches of the Public Income.

But whatever distinction may be observed between the more general and primary purposes of this Institution, and its value separately regarded as an immediate source of Revenue to the Crown, it will be found that the same means may be employed to promote its several objects; and that in a prosperous state of the country, its productiveness, in a financial calculation, will be measured by the proportion in which, under judicious management, it is made to contribute to the interests, the conveniences, and the habitual indulgence of the community.

To prove the truth of this principle, it might be sufficient to refer to the immediate results of the well-known improvements introduced in the year 1784, upon the suggestions of Mr. Palmer, in the circulation of letters within the now United Kingdom.

Various causes have subsequently contributed to the vast progressive increase of the annual receipts of this Department, which in twenty years, dating from
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the adoption of Mr. Palmer's plan, were trebled, and have since become five fold their previous amount. But a general comparison of the extent of the accommodation afforded, and of the quantity of correspondence maintained through the Post Office at different periods, will establish the principle already assumed, that the growth of this correspondence (and of the attendant Revenue) naturally keeps pace with the amendment and extension of the means of intercourse, and with the increased wealth, commerce and prosperity of the country, and will show that this effect, although it may have been in some degree counteracted, has not been prevented by the restraints of augmented taxation.

In looking at the Post Office therefore with a view to its regulation as a Department of the Revenue, it is indispensable that attention be principally directed to its more important uses, and to the efficiency of its arrangements for the attainment of those purposes.

In the official constitution of the establishment of the Post Office, as well as in the diversity of its objects, there is a peculiarity to be observed which distinguishes it from all other Revenue Departments. The functions to be discharged in the superintendence and management of the Post Office are not confined to a vigilant assertion of the claims of the Crown, and a strict control over a regulated official expenditure. The restrictions which, for the maintenance of the Revenue, the law has imposed concerning the untaxed conveyance of Letters, raise an obligation on the part of the Crown to make adequate provision for the public exigencies in this respect; and in effecting this object, it falls within the province and the duty of His Majesty's Postmaster General to create, as well as to guard and to collect a Revenue. It is in the exercise of his powers to extend, or on the other hand to limit those facilities which constitute the sources of income in this Department, that the interests of the public generally are concerned, whilst, with a view to the Revenue, the use of this discretion in each case involves a two-fold consideration. In every attempt to meet the wants or the convenience of the public, by enlarging the opportunities of communication, a prospective and uncertain advantage must be sought by a present increase of expenditure, the continuance of which may be warranted or not by experience. In maintaining or in curtailing established means of intercourse, although regard must be had to present expense and present produce, the probability of indemnity, the possibility of advantage eventually to the Revenue, require also to be weighed in determining upon the expediency of continuing or withdrawing an accustomed accommodation to the public.

There is, therefore, in this Department, necessarily a speculative outlay of capital which will be profitable or prejudicial to the Post Office Revenue, according as it is governed or not by just calculations, and with attention to those changes of local and other circumstances, which occur from time to time, either to check or vary the current of correspondence, or to prescribe fresh channels or new methods of communication.

Hence the expenditure of the Post Office, which, from the very extent and nature of the services to be provided for, bears an infinitely higher proportion to its receipts than that of any other Department of the Revenue, demands consideration, not alone with reference to ordinary disbursements and charges for official remuneration, which are incidental to every branch of the public service, nor with a view limited to the economy observed in making provision for the expensive services which are peculiar to it, but as embracing also that discretionary application of funds for the advancement of the general objects of the institution, which is in effect the most important, as well as the most responsible duty to be performed in the superintendence of this Establishment.

In order to ascertain to what extent and with what success those objects have been by such means secured or pursued, it is not sufficient to be made acquainted with the views which may have been entertained, or the principles which may have been acted upon at different times in the management of this Department. It is necessary to trace those principles in their operation, by a review of the actual arrangements which have grown out of their application, for the purpose

of deciding whether the one and the other are conformable and co-extensive with the objects and the means of the Post Office Establishment; whether the Public and the Revenue mutually derive from it all the advantage that it is capable of affording. The necessity of some such general revision of the existing arrangements (not less than of the constitution and administration of this Department) has been for a length of time apparent, from the numerous and repeated references to Parliament on the subject of the Post Office communications. The applications to this authority would seem to indicate the actual insufficiency of the powers or the means of the Post Office Establishment to originate and carry into execution Improvements of great and obvious importance, which have been found practicable through the intervention of the Legislature. On the other hand, great expense has been incurred in particular branches of the service, at the sole discretion of the Postmaster General, where the objects of the enterprize have appeared in his judgment to justify the expenditure. It is important to remark, that whilst measures thus undertaken, whether by the authority and with the aid of Parliament, or solely upon the responsibility of the Postmaster General, for effecting partial improvements in particular instances, have not been suggested by, nor led to the establishment of, any general principle or system that might direct with uniformity the operations of this Department, they have tended to produce a vast, and, in a limited sense, a prejudicial inequality in the advantages afforded through the Post Office to different portions of the empire. Besides the great benefit and convenience of an accelerated correspondence thus partially attained, the Rates of Postage are made to decrease in proportion as such acceleration arises, from an abridgment of distance in the lines of communication established at the discretion of the Postmaster General; consequently the immediate interests of the Post Office Revenue are apparently opposed to improvements in the circulation of correspondence that might be effected by such means; and the charge of postage being levied at a higher rate in proportion as the routes so established are protracted by their circuitousness, the scale of taxation is unfairly enhanced by the comparative defectiveness in this respect of the course of communication in different parts of the United Kingdom. The influence upon the Revenue of the principle which governs this distribution, and its practical effect in regulating both the application of the tax, and the degree of benefit derived from the service, are separate considerations, which equally point to the necessity of a skilful and impartial adjustment, founded, as far as possible, upon general rules, in effecting those combinations which are necessary to perfect the circulation of the internal correspondence.

In another branch of the service, the multiplied occasions and channels of correspondence ever ten, created by a state of peace, and the growth of new relations, added to the astonishingly increased facilities and opportunities presented by the employment of the power of steam, have called for efforts and a degree of enterprize which were scarcely to be expected from an establishment conducted under the superintendance and the responsibility of an individual, in order to keep pace with the exigency, and by adequate arrangements to secure all the advantages that might flow to the Revenue, or to present all the aids that might be afforded to the public in the maintenance of this intercourse, to which an increasing commercial rivalry with foreign countries makes it most important that every practicable assistance should be extended. The objects embraced under an enlarged system of colonization, and the public charge growing out of that system, still further invite attention to a consideration of the means of advancing those objects jointly with the interests of the Revenue, by creating extending or improving opportunities of internal circulation in the distant possessions of the Empire.

On these grounds, in addition to those previously stated, it is manifest, that in any general view of the conduct of the Post Office, as it affects reciprocally the Public, the Revenue, and the higher interests of the state, the plan which defines, or should define, the extent and course of its circulation in all its branches, is most material to be considered as constituting the proper basis of all the operations and arrangements of this Department.

It is on this account the more deserving of remark, that preceding inquiries into the establishment of the Post Office, originated by the Crown, or by the

authority of Parliament, have been for the most part limited, agreeably to the terms of the instructions under which they have been conducted, to the official emoluments, perquisites and disbursements, with a view principally to a diminution of the expenditure and of the number of officers employed.

On these occasions no particular consideration appears to have been bestowed upon the application of the expenditure towards a direct increase of the receipts; nor does any attempt upon a comprehensive scale hitherto appear to have been directed, with this or with any more extended view, towards bringing up the general circulation to the level of those improvements which have been found practicable from time to time, and especially in recent instances, where particular interests and individual zeal, not favoured by any peculiarity of local circumstances to facilitate such undertakings, have led to more than ordinary efforts, or to the adoption of means not possessed by the Postmaster General, for giving effect to them.

The execution of a purpose so extensive must be admitted to be an object of national concern. Its accomplishment neither was to be expected from, nor should be permitted to depend upon, the casual exertions or suggestions of individuals, or classes of individuals, instigated by motives of personal interest, or by the pressure of positive inconvenience. To the influence of such causes, however, the actual progress of improvement unquestionably, great as it is known to have been of late years, is to be principally traced, and in the present constitution of the office of His Majesty's Postmaster General, a considerable co-operation in aid of projected amendments, to which, from these or other causes, the public find occasion to seek his necessary sanction and concurrence, is all that can be consistently exacted from this Establishment.

A just feeling of individual responsibility, a natural desire to avoid risk by enterprizes which may be supposed to be uncertain in their effect upon the Revenue, and want of power in some respects to ensure their success, would rather afford to His Majesty's Postmaster General grounds for confining his efforts and his attention to exigencies thus pressed from time to time upon his notice, than for spontaneously anticipating the general wants, by originating measures of universal application.

With respect to the competency of the Postmaster General to perfect improvements which may have been designed, it may be observed, that the example of Scotland, where the conditional bounty of Parliament, dispensed through the Commissioners of Highland Roads (though directed originally to other objects) opened facilities to the Post Office, which have been rendered available with advantage to the Revenue, and most beneficially to that country: and the results of the more recent legislative provisions in aid of the improved communication between London and Dublin, point to the obvious dependence of the operations of this Department upon the condition and management of the roads, and naturally direct attention to the impediments to general improvements that are frequently interposed by partial local obstacles (not arising from physical obstructions) which it is not within the powers at present annexed to the superintendence of the Post Office to obviate. The examples here referred to may suggest the means, as they enforce the necessity, of remedying this deficiency, and of regulating the whole circulation upon recognized general principles, applicable, under corresponding circumstances, indiscriminately to every portion of the United Kingdom.

It is, however, essential to the more perfect and beneficial management of this Department not only to establish such principles, but to provide for their application in practice, and still further to give sanction to a liberal exercise of discretion in originating unsolicited measures of probable public utility in every branch of the service.

Upon the most cursory comparison of the internal condition, and the external relations of the empire, now, and at the time of the establishment of the office of His Majesty's Postmaster General, the same provision for the superintendence of this Department will scarcely be considered equally well adapted to, and sufficient for the exigencies of, both periods, and the natural necessity of constituting a managing power adequate to the infinitely more extended scheme

of administration which the circumstances of the present times demand, will be self-evident.

From these preliminary observations, Your Lordships will deduce the view which we have taken of the Establishment of the Post Office in its connection with the general purposes of our investigation; the necessary scope, according to that view of an effectual inquiry into "the Collection and Management of the Revenue," obtained from it; and the principles that will govern the observations and suggestions founded upon the results of such inquiry into the actual administration of this Department, which will be submitted in the following Report.

THE subjects necessary to be comprehended in a Report extending to the different branches of service in the Post Office, may be classed under the following heads:—

- 1st.—The Circulation of Correspondence within the United Kingdom.
- 2d.—The Communications with the Colonies and Dependencies of Great Britain, direct and intermediate, including the internal Circulation of the Colonies.
- 3d.—The Communications with Foreign Parts, direct, and from the Colonies.

Under these heads respectively must be comprised the various arrangements that are peculiar to the different services to which they severally relate.

As from the distinct nature of these services, it will be necessary that each should be separately considered; and as the expediency of extending to the Post Office the principle which has been acted upon in all the other Departments of the Revenue, of constituting one system and power of management for the direction of the different branches of the Establishment in England, Ireland and Scotland, is peculiarly evident and urgent; in order to expedite this most desirable object, we have preferred avoiding the risk of delay that might attend the completion of an inquiry into the whole of the arrangements connected with the several divisions of the subject which have been enumerated above, and to adopt the more convenient as well as expeditious course of confining ourselves, in the first instance, to the consideration of the first of those heads; viz. The Circulation of Correspondence within the United Kingdom.

This portion of the general subject will necessarily include a threefold division, with relation to the separately constituted branches of the Establishment which now exist in England, Ireland and Scotland; with respect to which it may be also proper to remark that our inquiries have unavoidably taken place separately, and at different periods.

Before we proceed to treat successively, and in detail, of these several Branches of the Establishment, so far as relates to the proposed subject of this Report, we shall lay before Your Lordships a Comparative Statement, compiled from official documents, of the General Revenue and Expenditure of the Post Office at two distinct periods, namely, in the three years which preceded the commencement of the inquiries of our Commission, and in the three years ended on the 5th January 1827.

| Year ended 5th Jan. | — | ENGLAND. | | SCOTLAND. | | IRELAND. | | UNITED KINGDOM. | |
|---------------------|------------------|-----------|--------|-----------|-------|----------|--------|-----------------|-------|
| | | £. | s. d. | £. | s. d. | £. | s. d. | £. | s. d. |
| 1819 | Gross Receipts - | 1,841,689 | 7 8 | 189,690 | 4 1 | 177,833 | - 11 | 2,209,213 | 12 8½ |
| | Total Payments - | 553,434 | 5 10 | 30,037 | 9 10 | 127,450 | 10 11½ | 710,921 | 6 7½ |
| | Rate per Cent - | 27 | 10 11½ | 11 | - 1½ | 71 | 13 4½ | 31 | 10 9½ |
| 1820 | Gross Receipts - | 1,828,728 | 3 9½ | 188,126 | 6 2 | 177,439 | 5 5 | 2,194,313 | 15 4½ |
| | Total Payments - | 462,721 | 3 10½ | 41,439 | 10 4 | 125,006 | 8 11½ | 629,197 | 3 3½ |
| | Rate per Cent - | 25 | 16 - | 22 | - 6½ | 64 | 15 3½ | 28 | 18 0½ |

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(continued.)

| Year ended 5th Jan. | | ENGLAND. | SCOTLAND. | IRELAND. | UNITED KINGDOM. |
|---------------------|------------------|------------------|---------------|----------------|-----------------|
| (continued.) | | £. s. d. | £. s. d. | £. s. d. | £. s. d. |
| 1821 | Gross Receipts - | 1,774,473 - 7½ | 124,532 19 5½ | 173,490 17 -½ | 2,152,435 17 1½ |
| | Total Payments - | 481,153 1 2 | 43,395 5 6 | 111,822 12 -½ | 636,350 18 8½ |
| | Rate per Cent - | 24 8 6 | 23 9 4 | 64 9 8 | 28 9 9 |
| 1825 | Gross Receipts - | 1,850,100 5 7 | 125,516 11 6½ | 199,608 18 5½ | 2,255,220 15 7½ |
| | Total Payments - | 593,158 15 3 | 46,980 9 8 | 105,775 4 5½ | 665,914 9 4½ |
| | Rate per Cent - | 34 8 3½ | 34 - 5 | 49 12 3 | 26 12 6 |
| 1826 | Gross Receipts - | 1,654,220 17 2 | 206,029 4 11 | 207,177 14 5 | 2,167,367 16 6 |
| | Total Payments - | 514,660 9 8½ | 49,221 2 7 | 100,809 17 8½ | 664,707 10 - |
| | Rate per Cent - | 23 14 1½ | 23 18 3 | 45 1 7½ | 25 11 10½ |
| 1827 | Gross Receipts - | 1,979,115 17 10½ | 214,400 17 9½ | 207,757 6 11½ | 2,399,272 2 7½ |
| | Total Payments - | 591,452 19 6 | 50,517 3 7 | 115,247 17 10½ | 747,208 - 11½ |
| | Rate per Cent - | 27 9 0½ | 23 9 4 | 46 1 11 | 28 8 11½ |

This statement, which shows the progressive increase of the Post Office Revenue in the three last years, whereas in the three previous years which it includes there was a gradual decrease, exhibits the total diminution of the annual income from postage levied upon the public by disbursements defrayed out of it in each of those years. Hence it appears, that the amount disbursed under the direction and responsibility of His Majesty's Postmasters General in Great Britain and Ireland has, upon an average in the above period, exceeded £. 670,000 per annum.

The above statement shows also the rates of the charges of collection as they are represented in the official accounts; but with respect to these, it is necessary to remark, that a portion of the remuneration of many of the officers being derived from payments made, not out of the Revenue, but by the Public, which are not brought within the accounts laid before Parliament, those accounts do not show the real amount of the expense of conducting the services performed by the officers of this Establishment. An account furnished by the Post Office Department of pecuniary emoluments received in England not charged upon the Revenue, would warrant us in estimating these receipts at not less than £. 99,000 per annum. This mode of contributing to official remuneration by fees and perquisites, and its effects upon the service, will be subjects for remark hereafter. It is here sufficient to observe, that the addition of the above amount to the sums defrayed out of the income, would constitute a charge equal to £. 27. 1. 9½. instead of £. 25. 0. 1½. per cent (as it would appear to be from the above statement) for the collection of this Revenue in England. In adverting to the rates of the charges of collection (limited to disbursements out of the Revenue), as they are represented in the above statement, the attention of your Lordships will naturally rest upon the diminution of expense in the Irish Branch of the Establishment, the difference of the charge for collection in that country in the first and the last of the years comprised in this statement being equal to a reduction of not less than £. 25. 11. 5½. per cent. In England and in Scotland, on the contrary, the charges of collection appear to have experienced an increase; but in the former are included expenses incurred in the progress of erecting a New Post Office.

Upon a comparison of the aggregate rates of charge for the whole of the Establishments in the two series of years comprised in the above statement, a decrease will be observed in the latter, the average ratio being respectively as follows:

In the three years ended 5th January 1821 - - £. 28. 19. 4½.

In the three years ended 5th January 1827 - - £. 26. 17. 9½.

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This diminution (notwithstanding the charges which have been alluded to) would seem to be attributable to the recent introduction of a more vigilant and economical system of management in some Departments of the service, leaving the general collection, however, still subject to a rate of charge exceeding a fourth of the gross receipts.

Consistently with the views which have been stated in our preliminary observations, the possibility of further reducing the proportionate scale of the expense of this Establishment in its several branches, and the means of enlarging the sources of income, will form separate objects for consideration; and these will be treated in the order in which they are here mentioned in the following Report.

The expenditure of the Post Office, which is to be considered with reference to the first of these objects, may be divided under two heads; one, comprising all disbursements out of the Revenue for Remuneration or Allowances granted to persons in the employment of the Postmaster General, and all the expenses incident to what may be distinguished as the Official Establishment; the other, including all Charges, occasional or permanent, that arise out of the provision made by contract or otherwise for those extensive services, not of a personal nature, which are most material in the conduct of this Department.

Your Lordships will find, in the Appendixes to the present and subsequent Reports, distinct Returns, specifying the various officers and persons constituting the official establishment of the Departments of the Post Office in England, Scotland and Ireland. In the course of our observations upon each of the offices comprised in those Returns respectively, the details of the Expenditure distinguished under the first of the above heads will be brought under the notice of Your Lordships; and to this portion of the subject we beg to call your Lordships attention in the first instance, reserving for consideration subsequently the expenses falling under the second of those heads, and commencing, according to the necessary division already stated, with the English Department.

Appendix,
Nos 12, 13.

The Offices of which the Establishment in England is composed, appear, from the Official Returns, to be as follows:—

His Majesty's Postmaster General for Great Britain.
 Secretary.
 Surveyor and Superintendent of Mail Coaches.
 Solicitor.
 Inland Office.
 Foreign Office.
 Ship Letter Office.
 Returned Letter Office.
 Dead Letter Office.
 Letter Bill Office.
 Bye Letter Office.
 Receiver General.
 Accountant General.

Connected with and assistant in the business of the above offices, are the Inspector of Letter Carriers, Letter Carriers, Letter Bringers, Sub-Sorters, Receivers in London, Distributor of Vouchers, Checkers of Bags, Mail Mender, Mail Guards, Checkers of Coals and Candles, Police Officers, Porters and other servants.

TWO-PENNY POST OFFICE.

Comptroller.
 Sorting Department.
 Accountant.
 Collector.
 Letter Carriers.
 Receiving Houses in London.
 Architect.
 Riding Surveyors.

Appendix,

N° 15.

Ibid.

To the above list are to be added the Packet Agents and Deputy Postmasters in the country; of the latter of whom, 568 are remunerated wholly or in part by salaries charged upon the Establishment; and besides these Deputies, there are 3,059 Agents, or persons officially entrusted with the receipt and delivery of letters out of London.

Ibid.

The total number of persons employed in the business of the Post Office, in England alone, is stated to exceed 4,900.

POSTMASTER GENERAL.

§ Act, c. 10. s. 1.

Ibid. s. 1.

Irish Act,

23 & 24 Geo. 3.

s. 17.

BY different statutes prior to the Act of the 9th Anne, c. 10, separate Post Offices were established in England and Scotland. Under this Act, which, in allusion to these separate Establishments, sets forth that the "two Kingdoms" being since united, it is most likely that a correspondence by Posts will be "best managed and ordered for the public good by uniting also the said two Post Offices under one Postmaster General," the whole of the correspondence of England, Scotland and Ireland, and of all other her Majesty's dominions, was placed under the management of one officer, styled "Her Majesty's Postmaster General." By the Act of the Irish Parliament, 23 and 24 Geo. 3, c. 17, a separate Post Office was established in that country, and a new officer was created, under the style of "His Majesty's Postmaster General of Ireland." The principle which had been acted upon in the case of Scotland not having been applied to Ireland, however obviously expedient, upon the corresponding occasion of the legislative union of the latter country with England, the superintendence and control of the Post Office arrangements, in that branch of the empire, has since the date of the last-mentioned Act been no longer a part of the duties of the office here under consideration. The consequences have been, a want of consistency in the arrangements, and of co-operation in the executive branches, which have been unquestionably prejudicial to the common objects of the separate Establishments.

The office of His Majesty's Postmaster General in England is held agreeably to the statute under Letters Patent from the Crown. Your Lordships are aware, that for many years the office was enjoyed by two persons jointly, each receiving a salary; but that, in pursuance of a resolution of the House of Commons, this arrangement ceased in the year 1822.

Powers and Duties
 of the Postmaster
 General.

Appendix,

N° 1.

The Powers and Duties of His Majesty's Postmaster General are conferred and defined by various Acts of Parliament, and in his Patent: they consist principally—

In the settlement of posts, and the regulation of the conveyance of correspondence in and between all parts of the King's dominions, (with the exception already stated in regard to Ireland,) and with foreign countries.

In the appointment of such officers and servants as he shall think fit and necessary for the service.

In taking from all persons so appointed sufficient security for the faithful discharge of their respective trusts, and in the suspension and displacing of such persons according to his discretion.

In settling, allowing and causing to be defrayed out of the Revenue, such constant salaries or allowances, for the services of the said officers, as the Lords of His Majesty's Treasury shall first approve of; and, further,

In allowing all such incident or contingent charges as he shall, according to his best discretion, find necessary for the better carrying on of the service.

In giving the necessary orders and instructions in reference to the respective offices, trusts and employments.

In fixing in certain special cases the rates of the postage for the conveyance of letters.

In causing accounts of the accruing Revenue to be kept by an Accountant General, and payment thereof to be made into the Exchequer, agreeably to the statutable provisions, and to such orders as he may receive under the sign manual, and subject also to such orders as the Lords Commissioners of the Treasury may think fit to make concerning the management, ordering or government of the Revenue.

In consideration of the distinct appointment of a Receiver General by Act of Parliament, under the terms of his Patent, the Postmaster General is exempt from all responsibility for the Revenue, or for the officers appointed by him, "save only for his own voluntary defaults or misfeasances," and he is not required to give any security.

§ Acte, c. 10, s. 36.

Appendix,
N^o 1.

It is unnecessary to impress upon Your Lordships, by any more particular specification, the confidential nature and character of the trust reposed in His Majesty's Postmaster General, of whose duties we have given a sufficient general outline.

Within the period of our examinations, as will be seen on referring to the Appendix, the office has been held successively and solely by the Earl of Chester, by Lord Frederick Montagu, and by the Duke of Manchester, with an annual salary of £2,500, assigned under their respective Patents. No other emoluments are annexed to it; but by the constitution of the office, the privilege of appointing all the officers and assistants (with the exception of the Receiver General) is vested in the Postmaster General.

In the greatly enlarged scale of the present official Establishment, this patronage far exceeds what might be perhaps usefully allowed to the officer presiding over it, nor is the privilege subject to any adequate responsibility on the part of the Postmaster General. It has therefore, with the more propriety, been exercised in some of the branches of the Department, in concurrence with the Lords of His Majesty's Treasury.

The selection of persons qualified by character and ability to fill the numerous offices of this Establishment, in which intelligence, precision and strict fidelity are eminently requisite, is of importance proportioned to the difficulty of maintaining the necessary system of unremitting and minute superintendance over all the branches of a Department distinguished by the extent of its arrangements and the inevitable complication of its incessant business. The task of exercising such a superintendance over the increased and increasing interests of the Public and the Revenue in this Department with efficiency and success appears not to have been sufficiently appreciated or provided for. Considering the office of His Majesty's Postmaster General as an executive office, requiring scrupulous disinterestedness, a zealous regard for the public service, considerable skill and laborious attention in the discharge of the duties and the application of the powers annexed to it, whatever may have been the objections to a joint tenure of the office by two persons, the expediency of imposing the entire management upon a single officer would not seem to have been sustained by an adequate view of the multiplied objects of the Institution, the extent of the official Establishment, or the exigencies of the service. One consequence of an inadequate provision in this respect must necessarily be a delegation of the functions of the superior to subordinate officers, and this effect will be traced in the manner in which the duties of His Majesty's Postmaster General have been discharged. It would appear, from some of the evidence, that with respect to the personal attendance of the Postmaster

General for the transaction of business at the Post Office, a great alteration had occurred within the memory of some of the present officers. The Assistant Secretary states, that in the time of the Lords Chesterfield and Walsingham they used to be constantly at the Post Office, and to discuss matters with the Secretary at what was called "the Board;" that subsequently the practice has been to transmit papers daily to the Postmaster General, partly for his opinion, partly for his information; whilst the custom of holding "Boards," which is described now to consist in the Postmaster General being "attended officially by the two Secretaries," (that is, the Principal and the Assistant Secretary,) when he is occasionally present at the Post Office, has become almost obsolete. From the Report of the Finance Committee in the year 1797, it appears to have been represented to that Committee that it was not then the practice to hold Boards at fixed periods, but as often as any particular and urgent business required it, and that all official papers were laid before the Postmaster General daily, so that prompt and immediate attention was paid to the wishes of the public, and the exigencies of the service. At this time it seems Boards were less frequently held than formerly, in consequence of the daily communication of the business of the office to the Postmaster General by minutes and letters, on the back of which the Postmaster General gave directions of what was to be done.

The practice so described, which corresponds with the method at present pursued, of taking the sentiments of His Majesty's Postmaster General upon the matters submitted to him, is not in conformity with the recommendation of the Commissioners of Inquiry in their Report alluded to, in that of the Finance Committee, "That a Board should be held regularly once a week at least, for the purpose of effectually superintending the Management of this great Branch of the Revenue, and of checking the Expenditure thereof." A Board which, according to the definition of the Earl of Chichester, signified a meeting of the two Postmasters General at the Post Office, for the purpose of discussing some point, or making some inquiry that could not be otherwise made, can indeed no longer be held, since the Postmaster General is become a sole officer. The persons who are associated with him on these occasions, are merely ministerial officers; and his Lordship observes, that what is at present called a Board, "is any thing but a Board."

For the purpose of ascertaining with what regularity and to what extent the Postmaster General had given such limited personal attendance at the Office, we endeavoured to procure a Return of the number of Boards held within the last ten years; but from the reply to this requisition, we learned that no record of such attendances had been kept.

From the general absence of the Postmaster General from the Post Office, and the unavoidable delay which arises from the ordinary practice of communicating with him elsewhere, it would necessarily result, that a degree of discretion should be exercised by the officer next in rank, and present at the office not properly appertaining to his official station. Accordingly the execution of the most confidential duties on special occasions has devolved upon the Secretary. In the suspension of officers, in answering complaints, in deciding upon cases where delay might be prejudicial, besides disposing of the great mass of what may be considered ordinary business, it has become the province of the Secretary (and in his absence of the Assistant Secretary) to act upon his own judgment, and to have his own orders carried into execution, subject to the eventual confirmation or reversal of them by the Postmaster General.

The practice of dispensing with superior authority has indeed been carried so far as to lead to a correspondence with the public being carried on by a subordinate officer (the Superintendent of mail coaches) at his own discretion, in cases which may be considered by him not to be of sufficient importance to be brought under the notice of the Postmaster General or the Secretary, and in the absence of this officer, which, from the general nature of his duties, may be frequent, such a correspondence has been carried on through the medium of a clerk.

Under such an established course of proceeding, the authority and judgment of the Postmaster General could be for the most part directly exercised only in cases to which his attention should be directed by necessity, or owing to special circumstances

Report of Select Committee of Finance, 1797, p. 182.

Report of Commissioners of Fees and Gestions, 1788.

Appendix, N^o 07.

Id.

Appendix, N^o 4.

Appendix, N^o 07, 70, 74.

Appendix, N^o 76.

Appendix, N^o 80.

circumstances, or as involving a greater responsibility than the subordinate officers might be willing to incur without his Lordship's previous sanction.

In the ordinary routine, the interference of the Postmaster General, with respect to applications and complaints submitted for his decision, appears to have consisted in signifying his approbation or disapprobation of the course suggested by the Secretary to be pursued in each case; and, generally, the task of devising and originating measures of necessity, improvement or economy, seems to have been, in a great degree, confided to departmental officers with the concurrence of the Secretary.

With respect to the establishment of Post Towns, or places for the receipt and delivery of letters, one of the most important occasions for the exercise of the powers of the Postmaster General, our observations will be rendered more intelligible by being connected with the explanation which it will be necessary to offer in a future part of this Report, of the provision made for the circulation of correspondence through the offices out of London; but it may be proper here to remark, that however willingly requisitions and suggestions proceeding from the public on this head, have been entertained by the Secretary in the usual course of office, there is no sufficient evidence that the attention of the Postmaster General has been bestowed to anticipate such applications by an unsolicited exertion of his authority, in extending the arrangements for the circulation of correspondence to meet the growing exigencies, or to conform to altered circumstances.

Over the expenditure of the Establishment a certain control must be presumed to have been exercised by the Postmaster General, inasmuch as it is stated that every expense is incurred under his authority, and every payment must be warranted by his signature; but the evidence of the Earl of Chichester does not enable us to state, with satisfactory precision, what degree of security, or other advantage, may have been derived from any personal investigation by his Lordship of the accounts of the expenditure submitted for that sanction. The examination of these accounts is represented to be amongst the duties of the Secretary's office, in which the warrants are prepared, and then laid before the Postmaster General, between whom and the officers in whose departments expenses have been incurred, or whose duty it may have been to check the charges brought forward, there does not appear to have been any established communication otherwise than through the Secretary.

In like manner all contracts are submitted through the Secretary, and receive their ratification from the Postmaster General; but, upon the whole, it has not appeared to us that either in incurring or controlling disbursements, the authority which the Postmaster General possesses has been actively interposed to such a degree, and in such manner, as would be consistent with a beneficial exercise of his functions, and the magnitude of the expenditure of the Establishment.

We concur in the view taken in the Report of the Commissioners already alluded to, of the situation of, and the service which should be expected from, those to whom the direction of this Department is confided. "The trust reposed (they say) is great; so is the patronage attending it; and it is not unbecoming those of the highest rank to see to the improvement and due regulation of so productive a source of revenue over which they are appointed to preside." "As payment cannot be made for any service without their warrant, before such is granted, they should be perfectly satisfied of the propriety of the expenditure, and that it has been made with due attention to the public interest, to which end the Accountant General will be found a most useful assistant, who ought to be responsible for his reports, and for the correctness and authenticity of the accounts which he certifies."

From the details which we shall have to lay before Your Lordships, in noticing the actual distribution of the duties, and the authority exercised in the several offices, Your Lordships will more fully perceive how far the effective management of the Post Office Revenue has resided in His Majesty's Postmaster General. The same information will enable Your Lordships more satisfactorily to judge of the necessary extent of an efficient superintendance over this Department, and consequently to decide upon the propriety of making more suitable provision for that purpose. In the succeeding Report, wherein the establish-

Appendix,
N^o 67.

Appendix,
N^o 70.
Appendix,
N^o 67.

Appendix,
N^o 74.

Report of Commissioners of Fees and
Gratuities, 1768.

ment of the Post Office in Ireland will be brought under view, the grounds for including the whole of the United Kingdom under such a provision by a consolidation and union of the powers of management now vested in distinct authorities will be found more particularly stated. On this point, therefore, we reserve the specific recommendations, which we shall in the sequel submit for Your Lordships consideration.

SECRETARY'S OFFICE.

THE Establishment of the Secretary's Office, and the Emoluments of the respective Officers and Clerks are as follows:

| | SALARIES. | | | Other Emoluments. | | | TOTAL SALARIES and EMOLUMENTS. | | |
|---|-----------|----|----|-------------------|----|----|--------------------------------|----|----|
| | £. | s. | d. | £. | s. | d. | £. | s. | d. |
| Secretary - - - - - | 500 | - | - | - | - | - | } 4,965 | 6 | 4 |
| For special services - - - - - | - | - | - | 700 | - | - | | | |
| Compensation for sending Newspapers to the Colonies - - - - - | - | - | - | 2,665 | 6 | 4 | | | |
| Temporary Compensation, in lieu of House, &c. - - - - - | - | - | - | 400 | - | - | | | |
| Assistant Secretary - - - - - | 800 | - | - | - | - | - | 800 | - | - |
| Temporary occupation of unfurnished Apartments. | | | | | | | | | |
| Stationery. | | | | | | | | | |
| Chief Clerk - - - - - | 500 | - | - | - | - | - | } 580 | - | - |
| Fee Fund - - - - - | - | - | - | 80 | - | - | | | |
| Private Postage. | | | | | | | | | |
| Stationery. | | | | | | | | | |
| Increase for length of service; viz. | | | | | | | | | |
| Under 20 years, £.500. | | | | | | | | | |
| Above - - - £.600. | | | | | | | | | |
| Six Senior Clerks, with increase for length of service; viz. | | | | | | | | | |
| Under 15 years, £.270. | | | | | | | | | |
| 15 to 20 - - £.350. | | | | | | | | | |
| Above 20 - - £.400. | | | | | | | | | |
| Private Postage. | | | | | | | | | |
| 1st Senior Clerk, at - - - - - | 400 | - | - | - | - | - | } 629 | - | - |
| As Registrar of Bonds - - - - - | 40 | - | - | - | - | - | | | |
| For franking Tax Office Letters - - - - - | 75 | - | - | - | - | - | | | |
| Secretary's Fee Fund - - - - - | - | - | - | 64 | - | - | | | |
| Waterloo Subscription Fund - - - - - | - | - | - | 50 | - | - | | | |
| 2nd, at - - - - - | 400 | - | - | - | - | - | } 551 | 16 | - |
| As Registrar of Bonds - - - - - | 40 | - | - | - | - | - | | | |
| In lieu of Apartments - - - - - | - | - | - | 10 | - | - | | | |
| Secretary's Fee Fund - - - - - | - | - | - | 101 | 16 | - | | | |
| Carried forward - - - - - | 2,755 | - | - | 4,371 | 2 | 4 | 7,126 | 2 | 4 |

| | SALARIES. | | Other Emoluments. | | TOTAL SALARIES and EMOLUMENTS. | |
|--|-----------|-----------|-------------------|-------|--------------------------------|-------|
| | £. | s. d. | £. | s. d. | £. | s. d. |
| Brought forward - - - | £. | 3,755 - - | 4,371 | 2 4 | 7,126 | 2 4 |
| 3d Senior Clerk, at - - - | | 400 - - | - - - | - - - | } 469 | 19 3 |
| Secretary's Fee Fund - - - | | - - - | 64 | - - | | |
| Poundage on Parliamentary Grant - - - | | - - - | 5 19 | 3 | | |
| 4th, at - - - - - | | 400 - - | - - - | - - - | } 514 | - - |
| Secretary's Fee Fund - - - | | - - - | 114 | - - | | |
| 5th, at - - - - - | | 350 - - | - - - | - - - | } 444 | - - |
| For Indexing Official Books - - - | | - - - | 30 | - - | | |
| Secretary's Fee Fund - - - | | - - - | 64 | - - | | |
| 6th, at - - - - - | | 270 - - | - - - | - - - | } 451 | 15 - |
| Secretary's Fee Fund - - - | | - - - | 86 | 10 - | | |
| Proportion of Treasury Grant - - - | | 90 - - | - - - | - - - | | |
| Gratuity from Lloyd's - - - | | - - - | 5 5 | - - | | |
| Seven Junior Clerks, with increase for length of service; viz. | | | | | | |
| Under 3 years | £. 90. | | | | | |
| 3 to 7 - - | £. 110. | | | | | |
| 7 to 10 - - | £. 150. | | | | | |
| Above 10 - | £. 200. | | | | | |
| Private Postage. | | | | | | |
| 1st, at - - - - - | | 200 - - | - - - | - - - | } 232 | - - |
| Secretary's Fee Fund - - - | | - - - | 32 | - - | | |
| 2nd, at - - - - - | | 110 - - | - - - | - - - | } 192 | - - |
| Secretary's Fee Fund - - - | | - - - | 32 | - - | | |
| Proportion of Treasury Grant - - - | | 50 - - | - - - | - - - | | |
| 3d, at - - - - - | | 90 - - | - - - | - - - | } 140 | 16 - |
| Secretary's Fee Fund - - - | | - - - | 20 | 16 - | | |
| Proportion of Treasury Grant - - - | | 30 - - | - - - | - - - | | |
| 4th, at - - - - - | | 90 - - | - - - | - - - | } 136 | 14 - |
| Secretary's Fee Fund - - - | | - - - | 19 | 4 - | | |
| Proportion of Treasury Grant - - - | | 27 10 - | - - - | - - - | | |
| 5th, at - - - - - | | 90 - - | - - - | - - - | } 107 | 12 - |
| Secretary's Fee Fund - - - | | - - - | 17 | 12 - | | |
| 6th, at - - - - - | | 90 - - | - - - | - - - | } 96 | 18 - |
| Proportion of Treasury Grant - - - | | 6 18 - | - - - | - - - | | |
| 7th, at - - - - - | | 90 - - | - - - | - - - | 90 | - - |
| | £. | 5,139 8 - | 4,862 | 8 7 | 10,001 | 16 7 |

The following is the general description of this office which we have received from the Secretary:—"The Secretary's office is the regulating and controlling office of the whole Department, and from the nature and constitution

Appendix,
N^o 5.

"stitution of the Post Office, is in daily and constant correspondence with all ranks and classes of the public. All subjects connected with the Posts throughout the country, in its domestic and foreign relations, and in the Colonies, are discussed and arranged in the Secretary's office, where the whole of the correspondence is carried on with the Surveyors, Agents and Deputy Postmasters. All warrants for defraying the expenditure of the General Post Office are made out in this office, which is also in the receipt of the whole of the Revenue collected by Deputy Postmasters at home and abroad.

"The business of the Packets (with the exception of the regulation of the Falmouth station, recently transferred to the Admiralty) is transacted here.

"One of the Secretary's clerks is in attendance night and day to receive and forward public and private expresses, and to be in readiness for all emergencies."

This summary of the duties performed in the Secretary's office is consistent with the representation given under the preceding head, of the almost entire virtual delegation of the powers of the Postmaster General.

It may be explanatory of the present constitution of the Secretary's office to refer to the official arrangement connected with the general superintendance of the Post Office establishment which had subsisted prior to the succession of Sir Francis Freeling, the present Secretary, to this office, to which he was appointed prospectively, by the Lords Chesterfield and Leicester, in the year 1797.

It appears from the Report of the Commissioners of Inquiry, in the year 1788, that the appointment of Surveyor and Comptroller General, which was conferred upon Mr. Palmer, took away the executive duties of the office of the Resident Surveyor, then held by the present Secretary.

In the Report of the Select Committee of Finance, in the year 1797, it is stated, that the duties of the Comptroller General, which office had then been abolished, were transferred to the Resident Surveyor, which office also is stated in the same Report to have been abolished, though its emoluments were retained by Mr. (now Sir Francis) Freeling, who had been appointed "joint Secretary," and "to succeed to the office of sole Secretary upon the demise or resignation of Anthony Todd, Esq."

By the former of these events, the sole Secretaryship devolved upon Sir Francis Freeling, the year after this nomination, but even prior to this reversionary agreement, whilst he was "Principal and Resident Surveyor," Sir Francis Freeling states that he conducted the greatest part of the correspondence of the Secretary's office.

It deserves to be remarked that both the offices above alluded to as having been abolished were altogether distinct from that of the Secretary. The Comptroller General, as well as his Deputy, was required to reside at the Post Office. They were in constant attendance, for the purpose of regulating the mode of conducting the business in general. The performance of the duties of his office, which embraced the management of a very important branch of the correspondence, and the determination, with the approbation of the Postmaster General, of all additions to or alterations in the circulation of the correspondence, as well as a certain control over the accounts, is stated in the Report before alluded to, to have occupied the whole of the time of the Comptroller General; and the attendance of his Deputy is said to have been from six in the morning until nine at night. Since the nomination of Sir Francis Freeling under the arrangement already mentioned, the whole of the duties of these discontinued offices are stated to have merged in the Secretary's office, including that portion of them which is executed by the Surveyor and Superintendent of mail coaches, who appears to be considered as a member of the Secretary's office.

It would appear, from the evidence of Sir Francis Freeling, that this combination of duties in the department of the Secretary was owing to some supposed incompatibility of the powers of the Comptroller General with those of the Postmaster

Report of Commissioners of Inquiry, 1788.

Report of Select Committee of Finance, 1797, p. 208.

p. 170.

Appendix, N^o 3.

Appendix, N^o 72.

Appendix, N^o 74.

Appendix, N^o 76.

Postmaster General, and to his own competency, aided by a knowledge of the plans of Mr. Palmer, and of the arrangements which had been made in furtherance of them to carry on the business.

Hence the present constitution of the Secretary's office may be presumed to have been framed, in some degree, with reference to considerations of a personal nature, and to have been adapted rather to the qualifications of the particular officer who was appointed to it when thus constituted, than to the characteristic and more limited duties of this office as previously established.

The principal points requiring notice in treating of the office of the Secretary upon its actual footing, and with a view to its modifications in some respects, are, his powers, the attendance given in the office, the duties and distribution of them, the emoluments of the several persons on the establishment of this office, the extent of the establishment.

The Secretary has not, by virtue of his office, any power except that of franking. The necessities of the service, and the habitual absence of the Postmaster General have, however, made it indispensable, both with a view to the convenience of the public, and the maintenance of the proper discipline in the official establishment, that this officer should individually exercise a discretion and a control, constant or occasional, in all that concerns the conduct of the business of the Department. Sir Francis Freeling states, that in every case of emergency he should act to the best of his ability, subject always to the revision of the Postmaster General; but that he does himself use a judgment as to the necessity of calling on the Postmaster General or not for the exercise of his opinion, considering it his duty, whenever he has the least doubt, to place the circumstances before the Postmaster General. In this course of proceeding, it must naturally, and to a certain extent necessarily happen, that the authority of the Postmaster General is frequently anticipated; and generally his participation in the management of the Establishment may be stated to have consisted in giving his formal concurrence to what has been done or recommended by the Secretary, rather than in prescribing rules or measures to be adopted as the result of an unsolicited or uninfluenced exercise of his own judgment in the administration of the powers which are vested in him alone. Although, therefore, the Secretary properly possesses no independent authority, Sir Francis Freeling is not without grounds for stating, that practically "the Secretary's office is the regulating and controlling office" of the whole Department of the Post Office.

Powers of the Secretary.

Appendix, No 70.

In recommending that the duty of general control and superintendence in this, as in all similar Departments, should be separated from ministerial functions, we shall hereafter propose to your Lordships a different mode of administering the necessary powers.

Sir Francis Freeling states his own attendance in the office to be "on an average about seven hours in a day, one day with another, all the year through. Sometimes I am there eight or nine in the course of the day, and sometimes longer."

Attendance, Appendix, No 70.

The evidence of the Assistant Secretary is, that his attendance is constant; that, being resident upon the spot, he is generally in his office shortly after eight o'clock, and rarely leaves it till after six.

Appendix, No 74.

The customary hours of attendance for the clerks are represented by Sir Francis Freeling to be from ten till four o'clock.

Appendix, No 70.

In no Department is regularity and punctuality of attendance so material as in the Post Office. It seems, however, that one of the ordinary methods of securing this object has been only very recently adopted there. Sir Francis Freeling states, that within the last two years he has introduced in other offices as well as in his own, a regulation by which the parties are required to enter in a book the hour at which they come. The introduction of this practice is represented to have been strongly opposed by the minor departments. Sir Francis Freeling states, that he finds it "extremely useful," though in essential points it has done no good in his own office.

Id.

Approving altogether of the regulation proposed to be established, we think more certain means should be adopted to ensure its efficacy, since it appears

Appendix,
N° 70.

from the evidence of Sir Francis Freeling, that the Secretary's superintendance in this respect has been confined to a weekly inspection of the book kept in his own Department; that the enforcement of the rule elsewhere has been left to the officers who contended against its establishment; and that no general report on this subject is required to be made to him. It would seem indeed, from the evidence of the two senior clerks in the Secretary's office, that the practice of recording the attendance has never been permanently or uniformly established in this office; and in that branch of the office which is under the management of the Chief Clerk (or Superintendent of mail coaches), it has not been introduced at all, as this officer states.

Appendix,
N° 75 & 77.

Appendix,
N° 81.

In the Secretary's office, and in some other Departments, the clerks are exempt from the liability which is incurred in particular offices to be fined for irregular attendance, and there are other differences affecting official discipline, and especially relating to the subject of attendance in the several offices, which it may be useful here to notice.

Appendix,
N° 70.

Idid.

Idid.

Sir Francis Freeling states, that he has the "permission of the Postmaster General to give the clerks" (in his own office) "a certain time for recreation, and they agree to discharge among themselves the duties of their absent brother; consequently there is no stoppage." This is an exception from the rule of some other offices, in which, as Sir Francis Freeling states, "when an officer is absent, whatever the cause may be, he is obliged to furnish his substitute at a regular and fixed allowance." The application of this rule, as appears from the same evidence, was, until a recent period, so absolute and indiscriminate as to admit of no exception, whether the absence was occasioned by illness, for pleasure, or any other cause; and it would seem to have been only within the last three or four years that proof of incapacity from illness to attend had been "taken into consideration; and where the case has been an afflictive one, where there has been a family and poverty pleaded, the Postmasters General have generally paid for that substitute out of the Office Funds."

Appendix,
N° 70.

Idid.

A defect of still more importance to the general system of official discipline than that which establishes a principle of unequal treatment between persons similarly placed, or of equal rank in the same Establishment, or than that which inflicts a penalty for unavoidable misfortune, is to be found in the operation of this system of stoppages in the case of absences. According to the rule heretofore established, a clerk suspended from his situation for misconduct, or wilfully absent, was subjected to no greater penalty than the fixed allowance which a meritorious officer, absent by necessity (and with permission in some of the Departments) would equally have paid for providing what is called a substitute to perform his duty. It is obvious that a system which recognized the allowance of the greater portion of his emoluments to an officer during a period of wilful neglect, or whilst his services were even rejected on the ground of improper conduct, must afford temptation to abuse. Sir Francis Freeling himself, in his evidence, observes upon this practice, "Suspension from duty only, would form almost an encouragement to an offence, it is so slight."

Appendix,
N° 70.

This continued to be the established system of the office until very recently, when Sir Francis Freeling states, upon his suggestion, the Post Master General agreed, that in future, "where there was a suspension, it should be a suspension from the whole of the office, both duty and pay."

It was before observed, that the system of stoppages has not extended to the Secretary's office, on the ground, that in this office the custom of employing substitutes does not prevail. On the one and the other of these practices we shall state our opinions, in treating of those offices in which their actual operation must be necessarily observed upon, and may be more fitly explained.

It may be right here to remark, that Sir Francis Freeling being permitted to appoint the clerks in his own office, it is reasonable to suppose that he possesses an influence over them which may be sufficient for the purposes of discipline, and of securing their due attendance, without resorting to rules which might have been necessarily established in other branches of the Department.

It will not fall within the principle of our recommendations, that such a privilege should continue to be annexed to a subordinate officer; and it will

be

be amongst our objects to introduce, as far as possible, a system of regulations equally affecting the officers and clerks of corresponding ranks in all the branches of the Establishment, both as regards their attendance and their general services, as well as their immunity from pecuniary penalties or other restraints.

As connected with the subject of the attendance given in this office, it is necessary to remark, that by the indulgence of the Postmaster General, Sir Francis Freeling has been allowed, since the year 1816, to reside at a considerable distance from, instead of at, the Post Office. Although this arrangement (to which we shall have occasion to recur) has continued so long, Sir Francis Freeling considers it as temporary, a house having been allotted for the residence of the Secretary in the plan of the New Post Office. In consequence of the above arrangement, Sir Francis Freeling states, that he receives dispatches at his own house every night, of any thing which may occur after he has left the Office. Very frequently, he adds, circumstances occur which make it necessary for the Assistant Secretary (who resides at the Post Office) to communicate with him; perhaps there are letters from the Treasury, or letters of emergency which are sent to him; and frequently answers to these letters are sent the same night, or prepared for the morning.

Appendix,
N° 70.

The evidence here particularly adverted to, affords examples of the independent authority exercised by the Secretary; and suggests at the same time the convenience that would result from the residence at the Post Office of an officer competent to meet directly such emergencies as are alluded to, and whose presence would supersede the necessity of a constant and distant intercourse maintained with a view to the dispatch of business, and the proper conduct of the Department.

The business transacted in the Secretary's office may be noticed under three heads:—

- 1st.—The Correspondence and Communications held with the Public.
- 2d.—The Correspondence with, and the control exercised over the various Officers and Agents belonging to the Establishment.
- 3d.—The Superintendance and control of the Receipts and Expenditure of the Establishment.

The first of these comprehends representations and remonstrances concerning existing or proposed arrangements for the circulation of correspondence at home and abroad, and all inquiries and complaints with respect to mis-sent letters or other official inaccuracies and irregularities, real or alleged. On these subjects, personal applications officially made at the Post Office are entertained by the Secretary, or the Assistant Secretary, or in some cases by clerks.

Official Communications with the Public.

The extent of this miscellaneous correspondence with the public, Sir Francis Freeling represents to have become "at least ten fold what it was" when he first knew the office. He observes, "There is scarcely a man who travels who has not something to suggest. The public is greatly served by this, but the duties of the office are greatly increased," it being the rule, as Sir Francis Freeling states, to answer every letter that is received.

Appendix,
N° 70.

In cases of applications from public bodies or individuals, for the establishment or improvement of Post Office communications, the official routine appears to consist in a reference to the Surveyor, or other proper officer, for the purpose of collecting such information and opinions as the Secretary may deem relevant. This correspondence is conducted without the interference of the Postmaster General, to whom eventually the result is to be submitted for his decision, in a report from the Secretary upon the cases. Complaints from the public also are inquired into by the Secretary; but where they appear to him not to be of sufficient importance, it is not the practice to bring the correspondence under the consideration of the Postmaster General, who is, however, consulted, and decides, as Sir Francis Freeling states, in every instance of grave accusation.

Appendix,
N° 74.

Appendix,
N° 68 & 74.

In this course of proceeding, the judgment of the head of the Department is sometimes dispensed with, generally anticipated by suggestions founded upon

the views offered by subordinate officers, and a confidence is placed in the Secretary beyond a reliance upon his discretion.

Your Lordships will, we think, concur in the opinion, that it is neither convenient nor expedient that important classes of the community, whose interests are materially affected by the regulations of this Department, should be precluded from all personal communication with the head of it; and that all representations from the public, which call for an exercise of discretion, not limited by official rules, are entitled to and should receive the consideration of the highest, and the responsible authority, who should in the first instance dictate the extent and nature of the inquiry, or other measures necessary to be taken to satisfy his judgment in deciding upon each case.

This course appears to us to be the more proper to be observed, because, in cases of the most concern to the public, those, for example, which relate to the state or alteration of the lines or means of communication, no principle has been (or can be universally) established, that would sanction a decision without reference to collateral circumstances; because it frequently happens in such cases, that conflicting interests require to be impartially weighed, and authoritatively decided upon, for the satisfaction of the parties, as well as for the public benefit, and because questions of expense are almost invariably incidental to the most important of the cases upon which it is the duty of the Postmaster General to pronounce.

The correspondence which may be classed under the second of the above heads, relates to the official arrangements, and the discipline and management of the Department in its various branches. A portion of the correspondence, however, that would fall within this description, is conducted in the office already alluded to of the Surveyor and Superintendent of mail coaches, who ranks as Chief Clerk in the Secretary's office, but whose situation with relation to this office is not very satisfactorily defined. The Assistant Secretary places this officer at the head of that branch of the Secretary's office which formerly had the superintendence of the general circulation of the country. He describes him as not being "a corresponding officer, except with contractors, or on any matters more immediately in his own department," with respect to which, he states the Postmaster General and the Secretary would not be consulted by the Superintendent, except in matters of importance.

Sir Francis Freeling states, that the Superintendent corresponds on the service of his own department with the contractors, and that all that correspondence is entirely with him, though no decision can be taken with respect to any alteration without superior sanction. It appears also, from his evidence, that the Superintendent (or Chief Clerk) is competent to entertain a correspondence upon subjects of arrangements or plans connected with the service of his own department; that he is in daily communication with the Secretary on matters arising out of the usual routine of business; that he prepares letters which are discussed between them upon mail coach business; and that he corresponds occasionally with surveyors (a class of officers connected only incidentally with the Mail Coach Establishment) on points which have been previously discussed relating to measures connected with mail coaches.

From the evidence of Mr. Perry (the Chief Clerk in the Superintendent's office), it would seem that the correspondence of the Superintendent is very numerous, and branches out into various subjects, comprehending all that is considered to regard the mail coaches, both with the contractors and the public; and that in the absence of the Superintendent he maintains a communication with him on the subjects of this correspondence, always referring to the Secretary upon any thing which he considers to be important.

From the examination of the Surveyor (or Chief Clerk) himself, Your Lordships will see that it is his practice to reply to letters addressed to him, sometimes by individuals of rank, referring to contemplated arrangements; and that in the progress of such correspondence there is no fixed rule for his communicating with the Postmaster General, or even with the Secretary. From a part of the evidence of Sir F. Freeling, this officer's correspondence might be supposed to be of less importance; and upon the whole, it does not sufficiently appear that the Secretary has a certain control over, or knowledge of, the actual extent

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Correspondence
with and control
over Officers and
Agents.

Appendix,
N^o 74.

Appendix,
N^o 70.

Ibid.

Appendix,
N^o 83.

Appendix,
N^o 81.

and particulars of the correspondence carried on in the office of the Chief Clerk or Superintendent of mail coaches, which it is to be observed could come under the eye of the Postmaster General only through the medium of the Secretary. On matters of account also, it appears, from the evidence of Sir Francis Freeling, that some correspondence is carried on by subordinate officers, which is not necessarily submitted to the Secretary, nor consequently to the Postmaster General.

Appendix,
N° 70.

The communication between the Secretary's office and the Surveyors, Deputy Postmasters and Agents, is necessarily constant and extensive. A considerable portion of this correspondence arises out of the remittances passing through the Secretary's office to the Receiver General (which will be adverted to hereafter,) and of this the Postmaster General has no cognizance, nor is it submitted to the Secretary or the Assistant Secretary.

The other correspondence of this description arising out of complaints or other representations, which is preliminary to the adoption or consideration of any proposed measure, though it may be eventually, is not usually in its progress brought before the Postmaster General, to whom the results are stated when it is considered necessary in a report from the Secretary.

Appendix,
N° 77.Appendix,
N° 81.

With respect to the method of conducting the correspondence upon matters which are brought under the view of the Postmaster General, it is scarcely necessary to observe, that his absence adds much to the labour of the Secretary's office: it creates a necessity for a report on each case submitted. The inconvenience of a written discussion, where the report of the Secretary may appear to the Postmaster General to be incomplete or inconclusive, is obvious: owing to this cause also, it is to be presumed the system in use in all similar Public Departments of making regular daily minutes of official proceedings, has been dispensed with in the office of the Secretary of the Post Office, where there is now no such established record of occurrences, nor of the instructions which may have been given by the head of the Department when occasionally present in the office, nor even of his attendance.

Appendix,
N° 76.

The nature and extent of the control exercised through the Secretary, over the branches of the Establishment out of London, will appear more fully in treating of the offices particularly connected with them. The general superintendence of the Secretary over the several Departments of the head office, is stated to consist in daily communications with the heads of most of them; it is not the habit of the Secretary to visit the offices, the heads of them being considered responsible for them; nor is there a daily report from each Department. The Inland, Foreign, and Ship-Letter Offices, Sir Francis Freeling states, make daily reports to him; and of these the first, comprising some of the information contained in the two others, is transmitted to the Postmaster General, for whose information, on special occasions, reports are made or required from all the offices.

Appendix,
N° 73.

Under the third general head of duties performed in the Secretary's office, the control exercised with respect to receipts and expenditure must be separately adverted to.

Superintendence of
Receipts and Ex-
penditure.

The moneys received in the Secretary's office on account of the revenue, consist of remittances from Deputy Postmasters, at home and abroad, for postage received by them, and from Packet Agents for passage money.

The first of these are required to be made at certain periods, and their amount is regulated according to a scale of "instalments," fixed with reference to the amount of revenue passing through the hands of the respective deputies. These remittances are conveyed through the Secretary's office to the Receiver General in the following mode: The remittances are all sent up by the Postmasters, addressed to the Secretary, and separately entered upon the bills; they are collected in the Inland Office, signed for by one of the officers there, and brought into the Secretary's office, when they are opened by a clerk, who enters the amount in a book, with all the particulars of the remittances. That book is sent with the money to the Receiver General, who initials every one of the

Appendix,
N° 74.

items as an acknowledgment that he has received it. The book is then sent to the Accountant General's office, where they make entries for the purpose of checking the Receiver General, and the remittances are acknowledged from the Secretary's office.

In this course of proceeding, as described by the Assistant Secretary, under whose immediate superintendance the business is considered to be placed, and in the reports of the Accountant General, the means of a sufficient check upon the amount and period of the Deputy Postmaster's remittances are to be found; but the regularity and punctuality observed must depend upon the vigilance used in the Secretary's office in enforcing the rule with regard to both. In illustration of the official practice, it may be useful to trace the conduct of this part of the business of the Secretary's office. At present it is wholly confided to clerks, by whom the letters containing remittances are received, opened and acknowledged, without being submitted to the Secretary or the Assistant Secretary. These clerks give no extraordinary security, although the duty entrusted to them is represented to involve a great responsibility; and in fact the amount thus annually transmitted through the Secretary's office, has been stated to us to be about £.1,100,000. Of the arrears of these remittances, the Secretary, or the Assistant, is represented to have no knowledge, otherwise than from the Accountant General, who, in the ordinary course of his duty, would report, after making up the quarterly accounts of the Deputy Postmasters. The routine of the Secretary's office would then be to dispatch successively three admonitory letters to a Deputy Postmaster reported in arrear. If these should fail to bring in the arrear, or a sufficient explanation, the Solicitor would proceed under instructions from the Secretary; but it is stated, that according to the general practice, it is not until a Deputy turns out so incorrigible a defaulter, that threats and proceedings of the Solicitor fail to procure payment, that his conduct is reported to the Postmaster General. Under this system, defaults of a Deputy Postmaster might pass unknown to the head of the Department, for a period limited only by the forbearance of the Secretary; or, on the other hand, professional proceedings may be resorted to at his unauthorized discretion.

Appendix,
N° 77.

Appendix,
N° 76.

Appendix,
N° 77.

Appendix,
N° 75.

Ibid.

14th Report, p. 26.

The transmission of remittances to the Secretary's office is arranged in a manner similar to what was the practice in the case of the remittances of Distributors in the Stamp Department; and with a view to secure their punctual and prompt delivery to the Receiver General of the Post Office, we should recommend the same modification of the arrangement, that were suggested in our Fourteenth Report for that purpose, namely, that the remittances should be daily brought under the notice of the head of the Department, by whom they should be transferred to the Receiver General, the Accountant General being at the same time put in possession of the necessary particulars affecting the accounts of the various officers concerned.

The delegation of the management of the correspondence to clerks should of course cease, and reports of all arrears should be made directly, and at stated periods, to the head of the Department, instead of the Secretary, as at present.

Appendix,
N° 74.

The remittances on account of passage money, and from packet stations, are forwarded through the Secretary's office in the same way, and to these therefore the preceding suggestion may be extended; the same means, however, of ascertaining the proper amount of the remittances from this source do not exist, and on this point we shall have to observe in a subsequent part of this Report. These remittances it appears, and those of Deputy Postmasters abroad, are acknowledged by the Assistant Secretary, and not by the Chief Clerk, as in the case of the Deputies at home.

Appendix,
N° 77.

Expenditure under
Warrants.

Your Lordships have seen it stated, that all warrants for defraying the expenditure of this Establishment are made out in the Secretary's office. This duty should of course be preceded in every instance by a satisfactory examination of the claim or charge for which the warrant is granted. The greater portion of the expenditure is comprised under heads of fixed allowances, or of expenses incurred under contracts, which limit their amount.

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The former, so far as they consist of salaries or wages of persons belonging to the establishments in London, are defrayed under warrants by the Receiver General; so also are the annual claims for superannuation or pension. With respect to these disbursements, the necessary salary—bills or lists are periodically prepared and checked in the Secretary's office: these are submitted, together with corresponding warrants, to the Postmaster General, by whom the latter are signed, as the authority to the Receiver General to pay the respective sums expressed in them.

The necessary precautions against undue payments of this class consist in ascertaining that the claimants are duly entitled, and in clerical accuracy in stating the allowances.

The information obtained from Sir Francis Freeling left some doubt of the sufficiency of the arrangement for preventing undue claims under the head of Pensions and Superannuations, which together constitute a charge of £. 19,000. per annum. Upon further inquiry, it was stated by the First Senior Clerk to be the practice to require a certificate to be produced at the Secretary's office prior to issuing a warrant. It would appear, however, to be a more satisfactory course, to require that all claims should be substantiated before making out the warrants for defraying them; and we cannot avoid pointing to the inference which must be drawn from the evidence above referred to, that the control over the claims of this description has not been exercised by the principal officers in the Secretary's office, whilst the warrant of the Postmaster General for the payment has been granted in anticipation of the proof of the justice and authenticity of the claims.

It may be proper here to remark, that the fixed salaries of the Deputy Postmasters, as well as their incidental claims, are comprised as credits in the accounts stated against them by the Accountant General. Sir Francis Freeling states, that a strict control on those claims is exercised by himself, with the assistance of the Surveyors; and the Postmaster General's warrant is requisite in each case as the authority for the Accountant General to admit them.

The actual account furnished to a Deputy Postmaster is never brought under the eye of the Postmaster General.

The disbursements out of the Revenue collected in the country, which are incorporated in those accounts, will be more particularly noticed in treating of the offices of the Deputy Postmasters and Surveyors; and under the head of Contracts, we shall offer such remarks as appear necessary with respect to the rates of the existing contracts, and the method of forming them.

The control over the expenditure incurred under Contracts, when it comes to be defrayed by warrants, or is provided for by credits given to the Deputy Postmasters in their accounts, should extend to the ascertaining that the work charged for had been performed, and that the sums allowed accord with the conditions of the contract. The most considerable of the ordinary charges of this description, that for the mileage claimed by mail coach contractors, is not checked in either of these respects by the Secretary, but rests upon the certificate of the Superintendent of mail coaches that the service has been performed, and the arithmetical examination of the Accountant General that the amount charged corresponds with the number of miles and the rates of mileage expressed in the accounts, whereupon the warrants are formally passed through the Secretary's office for the signature of the Postmaster General. The amount annually disbursed under this head upon the certificate of the Superintendent of mail coaches, may be stated at about £. 46,900. The same observation may be extended to other heads of charge, the warrants for which are not subject to any actual check in passing through this office.

We may refer Your Lordships more particularly to the evidence of the Chief Clerk with respect to the course of examination, which precedes the making out of warrants for different services in the Secretary's office. In some cases, an actual examination appears to take place under the direction of the Secretary, or the Assistant Secretary. In others, the accounts are admitted upon the responsibility of the heads of the Department, or other competent officers under whose superintendance the expense may have been incurred.

Appendix,
N^o 73.
Appendix,
N^{os} 26 & 26.
Appendix,
N^o 75.

Appendix,
N^o 70.

Appendix,
N^{os} 74 & 81.

Appendix,
N^o 31.
Appendix,
N^{os} 74 & 81.

Appendix,
N^o 75.

Appendix,
N^o 70.

Amongst the pecuniary claims which receive their sanction from the Secretary, one is adverted to in the evidence of Mr. Ross, principal clerk in the Letter-Bill Office, which does not appear to us to be subject to a suitable control; viz. the sums allowed in the accounts of the Deputy Postmasters for what is called Riding Work, amounting to about £.86,000 per annum. These allowances are made without the production of any voucher in proof that the work charged for has been done, or that the amount has been actually paid to the contractors.

Upon the whole, it appears to us that this most important duty of controlling the expenditure, in its various branches, may be put upon a more consistent and suitable footing, by removing it from the Secretary's office, and by requiring an active superintendence from the head of the Department, under such arrangements as we shall propose, with respect to the checks upon the details which should be established in the subordinate offices.

Sir Francis Freeling states, that the office of Secretary being filled by two persons, the duties are done upon an understanding that some particular branches of the service are to be attended to by the one, and some others by the other; and that there is a very large distribution of duties between the Secretary and the Assistant Secretary.

The branches described to be more particularly under his own management are, the Surveyors, the Postmasters, and the Public, as to their general correspondence, and partly with the Government Offices.

The Assistant Secretary states, that the particular branches of the business that are under his immediate care, are the Packets, the Remittances, the Accounts of Postmasters, the Correspondence with the Colonies and the Government Offices.

It would appear also, from the evidence of Sir Francis Freeling, that the Assistant is become the more frequent channel of personal communication with the Government Offices; and in the absence of the Secretary, the general superintendence devolves upon the Assistant, who then exercises the same powers as the Principal.

The apportionment of the duties amongst the clerks is described as follows by Sir Francis Freeling: "The duties of the Chief Clerk are generally to attend to subjects connected with Packets, Remittances, Correspondence with Government Offices and Agents and Postmasters abroad."

"The Duties of the First Senior Clerk are, to attend to matters relating to Newspapers, London Mis-sent Letters, Postmaster's Salary cases, and Correspondence of Charitable Societies, authorized by Government."

"Of the Second Senior Clerk, Remittances, Warrants, and Funds."

"Of the Third Senior Clerk, matters relating to Correspondence with Surveyors, Offices, and the Public, on business relating chiefly to the internal Posts."

"The Fourth Senior Clerk has the care of a part of the Papers, Minutes and Indices."

"The duty of the Fifth Senior Clerk relates to Missing Letters."

"And of the Sixth Senior Clerk, to Warrants, Accounts, and General Business."

"The seven Juniors are Entering and Copying Clerks generally; and one of them is on duty at the Post Office, in turn, all night: some of them are specially attached to the Secretary, and Assistant Secretary, others to the Seniors on the Remittances, Missing Letters, &c."

The division of the clerks, under which some are understood to be attached to the Secretary, and others to the Assistant Secretary, is explained as having arisen more from locality than any other circumstance, part being on one side of the building, and part on the other. The inconveniences of such a separation will be obviated in the New Post Office, and the union of the branches may help to facilitate the reduction of the number of clerks necessary to constitute the establishment of this office.

Your

Appendix,
N° 106.

Distribution of
Duties.

Appendix,
N° 73.

Ibid.

Appendix,
N° 74.

Appendix,
N° 70 & 73.

Appendix,
N° 70.

Appendix,
N° 73 & 74.

Your Lordships will remark, that, independent of the general control exercised in the Secretary's Department, much of the business performed in this office is of a nature peculiar to the Post Office Establishment, and not such as usually falls within the duties of a secretary's office; as, for example, attending to irregularities in the transmission of newspapers and letters, the investigation of alleged cases of missing letters, which is the principal employment of one senior clerk, assisted by a junior, and franking: the management of different funds and publications also is a part of the occupation of the clerks.

In attempting to reduce the business of this Department within its proper limits, we shall propose to transfer such of the details as soon connected particularly with the duties of distinct offices to those offices, and to simplify the functions of the Secretary, by confining them to the ordinary services of attendance upon the head of the Department, for the purpose of receiving and making the necessary minutes of all orders and instructions, the signifying of such orders, and the maintenance of the general correspondence under the immediate direction of the presiding and responsible officers of the Establishment.

Before we offer our opinion upon the assistance the Secretary may require for the conduct of his office, thus limited in its duties, it may be convenient to advert to the scale of remuneration at present established in this Department.

Your Lordships will observe, that, according to the preceding statement, the total emolument, consisting of various allowances at present enjoyed by the Secretary, is £4,565. 6. 4. per annum. Upon each of the items comprised in this sum, it may be proper to offer some remarks. The distinct charge as for salary, it will be seen is limited to the sum of £500, being the salary specified in the Minute of Sir Francis Freeling's reversionary nomination already referred to, as to be allowed on his succeeding to the office of sole Secretary, "in addition to his present exclusive privilege of sending newspapers and periodical publications to the West Indies, America, &c. and in conformity to Mr. Long's letter, dated 16th March 1797."

Emoluments.

Appendix,
N° 2.

The next head of the Secretary's emolument is an allowance of £700 a year, which Sir Francis Freeling states was given to him twenty-five years ago, "as a mark of distinction, and a reward for services which were at the time fully recognized and understood." We are unacquainted with the grounds of this special allowance, for which Sir Francis Freeling referred us to a correspondence with the Treasury, which is not before us; but to which, at this distant period, and as it is accessible to Your Lordships, it may be sufficient for Your Lordships information that we should allude.

Appendix,
N° 7.

A third payment to the Secretary is intitled, "Temporary Compensation in lieu of House, &c." Sir Francis Freeling's explanation of this arrangement will be found in his evidence. He states, that a part of his official residence being appropriated to official purposes in the year 1815, it was found expedient, under an authority of the Lords of the Treasury, to give him a compensation for the loss he had sustained by vacating his residence. At the same time he was permitted, as has been before mentioned, to reside at a distance from the Post Office, which led to the necessity of the Assistant Secretary residing on the spot; and accordingly certain rooms in the Secretary's house, which were not wanted for official purposes, and which, although not fit for the residence of the Secretary, the Postmaster General thought might answer the purposes of a temporary residence for the Assistant Secretary, were transferred to the occupation of this officer. The amount of compensation received by the Secretary on this account from the year 1815 to the year 1821, appears to have been £500. per annum. In the latter year it was reduced to £400, as Sir Francis Freeling states upon his own proposal, on the occasion of a reduction in the engagements for supplying coals and candles, at which rate it has since been paid.

Appendix,
N° 7.

Ibid.

We have already expressed our opinion of the inexpediency of the arrangement which dispensed with the residence of the Secretary at the Post Office. A suitable residence in an appropriate situation might probably have been provided at less expense to the public. And it must be remembered, that although the arrangement is represented to have been considered "temporary,"

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both as it regarded the Secretary and the Assistant, it has nevertheless been permitted to continue for more than twelve years.

The remaining item of the Secretary's pecuniary emoluments is intitled, "Compensation for sending Newspapers to the Colonies," amounting to £2,965. 6. 4. per annum.

As the emoluments of several officers on the Post Office Establishment arise either wholly or in part from the exercise of the privilege of franking newspapers and publications, it may be useful here to advert to the provisions of the law affecting the privilege in this respect which has been claimed and used in different offices.

4th Geo. 3, c. 24,
s. 1.

Under the Act of the 4th Geo. 3, c. 24, designed to prevent undue use of the official privilege of franking, all letters and packets directed to His Majesty's Postmaster General, or the Deputy Postmasters General for Scotland and Ireland and America, or to the Secretary of such Postmasters General, or Deputy Postmaster General, or to the Farmer of the Bye and Cross-road Letters, or to any of the Surveyors of the Post Office for the time being, were permitted to go free.

4th Geo. 3, c. 24,
s. 6.

Under the same Act permission was reserved to the clerks in the offices of the Principal Secretaries of State, and to certain officers in the Post Office for whom it had been usual to frank printed votes and proceedings in Parliament, and printed newspapers to be sent by the post, to continue to frank the same without covers or in covers open at the sides.

9th Geo. 3, c. 35,
s. 5.

The clerks in the office of the Principal Secretaries of State lost altogether under the above Act the privilege of franking, and receiving free letters and packets, in consequence of which, and of an alleged diminution of their profits from the reserved privilege with respect to newspapers, the Act of the 9th Geo. 3, c. 35, s. 5, charged the Post Office Revenue with £1,500 a year as compensation to those clerks. A further charge of £1,000 per annum, in

25th Geo. 3, c. 60,
s. 28.

favour of the same clerks, was imposed by the Act of the 25th Geo. 3, c. 60, in recompence for the loss supposed to have been sustained by them from the regulations respecting the transmission of printed votes and proceedings in Parliament, and newspapers, between Great Britain and Ireland, which had been introduced upon the establishment of a separate Post Office in Ireland, under the Act of the 24th Geo. 3, c. 6. These two sums compose the permanent charge of £2,500, which Your Lordships will find in the annual Parliamentary accounts of the Post Office, for the benefit of the clerks in the offices of the Principal Secretaries of State.

Irish Act,
24th Geo. 3, c. 6.

It is to the first-mentioned of the above Acts, and to an order in Council made in the year 1793, which, in fixing the establishment of the Post Office, is considered to have allowed the profits of a limited privilege of franking to continue annexed to some of the offices, that Sir Francis Freeling refers as the authority for the privilege which, up to a recent period, was used by him.

Appendix,
N° 71.

Sir Francis Freeling states, that he succeeded to the enjoyment of the privilege of franking which had previously appertained to the situation of the Comptroller of the Inland Office when he held the situation of Principal and Resident Surveyor, and that it was deemed a measure of economy to provide for the remuneration of this officer by these means in lieu of salary. Under an arrangement, which the evidence of Sir Francis Freeling does not enable us to explain, the remuneration to arise from this source appears to have been guaranteed to amount to £700 a year. When Sir Francis Freeling succeeded, as Your Lordships have already seen, to the Secretaryship, he was allowed, by the Minute of the Postmasters General, to retain "his present exclusive privilege of sending newspapers and periodical publications to the West Indies, America, &c." and a salary of £500 a year was annexed to the office. On referring to the evidence of Sir Francis Freeling, annexed to the Report of the Finance Committee in the year 1797, we find the following explanation on this subject:—

Appendix,
N° 9.

Report of Finance
Committee, 1797,
p. 204.

"My former office was abolished upon my present appointment, and I retain the emoluments of that office as a compensation for discharging the duties of my present situation. It is settled, in case of Mr. Todd's demise, that

"that

“ that I shall become sole Secretary, with a salary of £.500 per annum, in addition to the guarantee of £.700 a year, which I now receive. It is meant that these two sums in future shall become the total amount of the annual payment of the Secretary of the Post Office.” The effect of this arrangement, according to Sir Francis Freeling’s understanding, as stated in his evidence before us, was, that £.1,900 a year was guaranteed as the payment of the Secretary, but that any excess produced by the profits of the newspapers was to continue a perquisite of the Secretary. The profits obtained from the use of the privilege are represented to have invariably and greatly exceeded the sum of £.700 a year, and these were enjoyed by Sir Francis Freeling until the year 1825, when, by the Act 6th Geo. 4, c. 68, the Postmaster General was authorized to receive a postage for the conveyance of newspapers and other printed papers liable to Stamp Duties, by packets to His Majesty’s Colonies and possessions beyond the sea; and printed votes, proceedings and newspapers were permitted to be sent otherwise than through the Post Office. This Act contained a provision, that whereas the emoluments arising from the privilege of franking newspapers to the Colonies, now enjoyed by certain officers in the office of His Majesty’s Postmaster General, will be reduced by the operation and effect of this Act, it shall be lawful for the Commissioners of His Majesty’s Treasury to make such compensation as they shall think reasonable to such officers for the loss of such privilege. When this Act came into operation, the compensation of £.2,965, 6s. 4d. was granted to Sir Francis Freeling, as being equal to the average annual produce of his profits in the three preceding years.

Appendix,
N^o 72.

6th Geo. 4, c. 68.

Sec. 9.

Appendix,
N^o 72.

The privilege here under notice, it will be recollected, was distinct from the power of franking given by statute to the Secretary for the public service, but not for any purposes of private emolument, which remains unlimited. Sir Francis Freeling states it to have been the same in practice as that which had been exercised by the Comptroller of the Inland Office; and with reference to this officer, we are not aware of any statutable authority for his transmitting “ periodical publications,” other than newspapers, free, nor of any such authority for the receipt (as well as the transmission) of newspapers and other periodical publications. The places comprehended within such privilege as recognized by Statute, are not defined; but the clause of the Act 6th Geo. 4, c. 68, which provides for the grant of compensation, Your Lordships will perceive is confined to “ the emoluments arising from the privilege of franking newspapers to the Colonies, now enjoyed by certain officers in the office of His Majesty’s Postmaster General.”

6th Geo. 4, c. 68,
s. 9.

The profits for the loss of which the above compensation was granted to Sir Francis Freeling, it would appear, from his evidence, did not accrue strictly and altogether from sources within these terms of the Act; nor can we abstain from expressing some doubt whether by the guarantee to Sir Francis Freeling of a certain emolument from this source, the legislature was to be considered as restrained from the adoption of regulations which might be found politic, affecting the excess of those profits, without indemnifying him to their full amount. Such an agreement would have been the less prudent on the part of the public, because it appears to have been left in the discretion of the officer to fix the terms of his own monopoly; and the compensation has been extended not only to the profits of an increased exercise of the privilege, but also to the higher rates of charge introduced by Sir Francis Freeling since the privilege was transferred to him.

Appendix,
N^o 70.

Adverting also to the understanding expressed in the letter of Mr. Long, that the effect of the arrangement which secured the enjoyment of this privilege to Sir Francis Freeling would be attended with a saving to the Revenue, it will be observed, that it has, on the contrary, eventually led to a very considerable charge by the measure of the compensation, which may be estimated, according to the evidence of Sir Francis Freeling, to have exceeded the postage received under the Act, by £.1,700 per annum.

Appendix,
N^o 73.

We have been thus led to suggest some of the considerations which might be entertained in the adjustment of a claim for compensation consequent upon the extinction of the privilege alluded to, because the allowance of compensation

Appendix,
N° 71.

pensation upon the same principle to other claimants, who now enjoy a similar privilege, would, as Sir Francis Freeling observes, entail a further very heavy charge upon the Revenue, which, as Your Lordships have seen, has been already made subject to charges amounting to £.5,465. 6. 4. per annum, for the diminution of the privilege enjoyed by particular officers; and in the partial discontinuance of this privilege, it does not appear to us that sufficient care has been taken to prevent the transfer of a portion of it to other officers.

Ibid.

The regulation which led to the grant to Sir Francis Freeling originated in Parliament, and was, as he states, opposed by the Postmaster General and himself to the utmost. And he also states, that the amount of the compensation was fixed without any claim or suggestion preferred on his part.

From the detailed explanation which has been given of the several component items of the pecuniary emoluments of Sir Francis Freeling, Your Lordships will perceive that each allowance has been successively established upon separate and peculiar grounds, and apparently without reference to the intended limitation of the total amount of the annual payment to the Secretary of the Post Office, mentioned in the evidence of Sir Francis Freeling before referred to; and we apprehend Your Lordships will entertain no doubt, that the total annual amount of the allowances of Sir Francis Freeling, viz. £.8,565. 6. 4., being nearly double the amount of the salary of the Postmaster General, greatly exceeds what must be considered an adequate remuneration for the appropriate services of a Secretary of a Revenue Department.

Appendix to Report
of Select Com-
mittee on Finance,
1797, p. 181.Appendix,
N° 72.

In the proposed establishment which was approved of by His Majesty's Order in Council in the year 1793, the salary allotted to the Secretary, Mr. Todd, (Sir Francis Freeling's predecessor,) was £.1,000 per annum. Sir Francis Freeling does not appear to acquiesce in the inference which might be drawn from the arrangement which guaranteed to him a remuneration of £.1,200 a year; and from the observation in the Report of the Finance Committee, that it was meant that the two sums composing that amount, "in future should become" the total amount of the annual income of the Secretary of the Post Office," that this was considered a sufficient salary for the office of Secretary at that time; and he states his opinion of the inadequacy of such an allowance at present. Looking, however, to the different constitution of this office which we have suggested, the provision which we submit would be suitable for the officer who may hereafter fill the situation of Secretary to the Post Office Establishment, is a salary of £.1,000 per annum, with an official residence at the Post Office.

Appendix,
N° 73.Appendix,
N° 74.

Ibid.

Appendix,
N° 47.Appendix,
N° 74.

The situation of Assistant Secretary has been held from its commencement in the year 1810 by the present officer, Mr. G. H. Freeling. The salary has been raised from £.320 to £.800 per annum; and under the arrangement already noticed, he has, besides the established salary, the casual advantages of occupying apartments in the house formerly appropriated to the Secretary. There are no other emoluments annexed to this situation. It has happened however on several occasions, that Mr. G. H. Freeling has been employed on missions at home and abroad, and upon these occasions special allowances have been assigned to him under the authority of the Postmaster General. In particular instances these have been of very large amount: for example, in the year 1815, a charge of £.1,100 is included in the incidents, and in the year 1821 a charge of £.900 is allowed to this officer; the former, for negotiating an arrangement in Paris respecting the transit postage through France; the latter, for a voyage and survey of Post Offices in the West Indies; upon which last occasion it appears, that Mr. G. H. Freeling was absent between ten and eleven months. The objects of these missions were such as could not be entrusted to any of the ordinary travelling officers of the Establishment; but it may not be improper to suggest, that where extraordinary service and expense of such extent are undertaken, the Postmaster General should not act upon his sole discretion, but that Your Lordships concurrence and sanction should be previously obtained.

The

The present salary of the Assistant Secretary is equal to what was recommended by the Commission of Inquiry in the year 1788 as sufficient for the Secretary, whose duties and responsibility, however, were more limited than those of the present Secretary. Under the limitation which we propose to restore to the duties of this office, we are of opinion that the salary of the Assistant Secretary need not exceed £.600 a year, to which, for the convenience of the service, it would seem to be advisable to add the allowance of apartments, in which he should be required to reside at the Post Office.

The officer already mentioned, styled Surveyor and Superintendent of Mail Coaches, who ranks also as Chief Clerk in the Secretary's office, is not included in the prefixed Establishment (and will be hereafter noticed in his separate office); but Your Lordships will observe, there is another person under the same title of Chief Clerk, with emoluments amounting to £.580 per annum, besides six "Senior Clerks," the emoluments of two of whom are nearly equal to those of this Chief Clerk, whilst the remuneration of one only of the remaining four falls short of £.400 per annum.

Although, in the circumstances of so large a share of the general control of the Establishment having devolved upon this Department, and the necessity of confiding some important duties to clerks employed in it, reasons may be found for a liberal scale of remuneration; it appears to us, on referring to the distribution of the actual duties already quoted, that the clerks comprised in these higher classes, nominally distinguished as "Chief" and "Senior" Clerks, are unnecessarily numerous, many of the duties performed by them being not of a nature to require the attention of persons possessing the qualifications implied under these distinctions, and that the rates of their emoluments exceed an adequate remuneration for the performance of such duties.

On referring to the Establishment which was reported upon by the Finance Committee in the year 1797, we do not find the present classification of clerks in this and some other of the offices under the titles of "Chief," "Senior," and "Junior," recognized. There are now eight persons in the Secretary's office, being equal in number to the whole Establishment at that time, who enjoy a higher emolument than was allowed to the First Clerk on that Establishment. A comparison of the emoluments of the clerks who formed that Establishment, with those of the eight Senior Assistants, at present, would give the following result:

| | |
|--|--------------|
| Total Establishment of Clerks in 1797 | £.809. 4. 8. |
| Assistant Secretary, Chief Clerk, and Six Senior Clerks, in 1828 | 4,171. 0. 0. |

Appendix to Report of Select Committee of Finance, 1797, p. 190.

Appendix, N° 13.

It must however be observed, that only two of the Senior Clerks have served less than twenty years, and that the order of succession to the higher rank of Chief Clerk by seniority has not been adhered to.

Appendix, N° 75.

The remuneration of these clerks collectively or separately, is made up of salaries and allowances defrayed out of the Revenue, and of emoluments derived from other sources. The salaries in this and in the other offices are regulated by different scales, to which we shall hereafter call Your Lordships attention. The established allowances consist of postage, stationery, payments in lieu of apartments, and for continuing indexes of official books. The other emoluments not charged on the Revenue, arise from fees on deputations, commissions, expresses, profits of the publication of the Packet and Shipping Lists, payments for franking letters on the business of the Land Tax Redemption, for the Waterloo Subscription Fund, and for the Tax Office, for poundage on Parliamentary grants paid out of the Post Office Revenue, and from Lloyd's Coffee House for shipping intelligence; there are also some gratuities for special services. The majority of the above-mentioned fees and profits constitute a fund called the Secretary's Fund, out of which a sum of £.750 is annually paid over to the Revenue; the surplus is distributed amongst the Secretary's clerks. Of this fund, five of the seven junior clerks have a share, added to their fixed salaries, the general distribution being governed by the rates of the salaries of the respective participants. Under the actual arrangement, the emoluments of some of the junior clerks, who are generally entering

Appendix, N° 5.

and copying clerks, and of whom only two have served three years and upwards, appear to be rated high, compared with those of clerks similarly employed in other Departments; and we may observe with reference to the Establishment in the year 1797, that the emoluments of the present clerks, seven in number, who are styled "Junior" Clerks, exceed in amount the emoluments of the whole of the clerks of that Establishment.

In submitting to Your Lordships a scale of future remuneration for the whole of the clerks in the Secretary's Department, we shall endeavour to introduce an apportionment of salaries more suitable to their respective ranks and services than that which we have found established.

Upon the other existing sources of emolument, some general remarks may here be useful to explain our views.

The extent to which, in the Department of the Post Office, official remuneration is made dependent upon unascertained receipts, has no parallel, either in respect of the variety or the total produce of the uncontrolled sources of such emolument, in any Department of the Revenue. From the best estimate we have been able to procure, the emoluments and perquisites of the description here alluded to, namely, such as are not defrayed out of the Revenue, may be stated as follows:—

Appendix,
N^o 12.

| | | |
|---|----------|-----------|
| Receipts by the Establishment in London | - - - | £. 23,100 |
| — by Agents and Deputy Postmasters in the | } 16,500 | |
| Country | | |

making the total estimated receipts from such sources (in England and Wales only) £. 39,600 per annum.

In some of the branches of this Establishment, these emoluments yield an excessive remuneration; in others, the officers are left to seek from them a compensation for the inadequate salaries apportioned to them out of the Revenue.

To such a plan of remuneration the objections are, in our apprehension, obvious and numerous on general grounds; and it may be observed, that some of the privileges and practices which have been permitted for the benefit of the officers, consist either in exemptions prejudicially affecting the Post Office Revenue directly, or in receipts which may have the effect of diverting sources of public income, and in the management of business extraneous to their official duties.

On this subject, we would recall to Your Lordships notice the opinion offered so long since as in the year 1788, by the Commission of Inquiry, in the following passage of their Report on this Department:—"The compensation to the officers " and clerks for the duty done in this office arises from a variety of sources, " namely, salaries on the Establishment, salaries out of incidents, salaries " from the Bye and Cross Road Office, allowances, fees on commissions, " deputations and expresses, agency, per centage on payments, gratuities, " profits on newspapers, &c. by which the accounts are not only intermixed " and confused, but many of the officers paid in a manner inapplicable to the " duties they perform. Our purpose is to simplify the mode of such compen- " sation, and to recommend certain fixed salaries, adequate to the trust reposed " and service required, and a general abolition of all fees, perquisites and " gratuities whatever, for the immediate benefit of the officer employed."

The Report above referred to was submitted to the Postmaster General, who, as Your Lordships will find, on referring to the Appendix of the Report of the Committee of Finance in the year 1797, made exceptions to several of the recommendations which it contained; and in deference, as it would seem, to his suggestion, the system of remuneration by indirect and uncertain emoluments was but partially discontinued. From what is there stated, however, under the head of "Regulations proposed by the Commissioners, and approved by the " Postmaster General, but which have not yet taken place," it appears that the Postmaster General had "concurred" in the recommendation that the Officers should thereafter "have fixed salaries, in lieu of fees, perquisites and emolu- " ments;" and in the establishment proposed by the Postmaster General, and approved by His Majesty's Order in Council, prefixed to the Appendix of

Report of Commis-
sioners of Inquiry,
1788, p. 494.

Appendix to Report
of Finance Com-
mittee, 1797.

p. 185.

p. 196.

the

the Report referred to, with the exception of the special case of Mr. Freeing, and the newspaper privilege annexed to the situations of certain clerks in the Foreign Office, there is no notice of any emolument to accrue otherwise than from fixed allowances. Your Lordships will observe, nevertheless, amongst the continuing sources of such emolument, some which were expressly objected to by the Commissioners of Inquiry, whilst others of a similar nature have since been added, in opposition to the principles suggested in their recommendation.

In that recommendation we entirely concur.

Whatever business it is proper to have performed at the Post Office by officers of this Establishment, should be considered official business, and be conducted under official responsibility. The persons employed should have secured to them an ascertained and adequate remuneration; the whole benefit of their services should devolve to the revenue; and the public should be protected from irregular and uncontrolled demands, or expectations, founded upon the performance of such services. If the receipt of fees or perquisites by an officer for his own benefit be supposed to afford inducements to a zealous or diligent execution of the business to which such emoluments are incidental, it must at the same time be admitted to suggest motives for a preferable attention to the services that are most lucrative, tending to a disregard of other duties, and to a partiality in the conduct of the business, which must upon the whole be prejudicial to the public.

Your Lordships, we feel assured, will be disposed to sanction a recommendation, the adoption of which, in putting an end to all arbitrary receipts, and to all irregular or extra-official sources of profit and employment, shall place the officers and servants of this Establishment upon a footing more consistent with official principle and the interests of the Revenue.

The emoluments of the description here alluded to, which, under this suggestion, would cease in the Secretary's office, amounted, in the year ended 5th January 1827, to the sum of £.797, exclusive of those of the Secretary, which have been commuted, and become a charge upon the Revenue.

The scheme of remuneration in the Establishment of the Post Office, extending beyond payments for present services to pensions and superannuations, has been complicated by the creation of various funds (besides that above alluded to, called the Secretary's Fund), out of which allowances to several branches of the Establishment are defrayed. We shall, therefore, appropriate a distinct head of this Report to the necessary notice of these several funds, including that above mentioned, and then submit for Your Lordships consideration such suggestions with reference to the constituent items of each as may appear to us to be requisite.

As a part of the present rule of remuneration, it is material to advert to the scales of years according to which continued service leads to an advance in the salaries. On this subject it may here be observed that this principle has been extended only partially beyond the offices comprised in the London Establishment, and not universally to them. In the offices where it is in operation, Your Lordships will find differences in its application which appear to be altogether capricious. In no two offices is the same scale adopted; and within what has been described as the Secretary's Department, there appear to be no less than six scales in operation; nor are these varieties confined to the cases of clerks of different denominations; for Your Lordships will observe, that varying gradations of increase are assigned to the two classes of clerks styled "Junior" Clerks in the separate branches of the Secretary's office.

Length of service being the proper and sole ground which gives a claim to the benefit of this principle, the ratio of difference in the pecuniary increase of the salaries of the respective officers should constitute the only variety in its application.

The necessary extent of the future Establishment of the Secretary's office must depend upon the effect of the suggestions we shall submit, with a view to remove from it all responsibility for the general control of the Establishment, as well as various official details belonging to distinct branches of the service, more especially such as are connected with the Financial Departments, and other

business, which, as it appears to us, has been irregularly blended with the official duties of this office. Calculating thus upon a considerable abridgment of the services performed in the Secretary's office, we submit the following as an establishment that may, we think, be found sufficient for the discharge of its contemplated duties, including such as will arise from the modifications we shall propose in the separate branch of this office, which we have now more particularly to bring under Your Lordships notice.

PROPOSED ESTABLISHMENT.

| | FIXED SALARY. | Increase from length of Service. | | | |
|------------------------------------|---------------|----------------------------------|-------------------|------------------|----------------------|
| | | Under Five Years. | After Five Years. | After Ten Years. | After Fifteen Years. |
| | | £. s. d. | £. s. d. | £. s. d. | £. s. d. |
| Secretary - - - - - | 1,000 -- | -- | -- | -- | -- |
| Assistant DP - - - - - | 600 -- | -- | -- | -- | -- |
| Four Senior Clerks, each - - - - - | -- | 150 -- | 300 -- | 350 -- | 400 -- |
| Six Junior Clerks, each - - - - - | -- | 50 -- | 110 -- | 150 -- | 200 -- |

SURVEYOR AND SUPERINTENDENT OF MAIL COACHES.

IN this branch of the Secretary's office, twelve persons, including the principal officer, are employed.

ESTABLISHMENT.

| | SALARIES. | Other Emoluments. | TOTAL SALARIES and EMOLUMENTS. |
|---|------------|-------------------|--------------------------------|
| | £. s. d. | £. s. d. | £. s. d. |
| Surveyor and Superintendent - - - - - | 750 -- | -- | 851 19 -- |
| Share of Secretary's Fee Fund - - - - - | -- | 96 -- | |
| Poundage on Parliamentary Grants - - - - - | -- | 5 19 -- | |
| With 16s. per diem whilst travelling, and chaise fare. Occupation of two furnished rooms at the office for extra attendance and sleeping. | | | |
| 1st Clerk - - - - - | 300 -- | -- | 430 13 -- |
| Profits from lighting the Mail Coaches the first night from and to London - - - - - | -- | 130 13 -- | |
| With increase for length of service; viz. Under 10 years, £. 100. 10 to 15 - - £. 150. 15 to 20 - - £. 200. Above - - £. 300. | | | |
| 2d Clerk - - - - - | 130 -- | -- | 161 1 -- |
| Proportion of Treasury Grant - - - - - | 31 1 -- | -- | |
| Private Postage. | | | |
| With increase for length of service; viz. Under 10 years, £. 110. 10 to 15 - - £. 130. Above - - £. 150. | | | |
| Carried forward - - - - - £. | 1,811 1 -- | 232 12 -- | 1,443 13 -- |

| | SALARIES. | | | Other Emoluments. | | | TOTAL SALARIES and EMOLUMENTS. | | |
|--|-----------|----|----|-------------------|----|----|--------------------------------|----|----|
| | £. | s. | d. | £. | s. | d. | £. | s. | d. |
| Brought forward - - - £. | 1,211 | 1 | - | 251 | 12 | - | 1,443 | 13 | - |
| 1st Junior Clerk - - - - | 90 | - | - | - | - | - | 109 | 14 | 6 |
| Proportion of Treasury Grant - - | 1 | 14 | 6 | - | - | - | | | |
| Sale of Waste Paper - - - - | - | - | - | 18 | - | - | | | |
| With increase for length of service, viz. Under 3 years, £. 70. 3 to 7 - - £. 90. Above - - £. 100. Private Postage. | - | - | - | - | - | - | | | |
| 2d Junior Clerk - - - - | 80 | - | - | - | - | - | 80 | - | - |
| With increase as above, and Private Postage. | - | - | - | - | - | - | - | - | - |
| Deputy Superintendents: | | | | | | | | | |
| 1, at - - - - - | 100 | - | - | - | - | - | 160 | - | - |
| With 18s. per diem when travelling. Estimated Profits on travelling - - | - | - | - | 60 | - | - | | | |
| 1, at - - - - - | 100 | - | - | - | - | - | 150 | - | - |
| With 18s. as above. Estimated Profits on Travelling - - | - | - | - | 50 | - | - | | | |
| Five extra Assistant Superintendents, at 10s. 6d. per week each - - - - | 136 | 10 | - | - | - | - | 136 | 10 | - |
| With 18s. per diem when travelling. | - | - | - | - | - | - | - | - | - |
| TOTAL - - - - - | 1,719 | 5 | 6 | 360 | 12 | - | 2,079 | 17 | 6 |

The duty of this Department is represented by Sir Francis Freeling to be, "to superintend and regulate the conveyance of the mails by coaches throughout Great Britain, according to the contracts and the time bills; to report to the Board on all matters connected with this subject; to correspond with the contractors, &c. &c.; to examine and check all accounts for mileage, allowances, travelling, and tradesmen's bills, and all other expenses relating to mail coaches.

"The Superintendent has frequently to proceed to various parts of the country on business relating to his Department.

"The Assistant Superintendents are employed about three days a week on the average in travelling with the coaches for the inspection of the conduct of contractors, guards and coachmen, to maintain the necessary regularity in the conveyance of the correspondence."

In becoming connected immediately with the Secretary's office, as a subordinate branch of it, the character of this office would appear, from the evidence of Mr. Johnson, to have undergone some change, inasmuch as the Superintendent of mail coaches was formerly considered the head of a department, independent of the Secretary, and as such was in direct communication with the Postmaster General, by distinct reports made to him. Mr. Johnson, who has filled this situation since the year 1818, states, that he acts in a freer and fuller manner in making new regulations than his predecessor did, with the Surveyors of the districts and the Postmasters; and that in matters beyond what strictly appertains to the Mail Coach Department, he acts by the authority he derives from the Secretary, and as his assistant.

Under the preceding head of this Report, Your Lordships have seen, that in his correspondence the Superintendent of mail coaches has not been restrained by any precise limits or strict superintendance on the part of the Secretary; and in observing upon other portions of the business of this office, it will appear, that the delegation of authority has been carried to an extent inconsistent with the subordinate situation in which this officer is represented to stand as a clerk in the Secretary's office.

Attendance.
Appendix,
N^o 81 & 83.

The attendance of the clerks belonging to the Establishment of the Superintendent's office in London, is stated to be from ten to four o'clock daily, with morning and evening attendance alternately; but no record is kept of their attendance, nor is there any system of stoppages in this office. The ordinary employment of the time of that portion of the officers of this branch of the Establishment whose duties are performed out of London, is ascertained by reports made by them to the Superintendent.

The duties assigned to this office, according to the preceding summary, Your Lordships will observe, consist in a personal superintendance of the Mail Coach Establishment, in negotiating contracts, and controlling the expenditure incidental to the conveyance of the mails by coaches, and in maintaining a correspondence connected with these objects.

Appendix,
N^o 81.

The first of these services is performed principally by the persons who are styled Assistant Superintendents or Inspectors. Their duty is described by the Superintendent thus:—"An Inspector is merely employed to keep the mail coaches in regularity under my direction, and responsible to me. He is employed in the mechanical part of the business; he travels with the coaches, and keeps up their discipline and regularity, accounting to me daily for every thing that he does." Your Lordships should understand, that the duties of these persons are confined exclusively to the lines of the circulation that is carried on by means of mail coaches; whilst another class of officers (to be hereafter noticed), styled "Riding Surveyors," is charged with the superintendance of the routes upon which the correspondence is otherwise conveyed. Over these latter officers the Superintendent of mail coaches has no control, though the necessity of correspondence and verbal communication with them is represented to be frequent, arising out of the unavoidable connexion between the various arrangements made for the circulation of correspondence, whether by mail coaches, by mail carts, or by riding posts; nor have the Riding Surveyors any authority over, nor any established communication with, the Assistant Superintendents or Inspectors of mail coaches, although officers of both descriptions are resident in the country, and employed to a certain extent for similar purposes.

Ibid.

Report of Com-
missioners of
Inquiry, 1788.

The services of both these classes of officers we find included amongst those which are recorded in the Report of the Commission of Inquiry in 1788, as being then conducted under the superintendance of the "Surveyor and Comptroller General," an officer of much greater weight and authority than the Superintendent of mail coaches, or the Secretary at that time.

In regulating the course of the circulation upon general grounds, the mode of conveyance must always be a separate and secondary consideration. This may vary frequently upon any extended line of route, being governed by different local circumstances. It appears to us, that a plan of superintendance which assigns to officers of different classes and powers the inspection of detached portions of the same route, merely on the ground of a difference in the method of conveyance, is ill calculated for the purposes of general control. It may at the same time be remarked, that an active discharge of some of the more important duties of the Surveyors would oblige them to travel on routes where the duty of attending particularly to the conveyance of the mails does not attach upon them equally as upon those which in this respect fall expressly under their survey, whilst on the other hand the authority and the responsibility of the Inspectors being confined to matters connected with the mere conveyance of the correspondence, their presence effects nothing towards other objects of importance, which require attention, in the transaction of the business of the Post Offices in the country. The guard of each mail coach, in fact, is responsible for the same duties that are performed by an Inspector whilst travelling.

travelling. It is from amongst those employed as guards that the Inspectors are selected; and the only difference between the majority of these officers and the guards is, that in addition to the same daily pay, they receive whilst travelling an extra allowance. Their superiority therefore is scarcely sufficient for controlling officers.

A more efficient plan of local superintendence for general purposes, as it appears to us, may be introduced, by combining the duties of the Inspectors of mail coaches with those of the department of the Surveyors, and placing them in direct communication with the Board, instead of a subordinate officer. In proposing such an arrangement, we shall recommend that the districts for inspection be more accurately apportioned, an improvement which the Superintendent seems to consider practicable, there being at present, as Your Lordships will observe from his evidence, no exact division established, whereby each Inspector might know the extent of his responsibility, and avoid unnecessary interference in the route of another whilst travelling.

Appendix,
N° 31.

One important duty which seems obviously to belong to this office appears not to have been particularly attended to by the Superintendent, and to have devolved in some degree upon another, namely, that of superintending the departure of the mails from, and their arrival at, the General Post Office. Besides the Superintendent, there are two Assistant Superintendents or Inspectors, whose place of residence (while stationary) is in London. To the principal officer rooms are allotted in the General Post Office. A room is also provided for the use of his clerks, an arrangement clearly indicating the intention and the necessity of his presence for the purpose alluded to. The Superintendent, however, does not reside at the Post Office, nor occupy his apartments permanently. He states, that he does not consider it his duty to be present at the dispatch of the mails, and that he does not attend to it otherwise than at his discretion: at the arrival of the mails he is occasionally present.

Ibid.

On both occasions he states, that clerks are always in attendance, to whom the guards should present themselves; but as these clerks appear to depend in some measure upon the Inland Office for the information which is subsequently conveyed to him, (and separately also from the same office to the Secretary,) the check that might have been maintained by the presence of the Superintendent, upon the regular receipt and dispatch of the mails, has been partly dispensed with.

Ibid.

The duty which might be usefully performed, as we conceive, by the Superintendent in this respect, would consist in his personal attendance at the time appointed for the departure and arrival of the mails, for the purpose of reporting to superior authority, at the moment, any delay or irregularity, with a view to instant inquiry, when necessary or practicable, into the causes, instead of postponing the opportunity for investigation and interference. The fitness for duty of the guards and others concerned on these occasions should also be ascertained by the Superintendent.

The Superintendent himself is a travelling officer; but his journeys have principally for their object the arranging of contracts for the conveyance of the mails, on which subject the whole of the correspondence with the contractors is conducted in the Superintendent's office.

On perusing the evidence of Mr. Johnson, Your Lordships will perceive how much the management of this very material and extensive branch of the business, involving an annual expenditure of about £.46,900, has been left to the discretion of this officer. The exercise of that discretion formerly it appears would have extended to the withholding of written representations of contractors from the consideration of the Postmaster General, to whom no such communications are directly addressed; and in his personal intercourse with the same class of persons, the Superintendent appears not to have been systematically under the control of particular instructions, founded upon ascertained circumstances, or to limitations of his authority in determining in such cases, beyond being subject to the ultimate formal sanction of the Postmaster General.

Ibid.

Appendix,
N° 31.

Mr. Johnson, Your Lordships will remark, makes a distinction between the present and former practice with respect to the submitting subjects arising in his office for the information and decision of the Postmaster General, the habit of

Appendix,
N° 31.

looking more nicely at proceedings of office, and an increased disposition of the parties to appeal to higher authority, having, as he appears to conceive, occasioned a necessity for resorting more habitually and generally than heretofore to the Postmaster General for his judgment and sanction. It is unnecessary for us to enforce, by other reasons, the propriety of requiring the special attention of the presiding authority of the Establishment to arrangements which induce, or to negotiations that are connected with, so considerable an expenditure. A more efficient and distinct control should be extended also to the claims incurred under this head. At present, the further duty is committed to the Superintendent of framing the accounts of the contractors for mileage: these are prepared by a clerk in his office, and receive his signature, purporting that the work has been done, and that such is the amount of the mileage due. This account being recalculated in the office of the Accountant General, a warrant for the payment of it is made out in the Secretary's office, and the signature of the Postmaster General is affixed to it. In this course of proceeding, if any mis-statement of the number of miles, or the rates of mileage, should occur in the Superintendent's office, it would pass without detection, and an undue payment might be made to a contractor, the fidelity and accuracy of the persons acting in the Superintendent's office being the only guarantee against such contingencies. It appears to us a more secure practice that each contractor should be required to prefer his claim on his responsibility in an account furnished by him, which should be referred to the Accountant General, to whom the contracts and the time bills, specifying the rates of the mileage and the number of miles performed, should be also referred, after being examined and certified by the Superintendent. A certificate of the Accountant General, founded upon a comparison of the credits sustained by these official documents with the accounts preferred by the Contractors might then be the authority for the warrant for payment of the mileage due.

Appendix,
N° 81.

Ibid.

Appendix,
N° 20.

The expenses which are called "incidental" in this office, have amounted to about £.7,000. per annum. They comprise various payments incurred principally under contracts or agreements for work or articles supplied for the service of the Mail Coach Establishment, some of which are properly, to a certain extent, defrayed upon the responsibility of the Superintendent: others will be more particularly adverted to hereafter. Amongst the expenses which are subject to the sole control of the Superintendent are the travelling allowances, which form part of the emoluments enjoyed in this office. In treating of them, we shall observe upon the nature of this control.

Appendix,
N° 81.Appendix,
N° 80.Appendix,
N° 81.

Upon the correspondence which forms one of the principal occupations of the Establishment of the Superintendent's office in London, our opinion has been already, perhaps sufficiently, implied, that it should be so managed as to be brought in the ordinary course under the view of the superior authority. It is not satisfactory towards the public, nor consistent with the responsibility of the Postmaster General, we think, that the prosecution of inquiries into complaints should be left, as it is described to have been, to the discretion of this subordinate officer, with the further option of withholding or communicating a knowledge of the measures taken, or of the complaints themselves, to the Postmaster General, or even to the Secretary, according to his own judgment. The present practice, in the absence of the Superintendent, of confiding to his clerk the duty of making inquiry into complaints addressed to him, and of corresponding with his Principal in the country on the subject of such inquiries, appears to us to be circuitous and otherwise objectionable. The business of correspondence at the head office cannot however be allotted to a travelling officer without permitting it to be conducted by clerks in his absence; and it appears, from the evidence of Mr. Johnson, that in all the business arising in London, he has depended much upon his chief clerk. On these and various other grounds it appears to us desirable that the duty of correspondence should be distinctly and altogether assigned to the Department of the Secretary, under the immediate directions and with the full knowledge of the presiding authority, as in all other similar official Establishments.

Under this view, and consistently with our previous observations upon other parts of the present duties of this officer, we should propose to limit the future duties of the Superintendent of mail coaches to the superintendence of this

part

part of the Establishment in London, the examination of the time bills, and such other matters as might be necessary to enable him to report directly to the Board upon all points and occasions requiring attention in the conduct of this portion of the service, divesting him of all discretion or interference in the making of contracts, and of all authority in regulating the allowances or disbursements connected with the service.

The emoluments in this office, as in that of the Secretary, are made up of salaries and other allowances or perquisites. The annual receipt of the principal officer, upon an average of the last seven years, appears to have amounted to £1,155, including a fixed salary of £750. The variable sources of his receipts are, charges for travelling, and a portion of what is called the Secretary's Fund, which he was permitted to retain on his accession to the situation of Superintendent of mail coaches, on the ground of his being still classed as a Chief Clerk in the Secretary's office. Our previous remarks will apply to this and other adventitious profits enjoyed in this Department. The claims for travelling expenses require to be further noticed.

The predecessor of Mr. Johnson, it appears, was paid wholly by a fixed salary, which, in the Appendix to the Finance Report of 1797, is stated to have been £700. This person obtained a superannuation of £630 per annum, and, on his retirement in the year 1818, the remuneration of his successor, Mr. Johnson, charged upon the revenue, was made to consist of the before-mentioned salary of £750, with an allowance of 26s. per diem whilst travelling, together with the expenses of travelling, which charges have amounted, upon an average of the last ten years, to £323. 12.

Under proper control and upon a suitable scale, the mode of providing for the necessary expenses of travelling by certain allowances is unobjectionable. In the case of Mr. Johnson, however, judging from his evidence, these considerations do not appear to have been strictly attended to. It has not been held requisite that he should receive any special instructions for absenting himself from London, or that he should keep any journal of his proceedings, either for the information of the Postmaster General, or with a view to substantiate his claims for the allowances, which have been enhanced by the adoption of a mode of conveyance quite inconsistent with the nature of his peculiar duties. This would naturally have led him to travel in mail coaches, whereas his charges are made for chaise hire; such a charge is the more open to remark, because it has been formerly inadvertent upon in the Department of the Post Office Surveyors. In the Appendix to the Report of the Finance Committee in 1797, an objection of the former Commission of Inquiry to the allowance of chaise hire then appears to have been overruled by the Postmaster General in a particular case, on special grounds, with the condition, however, which seems to have been disregarded, that the indulgence proposed in the case referred to should not be a "precedent." It is stated in evidence, that it is not unusual for Mr. Johnson to be attended in his journeys by one of the two Assistant Superintendents, whose ordinary station is in London. Our inquiries addressed to one of these officers has failed to establish the necessity of such additional expense; and it would besides seem that the Assistant already stationed in the district to which the Superintendent found occasion to proceed should be better qualified to give any necessary aid upon the spot.

The emoluments, upon the whole, which Mr. Johnson has enjoyed, though they may be not more than adequate to the trust which has been placed in him, exceed, in our opinion, a sufficient remuneration for the duties which should be imposed upon the Superintendent of mail coaches.

Of the seven Inspectors, or Assistant Superintendents, two are distinguished from the rest by having salaries of £100. each assigned to them on what is called the Establishment, whilst the others receive constant pay, charged upon incidents, at the rate of 10s. 6d. per week, all being allowed the extra pay of 18s. a day whilst travelling. There appears no sufficient reason for this difference between officers whose duties are alike, nor for retaining two of them at the higher charge upon the London Establishment. The fixed salaries have been considerably increased, and the travelling allowances have been raised from 8s. to 18s. a day since the year 1797. The number of Inspectors also

Emoluments.

Appendix,
N^o 12, 16 & 30.Report Select Com-
mittee Finance,
1797, p. 102.Appendix,
N^o 34.Appendix,
N^o 81.Appendix,
N^o 38.Report Select Com-
mittee Finance,
1797, p. 196.Appendix,
N^o 82.

Appendix,
N° 21.

has been increased from two to seven. The control exercised over the claims of these officers for travelling expenses, which are allowed upon the responsibility of Mr. Johnson, does not appear to be well ascertained. Mr. Johnson states, that their weekly reports are of assistance in checking their accounts, but that he depends more upon his personal knowledge and recollection of the reports he has received and the instructions he has given. The periods of travelling, and the extent of their journeys, by which their emoluments are chiefly governed, are not, however, prescribed to the Inspectors out of London by any definite instructions from the Superintendent; and as they are not subject to any superior officers in the country, the service performed and the accuracy of their claims, must depend, in a great degree, upon their own judgment and fidelity. It has been stated, on the authority of the Secretary, that the Inspectors are employed about three days a week, on the average, in travelling; but from a return of the allowances granted to them, it would seem that in the last ten years the number of travelling days has been between four and five per week, and their average emoluments about £. 220 per annum. Such further suggestions as we shall have to offer with respect to these officers will be found under the head of "Riding Surveyors," to which Department, as we have already stated, it seems to us that portion of the establishment of the Superintendent's office, whose duties consist in the superintendance of the mails out of London, may be conveniently transferred.

Appendix,
N° 15.

The emoluments of the principal of the clerks in this office exceed the necessary remuneration for the proper duties of the person holding that situation. They arise in part from the privilege allowed to him of providing lamps and oil for the mail coaches, which creates no charge upon the Revenue, being defrayed under a private agreement between this person and the mail coach contractors. Though we are not aware that any prejudice has ensued from it, on the general ground that the persons whose duty it is to control the service should not be permitted to have any beneficial interest dependent upon those who are responsible for its performance, it would, we think, be more consistent that this arrangement should cease.

A source of emolument stated to be very trifling to one of the junior clerks in this office, is the sale of "waste paper." This also should be discontinued.

The scale of the salaries in this office is open to the remarks offered under the preceding head, to which may be added, that the principle of increased allowance for length of service is confined to the clerks. The services of the Inspectors involve a greater degree of confidence and activity, and we see no just reason for precluding them from the benefit, and the inducement which progressive advance presents.

The different constitution of this office, and the increase of its correspondence, must have required some addition to its Stationary Establishment at the head office since the year 1797; but we apprehend, that under the limitation of its duties which we have proposed, this may be without inconvenience reduced to the number of which it then consisted, namely, the Superintendent and Two Clerks, with the following salaries:—

PROPOSED ESTABLISHMENT.

| | FIXED SALARY. | Increase from length of Service. | | | |
|----------------------------------|------------------|----------------------------------|----------------------|---------------------|-------------------------|
| | | Under Five Years. | After Five Years. | After Ten Years. | After Fifteen Years. |
| | | £. s. d. | £. s. d. | £. s. d. | £. s. d. |
| Superintendent of Mail Coaches - | 500 - - | - - - | - - - | - - - | - - - |
| Two Clerks, each - - - | - - - | 50 - - | 120 - - | 150 - - | 200 - - |

SOLICITOR.

Salary £. 300, with Bills of Costs.

IT is stated that the Solicitor attends daily to give his advice, and to peruse and consult on such correspondence as may require legal assistance, besides his other duties, which extend to the prosecution of all offences affecting the Post Office Revenue, and to all matters requiring professional interference.

Appendix,
N° 5.

He receives a salary of £. 300 a year, which he considers in the nature of a retaining fee, to secure his attendance at Boards held at the General Post Office, and for his services whenever and wherever the presence of the Solicitor may be considered requisite; but his chief emolument arises from incidental charges, which he is permitted to make in the progress of law proceedings instituted under his superintendance.

From these sources, with the addition of fees for the preparation of bonds, charges for writing letters and preparing contracts, the annual emoluments of the Solicitor, upon an average of the three years ended 5th October 1827, appear to have amounted to £. 2,526.

Appendix,
N° 28.

The charges of the Solicitor are not governed by any official table of fees, but are made, as Mr. Peacock states, according to the usual rate of the profession. They are not subject to taxation by any officer of court, being submitted to a professional person specially nominated, for examination.

Appendix,
N° 84.

Upon an inspection of some accounts of the Solicitor we have observed numerous charges at different rates for attendances (not at the Post Office) which should, we think, have been considered as provided for by the salary.

The total charge upon the Revenue within the period above mentioned for law expenses has been upon an average upwards of £. 4,000 per annum, including the disbursements made by the Solicitor in London, as well as the expense and remuneration of agents, whom it is customary to employ occasionally in the conduct of proceedings in the country. The disbursements of the latter class are referred to the Solicitor for examination, and in the four years ended 5th January 1828 have averaged £. 1,430 per annum.

Appendix,
N° 28 & 35Appendix,
N° 29.

Although it will be perceived, on referring to the evidence of Mr. Peacock, that the necessity of professional advice in this Department of the Revenue may be (and might have been) abridged by establishing more clearly some general principles as the rule of law for the government of the Postmaster General in cases of ordinary occurrence; and although we shall propose to vary the present course of his office, so as to diminish his business in some respects, there must probably always be sufficient matter to occupy with advantage to the Revenue the exclusive attention of a zealous professional agent and adviser attached to the Post Office Establishment. We therefore submit to Your Lordships, that henceforth the Solicitor of this Department should be placed on the same footing with the corresponding officers in other branches of the Revenue—that his remuneration should consist solely of a salary, and that he should not be, as at present he is, at liberty to pursue other professional practice.

Appendix,
N° 84.

A portion of the present business which we should propose to detach from the Solicitor's Office is that of addressing repeated letters to Deputy Postmasters preliminary to proceedings for the recovery of arrears.

Appendix,
N° 84.

When the authority of the Postmaster General proves insufficient to enforce a compliance with the established regulations, legal measures should be resorted to, and then, but not previously, professional aid should be summarily employed. In the present course it is stated, that many matters are referred to the Solicitor before they have been submitted to the Postmaster General; and in cases of information obtained and apparent criminality it would seem that the judgment or the sanction of the Postmaster General is frequently not resorted

Ibid.

to until conclusive steps have been taken by the Solicitor, in conjunction or upon consultation with the Secretary or the Assistant Secretary, through whom only the Solicitor is in communication with the Postmaster General. In some cases Mr. Peacock states there is not time for taking the Postmaster General's directions prior to the adoption of such steps, as for example, the apprehension of an individual to whom stolen property is traced. Sometimes cases of this description are mentioned at the Board, and any particular loss that has occurred is mentioned at the Board, and the Postmaster General is informed of the state of the pending proceedings or investigation.

Appendix,
N° 84.

Your Lordships have already seen that the holding of what is termed a "Board," is altogether casual. Mr. Peacock states that in the three months preceding his examination, he had attended only four or five. The means of ascertaining the sentiments of the Postmaster General on matters of a technical nature through reports from the Secretary, must be both dilatory and unsatisfactory. Hence a discretion is used either in prosecuting, or suspending, or omitting authoritative and coercive measures without the direction of the Postmaster General.

Ibid.

The amount of penalties recovered is represented to be very small in proportion to the number of informations which Mr. Peacock states often cannot be sustained; and with respect to the receipt of the penalties, there appears to be no control upon the Solicitor.

Abortive proceedings, and a system of compromise on the part of the Crown, are both to be deprecated. Your Lordships will, we think, concur in our opinion, that the institution of legal proceedings, and the enforcement, or the dispensing with the enforcement of the provisions of the law, are subjects which, in all their bearings and extent, should peculiarly be referred to the judgment and responsibility of the head of the Department, aided by professional advice; and we scarcely need to recommend that in future the Solicitor should be in constant and direct communication with that authority, not alone for the purpose of taking cognizance of offences and other cases which may have occurred, requiring in the treatment of them technical knowledge or interference, but as an officer whose duty it should be considered to exercise a constant vigilance over, and to suggest measures necessary for the protection, of, the interests of this portion of the Revenue, and especially for the prevention of evasions or infringements of the legislative provisions designed for that purpose.

The Solicitor, we are of opinion, might be advantageously employed more particularly in the duty of investigating losses, which at present depends principally, in the first instance, upon a clerk in the Secretary's office.

To him also we conceive might properly be allotted the duty of ascertaining that all enactments regarding the securities required by law to be given by persons employed in the service of the Post Office have been conformed to, an object which appears to us not to have been insisted upon to the extent intended by the statute, and consistent with the public security. This suggestion would transfer from some of the clerks of the Secretary's office duties for which a special remuneration is assigned to them, but the actual performance of which (in one instance) is deputed and paid for by a portion of that allowance paid over to the clerk who executes the business.

Appendix,
N° 84.

In the evidence of Mr. Peacock Your Lordships will find several suggestions tending to amendments or modifications of the existing law affecting the Post Office Revenue. Upon some of these it will be our duty to offer an opinion hereafter. The statutes containing this law are in number 101.

Appendix,
N° 85.

Mr. Peacock having represented to us that he has received Your Lordships authority to consolidate the laws of the Post Office upon a plan prescribed to him by Your Lordships, no suggestion on this point will be expected from us, and we shall close our remarks on this Department by proposing, with a view to secure the benefit of the individual and active exertions as well as the constant attendance of a competent professional agent and adviser, that this branch of
the

the Official Establishment should hereafter consist of a Solicitor and Three Clerks, charged with the duties hereinbefore mentioned.

PROPOSED ESTABLISHMENT.

| | FIXED SALARY. | Increase from length of Service. | | | |
|-------------------------------|------------------|----------------------------------|----------------------|---------------------|-------------------------|
| | | Under Five Years. | After Five Years. | After Ten Years. | After Fifteen Years. |
| | | £. s. d. | £. s. d. | £. s. d. | £. s. d. |
| Solicitor - - - - - | 1,000 - - | - - - | - - - | - - - | - - - |
| Senior Clerk - - - - - | - - - | 200 - - | 250 - - | 300 - - | 350 - - |
| Two Junior Clerks, each - - - | - - - | 50 - - | 110 - - | 150 - - | 200 - - |

INLAND OFFICE.

THE order in which we proceed to treat of the several other offices of the Establishment of the General Post Office in London, will be suggested by the course of the business in its daily or ordinary occurrence, beginning with those through which the receipt, delivery, and dispatch of letters are effected. In pursuing this course, we shall trace the progress of the collection of the Revenue from such letters in London, and the method of controlling and accounting for it. The officers concerned in the similar duties of circulating the correspondence in the country, and bringing to account the revenue thence derived, will then be successively brought under Your Lordships notice, in order to afford, as far as possible, a connected view of the system of management applicable to the respective branches of the service in London and in the country.

The first in the series thus proposed is denominated the Inland Office, the Establishment of which comprehends no less than 267 persons, according to the following specification:—

ESTABLISHMENT.

| | SALARY. | Other EMOLUMENTS. | TOTAL SALARY and EMOLUMENTS. |
|--|-----------|----------------------|------------------------------------|
| | | | |
| Six Clerks of the Roads: | | | |
| Superintending President, and - - - - - | 230 - - | - - - | - - - |
| Clerk of a Road - - - - - | 300 - - | - - - | - - - |
| Sale of Newspapers - - - - - | - - - | 1,305 13 2 | 2,133 3 8 |
| Fees on stoppage of Bankrupt Letters - - - - - | - - - | 25 4 - | |
| As part Proprietor of Money Order Office - - - - - | - - - | 218 17 6 | |
| In lieu of Apartments - - - - - | - - - | 10 - - | |
| Pension as Post-office Searcher of Customs at Cliechester - - - - - | - - - | 45 9 - | - - - |
| 2d Clerk of a Road - - - - - | 300 - - | - - - | - - - |
| As President - - - - - | 80 - - | - - - | - - - |
| Sale of Newspapers - - - - - | - - - | 950 - - | 1,558 17 6 |
| In lieu of Apartments - - - - - | - - - | 10 - - | |
| As part Proprietor of Money Order Office - - - - - | - - - | 218 17 6 | |
| 3d Clerk of a Road - - - - - | 300 - - | - - - | |
| Sale of Newspapers - - - - - | - - - | 500 - - | 850 - - |
| As Inspector of Franks - - - - - | 40 - - | - - - | |
| In lieu of Apartments - - - - - | - - - | 10 - - | |
| Carried forward - - - - - | 1,250 - - | 3,298 1 2 | 4,548 1 2 |

| | SALARY. | | | Other EMOLUMENTS. | | | TOTAL SALARY and EMOLUMENTS. | | |
|---|---------|----|----|----------------------|----|----|------------------------------------|----|----|
| | £. | s. | d. | £. | s. | d. | £. | s. | d. |
| Brought forward - - - | 1,250 | - | - | 3,298 | 1 | 2 | 4,548 | 1 | 2 |
| 4th Clerk of a Road - - - - | 300 | - | - | - | - | - | 598 | 18 | 6 |
| Sale of Newspapers - - - - | - | - | - | 225 | - | - | | | |
| Fees on Merchants Letters at Window - - - - | - | - | - | 63 | 18 | 6 | | | |
| In lieu of Apartments - - - - | - | - | - | 10 | - | - | | | |
| 5th Clerk of a Road - - - - | 300 | - | - | - | - | - | 587 | 2 | - |
| Sale of Newspapers - - - - | - | - | - | 685 | - | - | | | |
| Delivery of Letters at the House of Commons - - - - | - | - | - | 50 | - | - | | | |
| In lieu of Apartments - - - - | - | - | - | 10 | - | - | | | |
| Forwarding Bankers Parcels - - - - | - | - | - | 2 | 2 | - | | | |
| 6th Clerk of a Road - - - - | 300 | - | - | - | - | - | 450 | - | - |
| Sale of Newspapers - - - - | - | - | - | 140 | - | - | | | |
| In lieu of Apartments - - - - | - | - | - | 10 | - | - | | | |
| Two Senior Clerks: | | | | | | | | | |
| 1st, at - - - - - | 300 | - | - | - | - | - | 768 | 5 | 6 |
| Clerk to Superintending President - - - - | 77 | 6 | - | - | - | - | | | |
| Sale of Newspapers - - - - | - | - | - | 160 | - | - | | | |
| In lieu of Apartments - - - - | - | - | - | 10 | - | - | | | |
| Forwarding Bankers Parcels - - - - | - | - | - | 2 | 2 | - | | | |
| Part Proprietor of Money Order Office - - - - | - | - | - | 218 | 17 | 6 | | | |
| 2d, at - - - - - | 300 | - | - | - | - | - | 600 | - | - |
| As President - - - - - | 80 | - | - | - | - | - | | | |
| Clerk in Letter-Bill Office - - - - | 30 | - | - | - | - | - | | | |
| Sale of Newspapers - - - - | - | - | - | 160 | - | - | | | |
| In lieu of Apartments - - - - | - | - | - | 10 | - | - | | | |
| Twenty-four Assistant Clerks: | | | | | | | | | |
| 1st, at - - - - - | 250 | - | - | - | - | - | 337 | 10 | - |
| Sale of Newspapers - - - - | - | - | - | 97 | 10 | - | | | |
| In lieu of Apartments - - - - | - | - | - | 10 | - | - | | | |
| 2d, at - - - - - | 250 | - | - | - | - | - | 380 | - | - |
| Sale of Newspapers - - - - | - | - | - | 90 | - | - | | | |
| In lieu of Apartments - - - - | - | - | - | 10 | - | - | | | |
| At Vice-President - - - - | - | - | - | 30 | - | - | | | |
| 3d, at - - - - - | 250 | - | - | - | - | - | 333 | - | - |
| Clerk in West India Office - - - - | 30 | - | - | - | - | - | | | |
| Sale of Newspapers - - - - | - | - | - | 43 | - | - | | | |
| In lieu of Apartments - - - - | - | - | - | 10 | - | - | | | |
| 4th, at - - - - - | 250 | - | - | - | - | - | 359 | 18 | 6 |
| Sale of Newspapers - - - - | - | - | - | 36 | - | - | | | |
| In lieu of Apartments - - - - | - | - | - | 10 | - | - | | | |
| Window Clerk Fees - - - - | - | - | - | 63 | 18 | 6 | | | |
| 5th, at - - - - - | 250 | - | - | - | - | - | 325 | 10 | - |
| Sale of Newspapers - - - - | - | - | - | 35 | 10 | - | | | |
| In lieu of Apartments - - - - | - | - | - | 10 | - | - | | | |
| As Vice-President - - - - | - | - | - | 30 | - | - | | | |
| 6th, at - - - - - | 250 | - | - | - | - | - | 349 | 3 | 6 |
| Sale of Newspapers - - - - | - | - | - | 25 | 5 | - | | | |
| In lieu of Apartments - - - - | - | - | - | 10 | - | - | | | |
| Window Clerk Fees - - - - | - | - | - | 63 | 18 | 6 | | | |
| Carried forward - - - | 4,487 | 6 | - | 5,164 | 3 | 2 | 9,651 | 9 | 2 |

| | SALARY. | | | Other EMOLUMENTS. | | | TOTAL SALARY and EMOLUMENTS. | | |
|-----------------------------------|---------|----|----|----------------------|----|----|------------------------------------|----|----|
| | £. | s. | d. | £. | s. | d. | £. | s. | d. |
| Brought forward - - - | 4,487 | 6 | - | 5,164 | 3 | 2 | 9,651 | 9 | 2 |
| Assistant Clerks—continued. | | | | | | | | | |
| 7th, at | 250 | - | - | - | - | - | - | - | - |
| Sale of Newspapers | - | - | - | 17 | - | - | 17 | - | - |
| In lieu of Apartments | - | - | - | 10 | - | - | 27 | - | - |
| 8th, at | 250 | - | - | - | - | - | - | - | - |
| Sale of Newspapers | - | - | - | 18 | 15 | - | 33 | 15 | - |
| In lieu of Apartments | - | - | - | 10 | - | - | 23 | - | - |
| Clerk in West India Office | 30 | - | - | - | - | - | 30 | - | - |
| 9th, at | 250 | - | - | - | - | - | - | - | - |
| Sale of Newspapers | - | - | - | 10 | 10 | - | 20 | 10 | - |
| In lieu of Apartments | - | - | - | 10 | - | - | 20 | - | - |
| Waste Paper in Letter-Bill Office | - | - | - | 12 | 10 | - | 22 | 10 | - |
| Clerk in Letter-Bill Office | 50 | - | - | - | - | - | 50 | - | - |
| Clerk in West India Office | 30 | - | - | - | - | - | 30 | - | - |
| Forwarding Bankers Parcels | - | - | - | 25 | - | - | 25 | - | - |
| 10th, at | 250 | - | - | - | - | - | - | - | - |
| Sale of Newspapers | - | - | - | 2 | 10 | - | 2 | 10 | - |
| In lieu of Apartments | - | - | - | 10 | - | - | 10 | - | - |
| Inspector of Franks | 30 | - | - | - | - | - | 30 | - | - |
| 11th, at | 250 | - | - | - | - | - | - | - | - |
| Clerk in West India Office | 30 | - | - | - | - | - | 30 | - | - |
| In lieu of Apartments | - | - | - | 10 | - | - | 10 | - | - |
| Instruction of Junior Officers | - | - | - | 20 | - | - | 20 | - | - |
| 12th, at | 250 | - | - | - | - | - | - | - | - |
| In lieu of Apartments | - | - | - | 10 | - | - | 10 | - | - |
| 13th, at | 250 | - | - | - | - | - | - | - | - |
| In lieu of Apartments | - | - | - | 10 | - | - | 10 | - | - |
| Sunday Duty | - | - | - | 13 | 13 | - | 23 | 13 | - |
| 14th, at | 250 | - | - | - | - | - | - | - | - |
| As Vice-President | - | - | - | 30 | - | - | 30 | - | - |
| In lieu of Apartments | - | - | - | 10 | - | - | 10 | - | - |
| 15th, at | 250 | - | - | - | - | - | - | - | - |
| Window Clerk Fees | - | - | - | 63 | 18 | 6 | 63 | 18 | 6 |
| In lieu of Apartments | - | - | - | 10 | - | - | 73 | 18 | 6 |
| 16th, at | 160 | - | - | - | - | - | - | - | - |
| In lieu of Apartments | - | - | - | 10 | - | - | 10 | - | - |
| Proportion of Treasury Grant | 108 | 13 | 6 | - | - | - | 118 | 13 | 6 |
| 17th, at | 160 | - | - | - | - | - | - | - | - |
| In lieu of Apartments | - | - | - | 10 | - | - | 10 | - | - |
| Proportion of Treasury Grant | 60 | 7 | 6 | - | - | - | 70 | 7 | 6 |
| 18th, at | 160 | - | - | - | - | - | - | - | - |
| Clerk in Letter-Bill Office | 30 | - | - | - | - | - | 30 | - | - |
| Inspector of Franks | 20 | - | - | - | - | - | 20 | - | - |
| Waste Paper in Letter-Bill Office | - | - | - | 12 | 10 | - | 22 | 10 | - |
| In lieu of Apartments | - | - | - | 10 | - | - | 22 | - | - |
| Proportion of Treasury Grant | 27 | 12 | - | - | - | - | 39 | 12 | - |
| 19th, at | 160 | - | - | - | - | - | - | - | - |
| In lieu of Apartments | - | - | - | 10 | - | - | 10 | - | - |
| Waste Paper in Letter-Bill Office | - | - | - | 12 | 10 | - | 22 | 10 | - |
| Proportion of Treasury Grant | 72 | - | 3 | - | - | - | 72 | - | 3 |
| Clerk in Letter-Bill Office | 30 | - | - | - | - | - | 30 | - | - |
| Carried forward - - - | 7,895 | 19 | 3 | 5,310 | 19 | 8 | 13,205 | 18 | 11 |

| | SALARY. | | | Other EMOLUMENTS. | | | TOTAL SALARY and EMOLUMENTS. | | | |
|---|---------|----|----|----------------------|----|----|------------------------------------|-----|----|----|
| | £. | s. | d. | £. | s. | d. | £. | s. | d. | |
| Brought forward - - - | 7,895 | 19 | 3 | 5,596 | 19 | 8 | 13,492 | 18 | 11 | |
| Assistant Clerks—continued. | | | | | | | | | | |
| 10th, at - - - - - | 160 | - | - | - | - | - | } | 281 | 2 | 9 |
| Clerk in Letter Bill Office - - - | 50 | - | - | - | - | - | | | | |
| Inspector of Franks - - - - - | 10 | - | - | - | - | - | | | | |
| Waste Paper in Letter Bill Office - - - | - | - | - | 12 | 10 | - | | | | |
| Proportion of Treasury Grant - - - | 68 | 12 | 9 | - | - | - | | | | |
| 11st, at - - - - - | 160 | - | - | - | - | - | } | 389 | 10 | 3 |
| Clerk to Superintending President - - - | 50 | - | - | - | - | - | | | | |
| Clerk of Letter Carriers Charges - - - | 46 | 16 | - | - | - | - | | | | |
| Forwarding Bankers Parcels - - - - - | - | - | - | 25 | - | - | | | | |
| Proportion of Treasury Grant - - - | 40 | 14 | 3 | - | - | - | | | | |
| 12d, at - - - - - | 160 | - | - | - | - | - | } | 193 | 5 | 3 |
| Proportion of Treasury Grant - - - | 33 | 5 | 3 | - | - | - | | | | |
| 13d, at - - - - - | 160 | - | - | - | - | - | } | 185 | 17 | 6 |
| Proportion of Treasury Grant - - - | 25 | 17 | 6 | - | - | - | | | | |
| 14th, at - - - - - | 160 | - | - | - | - | - | } | 180 | 14 | - |
| Proportion of Treasury Grant - - - | 20 | 14 | - | - | - | - | | | | |
| Twenty-seven Sorters, with Increase for length of Service: | | | | | | | | | | |
| 6 Seniors - - above 15 years - - - | £. 160 | | | | | | | | | |
| First 6 of Junior Sorters - above | £. 90 | | | | | | | | | |
| 6 years - - - - - | - | | | | | | | | | |
| 1st, at - - - - - | 130 | - | - | - | - | - | } | 145 | 10 | 6 |
| Proportion of Treasury Grant - - - | 15 | 10 | 6 | - | - | - | | | | |
| 2d, at - - - - - | 130 | - | - | - | - | - | } | 184 | 18 | 6 |
| Temporary Clerk in Dead Letter Office - - - | - | - | - | 41 | 12 | - | | | | |
| Proportion of Treasury Grant - - - | 13 | 6 | 6 | - | - | - | | | | |
| 3d, at - - - - - | 130 | - | - | - | - | - | } | 142 | 6 | 6 |
| Proportion of Treasury Grant - - - | 12 | 6 | 6 | - | - | - | | | | |
| 4th, at - - - - - | 130 | - | - | - | - | - | } | 130 | - | - |
| 5th, at - - - - - | 130 | - | - | - | - | - | | | | |
| 6th, at - - - - - | 130 | - | - | - | - | - | } | 130 | - | - |
| 7th, at - - - - - | 130 | - | - | - | - | - | | | | |
| 8th, at - - - - - | 110 | - | - | - | - | - | } | 158 | 6 | - |
| Proportion of Treasury Grant - - - | 48 | 6 | - | - | - | - | | | | |
| 9th, at - - - - - | 100 | - | - | - | - | - | } | 139 | 13 | 6 |
| Proportion of Treasury Grant - - - | 39 | 13 | 6 | - | - | - | | | | |
| 10th, at - - - - - | 100 | - | - | - | - | - | } | 189 | 12 | 10 |
| Proportion of Treasury Grant - - - | 29 | 6 | 6 | - | - | - | | | | |
| Clerk to Superintending President - - - | 46 | 13 | 4 | - | - | - | | | | |
| Sunday Duty - - - - - | - | - | - | 13 | 13 | - | | | | |
| 11th, at - - - - - | 90 | - | - | - | - | - | } | 148 | 17 | - |
| Proportion of Treasury Grant - - - | 17 | 5 | - | - | - | - | | | | |
| Temporary Clerk Returned Letter Office - - - | - | - | - | 41 | 12 | - | | | | |
| 12th, at - - - - - | 90 | - | - | - | - | - | } | 102 | 1 | 6 |
| Proportion of Treasury Grant - - - | 12 | 1 | 6 | - | - | - | | | | |
| 13th, at - - - - - | 90 | - | - | - | - | - | } | 140 | 4 | 6 |
| Proportion of Treasury Grant - - - | 8 | 12 | 6 | - | - | - | | | | |
| Temporary Clerk Returned Letter Office - - - | - | - | - | 41 | 12 | - | | | | |
| Carried forward - - - - - | 10,753 | - | 10 | 5,702 | 18 | 8 | 16,457 | 19 | 6 | |

| | SALARY. | | | Other EMOLUMENTS. | | | TOTAL SALARY and EMOLUMENTS. | | |
|--|---------|----|----|----------------------|----|----|------------------------------------|----|----|
| | £. | s. | d. | £. | s. | d. | £. | s. | d. |
| Brought forward - - - | 10,735 | - | 10 | 5,708 | 18 | 8 | 16,457 | 19 | 6 |
| Sorters—continued. | | | | | | | | | |
| 14th, at - - - | 90 | - | - | - | - | - | 95 | 3 | 6 |
| Proportion of Treasury Grant - - - | 5 | 3 | 6 | - | - | - | | | |
| 15th, at - - - | 90 | - | - | - | - | - | 105 | 7 | - |
| Proportion of Treasury Grant - - - | 10 | 7 | - | - | - | - | | | |
| As Inspector of Funds - - - | 5 | - | - | - | - | - | | | |
| 16th, at - - - | 90 | - | - | - | - | - | 107 | 1 | 6 |
| Proportion of Treasury Grant - - - | 12 | 1 | 6 | - | - | - | | | |
| As Inspector of Funds - - - | 5 | - | - | - | - | - | | | |
| 17th, at - - - | 90 | - | - | - | - | - | 99 | 5 | - |
| Proportion of Treasury Grant - - - | 9 | 5 | - | - | - | - | | | |
| 18th, at - - - | 90 | - | - | - | - | - | 96 | 18 | - |
| Proportion of Treasury Grant - - - | 6 | 18 | - | - | - | - | | | |
| 19th, at - - - | 90 | - | - | - | - | - | 98 | 12 | 6 |
| Proportion of Treasury Grant - - - | 8 | 12 | 6 | - | - | - | | | |
| 20th, at - - - | 90 | - | - | - | - | - | 98 | 12 | 6 |
| Proportion of Treasury Grant - - - | 8 | 12 | 6 | - | - | - | | | |
| 21st, at - - - | 90 | - | - | - | - | - | 96 | 18 | - |
| Proportion of Treasury Grant, and Six at £.90 each - - - | 6 | 18 | - | - | - | - | | | |
| Twelve Junior Sorters, with Increase for length of Service: | 540 | - | - | - | - | - | 540 | - | - |
| Under 3 years - £.70 | | | | | | | | | |
| Above - - - - £.80 | | | | | | | | | |
| Twelve Junior Sorters at £.70 each - - - | 840 | - | - | - | - | - | 840 | - | - |
| Probationary Sorters: | | | | | | | | | |
| Two Probationary Sorters at £.54. 12. - - - | 109 | 4 | - | - | - | - | 109 | 4 | - |
| Clerks of Letter Carriers Charges: | | | | | | | | | |
| 1 at - - - | 100 | - | - | - | - | - | 117 | 8 | - |
| Clerk of the Money Book - - - | - | - | - | 23 | 8 | - | | | |
| Fines on Letters in the Boxes - - - | - | - | - | 4 | - | - | | | |
| Inspectors of Letter Carriers: | | | | | | | | | |
| 1 at - - - | 170 | - | - | - | - | - | 494 | - | - |
| Checking Letter Carriers Deliveries - - - | 20 | - | - | - | - | - | | | |
| Management of Letter Carriers Fund - - - | - | - | - | 50 | - | - | | | |
| Fees on Newspapers after six o'clock - - - | - | - | - | 254 | - | - | | | |
| 1 at - - - | 150 | - | - | - | - | - | 469 | - | 7 |
| Checking Letter Carriers Deliveries - - - | 20 | - | - | - | - | - | | | |
| Management of Letter Carriers Fund - - - | - | - | - | 25 | - | - | | | |
| Fees on Newspapers after six o'clock - - - | - | - | - | 254 | - | - | | | |
| Assistant Inspectors of Letter Carriers: | | | | | | | | | |
| 1 at - - - | 70 | - | - | - | - | - | 233 | - | - |
| Weekly Wages as Sub-sorter - - - | 54 | 12 | - | - | - | - | | | |
| 1/- for sorting Newspaper Bags - - - | 23 | 8 | - | - | - | - | | | |
| Fines of 6d. on Letter Carriers for late attendance - - - | - | - | - | 80 | - | - | | | |
| Management of Letter Carriers Fund - - - | - | - | - | 25 | - | - | | | |
| Carried forward - - - | 13,690 | 1 | 10 | 6,418 | 6 | 8 | 20,068 | 9 | 6 |

| | SALARY. | | | Other EMOLUMENTS. | | | TOTAL SALARY and EMOLUMENTS. | | |
|---|---------|----|----|----------------------|----|----|------------------------------------|----|----|
| | £ | s. | d. | £ | s. | d. | £ | s. | d. |
| Brought forward - - - | 13,650 | 2 | 10 | 6,418 | 6 | 8 | 20,068 | 9 | 6 |
| Assistant Inspectors—contraval. | | | | | | | | | |
| 1 at | 40 | - | - | - | - | - | | | |
| Weekly Wages for examining Newspapers | 23 | 8 | - | - | - | - | 123 | 8 | - |
| Profits of a Letter Carrier's Walk | - | - | - | 60 | - | - | | | |
| 168 Inland Letter Carriers: | | | | | | | | | |
| 100 at 14s. per week | 4,368 | - | - | - | - | - | 4,368 | - | - |
| 6 at 11s. - d ^r | 171 | 12 | - | - | - | - | 171 | 12 | - |
| 42 at 8s. - d ^r | 873 | 12 | - | - | - | - | 873 | 12 | - |
| River Letter Carrier | 104 | - | - | - | - | - | 104 | - | - |
| 72 Sub-posters, Duties performed by Letter Carriers and Watchmen: | | | | | | | | | |
| 54 at 21s. per week | 1,856 | 8 | - | - | - | - | 1,856 | 8 | - |
| 38 at 9s. - d ^r | 889 | 4 | - | - | - | - | 889 | 4 | - |
| 12 Letter Bringers, at 9s. | 280 | 16 | - | - | - | - | 280 | 16 | - |
| Extra Duty performed by the Letter Carriers: | | | | | | | | | |
| 38 at 9s. per week | 889 | 4 | - | - | - | - | 889 | 4 | - |
| 1 at 5s. - d ^r | 15 | 12 | - | - | - | - | 15 | 12 | - |
| Fees for Early Deliveries, ringing the Bell, Christmas Boxes, &c. to | | | | | | | | | |
| 2 Letter Carriers | - | - | - | 114 | - | - | 114 | - | - |
| 4 - d ^r | - | - | - | 164 | - | - | 164 | - | - |
| 6 - d ^r | - | - | - | 94 | - | - | 94 | - | - |
| 8 - d ^r | - | - | - | 84 | - | - | 84 | - | - |
| 10 - d ^r | - | - | - | 74 | - | - | 74 | - | - |
| 11 - d ^r | - | - | - | 64 | - | - | 64 | - | - |
| 10 - d ^r | - | - | - | 54 | - | - | 54 | - | - |
| 15 - d ^r | - | - | - | 44 | - | - | 44 | - | - |
| 14 - d ^r | - | - | - | 39 | - | - | 39 | - | - |
| 20 - d ^r | - | - | - | 34 | - | - | 34 | - | - |
| 12 - d ^r | - | - | - | 29 | - | - | 29 | - | - |
| 8 - d ^r | - | - | - | 24 | - | - | 24 | - | - |
| 140 | | | | | | | | | |
| 48 Supernumerary Letter Carriers, from £.20 to £.60 - say | - | - | - | 30 | - | - | 30 | - | - |
| 1 River Carrier | - | - | - | 12 | - | - | 12 | - | - |
| TOTAL - - - £. | 23,161 | 18 | 10 | 7,278 | 6 | 8 | 30,440 | 5 | 6 |

The morning duty in this office commences at six o'clock, and continues until the letter carriers are dispatched, which is about nine o'clock, or later according to circumstances. The evening duty, consisting principally in the dispatch of the mails to the country, begins at a quarter before five o'clock. The attendance of the principal officer, who is styled the Superintending President, is from ten till four o'clock daily. There are five assistants, two of whom are called Presidents and three Vice-Presidents, though all act in the same manner. Two of these officers attend every morning at six o'clock, and every afternoon at five o'clock, whose duty it is to see that every clerk and person employed attends in proper time, and that every part of the business is properly performed. Attendance books are kept, in which every clerk is required to write his name and the time of his presence each morning. In the evening also they enter their names in the book, but without specifying the time of their arrival at the office.

The

The Inland Office, as represented by Sir Francis Freeling, "is a department of such complicated detail, that it would be in vain to attempt to give more than a mere outline of the principal duties; the real nature and extent of them can only be known by a personal inspection." Your Lordships will therefore make allowance for any insufficiency of our attempt to convey such an understanding of the business conducted in this office as might enable Your Lordships to judge of the expediency of those suggestions which we shall offer with reference to the two objects that require attention in the arrangements of this Department; namely, the expediting of the correspondence, and the proper assessment of and check upon the Revenue.

Appendix,
N^o. 5.

The whole of the duties of the Inland Office arise from letters received for delivery in London, and letters received for transmission abroad, or to the country; and we shall adhere to this natural division in what we have to state upon the conduct of these different services.

For the first of the above purposes letters are received in the Inland Office daily by mail coaches from all parts of the United Kingdom. Letters brought by ships other than packets from the East and West Indies, America and Foreign parts, also pass through the Ship-Letter Office into the Inland Office, to be thence distributed in London.

Letters delivered
in London.

The routine that is observed in the preparation of the letters for delivery is minutely detailed in the evidence of the Superintending President, Mr. Stow, and is as follows:

Appendix,
N^o. 26.

The bags are brought on their arrival by a messenger to certain junior clerks, called Tick Clerks, who take an account of them, to see whether all are received, and to make a note of any that may be missing, for the information of the Superintending President. The bags of each mail coach successively, as they arrive, are then distributed amongst fourteen clerks, who are also junior clerks, of whom two are stationed at each of seven tables. The first duty of these clerks is to see that each bag is properly secured; each clerk then opens the several bags allotted to him. His next duty is to ascertain that the amount of the paid letters is truly entered upon the bill which the Postmaster transmits in each bag, and to certify that he has done so, by writing his initials upon the bill; or in case of error, to have the true charge checked by another clerk, and an entry made thereof in a book kept for this purpose. It is also the duty of the opening clerks to make transcripts in the money book of the addresses of letters containing cash or trinkets, which the Postmasters are instructed to enter upon their bills.

The Postmasters bills are then sent to a clerk, called the Check Clerk, whose business it is to see that a bill is received for each bag, and then to transmit the whole of the bills to the Letter-Bill Office.

Whilst the openers are engaged in the above service, the unpaid and free letters are undergoing the process of being stamped and subsequently examined, the former as to the rates of postage taxed upon them, and the latter as to the number of franks, by different persons stationed for each purpose at the respective tables. If any overcharge or undercharge be discovered, the correct rate of postage is substituted by the examiner upon the letter, and an entry of the amount of the corrections is made in a book kept at each table for this purpose.

The business of stamping unpaid letters is performed by messengers, sixteen in number; that of examining the taxation of them, by seven senior clerks.

The paid letters, when checked as above mentioned by the opening clerks, are in like manner given over to be stamped and examined by two other clerks.

Portions of the letters, as they have undergone the process of stamping and examination, are from time to time delivered to letter carriers, who are employed in the assortment of them, which, in the first place, is effected into fourteen grand divisions; immediately after which, the letters are taken by other

Appendix,
N^o 85 & 86.

other letter carriers, who sort them in divisions corresponding with the districts of actual delivery. In the progress of this sorting, the letters are sent in small parcels to the Tellers, six in number, who cast up the amount of each parcel, and deliver a ticket of each charge to the check clerk. These parcels are deposited in boxes provided for each district, and subsequently re-told by the letter carrier, by whom they are to be accounted for. He states the amount of his telling to the check clerk; and if it correspond with the teller's tickets, it is an admitted charge against the letter carrier. In cases of variation a third person is resorted to, whose telling establishes the proper charge. After the charge is ascertained for each district, it remains for the letter carrier to arrange his letters so as to correspond with the course of his delivery in his route, and to transfer to other districts such as may have been mis-sorted to his district. Another sorting also takes place for what is called the "Early Delivery," which consists in selecting certain letters to be delivered principally by carriers passing through the districts to which they are addressed to more distant districts. The check clerk makes an entry of every charge against each letter carrier in a book, which is signed by the latter as an acknowledgment of the charge, and the teller's tickets are filed. When these proceedings are completed the letter carriers are dispatched under the superintendence of the Inspector of letter carriers.

Ibid.

Ibid.

Three times a week the Superintending President transmits to the Receiver General a statement of the charge to be accounted for by each letter carrier, the windowman, and the Two-penny Post. A similar statement is sent to the Accountant General.

In the event of omissions or improper arrears in accounting, it is the duty of the Receiver General to report to the Superintending President of the Inland Office, and it is the business of the Inspector of letter carriers to inquire into the reasons. This latter officer is also charged to attend to the regularity of the letter carriers in effecting the delivery of the letters.

Appendix,
N^o 86.

Besides the letters which are received in the Inland Office directly by the mail coaches, and which are disposed of in the ordinary daily routine above described, letters that have been brought by ships other than packets, and received in the Ship Letter Office, are transferred for distribution or dispatch to this office.

Appendix,
N^o 86 & 110.

From the evidence of the Inspector of the Ship Letter Office, as well as of Mr. Stow, there appears to be some uncertainty in the practice with respect to letters of this description. Such as arrive prior to the morning delivery by the letter carriers of the Inland Office, are brought into this office by a messenger of the Ship-Letter Office, either altogether or in parcels, sometimes taxed, at others not; they are then merged in the mass of inland letters to be sorted, and form part of the general delivery, no separate account being taken to establish any check in the Inland Office upon such letters received there. Ship letters arriving between the dispatch of the inland letter carriers and two o'clock are delivered from the window of the Ship Letter Office; such as are received after that hour, according to the evidence of the Inspector of the Ship Letter Office, are sent into the Inland Office, and there remain till the next morning: but the course taken with respect to such letters is differently described by other officers.

Appendix,
N^o 110.

Appendix,
N^o 109.

In considering the method of conducting the service which has been described above, with a view to the object of accelerating the distribution of the correspondence in London, the question occurs, whether any part of the process might be dispensed with, or otherwise securely managed with greater expedition.

Appendix,
N^o 85.

The time calculated for the arrival of the latest of the mails at the General Post Office is ten minutes past seven o'clock, being about one hour and a half after the computed arrival of the earliest mail; the ordinary time of dispatching the letter carriers from Lombard Street is stated to be nine o'clock, so that the whole of the time occupied in preparing the letters for delivery, dating from the commencement of the process, may be stated to be, upon an average, about three hours.

So long as a single simultaneous delivery, commencing from one point, is made to comprise the whole of the correspondence daily received in London from the country, the completion of the business of preparation must await the arrival at that point of the whole of the mails. It would of course tend to dispatch to abridge the interval between the arrival of the first and the last of the mails in Lombard-street, and it is probable that upon the whole no inconvenience would attend a nearer approximation than is at present secured. This must be effected by an arrangement of the time bills. It would seem, from the evidence of Mr. Stow that under a more exact management in this respect, and with better accommodation than the present Post Office affords, the business preparatory to the delivery might be expedited by employing a greater number of persons; and in this opinion the Inspector of letter carriers agrees.

Necess of expediting the London Delivery.

Appendix,
N° 85.

Appendix,
N° 116.

Your Lordships are aware that all letters coming to London are taxed (that is, have written in figures upon them the rates of postage) by the respective Deputy Postmasters in the country. The number of such letters daily received upon an average of three days, in May 1828, may be stated at 28,400; and it is represented by Mr. Stow that each letter undergoes separately an examination in the Inland Office for the purpose of correcting the charge written upon it. This service is performed between the stamping and the sorting, and nine persons are employed upon it. It is estimated that four-fifths of the letters dispatched to London from the country are single letters; and the principal object of the examination is stated to be that of ascertaining whether a letter is single, or subject to an increased charge. If it is single, it is taken for granted that the proper rate of postage is upon it.

Appendix,
N° 42.

Appendix,
N° 86.

It has occurred to us to submit for consideration, whether time might not be gained by combining the taxation of letters, to a certain extent, with the process to which they are first subject, of stamping. What we would suggest is, that it should cease to be the duty of the Deputy Postmasters to tax single letters; but that they should be required, as at present, to tax all letters subject to more than a single postage, whether paid or unpaid; and that, in addition to the present division of the letters transmitted into parcels of unpaid, franked, and paid, they should separate the single unpaid letters from those bearing a higher postage. In effecting this separation, as much attention would be demanded from the country Postmaster to the especial object of affixing the higher rates of postage where they are incurred as at present; and on receipt of the bags, the single unpaid letters might be immediately delivered to proper officers, to be employed to impress them with the appropriate stamps, which in each case should be made to express the rate of postage. These letters might then, we think, without increased risk to the Revenue, pass directly to the sorters, without other inspection in the Inland Office than might be bestowed upon them by the stampers, whose vigilance and experience would probably sufficiently enable them to distinguish such letters, if any, as might have been improperly classed as single letters.

With respect to the taxation of paid letters, and letters exceeding the rate of a single postage, we should not propose to dispense with such an examination as they are at present subject to.

The result of what has been suggested would be to save the time and labour employed in passing four-fifths of the correspondence through the form of a separate examination in the Inland Office, the efficiency of which, owing to the rapidity with which it must be performed in order to avoid delay, must be doubtful.

In carrying into effect this suggestion, it would be necessary so far to class the letters as to place together letters subject to the same rate of single postage, in order that the proper stamp should be impressed. This would be effected by classing the bags, on their arrival, according to the distances of their post towns, by which the scale of postage is determined, that is to say, all bags containing letters subject to the same charge should be arranged together, and their contents (so far as they consisted of unpaid single letters) should be delivered to the officers provided with the appropriate stamp in each division.

It is worth observing, that the expedient of impressing the rates of postage by stamps would preclude fraudulent manuscript alterations with a view to levy undue rates upon the public.

We have been unable to trace any useful result of one of the operations which the letters undergo in the Inland Office, and which, to be accurately performed, must be attended with some delay, namely, the counting of the whole of the letters each morning in their progress to the letter carriers. The Senior President admits, that at present this reckoning is not to be relied upon. It is merely the ground of a comparative daily estimate of the number of letters, for the information of the Postmaster General, the Secretary and the Assistant Secretary, to whom respectively it is communicated, with other particulars. If, however, any object be attainable by a continuance of this practice, it must be rendered more secure by requiring each Deputy Postmaster to insert in his letter bill the number of the letters transmitted by him, which, with reference to the single letters, if separately stated, would at the same time form a check upon the account of postage charged under that head in the letter bill.

Appendix,
N^o 20.

It is probable that other means conducive to greater expedition in sorting might be employed. A return which Your Lordships will find in the Appendix, shows that the proportions of the ordinary correspondence coming from the principal post towns for delivery within different divisional limits, (as, for instance, east and west of Temple Bar) vary very much, and that the usual destination of the greater portion of the contents of each mail may be calculated upon with sufficient certainty to afford ground for some classification of them, with a view to expedite the sorting.

Appendix,
N^o 43.

Thus it will be found, on referring to the return alluded to, that of the letters conveyed by the mails from Taunton, Liverpool, Leeds, Manchester, Louth, Lincoln, Birmingham and Ipswich, nearly two-thirds were distributable eastward of Temple Bar. On the other hand, considerably the greater proportion of the letters received in the Pool, Exeter, Gloucester, Brighton and Holyhead mails was destined for parts west of Temple Bar.

Accordingly it should be an object of attention, with a view to dispatch, to class together bags, the greater portion of the contents of which would probably have the same destination; for example, that bags containing generally for the most part commercial correspondence, destined for delivery in the eastern districts of London, should be so classed as to be sorted, as far as practicable, together, in opposition to the present method, according to which Your Lordships may have remarked, during the process of stamping and examination, there appears to be a studious mixture of the letters arriving from all parts, by distributing the bags conveyed by the several mails indiscriminately into fourteen divisions.

How far the preceding suggestions might be compatible with each other, or worthy of adoption separately, must be decided by practice.

The present arrangement, according to which all the letter carriers leave the General Post Office for their several districts at the same moment, must unavoidably occasion a great difference in the time of the delivery of letters in different parts of the town; but a still greater difference is caused by the plan which has been for a length of time acted upon of effecting what is called an "early delivery." This consists in each letter carrier being entrusted with the delivery of letters addressed not within his own district, but to another which, in proceeding to his own, he must pass through. These letters (as has been before stated) are selected after the general sorting, and after the charge to be accounted for by each letter carrier has been ascertained, and are transferred by the letter carrier, who is charged with them to another, who delivers them on his route without stopping to receive the postage. The advantage of this early delivery is purchased by a subscription from each person desiring to have his letters included in it, and the time gained to the subscribers is represented to be upon an average about two hours, compared with the ordinary time of the receipt of letters delivered by letter carriers in their own districts. It is quite evident that the time occupied in the intermediate delivery by a letter carrier

Appendix,
N^o 114.

between

between his departure from the General Post Office and the commencement of his delivery in his own district, must be lost to those persons who depend upon the ordinary delivery in the district within which they reside. If the plan of dispensing with the immediate payment of the postage were extended throughout all or any of the districts, the whole delivery might be effected by the proper letter carriers of such districts as speedily as the partial delivery now is, with the difference only of the time requisite for so delivering that portion of the correspondence which at present is reserved for the ordinary delivery; the general result of this plan being simply that a certain number of letters are delivered in the various districts without the delay incident to the receipt of the postage at the same time.

In order to effect this object, besides the delay already noticed, which it imposes upon non-subscribers to the "early delivery," by retarding the letter carrier in his route to his district, each letter carrier is under the necessity, prior to his departure from the General Post Office, of making out an account against each individual for whom he entrusts letters to the early letter carriers. It is stated that in some of the districts three-fourths of the letters are delivered early, and upon an average of the whole the proportion is estimated at more than half. It is scarcely credible that the additional separate arrangements of sorting and making out accounts can occupy so little time as the Inspector of letter carriers seems to calculate upon, when he states that the preparations for the early delivery at the General Post Office do not detain the letter carriers there more than a quarter of an hour. Another part of this arrangement is exposed to the suspicion of inducing delay in the ordinary delivery. The letter carrier of each district, in order to collect the postage of the letters for which he is answerable, and which have been previously delivered by another hand in his district, is required by the regulations, after finishing his ordinary delivery, to go over his walk again. This repetition of his labour occupies a very considerable time, which, but for this arrangement, might be otherwise applied in aid of the service; and as in the progress of his ordinary delivery he passes or approaches houses to which, according to the rule laid down, he should return for the above purpose, there is an obvious temptation to him to avoid this labour, by pausing in the course of his ordinary delivery to adjust his claim for the early delivery; neither can the fact be disregarded, that as the present emoluments and future expectations of the letter carriers are dependent on the subscriptions of the "early delivery," this arrangement suggests a motive for more than indifference to the convenience of those who do not contribute, which depends upon the punctual discharge of the letter carrier's duty in the ordinary delivery; and thus, though the contribution is optional, it is in reality scarcely to be considered a voluntary one, when the certain or possible disadvantages of the alternative are weighed. The amount of the subscription too, it may be observed, is not limited by any authority. Other objections to this plan might be stated, arising out of the transfer of letters from one letter carrier to another, which tends to insecurity; and the delay and increased employment of letter carriers in accounting for the revenue, which is implied in the system of giving credits, and creating intermediate accounts between the letter carriers, which is sanctioned under this arrangement. In certain districts letter carriers are employed exclusively for the delivery of early letters, and in these instances the principle of allowing a partial and purchasable advantage is attended with the direct consequence of adding to the charge upon the Revenue, by the employment of supernumerary letter carriers.

We are indisposed to recommend the discontinuance, merely upon grounds of apparent economy, of any scheme founded upon admissible principles that would expedite the circulation of the correspondence with the metropolis; but it appears to us that this purpose should be secured without subjecting any portion of the public to disadvantage, and that no partial priority in the distribution of letters should be officially provided for, it being optional with all to demand an immediate delivery by application at the Post Office.

The Inspector of letter carriers, Your Lordships will perceive, is of opinion, that it would be practicable to effect the delivery of all the general London Correspondence at as early a period as the present partial "early delivery" is

Appendix,
N^o 114.

Appendix,
N^o 115.

Appendix,
N^o 114.

Appendix,
N^o 115.

Appendix,
N^o 114.

made, with the assistance of additional letter carriers and other measures. The adoption of these means would be opposed only by the consideration of an increased expense, which objection might be obviated if a sum equal to that now paid by the public as contributions for the "early delivery" were levied in aid of the Revenue, and applied for this object under a different system.

Appendix,
N° 114.

Ibid.

Appendix,
N° 116.

The annual income of a letter carrier, according to the evidence of the Inspector, may be stated upon an average at £ 90. From the same evidence, the ascertained amount of the subscriptions for "early delivery" (independent of other perquisites of the letter carriers to be hereafter noticed), may be stated at £ 4,800 a year, which sum however, it will appear subsequently, is merely a conjectural estimate. This amount would provide, at the above average rate of remuneration, for about fifty letter carriers, but under a different apportionment it would afford some augmentation. The additional number that would be requisite, according to the calculation of the Inspector, is differently and vaguely estimated.

We anticipate Your Lordships concurrence in our impression, that it is the clear duty of the Postmaster General to afford, as far as possible, equal advantage and convenience to all in levying the Revenue under his control. So far as the early receipt of correspondence is concerned, locality alone will always afford a comparative advantage to some; but the difference in this respect at present in the metropolis, owing to its increased extent in different directions, whilst the sole point from which all letters are circulated remains fixed, seems to us to be too great not to demand a consideration of the means of abridging such inconvenience, which, if not obviated, must still become more general in proportion to the growth of the town in parts remote from the site of the General Post Office. The difference in the time of receipt of a letter by the early delivery in Lombard Street and in Portman Square, is not less than one hour and ten minutes. In the ordinary delivery the difference may extend to one hour and a half.

Appendix,
N° 61.

We have entered into these details with a view to lay before Your Lordships the imperfections, as they appear to us, of the present system, by means of which, the general correspondence is circulated in London, but not with the intention of confining ourselves to the suggestions which have been hitherto offered in proposing some amendment of that system.

It is by a skillful classification of the correspondence in the first instance, by abridging the several separate processes to which it is submitted, either by dispensing with superfluous or combining necessary services, and by multiplying the subdivisions in the subsequent stages of the progress to delivery, that the greatest expedition in effecting this is to be attained.

Attending to these considerations, and reverting to a previous observation, that the greater portion of the correspondence arriving by the respective mail coaches in London, may with some certainty be allocated by anticipation within the limits of different given districts, defined upon a comprehensive scale (as, for example, east and west of Temple Bar), it naturally occurs to us to suggest the expediency of establishing a branch office for the receipt and circulation of general post letters in the western division of the metropolis. Such a project seems entitled to consideration on several grounds.

First, it may be remarked, that for the circulation of correspondence originating in the metropolis, it has been thought proper to establish two separate branches of the Two-penny Post Department in distant parts of the town, whereas this correspondence, both in importance and quantity, is inferior to that which is made up of general post and foreign letters collected or distributable in London.

It may next be observed that the disproportion between the quantity of general post correspondence distributed on either side of Temple Bar is by no means so great as might perhaps be imagined, considering that the whole of the commercial correspondence, and of that with the inns of court, falls within one of these two divisions. From the account already referred to the excess of the correspondence addressed eastward, above that directed to the west of Temple Bar, might be estimated at one-twelfth. And from another account contained in the Appendix, it would appear, that the letters dispatched from

Appendix,
N° 45.

Appendix,
N° 46.

the

the latter division to the country by mail coaches were within about one-twentieth part as numerous as those collected in the eastern division.

In comparing the importance of the correspondence comprised under these divisions respectively, without reference to quantity, in order to appreciate the expediency as well as the fairness of endeavouring to effect the delivery in both with equal promptness, it must be remembered, that in the western division the whole of the communications with the higher departments of Government, and with the members of both branches of the Legislature, are comprehended; and that the public in general, who pay alike to the Revenue, are entitled to claim the same degree of advantage and accommodation, so far as it may be practicable to extend it, in all parts.

If it were thought proper on these grounds to establish an office for the circulation of general post letters in the western part of the metropolis, farther modifications of the present plan of distribution would suggest themselves.

Your Lordships will learn, from the evidence of Mr. Musgrave, Comptroller of the Two-penny Post, that this Department is already divided into two branches; one having its office at the General Post Office, the other in Gerrard Street; and that the whole of the metropolis and its suburbs are separated into two divisions (containing various subdivisions or walks), one of which is allotted to each of these two branches, called the "Chief Office," and the "Westminster Office," between which there is a reciprocal interchange of letters received at their respective offices, but destined for delivery out of the limits of their separate divisions. Already also general post letters and foreign letters are distributed by the aid of the Two-penny Post Department. Of the former, Mr. Musgrave states, that 4,000 are delivered daily through the Westminster Office; and it appears from the evidence of Mr. Darlot, Deputy Comptroller of the Foreign Office, that on the ground of official economy and of convenience to the public, letters from this office have been lately transmitted for delivery through the Two-penny Post, without incurring the additional charge which is imposed on general post letters forwarded through the same channel.

* Appendix,
N^o 103.

Appendix,
N^o 120 & 122.

The unequal taxation incident to the existing arrangements, according to which the charge for carrying a letter by the same conveyance from Lombard Street to a place within the delivery of the Two-penny Post Office may be three-pence, two-pence, or nothing, depending upon its being classed as a general post letter, a foreign letter, or a two-penny post letter, arises, at least in part, from the different partial limits that are prescribed to the distinct deliveries that are effected by three separate Departments, viz. the General Post (as it is called), the Foreign, and the Twopenny Post Departments, each having its own establishment of letter carriers. We have no doubt that it would tend much to economy to put an end to these existing distinctions, which in their effect, above noticed, Your Lordships will admit are objectionable; to re-arrange the whole of the districts upon some uniform scale and principle; and to make the same means available generally for the delivery of all letters within the metropolis. Such an arrangement would be consistent with the plan which has been suggested with respect to the delivery of general post letters westward of Temple Bar; and from what has been stated Your Lordships will perceive that this suggestion involves no novelty either in principle or in practice, and requires to be considered only with reference to the details of the arrangements that would be requisite to provide for its execution. It is proposed merely to constitute in the western part of the metropolis an office for the receipt and delivery of general post letters, upon a footing similar to that of the Lombard Street Office; or, to speak more accurately, an extension only is contemplated of the existing practice already stated in the Two-penny Post Department, under such modifications as the result of our inquiries would induce us to recommend for Your Lordships consideration.

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In carrying this scheme into operation different arrangements might be adopted.

1st.—It would be practicable to sort the whole of the letters in Lombard Street, as at present, for the respective districts, and to forward to the Westminster Office all those which should fall within its division, to be circulated from that office throughout the several districts or walks belonging to it by the letter-carriers attached to that office.

Sdly.—It would, of course, be practicable to effect only a general sorting in Lombard Street of the letters destined for the division annexed to the Westminster Office, prior to their transmission to that office, and to leave the sub-sorting for its various districts to be performed in this office.

Sdly.—As several of the mail coaches now arrive at the west end of the town (and others might probably make their entrance into London there without inconvenience), it would be practicable for such mails immediately to deposit their letters at the Westminster Office; and an interchange of general post letters, similar to that which is now practised between the two branches of the Two-penny Post Department, would put each of the offices (in Lombard Street and in Westminster) at which the different mail-coaches should deliver their bags, in possession of all letters destined for delivery in their respective divisions.

At present bags, the majority of the letters contained in which are destined for the west end of the town, are carried on to Lombard Street, and thence brought back by letter-carriers for distribution. Under such an arrangement as has been suggested considerable delay and some labour would be saved in disposing of this portion of the correspondence; and the fact before alluded to, that a preponderance of the correspondence either for the east or west of London is observable with respect to the ordinary contents of many of the mails, might be usefully attended to in determining, under the supposed plan, at which office their bags might be most conveniently deposited.

The several suggestions which have been offered above, Your Lordships will observe, are confined to the object of expediting the circulation of letters in London; and referring to the example of the Two-penny Post Department, we can have no doubt that by a judicious division of labour, and attention to local considerations in the adoption of any of those suggestions, this object would be materially promoted.

The further observations that may occur on this point will arise in considering the establishment and conduct of the Letter Carriers Department, to which, therefore, we here beg leave to refer Your Lordships. But before we advert to the other principal branch of the duties of the Inland Office (namely, the dispatch of letters from London, and the collection of them for that purpose), it will be necessary to call Your Lordships attention more particularly to the Assessment and Collection of the Revenue, so far as these form a part of the duties of the Inland Office connected with the service already described, of circulating general post letters in the metropolis.

With respect to the taxation, that is, the ascertaining that the proper rate of postage is marked upon each letter, we have nothing to add to what has been already suggested in our remarks upon the present process of stamping and sorting the letters; but the mode of checking the amount of the postage to be charged against the respective officers who have to account for this portion of the Revenue, namely, the Postmasters in the country, the letter carriers, the windowman, and the Comptroller of the Two-penny Post Department, requires some further notice.

It is the duty, as before stated, of each Postmaster to charge himself, by an entry upon the bill which is required to accompany each bag, with the amount of the postage of all paid letters contained in the bag; and it is the business of the opening clerk to ascertain and certify the accuracy of this entry. If he omit the actual comparison of the letters with the credit given by the Postmaster, and any error should exist, Mr. Stow states, that it would pass without detection; or a short credit might be collusively certified as true, without discovery, the opening clerk being the only check upon the Postmaster.

The same bags are always allotted to the same clerks, and the openers are all junior clerks. In this arrangement some change would be prudent. The amount of the postage thus chargeable, Mr. Stow estimates at about one-fifth of the whole. It seems to us that the control of this proportion of the Revenue should be exercised by some superior officers or clerks (possibly those to whom the letter bills may be delivered) instead of junior clerks, and there appears to be no good reason for confining the duties of the same clerks always to the same bags or bills.

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Assessment and collection of the postage on letters delivered in London.

Appendix,
N^o 86.

Ibid.

The mode of bringing this postage into charge, after its amount is certified in the Inland Office, will be adverted to in treating of the other offices concerned in this duty, with respect to which the responsibility of the Inland Office ceases with the transmission of the letter bills to the Letter-Bill Office.

With reference to the Revenue received in London upon general post letters delivered there (that is, upon all letters that do not arrive there post paid, or exempt from charge under privilege), the first observation that occurs is, that as between the total amount of this postage appearing chargeable according to the bills transmitted by the various Postmasters, and the total amount actually charged against the letter carriers, and others by whom it is collected, there is no check or comparison. This is a material departure from the old practice of this office, as appears from the Report of the Commissioners of Inquiry in the year 1788, where it is stated to be one of the duties of the Comptroller of the Inland Office "to receive the charge of every mail from the sorters, cast up the Deputy Postmaster's bills, to see how far they agree therewith, and to compare such charge with that reported to him by the letter carriers—when agreed to transcribe the same, and deliver it to the Receiver General, that he may receive the amount from each letter carrier." The more recent practice in this respect is described by Mr. Stow, who states, that it was the course to send a fallacious or fabricated account to the Accountant General, stating, "Amount of Postmasters bill so much; amount of letter carriers so much; and if it could not be made to balance, you entered balance £.40, and so on." In another part of his evidence, he states, that the "variation was so great, from the multiplicity of Postmasters and the increase of duty, that the accounts seldom or ever balanced, and indeed they could not be made to balance." This, he adds, was not attended with any good, and was given up four or five years ago. The Postmasters, however, are still required to state in their bills the amount of the unpaid letters.

Report Com-
missioners of Inquiry,
1788.

Appendix,
N^o 36.

Appendix,
N^o 37.

Appendix,
N^o 40.

We cannot agree with Mr. Stow, that the ascertaining of the accuracy of the Postmasters bills "amounts to nothing, and is a matter of curiosity," since it might be a general and an effectual check upon what he describes as the "real amount," namely, "the telling of every man's letters before he takes them out for delivery," and would preclude the secreting or abstracting of letters subject to postage (a mode of defrauding the Crown which Your Lordships will find has been heretofore extensively practised in Scotland) prior to their becoming a charge against the letter carriers. That this might be done, is obvious; but it would, we are inclined to think, inevitably entail so much delay, if effected upon the old plan, that, however essential some such check must be to certain accuracy in the collection of the Revenue, we should assent to the necessity of discontinuing the former practice as one of daily use, though it should be resorted to occasionally, as well for the security of the Revenue, as for the maintenance of accuracy on the part of the Postmasters in the performance of the duty required of them. A comparative account, taken after the sorting, would not be useless towards these objects, as it might lead to scrutiny and precaution for the future, and would be free from the above stated objection on the ground of delay. The dispensing with such a systematic check altogether is, in our opinion, attended with great insecurity, and the more, because Your Lordships may have observed that in the established course which has been described, the first step towards taking an account of the postage to be received by the letter carriers occurs after the letters have passed through the hands of the messengers by whom they are stamped, through those of the clerks who examine the taxation, and subsequently twice through the hands of letter carriers, first, in sorting them into what are called the grand divisions, and secondly, in the subsorting of them into divisions corresponding with the districts of actual delivery prior to their transition to the six tellers, who receive them from time to time as the sorting proceeds, in parcels, the amount of which severally it is their business to certify by tickets to the check clerk. During each of these stages, antecedent to the tellers taking the accounts, the fidelity and vigilance of the superintending officers, and the risk of eventual detection by other casual means, are the only guards against the frauds that might be collusively or otherwise attempted, by the abstraction or

Appendix,
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secretion of letters by the persons, amounting in number to 120, who are employed in the respective preliminary processes.

Ibid.

The superintendence of two individuals over such a mass of business appears to be quite inadequate, and even these are occasionally taking part in the executive duties. Accordingly, Your Lordships will observe, it is stated in the evidence of the Senior President, that "detection in the office" of such offences, which have not been unfrequent, "is of rare occurrence."

If it were found convenient on other grounds to adopt the suggestion which has been thrown out for combining the taxing with the stamping of all single unpaid letters, the object of diminishing the number of persons through whose hands this large proportion of the correspondence passes, would be promoted to a certain extent.

The surest and most desirable means of preventing or diminishing the temptations or opportunities for malpractices are, to ascertain, and to fix upon proper officers a responsibility for the amount of the postage to be collected, at the earliest moment consistently with a quick dispatch of the business of preparing the letters for delivery.

This object, as Your Lordships have seen, is the last that is attended to in the present series of proceedings incident to the completion of this business in the Inland Office. The change which we should desire to see effected with the view above mentioned might, perhaps, be accomplished by some such arrangement as we proceed to point out.

Presuming that for the sake of expedition it will still be found convenient to effect, as at present, a first general sorting of the letters into "grand divisions," each subdivided into several districts, it occurs to us to suggest, that an account should be taken of the letters so sorted for each grand division, the gross amount of which should be charged against one officer, constituted for the purpose and attached to the division, which officer might superintend the sub-sorting by the letter carriers into the respective districts comprehended in his division, and ascertain the charge against each letter carrier, and that the total of such charges corresponded with the gross charge against the division. The general total of the divisional charges, accurately taken, would correspond with the gross amount to be accounted for by the letter carriers and others employed in the collection. Should this operation, as one of daily practice, be objected to on the ground of delay from its extent, some additional occasional check might be established, by subjecting the contents of the bags of each division, by turns, on successive days, to an examination and comparison with the accounts transmitted with them by the several Deputy Postmasters.

The irregular mode already noticed of transferring letters from the Ship-Letter Office to the Inland Office, where they become mixed with the general post letters, without any account being previously taken of the amount of postage due upon the former, must be obviated, in order to admit of any satisfactory check upon the general amount of the postage to be accounted for through the Inland Office, and to this we shall advert in proposing some alterations in the conduct of the Ship-Letter Office.

Letter Carriers
Accounts.

The mode of transacting the subsequent business of checking and accounting with the Receiver General for the postage collected by the letter carriers, who are charged with nearly a fourth of the whole of this revenue, is as follows:—A charge having been established, in the manner before described, in the Inland Office by the teller, through the check clerk, against each letter carrier, for the amount of the letters sorted to his district, and entered in the check clerk's book, the next operation on the part of each letter carrier in arranging the letters for delivery is, to put out such letters as have been mis-sorted, in order to their being transferred to the proper district. This is effected by collecting from time to time the letters which have been thus mis-sorted in the Inland Office to the several districts comprised in each division (twelve in number.) These are told up in each division, and brought by a letter carrier, styled a "charge taker," to what is called the "mis-sorted letter table" in the letter carrier's office, where the amount is checked by a book-office clerk, whose business it is to give a docket

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N° 105.

a docket of allowance for the correct amount of the overcharge thus arising against each division. The dockets of this description also include re-directed letters to be sent to the country, and newspapers charged for, but for which the postage is not collected. The mis-sorted letters are then re-sorted, and a second docket is prepared for each division by the book-office clerk, which should contain the correct amount of re-sorted letters chargeable against each division, and this being admitted by the charge takers, to whom the letters are delivered, becomes a new charge against each division.

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N° 106.

These dockets, together with what is termed a balance sheet, consisting of an abstract or recapitulation of such allowances and charges in each division, are sent daily to the separate office of the Superintending President (apart from the Inland Office), where a clerk is employed to enter in a book the allowance and the charge appearing upon the dockets for each division. In the same book are entered by the same clerk allowances made to letter carriers on the authority of the President or Vice-Presidents and the Inspector of Franks, for postage re-allowed or not collected by them; the difference between the allowances and the charges above described is then stated, and is transcribed from this book into another book kept in the Superintending President's office, and called the Treasury Payment Book, in which the total charge originally made in the Inland Office against each district is previously entered from a book kept in the Inland Office; and the addition or deduction of that difference in each case to or from this original charge forms the amount which each letter carrier is to pay in to the Receiver General. The books kept in the Inland Office, connected with the accounts of the letter carriers, consist of the Teller's Book and the Check Clerk's Book, which exhibit the charge against each letter carrier for the letters sorted to his district each morning. This latter book is subsequently made to correspond with the Treasury Payment Book, kept in Mr. Stow's office, by transcribing into it the respective additions and deductions above described; and from it, the total amount of the charges against the several letter carriers belonging to the respective divisions is separately transcribed into another book kept in the Inland Office, so as to show the total amount of the original charge against each division, together with the total amount of the additions and deductions made under the head of each division, and the result, being the amount of the payment to be made into the Treasury by each division. It is the duty (in monthly rotation) of one of the letter carriers of each division, who is called the "charge taker," to keep a book corresponding with the accounts already described, and to adjust the accounts of his division prior to the payments to the Receiver General, which are made three times a week. For this purpose the charge taker of each division attends the Acting President of the Inland Office, who checks the amount of the charge admitted by each division by a comparison with the Division Book, and the dockets before alluded to, if necessary.

Appendix,
N° 105.Appendix,
N° 89.Appendix,
N° 119.

The amount for which the letter carriers of each division are responsible being thus finally ascertained, it is reported by the Superintending President to the Receiver General and to the Accountant General, and some one of the letter carriers of each division is employed to collect from each person a bag, which should contain the sum due by him, and to carry the whole to the office of the Receiver General. An account showing the particular charge against each letter carrier, and the total amount, is transmitted with the money from each division. In the frequent case of a short payment the letter carrier, it is stated, should enter upon the docket which accompanies his money the amount of his deficiency, and, according to the practice, the clerk to whom the money is delivered in the Receiver General's Office, should report the actual deficiencies to the Inspector of letter carriers. This is represented to be done by the Receiver General's clerks writing "on a small bit of paper, and sending it out "by the person who has paid in the money," who delivers it to the Inspector, who calls upon the responsible letter carrier to explain the reasons of his deficiency.

Ibid.

Ibid.

The examinations of the officers concerned in checking the accounts of the letter carriers have not fully satisfied us that the system of these accounts, and of the superintendence over them, is so arranged as to insure the essential

Appendix,
N° 89.

object of ascertaining that the whole of this portion of the Revenue is accurately and punctually accounted for.

Appendix,
N° 115.

The accounts of different days are blended without a sufficient distinction for the purpose of an exact general check upon the daily charge. It appears to be admitted that the "method of stating the accounts is not very clear;" and documents in daily use have been produced to us, bearing titles, which, upon inquiry with a view to explanation, are stated to have no reference to their contents. We must also add that some of the responsible officers have appeared to us to be not very familiar with the details of these accounts, and not to agree in a clear understanding of their respective duties in controlling them.

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N° 89.

The Superintending President, Mr. Stow, states that the whole checking of the letter carrier accounts is done out of his office. He represents it as amongst the duties of the Inspector of letter carriers to inspect and revise the charge takers books, and to see that the charges are all correct; and he referred us to this officer for an explanation of certain entries therein, affecting the accounts, not coming under cognizance in his office. The officer in question, Mr. Critchett, on the contrary, states, that once a week the letter carriers books are delivered to him; that he attends Mr. Stow and the Presidents with them, for the purpose of having them adjusted; that it is the business of the President to cast up the accounts, and examine their accuracy, and to go over the books, but that he himself does not check any of the figures in the charge takers books. At the same time this officer represents it to be his duty to see that these books are regularly made up and filled in.

Appendix,
N° 115.

Upon the whole, it appears to us that what is done by the Inspector of letter carriers, or in the separate office of Mr. Stow, contributes little to establish the accuracy of the charges against the letter carriers. Your Lordships will have perceived that this depends essentially upon the tellers and check clerks in the Inland Office, in the first instance, and subsequently upon the persons employed in the Book-Letter Office to ascertain and correct the differences already described, and to effect a supplementary adjustment of the accounts.

Your Lordships will have become aware that this adjustment of the charges against the letter carriers depends upon the necessary transfer of charges from one division (or district) to another, occasioned by the great difficulty of at once effecting a perfectly accurate sorting to the divisions (or districts), and by subsequent re-directions of letters, which may have been properly sorted; and that the necessary superintendence for establishing each account consists in ascertaining that each transfer of a charge from one division is met by an equivalent addition to another; and that where a positive deduction or allowance is made for postage unduly charged, or not collected, each claim is supported by sufficient documents. This, it appears to us, might be effected more simply than by the present course of proceeding; and some labour and chance of error from superfluous transcripts, some of which are described as passing through three or four different hands, but which constitute no additional check, might be avoided by dispensing with the machinery of Mr. Stow's separate office.

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N° 89.

The gross charge being originally established in the Inland Office, either as at present against the letter carriers severally, or in the manner previously suggested, against a particular officer (resembling a charge taker) for each division, it appears to us that the differences arising from the re-sorted letters might be at once entered from the dockets into the charge books of each division in that office, instead of finding their way there circuitously, by means of transcripts, through the separate office of Mr. Stow. In like manner, we conceive that the other items affecting the letter carriers charges, which have been described, should be entered directly from the proper documents into these charge books, which would thus comprise the whole results of the letter carriers accounts, and at the same time afford the means of checking, by a comparison with the check clerk's book, the gross charge for each day's letters, provided the necessary distinction were observed with reference to the amount of re-sorted letters brought forward from those of a former day. The means of checking these accounts in the final adjustment with the letter carriers, preparatory to the payments to the Receiver General, have been already pointed out, namely, a comparison of the transfers under the head of Deductions and Additions in the several

several Divisions, with an inspection of the several dockets and other documents on which allowances may be claimed. The proper performance of this duty by the responsible officers, subject to revision by superior officers, it appears to us would be more prompt than, and at least as effectual for its purpose of fixing the charges against the letter carriers as, the present divided and more complicated system of checks; and the compilation of the accounts now framed in the office of the Superintending President might cease.

It has been before stated that the letter carriers are required to pay to the Receiver General three times a week, and that the sums charged against them are reported on every second day to that officer, and to the Accountant General, by the Superintending President of the Inland Department. It is very usual, and in some degree with permission, that the letter carriers make deficient payments. The evidence of Mr. Stow as to the limit of arrear that is allowed to each letter carrier, and as to his interference on this subject as the controlling officer of the whole of the Inland Department, is vague and unsatisfactory. He states that the limit "has never been defined; it is generally calculated on "the supposition, that when a man has to make a very large payment, the "amount of that deficiency would be in proportion to the amount he was "charged with;" that "there is sometimes no deficiency at all;" and, on being asked in whose discretion it lies to say whether a deficiency should amount to £.10 or £.100; he states, "the Inspector of letter carriers sees to that; he "takes measures to see that the balance is paid in as quickly as possible." He further states, "I do not interfere, unless I find it necessary to write to the "sarceties, or to report to the Board if it is large." An account, which will be found in the Appendix, shows the average amount of the deficiencies within a period of two months, to have been £.507. 4. 3. per week, during this period the deficiency seems to have been continual.

Appendix,
N^o 80 & 91.Appendix,
N^o 89.Appendix,
N^o 57.

From the evidence of the officer referred to above (the Inspector of letter carriers,) it appears that he obtains his information of deficiencies from what are called "Deficient Lists," sent to him by the Receiver General; that if the reason assigned to him by the letter carriers for their arrears are not in his opinion satisfactory he reports; if called upon by Mr. Stow, or the Secretary, to each of whom, it is stated, a copy of the deficient lists is sent, he reports of course.

Appendix,
N^o 115.

This mode of proceeding is inconsistent with proper control, and dilatory, and attended with unnecessary labour. The deficiency of each letter carrier is necessarily known to him, and capable of being ascertained by the proper officer prior to the actual payment to the Receiver General. Instead of the loose practice which has been described, of leaving it to each letter carrier to enter his own deficiency upon the docket of his payment, and trusting to the fidelity and punctuality of the charge taker and clerks in the office of the Receiver General, to make and forward to the Inspector of letter carriers notes of these deficiencies, they should be accordingly then ascertained, and reported directly to the officers charged with the superintendence of this Department. By these means the delay of awaiting the reports of the Receiver General, and the preparation and circulation of various lists, might be avoided. The practice, as it exists, is, besides, inconvenient and open to objection, as it interferes with precision and regularity in the accounts of the Receiver General and the Accountant General. The sums reported by the Superintendent of the Inland Department to those officers respectively, as due by the letter carriers, very generally vary from their actual payments. It follows of course that the Receiver General cannot pay into the Bank the amount with which he would appear to be chargeable in the accounts of the Accountant General, founded on the above-mentioned reports. It was with some surprise that we found the Superintending President unable to inform us how the necessary correspondence between the accounts of these officers for the purposes of control was effected, and that the requisite information for that object was not supplied through him. Upon inquiry from the Inspector of letter carriers it appeared that the Accountant General calls upon him "to state once a week how much is in arrear by the letter carriers." The result of this practice is not consonant with the object of the provision of the Act of the 46 Geo. 3, c. 83, which requires that the Accountant General (or his Deputy) shall daily inspect the Bank Book, and compare

Appendix,
N^o 89.Appendix,
N^o 115.46th Geo. 3: c. 83,
s. 2.

pare the same with his own accounts, for the purpose of seeing that the Receiver General constantly pays into the Bank all the money which he ought to do. It is evident that such "daily" check cannot be accurately effected under the practice which has been described.

In the Department of the Two-penny Post a more regular and effective course is described as being pursued in the corresponding case, inasmuch as it is the duty of the charge taker of each division to collect and pay in to the collector the whole of the charge of his division, and to submit any deficiencies to the President, who inquires into the causes previous to the payment. The introduction of a similar practice in the Inland Office, it appears to us, would be an improvement.

The foregoing suggestions extend only to certain modifications of the practice now established for the entire management and control of the accounts of the letter carriers in different branches of the Inland Department. We are disposed, however, to submit for Your Lordships consideration the expediency of transferring a considerable portion of this duty to the Department of the Accountant General. We should recommend such an arrangement on the grounds that it seems desirable to diminish and simplify the business of the Inland Office, with a view to accuracy and dispatch in the performance of those extensive duties which cannot be discharged separately or elsewhere; that there is at present out of the Inland Office no satisfactory check upon that part of the accounts of the letter carriers which is discharged by allowances made in it, or otherwise than by payments to the Receiver General; and that a more immediate and particular superintendence over these accounts in the Department of the Accountant General would be consistent with the nature of his duties, and facilitate a direct control upon the accounts of the Receiver General.

We should propose to confine the duty of the Inland Office, in relation to the general accounts of the letter carriers, to that which is now performed by the tellers and check clerks in establishing originally the charges for the postage of the letters entrusted to them. These should be reported immediately by the superintending officer of the Inland Office to the Accountant General, whose duty it would become to attend to the discharge of the amount so reported. The adjustment of the accounts intermediately between the divisions, which has been fully explained above, and which, at least to some extent, must continue to be necessary, might be effected under the superintendence of the Inspector of letter carriers, as an officer subordinate to the Accountant General; and the discharge of the account of each division might be conducted with the assistance of the same officer, by the payments made to the Receiver General, and such allowances as should be made under the sanction or acknowledgment of the proper officers in each case, for the production of which the Inspector should be responsible. Means should be taken more frequently than at present to bring under the view of some superior officer letters retained in the hands of the letter carriers, of which the prompt delivery may be supposed to have been prevented by unavoidable causes, and no deduction on account of such letters should be admitted without their production to the officer authorizing it.

The officers next to be noticed as participants in the collection of the Revenue upon letters received for delivery in London are those who give out such letters to applicants at the window of the Inland Office on payment of the postage, and are called "window men." In the performance of this service, and the similar one of receiving, together with the postage upon them, all letters presented at the window that are required to be sent through the Inland Office to the country post paid, four clerks, two senior and two junior, are employed.

The correspondence delivered through this channel comprizes the letters of such persons who prefer sending for them to the General Post Office, and who make an annual payment for the permission to receive them there, instead of having them carried out by the letter carriers, and all letters directed to the General Post Office to be called for.

The portion of the Revenue that is collected by these officers is estimated by Mr. Barrow, the principal of them, at about £.800 per day, of which about half appears

Appendix,
N^o 124.

Window Men.

Appendix,
N^o 94.

Ibid.

appears to arise from the delivery outwards. The charge for these letters is raised against the window man in the same course of proceeding as with a letter carrier, the "window" being treated as a district. We have therefore no separate remarks to offer upon this part of the arrangement.

To the receipt of letters inwards through the windowman we shall necessarily advert hereafter.

The method of bringing to account the postage of general post letters circulated through the Two-penny Post Department, is described by Mr. Stow and Mr. Musgrave. Two clerks of this department are required to attend every morning at six o'clock in the Inland Office, for the purpose of sorting and taking an account of these letters, which are then carried to the Two-penny Post Office (in Lombard Street,) where the charges are examined and proved. The letters are subsequently stamped and sorted for the Two-penny Post districts. Such of them as are for the Westminster Division are then transmitted in a locked box and carried by a porter to the office in Gerrard Street, where they become included in the charges against the respective letter carriers of that division, by whom they are delivered. In raising the general charge for such letters against the Two-penny Post Department the same process is observed as in the case of each individual general post letter carrier. From this description of the existing routine with respect to one item of the intermediate accounts between the Inland Office and the Two-penny Post Department Your Lordships will infer and understand the practicability of controlling the similar, but more extensive accounts, that would be incident to the plan, which has been suggested, of including the whole of the General Post delivery under two great divisions, with the aid of the Two-penny Post Establishment.

From the further evidence of Mr. Stow, it would appear that the settlement of these accounts is in part adjusted by the Presidents of the respective Departments, without the control or intervention of any independent superior officer. Some complication seems to arise from the twofold taxation of letters transferred from one department to the other for delivery. Letters passing through the Two-penny Post Office to the General Post Office for delivery are first taxed with the Two-penny postage, and to this is added in the Inland Office the General Post rate of charge. The Two-penny postage, though not separately received by the Inland Office, is made an item of account between this office and the Two-penny Post Department. How the account of this postage is discharged the Superintending President of the Inland Office was unable to inform us; and we refer Your Lordships to our notice of the Two-penny Post Department for the further necessary explanation.

A similar instance of twofold taxation occurs with regard to letters passing through London from one part of the country to another. The first taxation is made by the Deputy Postmasters from the place of departure to London, where the charge for the whole distance is substituted for the former partial one. Whilst it was the practice to check the whole of the entries in the bills of the Deputy Postmasters, and the total amount of them was considered a charge against the Inland Office, it may have been useful to include letters of the description here alluded to in the pecuniary charges required to be inserted therein, as a step towards securing the due disposal of all the letters forwarded to the Inland Office, but the purpose would have been equally and more properly effected by a taxation of the full postage. The practice above alluded to having ceased, the creation of a nominal charge by the imperfect taxation, and its insertion in the letter bill, seems to be superfluous, as forming no check either upon the intermediate (viz. the Inland) Office, or upon the officer who is ultimately to be charged with, and account for, the actual postage. Mr. Stow states that with regard to these letters the custom which has been described "is of no importance whatever;" that he does "not know that there has been any good arising from it;" and that there would be no more difficulty in taxing the whole, than a portion of the postage of such letters in the Inland Office. He is of opinion, however, that owing "to the extreme ignorance of some of the country postmasters, they could not do it;" and it is to such an impression we presume, that the practice of confining their taxation to the rate of postage between the place of departure and London is to be traced. The number of

Postage of General Post Letters collected through the Two-penny Post Department.

Appendix, N^o 87 & 123.

Appendix, N^o 87.

Ibid.

Appendix, N^o 86.

Appendix, N^o 87.

Appendix, N^o 86.

letters of this class is stated to have been diminished much by improved arrangements of the cross posts. It seems to be desirable that upon all inland letters, whether passing through the Two-penny Post or the General Post in London, the total charge should be taxed at once and in the first instance, as well to facilitate a check upon the whole of the revenue that should be collected, as to avoid intermediate unreal accounts, and to prevent the possibility of short charges, by the omission of a second taxation; or the levying of improper charges, whilst different taxations may be made to appear upon the same letters. With regard to letters dispatched to any part of the country from the Two-penny Post Department in London we apprehend there can be no difficulty in making it the business of the proper officers to apply to each letter a single taxation appropriate to the distance, according to the established scale of postage; and such errors as may occur upon letters taxed in the country, should be met (as in other similar cases) by correction in the Inland Office. The adoption of this rule would simplify the accounts above alluded to between the Inland Office and the Two-penny Post Office, an object to which we shall give further attention in treating of the latter Department.

Dispatch of Letters
from London.

WE now proceed to offer some observations upon the other great branch of service in the Inland Office, namely, the dispatch of letters from London, and the collection of them for that purpose; pursuing the same course that has been taken in our preceding remarks regarding letters delivered or transmitted for delivery in London through this department, in distinguishing between the two objects that are alike embraced in both services, of expedition in forwarding the correspondence, and accuracy in the duties connected with the assessment and collection of the Revenue.

These letters find their way into the Inland Office by various means. Besides those which are put into the receiver (or letter-box), or delivered at the window or in the office by the public, letters to be dispatched to the country are conveyed to this office by mail carts; from receiving houses in different parts of the town; from the Two-penny Post Department; from the Foreign Office; from the Ship Letter Office, and by bellmen and official and other messengers.

The first object to be attended to on this head is that of affording the utmost possible time to the public for putting letters in the charge of the Post Office through the different appointed channels.

A great inequality in the accommodation afforded to the public in this respect, is inseparable from the plan of preparing for dispatch and dispatching the whole of the correspondence of the Metropolis at once, and at the same office. The difference between the time at which letters may be forwarded through the nearest (or the most distant) of the Receiving Houses, viz. five o'clock, and by putting them in at the General Post Office, is two hours and three quarters. The earliest time at which the collection by the bellmen ceases, is six o'clock; the window at the General Post Office is open for the receipt of letters till one quarter before eight o'clock; making a difference of one hour and three quarters between these respective opportunities of forwarding correspondence from different parts of the town.

Appendix,
N^o 87.

Appendix,
N^o 92.

The possibility of equalizing or approximating the general accommodation will be adverted to in treating of the various modes of collecting the correspondence otherwise than at the General Post Office, connected with which the principal consideration, with reference to the internal arrangements in the Inland Office, is the period required for completing the necessary process preparatory to closing the bags.

This process is explained by Mr. Stow and others, as follows:

Twenty-four divisions, each including certain post towns, are made to comprehend the whole of the correspondence; and it is with reference to these divisions that the sorting is effected. A compartment in the office is provided for each division, wherein there is a box to receive the letters for each post town included in the division.

The letters that come in early by mail coaches are sorted and told, and placed in the boxes; and the amount of each parcel is entered under the head appro-

printed

printed to each particular post town in what is called a Slip, by the officers on duty in the morning.

Those letters which come in from the Foreign Office are taxed by clerks who attend at what is called the mid-day duty, but they are not sorted; and the letters which are received through the Two-penny Post Department are neither taxed nor sorted prior to the general sorting in the evening, which usually commences about five o'clock. According to the evidence of Mr. Stow, the letters in the first place are put on a large table, with the directions upwards, and stamped by messengers. They are then laid in rows, and carried over to the junior clerks to be sorted to the particular divisions; after which they are taxed by assistant clerks, whose duty it is represented to be to examine every letter with a candle, to see whether it is single or double, or weighs an ounce or more; they are afterwards carried over to the clerk of the division, who puts them into their proper boxes. In the practice, however, thus described by Mr. Stow an alteration appears to have taken place, as the taxing of the letters is now performed after they are delivered to the clerk of the division.

Appendix,
N^o 85, 87, 92, &
103.

Appendix,
N^o 95.

The amount of the letters in each box is then told by a clerk, who enters the amount of each telling under the head of the proper post town in the slip. The total amount of these entries under each head, is subsequently cast up, and transcribed upon what is called a Letter Bill, to be transmitted with the letters to the Deputy Postmaster of the town for which the letters are made up.

The account of the paid letters is also entered in the letter bill separately.

The bags are then tied, sealed, and delivered to the mail coaches under the superintendance of the clerks of the several divisions. On the following morning the slips are sent to the Letter Bill Office, where the accounts, with the respective Deputy Postmasters, are (partly) kept.

Appendix,
N^o 92.

The plan that is adopted of sorting into general divisions in the first instance must obviously facilitate and expedite the completion of this process; and the only questions for consideration with respect to it are, whether the divisions are as numerous and as well arranged as they might be. The possibility of multiplying the divisions with advantage will depend in great measure upon the number of persons whose services can be commanded at the same time for the performance of the divisional duties. According to the evidence of Mr. Stow, it would seem that three persons, a senior clerk, an assistant, and a teller, were required to officiate at each division; but from his subsequent evidence, and that of others, it appears, that in several instances the whole duties of a division are performed by a single officer. This is, we think, decidedly objectionable, though Mr. Stow seems not to consider it so. It is by providing for a concurrent progress in the several operations which the letters undergo, by the employment of different hands, that the completion of the whole process is principally expedited; and though Mr. Stow was not aware of it, there is beyond doubt, in our opinion, an increased and injudicious confidence placed both in the facility and the accuracy of an individual to whom the whole management of a division is entrusted: occasionally more than three persons are employed at a division.

Appendix,
N^o 85.

Appendix,
N^o 85, 95, 100,
& 103.

The divisions respectively are stated to have been formed with reference to the different lines of roads, the general principle being, that each division should include all the towns for which bags are made up to go by the same mail. But it appears that some divisions comprise the bags of two or three mails, and the rule above mentioned does not seem to have been strictly adhered to in the alterations of the routes which have occurred from time to time; and in such deviations from it we should apprehend some danger of confusion or irregularity might arise, though it may be convenient possibly, in some instances, to subdivide the towns included in an extensive route, with a view so to adjust the duties of the several divisions as to admit of their being all completed within the necessary time. At present there is a considerable difference in the quantity of business allotted to different divisions, which it would seem desirable to avoid.

Appendix,
N^o 92.

Appendix,
N^o 95.

Ibid.

Upon these points, however, relating to the arrangement of the divisions, the extent of the actual establishment, and practical knowledge and experience, with attention to the existing routes, must be the guides to any amendment that

that may hereafter be found practicable, and we abstain from any more specific suggestion with reference to them.

Mr. Stow supposes that full two-thirds of the letters are brought from the west-end of the town to Lombard Street. From an account in the Appendix, founded upon actual examination in three successive days, it would appear that the proportion of the correspondence put in at the General Post Office in Lombard Street was equal to about two-fifths. Of these letters it is stated that the larger portion are put in between six and seven o'clock, at which hour the general receiver is closed; and of those which are collected elsewhere, constituting more than half of the whole correspondence, the greater proportion is received in Lombard Street between twenty minutes before, and half-past, six o'clock. The great mass of the correspondence, therefore, is to be disposed of between six and a quarter before eight o'clock, when the closing of the bags commences.

The sorting (the progress of which is very particularly detailed by the second president, Mr. Johnson) does not begin before five o'clock, the influx of letters before that time not being sufficient to give continued employment to the sorters. The application of more hands, however, at a later period, seems to us to be amongst the practicable means of accelerating the evening service upon the present plan of effecting it. The difference between the number of persons employed in the morning and in the evening bears no relative proportion to the difference in the quantities of correspondence to be disposed of. In the former, the number of letter-carriers in attendance daily according to a return furnished by the inspector of letter carriers is 175, in the latter only 66, and these are occupied principally in the business of the newspaper office. The letters dispatched on the respective occasions, estimated according to the daily reports made to the Postmaster-General for one week, would appear to be upon an average as follows:—

| | | | | |
|---------|---|---|---|---------|
| Morning | - | - | - | 36,003. |
| Evening | - | - | - | 42,820. |

So far as regards the duty of sorting, it must be observed, that the morning service, which is performed by letter-carriers, extends to more numerous subdivisions, and to much greater minuteness than that of the evening, which is confined to the classing of the letters according to their directions to the respective post-towns to which they are to be forwarded. This is a service to which, notwithstanding the opinions professed by some of the officers, we conceive the letter-carriers, whose assistance in it is at present but little called for, must be fully competent. One of the sorters, Your Lordships may observe, represents that the letter-carriers are, generally speaking, sufficiently acquainted with the divisions, "that some of them are quite as expert sorters, and more "so than the junior clerks in the office;" and that they might be employed "in greater number" than they are at present "with great convenience."

Your Lordships will see hereafter to what great risk the Revenue is exposed by a too rapid transaction of the business that is performed at the divisions, namely, the taxation, the putting off (that is the sorting to the several post-towns), and the telling and taking accounts of the postage.

The only means that occur to us of abridging the labour at the divisions, and of facilitating a quicker (as well as a more exact) performance of that which would remain to be done there, would lie in the possibility of completing the sorting before the letters pass to the division. Notwithstanding the professed opinions of some of the officers, that the sorting can only be effected at the divisions, it appears to us that this process, which is little more than an alphabetical arrangement of the various letters under the heads of the several post-towns, might be more expeditiously completed by pursuing the principle of sub-division, and the employment of more sorters, than it is at present by allotting to a single officer the business of sorting the letters for the whole of the post towns included in a division. In furtherance of this idea, and with a view to diminish the simultaneous pressure of business, which is the main impediment to increased celerity in the evening duty in the Inland Office, we have been led to inquire how far the business of sorting might be advanced by requiring some preparatory sorting of the letters at the receiving houses. Although the superintending President and others of the officers seem to consider this suggestion as neither practicable nor useful, we cannot concur with them.

Appendix,
N^o 87.

Appendix,
N^o 88.

Appendix,
N^o 89.

Appendix,
N^o 87, 88, 89,
& 90.

Appendix,
N^o 91.

Appendix,
N^o 92 & 93.

Appendix,
N^o 94 & 95.

Appendix,
N^o 91.

Appendix,
N^o 95.

Appendix,
N^o 87 & 90.

them. Nothing can be more simple than the classing of the letters together in an alphabetical series, according to their directions to the respective post-towns. To this service, which would require no knowledge of the divisional arrangements, any person able to read must be competent, and a few minutes would probably be sufficient for its performance at each of the several receiving houses. At present it is required of persons at the receiving houses to make up four separate bags, containing foreign letters, inland letters, paid and unpaid, and unpaid newspapers and franks, as well as to furnish an account of the paid postage under separate heads. Some of these divisions might probably be dispensed with, but it is evident, that those on whom such details of duty are imposed should be fully equal to the service of sorting the letters.

Appendix,
N^o 87.

The result of such an arrangement, if extended to the Two-penny Post Department, where the familiarity of the sorters with similar duties must make it practicable with ease and accuracy, would be to bring nearly half of the correspondence to Lombard Street in a preparatory state to be distributed into the appropriate boxes in the several divisions.

Hitherto our remarks have had reference only to the means of expediting the business of sorting, and its completion before the letters are delivered to the clerks of divisions. From the method which has been pointed out it appears to us other convenience would arise, inasmuch as we are of opinion that the business of taxation, which now precedes the sorting at the divisions, might be more quickly executed (as well as with less risk of error) if the letters were brought before the taxing officers, classed according to the post towns, in parcels subject to the same rate of charge, instead of being submitted, as at present, in an indiscriminate mass, of which each succeeding letter might require a different tax. In this course too the taxing officer must act in some degree as a check, where none now exists, upon the sorters, and so contribute to the material service of preventing inconvenience to individuals, and official labour, in the necessary corrections of accounts arising from mis-sorted and mis-sent letters.

In the subsequent operation that is conducted at the divisions, of telling the postage and raising the charges against the Deputy Postmasters, no change need ensue from the adoption of any of the preceding suggestions, nor are we aware that it admits of acceleration by any different mode of effecting it. The want of accuracy, however, which seems to have prevailed in the performance of this duty must tend to delay, and on this ground, as well as that of its influence upon the conduct of the accounts, and the collection of this part of the Revenue, its continuance requires to be provided against.

On the subject of expedition in forwarding the evening duty, so far as relates to the details of the business transacted in the Inland Office, we have only further to remark, that with respect to letters received in the morning mails from the country, and such as come in early from the Two-penny Post Department, there appears to be no sufficient reason for leaving any details of duty (beyond the taking care that they form part of the charge and are dispatched) to be performed by the clerks who are responsible for the evening duty, and whose attendance does not commence till five o'clock. On the contrary it would tend to security as well as to advance the business, if the necessary processes of taxing, sorting and preparing, and checking the charges of such letters, were completed by proper officers in the period of mid-day duty.

Appendix,
N^o 91.

We shall next advert to the assessment and the bringing into charge of the Revenue in the course of the evening duty.

Assessment and
charge of Postage
on Letters despatched
from London.

Your Lordships are aware that the same means which are afforded of checking the Revenue from letters received in the Inland Office in the morning by accounts which accompany or should accompany those letters, do not occur with regard to letters passing to the country from this office in the evening, the only accounts received at this period (with the exception hereafter stated) being those of postage paid at the windows, at receiving houses, to bellmen, and in the office for banker's parcels, embracing a very small portion of this correspondence; nor would it be possible to check the sub-account (that is, the charges raised against the respective Deputy Postmasters) of each division, by means similar to those pointed out as available in the case of the letter carriers

divisions, unless the taxation were effected before the letters passed to the divisions, a course of proceeding which we apprehend could not be made compatible with the public convenience. No expedient with the view here indicated appears to have been resorted to, and according to the actual practice, the propriety of the charge against each Deputy Postmaster rests solely upon the fidelity and accuracy of the clerk who tells the postage of the letters, and enters and casts up the several tellings against each post town upon the slip, with the exception that the casting of these tellings is checked by another clerk.

Appendix,
N^o 85.

Taxation of Letters,
Evening Duty.

It is also to be observed that upon the taxation of letters in the evening there is no check, there being no examination similar to that which takes place in the morning in the Inland Office, and the duty of the tellers being confined to a computation of the general amount of the postage chargeable against each Deputy Postmaster.

Unpaid Letters.

For the better understanding of the nature of the control that is exercised over this portion of the Revenue, it may be convenient here to state the farther steps that are taken in relation to it, inasmuch as although they form no part of the duties of the Inland Office, they originate in the business which is transacted there, and illustrate the mode in which that business has been executed. The total amount of each slip having been transcribed, as already mentioned, by the teller upon the letter bill which is transmitted in the bag with the letters to each Deputy Postmaster, and the slips being forwarded to the Letter Bill Office, the teller's computation of the charge against each post town is entered in a book kept in that office, called the Letter Bill Book, wherein the various post towns are classed under nine divisions. The Deputy Postmasters are required to return each letter bill, either acquiescing in the teller's charge, or with such alteration upon the bill as they find occasion to make for its correction. The letter bills so returned are collected from the bags in the Inland Office, and thence sent up, without any notice being taken in the Inland Office of any alterations that may have been made, to the Letter Bill Office. The charge admitted by each Deputy Postmaster is there entered in the letter bill book, opposite to the teller's charge taken from the slip as before stated. From the Letter Bill Office a report is sent weekly to the Secretary, containing extracts from the letter bill books, or the letter bills and slips, which exhibit such of the differences between the tellers charges and those admitted by the Deputy Postmaster as the officers employed in preparing these reports think it proper to bring under notice. The reported cases are more particularly those in which the Deputy Postmaster's acknowledgments fall short of the tellers charges. The attention of the Secretary is directed by certain marks on the report, which have been adopted for the purpose, to such of these cases as the officers in the Letter Bill Department conceive it necessary that the Deputy Postmasters should be called upon to authenticate. In every such case a circular letter is addressed from the Secretary's Office to the Deputy Postmaster, requiring him to state whether he counted the letters twice upon which the variance has arisen, and is prepared to say that he is satisfied in his own mind that the amount admitted by him is the true amount. On the receipt of an affirmative answer, (or if the Deputy Postmaster have in such a case anticipated the customary requisition, by stating on the letter bill that he has twice counted the letters, and is convinced of the accuracy of his correction of the teller's charge,) the ordinary course is to adapt the Deputy Postmaster's computation, and the charge is made accordingly against him in the Letter Bill Office. The reports are communicated to the superintending President of the Inland Office, with a view to bring under his notice the errors which they exhibit as having occurred in his department.

Appendix,
N^o 91.

Appendix,
N^o 91, 92 & 100.

Appendix,
N^o 100.

The species of control which by the above means is exercised over the Deputy Postmasters, is little more than nominal; and its defectiveness will be more fully seen hereafter from the necessary remarks upon the practice incidental to it in other offices. We therefore felt the more desirous to ascertain what degree of protection this portion of the Revenue had derived from the practical conduct of the business relating to it in the Inland Department. An examination of the letter bill books for this purpose disclosed a series of inaccuracies in the charges raised against the Deputy Postmasters in that department far exceeding that frequency of minute error, for which, considering the complicated

complicated nature of the duties, and the rapidity with which they are required to be executed, we were prepared to make allowance. In many instances it appeared, upon inspection, that for twenty-five successive days the "Office Account," as it is called, differed from the charges admitted by the Deputy Postmasters, and this with reference to towns affording the most considerable Revenue, as Hull, Brighton, Exeter, Plymouth, Birmingham, Liverpool. Your Lordships may observe, on referring to the evidence of Mr. Johnson, who combines the duties of a President of the Inland Office with those of a senior clerk in the Letter Bill Office, and should therefore be peculiarly conversant with this branch of the business, that such a continued series of differences is not regarded as unusual in most of the large towns. His statement is corroborated by Mr. Brown, a clerk also in the Letter Bill Office, who says that in the large towns there is scarcely a night that some variation does not occur.

Appendix,
N^o 91.Appendix,
N^o 90.

Bill.

We do not pretend to offer any accurate pecuniary estimate of the general result of the imperfect practice in raising these charges against the Deputy Postmasters; but we have grounds for stating, so far as our scrutiny has extended, that the "office accounts" have most frequently fallen short of the true amounts of charge as corrected and admitted by the Deputy Postmasters. A comparative statement which we caused to be made from the letter bill books of the accounts of 18½ post-towns included in the first, second and third divisions for the months of July and August last, showed that in the former month, in 118 out of 158 cases, and in the latter, in 118 out of 168 instances, an excess of charge was admitted by the Deputy Postmasters beyond the amounts of the respective office accounts for those periods. It is remarkable that in some of those instances, as of Bath and Bristol, the daily differences consisted uniformly of short charges against the Deputy Postmasters throughout the period of two months, and the same was observable in the case of Plymouth for the month of August. The short charges against the two first mentioned towns in this period amounted to £.47. 0. 0½. The total excess upon the whole of the divisional accounts alluded to (that is, the additional revenue brought to account by Deputy Postmasters beyond what they had been originally charged with in the Inland Office) amounted to £.133. 5. ¼, the overcharges in the same period amounting only to £.16. 10. 7. To what amount errors, either of taxation or telling may have escaped correction, it is not possible to ascertain; and we do not offer this statement as any criterion whereon to found any calculation of the extent of the differences that may have arisen upon the accounts at large. In one instance, of recent occurrence, which has fallen under our inspection, a short charge of £.16. 4. against a Deputy Postmaster (as admitted by himself) appeared within a period of twelve days. In another a sum of £.7. 4. 7. was added by a Deputy Postmaster to the charge of one day. It has, however, been stated to us that the duties here alluded to never were so accurately performed as of late.

Appendix,
N^o 91.Appendix,
N^o 90.Appendix,
N^o 91.

We may refer Your Lordships generally to the evidence of Mr. Johnson, (though not very distinctly given) on this subject, and proceed to notice some of the circumstances which have tended to the prevalent inaccuracy of these accounts.

The differences are made up of errors in the taxation and errors in the tellings. It seems difficult to imagine that any uniformity of miscalculation in the telling could exist to account for the fact already stated, that the differences have very generally consisted in short charges against the Deputy Postmasters. We are therefore inclined to suppose, that the errors may be principally attributed to imperfect taxation, it being the business of the Deputy Postmasters to "advance" the postage, as it is called (that is, to add to the charge) upon each letter that is taxed with less than its proper rate in the Inland Office.

Against such errors, whilst time cannot be allowed for subsequent examination prior to the dispatch of the letters from the Inland Office, additional security can only be found in increased care and the employment of skillful persons, under a vigilant superintendance in the Inland Office. The duty of taxation is usually entrusted to senior clerks; but it seems clear that it has not been performed with sufficient skill or attention, although allowance must be made for the requisite rapidity in executing this service when so large a mass of letters is to be disposed of in a brief and limited period.

Bill.

The duty of telling up the postage and entering its amount upon the slips and bills, though not difficult of performance, is a very confidential one, as Your Lordships have seen, inasmuch as by this alone the charge is originally raised against the Deputy Postmasters, with whom it rests to adopt or alter it. We have been surprised to find this duty (like that of checking the credits given by the Deputy Postmasters for paid postage, which has been before observed upon) entrusted, in instances casually brought within our notice, to the youngest and most inexperienced clerks, of seventeen and eighteen years of age, serving at the lowest rates of salary, and subject to no check upon their computations of the several charges, as has been before stated. The consideration of delay is the only one urged for dispensing with a second telling of the charges. Mr. Johnson estimates that, with some additional assistance, from ten minutes to a quarter of an hour would be sufficient to establish this double check. We have no hesitation in recommending its adoption, having no doubt that the requisite assistance may be supplied. The delay also, we are of opinion, may probably by such means be altogether avoided.

Appendix,
N^o 97 & 98.

Appendix,
N^o 91.

The superintendence, by any superior officers, of the performance of these duties of taxing and telling has evidently been very inefficient.

Ibid.

Your Lordships will learn, from the evidence of Mr. Johnson, that the errors resulting from imperfect taxation are never distinctly brought under the notice of the Secretary or of the superintending President of the Inland Office in the reports already described, which are transmitted to these officers from the Letter Bill Office. For this omission Mr. Johnson was unable to state any reason. Upon the principle which regulates the conduct of these accounts, it is, indeed, useless to notice the "advances" of postage by the Deputy Postmasters, so far as relates to those officers; but with reference to the conduct of the Inland office, and to the safety of the Revenue depending upon it, the notice of the erroneous taxation is, as Mr. Johnson admits, as material as that of the false telling, and ought to be an object of equal attention with the controlling officers.

Ibid.

In those cases in which, from negligence or any other cause, the Deputy Postmasters might omit to correct such errors, their acquiescence in the short charges might preclude detection. Mr. Johnson states, that the habitual acquiescence of the Deputy Postmasters in the "office accounts" would attract attention, and that the presumption of error in the Inland Office would lead to the adoption of means to ensure accuracy there as a remedy for the remissness of the Deputy Postmasters. One of the clerks of the Letter Bill Office states, that "there have been several cases reported upon very lately," in which Deputy Postmasters were suspected of short returns; "and whenever any thing of that kind is observed, the letters are ordered to be told by two individuals in the Inland Office." It does not however appear that sufficient systematic attention has been heretofore given to this object by any superior officer.

Appendix,
N^o 90.

An objectionable part of the official arrangements connected with this subject is the employment of clerks of the Inland Office in performing the duties of the Letter Bill Office, of which Your Lordships have seen the framing of the reports of the differences in the Deputy Postmaster's accounts is a part. Besides the discretion which these persons are allowed to exercise in selecting the cases to be included in the reports, and for which it is stated that no rule is prescribed to them, it becomes their duty to expose for animadversion errors committed by themselves.

Appendix,
N^o 91 & 92.

One clerk, to whom the entire execution of the duties of a division in the Inland Office is entrusted, has, in the actual distribution of the business in the Letter Bill Office, the care of the letter bill books and of preparing the reports for six of the divisions, including that at which he himself exclusively officiates in the Inland Office.

Appendix,
N^o 100.

Mr. Johnson, one of the presidents in this office, who also fills the situation of senior clerk in the Letter Bill Office, and is considered by others as charged with a superintendence over the duties of the latter office, though he himself does not admit any such responsibility, notwithstanding his participation in the duties of the principal, states that he has not, in his capacity of President in the Inland Office, made any representation to the clerks or to the superintending

Appendix,
N^o 98, 100 & 109.
Appendix,
N^o 91.

tending President of that office, arising out of his knowledge of the extent and frequency of the errors acquired in the Letter-Bill Office; and in the event of any gross error falling under his observation in this office, he does not appear to consider that it would be his duty to represent it to the Secretary or to the Superintending President of the Inland Office, or to remark upon it himself as a President of that office; but states, that if he remarked it to any body, it would be to Mr. Ross, as a clerk in the Letter-Bill Office.

Appendix,
N° 91.

Enough has been stated to show that this part of the duties requires a much more direct and ascertained system of control than has hitherto been acted upon. The present practice is both faulty in principle and negligently and imperfectly followed up.

It does not appear that upon any occasion the mode of transacting this business, or the results of the practice, are brought within the knowledge of the Postmaster General, or that the Secretary or the Superintending President of the Inland Office have any sufficient view of the latter for the purposes of useful superintendance.

On grounds similar to those before stated, as our reasons for suggesting the expediency of transferring to other Departments some of the duties connected with the accounts raised in the Inland Department, and more especially upon the principle of maintaining the essential distinction between the executive and the controlling officers, we recommend that the subsisting intermixture of duties, as between the Inland and the Letter-Bill Offices, should cease; and that those which are at present performed by the clerks of the former in the latter office, should be distinctly discharged and conducted under the superintendance of the Accountant General, with whose duties they are essentially connected. The further suggestions which would arise on this subject may be more properly brought forward in our particular Report upon the Letter-Bill Office, to which, therefore, we beg to refer Your Lordships.

The foregoing observations may be considered applicable generally to the existing practice in the Inland Office, with respect to the dispatch of, and the creation of the charges arising upon, all unpaid letters transmitted to the country through this office.

Amongst these, however, there are letters of several classes, of which Your Lordships may expect some more particular notice; for example, those which are received from the Two-penny Post Department, from the Foreign Office, and the Ship-Letter Office. With respect to all of these, as they differ from the letters that are received through the letter boxes of the General Post Office and Receiving Houses, and from bellmen, in being taxed, or subject to charge, before they reach the Inland Office, it would be practicable to cause accounts to accompany them from the respective offices. Your Lordships will, however, see that an objectionable uncertainty exists as to the actual taxation of foreign and ship letters, which requires to be corrected, not only with a view to the forming of such accounts, but to ensure a due charge being put upon such letters.

Appendix,
N° 95.

In the case of the Two-penny Post Department it has been already observed that accounts are raised with the Inland Office. These, however, seem calculated rather to preserve a distinction between the General Post Revenue and that of the Two-penny Post Department, than to form a check upon the charge to be raised through the Inland Office.

Appendix,
N° 103.

From the Foreign and Ship Letter Offices no accounts are received suitable to such a purpose. How far this object, or that of improving or establishing a check upon the offices above mentioned concerning the letters transferred by them to the Inland Office, can be promoted by any eligible regulations, we shall submit for Your Lordships consideration in treating of those offices severally.

Appendix,
N° 90.

A portion of the letters dispatched from the Inland Office which may be distinguished under the title of "Forward Letters," is still to be adverted to. According to the evidence of the Assistant Secretary letters so called generally are those which are first sent to one Deputy Postmaster to be by him sent forward to other Deputy Postmasters. The Deputy Postmaster to whom such

Forward Letters,
Appendix,
N° 74.

letters are first sent, is not required by any account to discharge himself of the amount of the postage of such letters, of which no account is taken in the first instance, but it is his duty to raise the charges for them against the Deputy Postmasters, to whom he forwards them. Letters corresponding with the above description, though not classed by the Superintending President under that title, are received at the Inland Office from the country, as well as through the several channels of receipt in London. The former, if unpaid, are noticed by the insertion of the amount of the postage of letters "passing through London" in the letter bill of the post town whence they are transmitted. This, however, seems to be little more than a compliance with a custom prescribed by the old forms of the letter bills, not now applicable to any practice in use for effecting a check upon the general accounts, or upon those particular letters which constitute no specific charge that is accounted for by the Inland Office. Mr. Stow states that it is not the duty of any person in the Inland Office to check the amount put down by the Deputy Postmaster in his bill of the letters passing through London, and that the insertion of it is not of the least use, but the consequence of an adherence to forms adapted to a system of checks which has been abandoned. In like manner, such letters passing from the Inland Office are accompanied by accounts which are little more than nominal, inasmuch as it appears from the evidence that the collection of the postage charged in those accounts is not checked by means of them.

Appendix,
N° 87.

Ibid.

Appendix,
N° 98, 100 & 103.

Some complication of accounts has heretofore arisen with reference to some of the letters here alluded to dispatched to Ireland and Scotland, in consequence of their being considered to form parts of distinct revenues. One of the natural results of the consolidation of these separate branches of the Post Office Revenue will be, as we conceive, to place all towns, whether in England, Scotland or Ireland, between which there is a direct transmission of correspondence, (that is, for which bags are made up interchangeably,) upon the same footing relatively, as London and any other post town in England.

The principle which has been before suggested, as the most essential and effectual to prevent crime, and the exposure of the Revenue and of private property, namely, that of establishing, at the earliest possible moment, an ascertained personal responsibility for all letters brought within the custody of persons in the employment of His Majesty's Postmaster General, is directly opposed to the practice that is established with regard to "forward letters."

Appendix,
N° 74.

In the evidence of the Assistant Secretary, Mr. G. H. Freeling, Your Lordships will find an instance alluded to of the detection of fraud upon the Revenue, recently committed under cover of this practice, and an admission that it affords opportunity for other serious offences which it would be impossible to trace. It would be, in our opinion, a highly valuable improvement of the system of accounting in the Post Office Department, if every letter at the place of its original departure were included in a charge which it should be the duty of some responsible officer to liquidate, whether by remittance or by voucher, under some specific control. The validity of the objections to such a system, which will be found stated in the evidence of the above-mentioned officer, Mr. G. H. Freeling, as well as the importance of the principle, which we are desirous to extend as far as possible in the management of the accounts of the Post Office Revenue, Your Lordships will be better able to appreciate from the more detailed explanation of the practice regarding "forward letters," which must form a material consideration in treating of the cross posts, in which this practice prevails extensively.

In our subsequent Reports on the general divisions of this subject which relate to Ireland and Scotland the necessary measures will be suggested for perfecting a check upon those letters received there direct from the Inland Office in London which have in some measure led to the observations here offered.

Paid Letters dis-
patched from
London.

With reference to the accounts connected with the Inland Office it remains for us to advert to the paid letters dispatched from it to the country. These are brought in principally through the window of the General Post Office, and in bags from the Receiving Houses, and by bellmen.

Appendix,
N° 84.

The course in regard to letters of the first description, is stated to be as follows: The letters are told by the windowmen, who enter the amount of postage

postage on a docket, which passes with the letters into the Inland Office. The docket is given to the Acting President, and the letters are re-told by a clerk in the Inland Office, who reports the amount to the President, to be by him compared with the windowman's docket, for the purpose of correction, if any difference be found.

In this course it will be observed that the windowman first raises the charge against himself, and the check lies only upon the accuracy of his computation of the postage of the letters sent in by him. Any amendment of this imperfect control that might be suggested, as, for example, the employment of an officer distinct from the receiver, to tax and take an account of the letters delivered in at the window, would probably entail inconvenience on the public by delay. There is, however, an alteration of the practice regarding such letters, of which the expediency seems questionable, namely, the postponement of the stamping of them until they have been sent forward from the window into the Inland Office. The affixing of the date of the receipt at the moment of taking in each letter, within the observation of the person giving it in, would be satisfactory, and might, perhaps, be useful.

Appendix,
N^o 94.

Besides his direct receipts from the public, the windowman collects the postage that is accounted for from the Receiving Houses, from each of which a bag is sent up containing the paid letters, with the postage thereon. The mode of checking this postage, Mr. Stow states, is similar to that of examining the paid postage upon letters received from Deputy Postmasters, and the amount becomes a charge against, and is paid over to, and accounted for by, the windowman.

The postage collected by bellmen is entered upon a card which is brought with the letters in the bag to the Inland Office; the amount is checked, and on the following morning paid over by the letter carrier (or bellman) to the windowman.

Appendix,
N^o 97 & 98.

The receipts for carrying bankers parcels are also paid over to the windowman by clerks in the Inland Office, who collect it.

Appendix,
N^o 87, 91 & 99.

Upon all these receipts it is to be observed, that there is no check out of the Inland Office.

There are different objections, we think, to the practice of allowing the bellmen to collect postage. It leads to the necessity of checking an account, perhaps, with each letter carrier as a part of the evening duty, and a separate settlement of it on the following morning, and so far tends to a multiplication of accounts, and to delay. Abuses prejudicial to the Revenue are not, and probably could not, be fully provided against that are incidental to this practice, as Your Lordships will see on referring to the evidence of Mr. Vandergaht. These objections are not compensated by any adequate convenience necessary to be afforded to the public; and we recommend that the receipt of postage by the bellmen should cease altogether.

Appendix,
N^o 92.

Upon the receipts for bankers parcels, there seems to be no official check. It is the business of the clerk who receives these parcels, and taxes and collects the postage upon them, (and who, somewhat inconsistently, states that they are never out of his possession from the moment he receives them till the moment he deposits them in the bag, and that "no other person sees them, nor knows any thing about them," at the same time that he describes them as being subject to the examination of the President and Mr. Stow, being entered in a book,) to pay over the amount to the windowman, who knows nothing of its correspondence with the actual receipt, but merely includes in his payment to the Receiver General the sums so paid over to him. There seems to be no reason for dispensing with a telling of the postage of these parcels, as a check upon the entries in the book alluded to.

Appendix,
N^o 93.

In addition to his direct receipts from the public, and those which are transferred to him as above mentioned, the windowman of the Inland Office has been made the channel to the Receiver General of the receipts accruing in like manner in the Ship-Letter Office, which are paid over to him by the windowman of that office. In this circuitous mode of accounting for such receipts, there appears to be neither convenience nor security, since they might be paid over at once to the Receiver General, without increase of trouble to the Ship-Letter Office; and there is in the Inland Office no check upon the accuracy of

Appendix,
N° 87.

the amount transferred to the windowman of this office. Mr. Stow was unable to assign any reason for the existing arrangement, except the occurrence of frauds in the Ship-Letter Department, which the mere transfer of the money from one windowman to another cannot operate to prevent; and he is of opinion that the course alluded to above would simplify the accounts of the Inland Office.

What we shall further suggest on this point, will be found in our subsequent notice of the Ship-Letter Office.

Appendix,
N° 94.Appendix,
N° 94.

In discharging himself on account of his receipts the windowman of the Inland Office has to claim credit for various deductions for disbursements made out of their amount. These consist of sums refunded for charges unduly made upon letters or packages exempt from postage, for overcharges by excessive taxation, and of payments to captains of vessels for the conveyance of ship letters: the amount of such deductions, upon an average of the three last years, is stated to have been £.5,196 per annum. The disbursements under the two former of the above heads, except in particular cases wherein an order from the Secretary or the Superintending President of the Inland Office is required, are made at the discretion of the clerk officiating as windowman; and entries of them are brought daily under the notice of the President on duty in the Inland Office. The difficulty attending the establishment of a further and more exact check over these disbursements out of the Revenue would lie in the risk of entailing trouble and inconvenience upon those who are entitled to demand relief from undue charges, a consequence which we should desire to avoid.

It does not appear that at present any investigation is applied to the disbursements thus charged upon the public by any officer out of the Department where they are both allowed and defrayed. It seems, therefore, natural to suggest, that hereafter they should be subject to revision; and that the officers concerned should be required to verify the payments before the Board, or some superior officer authorized for the purpose.

Ibid.

Appendix,
N° 87.

With respect to the other head of the windowman's disbursements, in discharging claims for the conveyance of ship letters, Mr. Barrow agrees with us in considering this as neither a necessary nor an appropriate duty of the windowman of the Inland Office, who, as Your Lordships may observe from his evidence, has no means of judging of the accuracy of the order sent from the Ship-Letter Office, which is his authority for the payment; nor is there, according to the evidence of Mr. Stow, any check in the Inland Office upon the amount so directed to be paid.

The Receiver General is the proper officer through whom every disbursement out of the Revenue, that is not too minute to become a specific item of charge in the final public account, should be made, with the concurrence of the Accountant General; and to this course we shall hereafter propose to make the payments here alluded to conformable.

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N° 94.

The duties that are performed by the persons officiating at the window, as above described, involve considerable pecuniary confidence; and it might, perhaps, be proper to require an increased security from those who are engaged in them. At present the principal windowman gives security to the amount of £.500; the clerks, who discharge the duties in turn, only in the sum of £.200 each.

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N° 103.

Some of the duties above described form part of what is called the mid-day duty; the business performed by the windowmen being continued throughout the day. Besides these, two other clerks are in daily attendance from eleven to three o'clock, whose principal services in aiding the preparation of letters for the evening dispatch have been already incidentally alluded to, with the observation that this object might be further advanced in the interval between the morning and evening duty; and we have only to repeat our recommendation that the mid-day attendants should be required to complete the whole of the preliminary processes, with respect to all letters which are at present partially disposed of by them, in order as much as possible to lighten the pressure of the evening service.

Having

Having concluded our remarks upon the general system that is established within the Inland Office at the General Post Office, both for the dispatch of letters, and the bringing the postage into charge, it remains for us to advert more particularly to the assistance to be derived towards those objects from the subordinate external arrangements of this Department.

In the first place we may observe, that at the General Post Office letters of all descriptions for England, Ireland and Scotland, and for the West Indies and America, are put into one receiver. It seems that it would be a very simple expedient to provide different receivers for letters having different destinations, as for Ireland, and Scotland, and the Colonies, whereby the letters would come into the office already sorted, to a certain extent, with reference to divisions in which they must be subsequently classed. This expedient might perhaps be extended to letters under privilege, which form a separate class for the purpose of particular examination in the present practice of sorting for the dispatch.

Arrangements for collecting the Correspondence.

With the view above mentioned, it is necessary to add to the observations which have before occurred, incidentally, with reference to the practice of collecting the correspondence through the Receiving Houses and bellmen.

The Receiving Houses for general post letters are seventy-one in number, in various parts of the town. All are closed at five o'clock, and the letters previously deposited at each are sent in bags by mail carts to the General Post Office.

RECEIVING HOUSES.

We do not find that any general principle governs the establishment of General Post Receiving Houses in any determinate situations. They appear to have been established principally upon applications made to the Postmaster General, which are referred for the consideration of the Superintending President of the Inland Office, who reports his opinion of the eligibility of the applicant's proposal, with a view to the convenience of the neighbourhood. It is not very important to examine into the relative positions of the present General Post Receiving Houses, since Mr. Stow states, that by the intended removal of the General Post Office some of them will become unnecessary, and the whole of them will be to be recast.

Appendix, N° 89.

Ibid.

We have no doubt that in such future arrangement equal convenience to the public may be secured, with a considerable saving of expense, by adding the collection of general post letters to those for the Two-penny Post at the same Receiving Houses. The number of Two-penny Post Receiving Houses in London is one hundred and forty-eight; and upon a comparison of the returns made to us of these and the General Post Receiving Houses, we find that these separate establishments are very frequently found in the same or contiguous streets. It appears, for example, that in the Strand five Receiving Houses are maintained, (two for the General Post and three for the Two-penny Post Department,) at a charge of £.131. 1. 11. a year. In different parts of Holborn there are no less than seven, for which an expense of £.176. 17. 1. per annum is incurred. At Charing Cross there are two, which cost £.109. 0. 8. In Bond Street, three. In Chancery Lane, Park Street, Crawford Street, Devonshire Street, and other small streets, separate Receiving Houses for general post and two-penny post letters are contiguously placed.

Appendix, N° 94.

Without here pronouncing whether the number of Receiving Houses of either Department be sufficient or excessive for its separate use, it is evident that the public convenience, so far from being abridged, would have been increased by dispensing with the less numerous branch of the establishments so situated, and making the others open equally for letters of both descriptions. The objection mentioned by Mr. Stow suggests only the obvious expedient of placing conspicuously distinct receivers (letter boxes) for the different letters at each Receiving House, as is done at the General Post Office.

Appendix, N° 89.

We recommend that in any new general organization which may be desirable with reference to considerations of locality, all Receiving Houses should be open to letters of both the above descriptions, and that a box or boxes for general post letters should also be established at the head office of the Westminster division of the Two-penny Post Department.

The rule which requires that all the Receiving Houses indiscriminately should be closed at the same time (five o'clock), without regard to the difference of their distances, and of the time necessary for conveying the letters collected at them severally to the General Post Office, is, we think, an unnecessary abridgment of the public convenience.

The routes of the mail carts which convey this correspondence from the respective houses of collection being prescribed, their arrival at each separate point for the purpose of receiving the bags should be regulated precisely upon the same plan as that of a mail coach, by the time bill; and the necessary time to be allowed at each Receiving House for such preparation of the letters as may be required from the persons employed there being ascertained, the period of closing the receiver at each house should be fixed accordingly, so as to extend the time of receipt at each station as much as possible, with due attention to punctuality in the dispatch of the mails.

BELLMEN

The inconvenience of the limitation of the time for putting in letters at the Receiving Houses to five o'clock is obviated in part by the employment of Bellmen to collect letters till six o'clock.

Appendix,
N° 82.

This service occupies every letter carrier who has a district in ringing round that district, and he derives emolument by an indirect tax upon the public of a penny for each letter delivered to him after five o'clock.

Under this arrangement, and in consequence of their further occupation in going round to settle the accounts of the early delivery, many of the letter carriers employed as bellmen are not required to be present at the General Post Office after the business of the morning delivery is finished.

The distance also of many of the walks from Lombard Street would make it difficult for them to return in time, and of course their services are not available as they might otherwise be, to a certain extent, towards expediting the evening duty in the Inland Office.

The employment of more mail carts (there being now only two) or carriages which might convey the bellmen, together with their bags, would be an easy method both of expediting the letters, and of securing the presence of the letter carriers in Lombard Street. A plan for accelerating the morning deliveries by such means is represented by the Inspector of letter carriers to have been conceived, but not hitherto acted upon; and it would be equally applicable to the evening service. This occupation of the letter carriers in the service of ringing, for the reasons above stated, adds to the necessity of an increased official establishment. The majority of the General Post Receiving Houses are not allowed more than £. 12 or £. 14 per annum. The lowest annual receipt of a letter carrier may be stated at £. 60; but in consequence of their absence, persons paid at higher rates are employed in the Inland Office in the evening, upon services which (as has been before observed) the letter carriers would be equally competent to perform. It is therefore not improbable that the multiplication of Receiving Houses for general post letters, by the means before suggested, or by the addition of others, might tend to economy, as facilitating a reduction of the official Establishment at the General Post Office, if the practice of ringing were abolished.

Appendix,
N° 114.

The comparative insecurity of this mode of collection deserves to be considered, as well as that it does not in any way expedite the dispatch of the correspondence, but, on the contrary, precludes any progress in the preparation of the letters so collected for dispatch prior to their arrival (at the latest moment) in Lombard Street.

Appendix,
N° 48 & 61.

It appears, from returns in our possession, that 110 persons are employed on this duty, who do not, upon an average, collect one-fifth of the correspondence.

Whatever accommodation is partially afforded by this employment of the servants of this public department for what must be considered private conveniences, for all official purposes its discontinuance is certainly desirable.

In every point of view, Your Lordships will perceive that the accumulated vast mass of correspondence that is to be disposed of ultimately in one office,
and

and the unavoidable remoteness of a large portion of the channels of collection from that office, are two distinct causes of delay and risk in the management of the Inland Department. And we must here revert to the suggestion offered in a preceding part of our remarks on this Department, of the necessity of effecting some general division of its duties, by transferring a portion of the London correspondence to a Branch Office in the western part of the metropolis, in combination with that of the Two-penny Post Department. The consequent necessary or practicable arrangements in relation to the dispatch of letters from London, would be so analogous to those which have been pointed out with respect to the circulation of letters in London, that it is not requisite to trouble Your Lordships with any details on this head. The result of the suggestion is, indeed, nothing more than an extension of existing practice in aid of both those services; and we have only to add, that the necessity for its adoption must become more urgent in proportion to the probable increase of the correspondence, and the enlargement of the limits within which the collection and delivery of it are to be provided for.

The present distribution of the duties of the Inland Office amongst the numerous persons employed in it, demands some observations, in the course of which we shall add some remarks upon peculiar services that are incidental to the general business already sufficiently described.

DISTRIBUTION
OF DUTIES.

The officers who share in the general superintendence of these duties, are, as before observed, six in number. The principal of them, who is called the Superintending President, is not present at any stated hours, and frequently not at all, whilst the most important business of the morning and evening duty is going on. Mr. Stow states that he feels himself too old to undergo the fatigues of those duties now, as he is in attendance from ten to four o'clock, but that he is in the Inland Office, perhaps, five or six times a day. The period of Mr. Stow's fixed attendance is one of inactivity in the Inland Office, when only two clerks are in attendance there, and his actual attendance is given in an office at a distance from the Inland Office, in Abchurch Lane. Mr. Stow seems to be fully aware of the unsuitableness of this arrangement to the objects of a vigilant personal superintendence, and such certainly has not been exercised by the superior officer of this Department; the efficient control over the general business, which, in this peculiar Department depends much upon actual inspection, having been delegated to the officers next in rank, called Presidents and Vice-Presidents.

SUPERINTENDING
PRESIDENT.

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In his separate office Mr. Stow is assisted by a chief clerk and three others, some of whom appear to have a certain discretion in making pecuniary allowances, and in conducting investigations into cases of missing letters, without the immediate knowledge or sanction of the Superintending President. So far as regards the conduct of the accounts in Mr. Stow's separate office, we have already suggested the change which seems to us desirable; and in our Report upon the Solicitor's office, we have recommended that the subject of missing letters should be brought more particularly, than at present, under his care. A register of missing letters is kept in this office, by means of which the Superintending President is enabled to judge of the comparative accuracy with which the business is transacted in different branches of the office, and of the grounds for apprehending mal-practices in any of them. To this serviceable check should be added a prompt scrutiny in each case, under the immediate directions of the Board. Any necessary correspondence on such subjects, of which it is represented that a good deal is at present carried on in Mr. Stow's office, might, we conceive, be more usefully managed in the Solicitor's or Secretary's office, and should be invariably brought under the cognizance of the Board.

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N° 101.Appendix,
N° 102.

All the officers charged with a departmental superintendence in this extensive branch of the Establishment, should have equal authority whilst they are officiating, and the superior control over them should be exercised directly by the Board. The distinctions in use, as between the officers called Presidents and Vice-Presidents, (one of whom is described as doing the duty partly of a

PRESIDENTS AND
VICE-
PRESIDENTS.Appendix,
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President and partly of a Vice-President), have no foundation in any difference of their duties, or of the confidence placed in them. A sufficient general description of the functions of these superintending officers has been already given; and we have also stated our opinion, that the number allotted to preside over each duty (evening and morning), is inadequate to an efficient control over the business in its present extent.

In proposing to dispense with the existing arrangements in the separate office of Mr. Stow, and with the services of any officer upon the footing of a Superintending President over the Presidents of this Department, we should recommend that one be added to the latter, making the whole number of superintending officers as at present, six; and that each of these officers should be equally empowered and charged with the duty of superintendence alone, that is, of personal inspection of the business of preparing the correspondence for circulation, and at other periods, of attending to and adjusting the accounts, and of making the necessary reports for the information of the Board and the Accountant General.

It would, perhaps, render the former portion of this superintendence more effectual if each of the officers on duty had assigned to him a particular division of the current business, for the conduct of which he should be especially responsible.

The persons at present officiating as superintendents under the denominations of Presidents and Vice-Presidents, Your Lordships will observe, on referring to the Establishment, are not selected uniformly from the higher ranks; on the contrary, the three Vice-Presidents are classed as Assistant Clerks, and have inferior emoluments to many of the other clerks. This is scarcely consistent with the character of controlling officers, and their duties, as such, are too confidential to be properly entrusted to any but officers of the highest rank in the Department. We have before had occasion to observe upon the unsatisfactory combination of the duties of superintendence and those of an executive clerk in the instance of one of the Presidents (Mr. Johnson), who, it will be recollected, fills the situation of a letter-bill clerk.

There appears also to be a very unreasonable difference between the emoluments enjoyed by officers exercising the same functions, as well as a most unsuitable provision specifically annexed to the situation and character of President and Vice-President. The Senior President has an income (from various sources) estimated at £1,558. 17. 6. per annum. One of the Vice-Presidents total receipts are stated at £290 per annum. The special allowance to a President is £80, to a Vice-President £50 per annum. The same qualifications and experience, and the same extensive confidence, are requisite in both.

Upon the whole, we cannot but be of opinion, that the arrangements in this Department, so far as they relate to the personal superintendence over it, are inadequate to the importance of the object, and require to be placed upon a more consistent footing.

In proposing some modification of the Establishment, we shall suggest what we conceive would be a more suitable scale of remuneration.

In bringing first under your Lordships observation those officers who exercise the most important functions in the Inland Department, we have unavoidably departed from the order in which the Establishment stands classed. In it the officers placed first in rank are styled "Clerks of the Roads," six in number.

CLERKS OF THE
ROADS.

There is no official duty now annexed to the situation of Clerk of the Roads, and the title indicates only the enjoyment of profits arising from the sale of newspapers supposed to be circulated by the respective clerks of the roads within certain districts. To these profits we shall necessarily advert in noticing the emoluments of which they form part. Here, however, we may rest our objections to the continuance of this practice, upon the principle previously laid down, that all intermixture of official duties and extra-official avocations or interests is to be avoided, from the danger of their interference with each other. This applies most peculiarly where attention to both becomes requisite

at

at the same time. The officers designated Clerks of the Roads should be present, and have to perform important and pressing duties in forwarding the evening dispatch of letters; and Your Lordships will find it admitted in the examination of one of these, that it was the habit of clerks of the roads to give a divided attention to the duties of the Inland Office, and the management of the newspaper business in their own offices, necessarily within the hours appointed for the former.

Appendix,
N° 10.

The clerks of the roads are also employed in the morning duties as Senior Clerks. Some of the duties assigned to them are properly those which require most accuracy and attention. All that relates to the raising and checking of the charges should preferably be entrusted to the clerks of this class; as, for example, the examination of the Deputy Postmasters credits for paid letters inwards, and the establishing of the charges against the letter carriers, as well as those against the Deputy Postmasters for outward letters, some of which are at present too much committed to junior clerks.

SENIOR CLERKS.

Amongst the duties which it is material to have carefully performed for the protection of the Revenue, is that which is discharged by the clerks called Inspectors of Franks. Of these there are six classed on the Establishment as returned to us by Sir Francis Freeling, of whom, in a separate return received from the Superintending President of the Inland Department, two are styled Deputy Inspectors. One of the clerks so employed is a clerk of the roads, or senior clerk; three are assistant clerks, and two are sorters. The Superintending President, Mr. Stow, expresses his belief, that the duty of these clerks of detecting all excesses of privilege, whether of number or weight, and all informalities which vitiate a frank, are "very accurately performed." For the reasons before mentioned, namely, this officer's habitual absence at the periods when this business is disposed of, the actual performance of the duties can have fallen little within his observation; and from his evidence, and that of practical officers, it is plain, that the control over encroachments upon the Revenue of this description, has been left rather to the discretion and vigilance of clerks, than provided for by any general system of checks subject to superior revision. Mr. Stow states that no return of the excesses is made to him; and from the testimony of Mr. Neal, one of the Inspectors or Deputy Inspectors, who states that he is employed morning and evening on this service, it would appear that there is no general check upon the numbers of franks; and that, excepting by general entries in the day-book of the amount surcharged by the Inspectors, for "wrong dates, so much," "above weight, so much," "above number, so much," the fact of excesses occurring is not brought under the notice of any officer of the Department. Mr. Clarac also, one of the Senior Inspectors, states that no report is made of the results of the examination. The attention of the Inspectors does not appear to be guided by any superior officer, but to be principally turned, at their own discretion, to suspected cases of a particular kind. This scrutiny is represented to extend usually to about fifteen or sixteen members.

INSPECTOR OF
FRANKS.

Appendix,
N° 12.

Appendix,
N° 52.

Appendix,
N° 85.

End.
Appendix,
N° 102.

Appendix,
N° 103.

The mode of effecting this service seems ill calculated for one of its objects. The mass of franks is divided between the two clerks who officiate at each "duty," without distinction as between parliamentary and official franks. It is, therefore, scarcely possible that any check can be kept upon the numbers of the former description. A separation of the two classes of franks would facilitate the examination by the respective officers; and though it might not be possible, with convenience, to apply a daily check upon the use of the parliamentary privilege in its full extent, it would be easy to subject the whole (perhaps in alphabetical rotation), on successive days, to some degree of scrutiny, by which means the prevalence of irregularity would be more certainly traced in particular cases (if any) in which it may exist. Imperfect as the present practice is, a Return, which will be found in the Appendix, shows that the surcharges upon franks of Members of Parliament amounted, upon an average of three years, to £2,830. 12. 1. These, it is to be observed, are confined to letters checked in London. Any general scheme for enforcing the legal restrictions upon this privilege must have the co-operation of the Deputy Postmasters in the country, and we shall not omit to revert to this subject hereafter. At present, we have to recommend a less limited attention to the objects

Appendix,
N° 48.

of the duty in the Inland Office, which we think is of a nature to be allotted to senior clerks; and that, through the superintending officers of this Department, the results, not confined to a mere statement of surcharges, should be brought periodically under the notice of the Board.

Appendix,
N° 12.

Appendix,
N° 53.

Besides the clerks of roads, two other clerks are classed on the Establishment, as returned to us by Sir Francis Freeling, as Senior Clerks, whose duties, however, require no special or additional notice. But it may be proper to observe, that in a particular return furnished by Mr. Stow, the Superintending President of the Inland Department, these clerks, although one of them (Mr. Johnson) is a President, are classed as Assistant Clerks. We do not think that the number of clerks who should possess the qualifications implied in the term Senior Clerks, is excessive in the present Establishment, and in the present extent of the duties.

ASSISTANT
CLERKS.

Of the next denomination that occurs in the Establishment, that is, "Assistant Clerks," there are twenty-four.

Besides their participation in the general duties already fully described, some of them are charged with particular services hitherto unnoticed, as those of "Clerks in the West India Office," "Inspectors of Blind Letters."

WEST INDIA
CLERKS.

Appendix,
N° 93.

Appendix,
N° 99 & 111.

Appendix,
N° 111.

Appendix,
N° 99.

Appendix,
N° 111.

The duties of the clerks of the first of these descriptions, as stated by one of them, consist in doing, with respect to letters to be dispatched to the West Indies and America, the same business that is done at the divisions in the Inland Office in forwarding letters for inland circulation. The number of assistant clerks classed on the Establishment charged with these duties is four; but the number actually employed varies; on certain nights it is stated to be four; on certain nights, two; and on certain nights, one. There is also an extra clerk on duty once a month. The service of any extent in this office is only occasional, being confined to the nights on which the mails are dispatched from London, and whilst the packet may be detained at Falmouth. In the interval preceding the appointed departure of another packet, the business is said to be of a very trifling description. It consists in dispatching newspapers to Falmouth every night, and in taxing and sorting the few letters that are daily received. For this purpose one clerk is always in attendance. The West India Office is described as a branch of the Inland Office, that is "generally occupied by the four seniors in the £. 250 class, unless they choose to decline it," an option of which some of the senior clerks alluded to seem to have availed themselves. The business is transacted by the clerks in a separate office, without the regular attendance of any superintendent.

This business being not otherwise different from the general ordinary duties of the Inland Office than in the periods of its occurrence, we see no reason why its performance should not be provided for as a part of the general services, which competent clerks should be called upon to discharge, as the occasion arises, under similar superintendence. The constant employment of a clerk for the nightly transmission of newspapers to Falmouth seems to be superfluous, and the reason assigned for it, that there is not room in the West India Office to keep them till the packet sails, very insufficient. It is worth considering, whether any inconvenience would result to the public from limiting the period for receiving newspapers and letters for the West Indies and America to a stated interval, prior to the known appointed time of the departure of each packet, and until its sailing. By such an arrangement the insecurity attending the detention of letters in the office, and an unnecessary occupation of clerks, might be avoided. An improvement of the practice in this office suggests itself, namely, that the daily process with respect to the letters brought in should extend to the telling of them, which is now postponed till they are told up in a general mass at last, although they are taxed from day to day. By an entry of the tellings some check would be established upon the letters as they accrue.

Ibid.

Ibid.

In a future Report, wherein the transmission and general management of the correspondence with the Colonies will be brought under Your Lordships especial consideration, other suggestions will occur, which may probably lead to a different course of proceeding in regard to the letters now circulated through what is called the West India Office. We shall here, therefore, only add, that the existing distinction between the services performed in this office and in the Inland Office, affords no reasonable ground for annexing to them a

separate

separate specific payment, and that it should be obligatory upon all the clerks who may be deemed properly qualified, from time to time to undertake the duty, at the discretion of the controlling officers of the Inland Department.

The business of the two clerks who officiate alternately as Inspectors of blind letters, is to aid the sorting in two ways. All letters which, from their imperfect directions, or from the inexperience of some of the sorters, cannot be in the first instance sorted to their proper destinations, are referred to these clerks, who aid to, or otherwise perfect, the directions, by the assistance of indexes which they are provided with, and then return the letters to be sorted to their proper divisions. In like manner all letters passing through the Inland Office (regularly or irregularly) to other offices, as the Foreign Office, the Ship-Letter Office, the Two-penny Post, or the West India Office, are transferred to the Inspectors of blind letters, to be by them assorted and sent forward by messengers to the appropriate offices.

No account is taken of these letters, nor is any report made respecting them generally by these clerks; but such of them as the Inspectors are unable to allocate or decipher are sent to the Returned Letter Office, being first entered in the blind-letter book, and checked in the office of the Superintending President, and a receipt is obtained from the Returned Letter Office for them.

Accuracy in sorting is so essential, both to the public security and convenience, and to prevent complication of accounts, that every means should be adopted to ensure it, and the employment of experienced and intelligent clerks in the service above described is therefore highly useful. The circuitous transmission of letters to the offices from which they are to be dispatched is however objectionable, and we are not, upon the whole, aware of any convenience that is derived from causing foreign or ship letters to be merged in the correspondence properly belonging to the Inland Office, or to pass through this office, where it is desirable to avoid any unnecessary addition or intermixture of duties. With a view to simplicity, and direct official responsibility, we recommend that this arrangement should cease, and that the duties of this description to be discharged by the Inspectors of blind letters should extend only to the unavoidable cases of letters erroneously sent in to the Inland Office by the public.

The next class of clerks upon the Establishment is that of "Sorters," consisting of twenty-seven sorters, twelve junior sorters, and two probationary sorters. The duties of these clerks are not confined to those which their title would imply, nor is the duty of sorting performed exclusively by them; on the contrary, as Your Lordships have seen in the morning duty, the letters for distribution in London are sorted by the letter carriers; those passing through to the country are sorted by clerks, and in the evening the whole of the letters are sorted principally by the clerks, with some partial assistance from the letter carriers. The clerks called Sorters take part also in the duties of examining, taxing, and telling up the letters.

Under the preceding head we have adverted to the importance of correctness in the execution of the duty of sorting, both as it affects the public and the regularity of the official accounts. Familiarity with the official arrangements of the districts and divisions is the most requisite qualification for this service, which is of exactly the same character in the morning and in the evening duty. Accuracy and expertness can only be gained by an habitual performance of the duty, which might therefore be allotted advantageously, as we conceive, in all its branches to the same officers; and should the arrangements hereafter adopted make the services of the letter carriers available in the evening duty, it appears to us that the most experienced and confidential of them might be usefully employed in this operation, whereby a reduction in the number of clerks termed Sorters might probably be facilitated.

Next to the probationary sorters is classed upon the Establishment the "Clerk of the Money Letter Book."

The duty performed by this clerk, with an assistant, is to register in a book each money letter, and to put it into an envelope, whereas a receipt is printed, which should be returned signed by the Deputy Postmaster, to whom the letter is forwarded. From the representation of the clerk, the management of this business

INSPECTORS OF
BLIND LETTERS.Appendix,
N° 111.

Ibid.

Ibid.

SORTERS.

Appendix,
N° 85, 91 & 107.CLERK OF THE
MONEY LETTER
BOOK.Appendix,
N° 113.

business would seem to be exempt from any certain or stated superintendence by any superior officers. He states that the book is not regularly examined by any President or Vice-President; that it is very seldom called for, and only in consequence of some inquiry; that it is not periodically inspected by any officer of the Department to see that each letter is receipted, but that he takes care that every thing is right; and, when there is any occasion, he reports to the Superintending President, but that he has not had occasion so to report for years.

The letters to which the security of this registry is extended with certainty are those only upon which the public have taken the precaution of writing "Money Letter," and they are stated to amount usually to not less than a hundred a day.

Appendix,
N° 113.

The clerk in whom this extensive confidence is reposed gives security in the sum of £.100, or £.120, and (though in the twenty-sixth year of his service) is paid by emoluments amounting only to £.123. 8. per annum.

To the plan that is established for the protection of such property by means of a registry we have nothing to object; but we think its efficiency has been by no means suitably guarded or provided for by the officers responsible for the superintendence of this Department.

The duty should be entrusted to a senior clerk, who should be required to discharge himself by producing to the controlling officer, at frequent fixed periods, the receipts of the Deputy Postmasters, and be responsible in the mean time for procuring (according to the practice at present) the acknowledgment of each divisional officer to whom such letters are delivered by him. It would seem also that more care might be taken to bring to the book letters which there is reason to presume contain money, though not so marked when received into the office.

Your Lordships will understand that the above remarks apply only to those money letters which pass through or from London to the country.

The method of disposing of the money letters received for delivery in London, is described in the evidence of Mr. Johnson. The bag openers are required to enter such letters in a book; and the messenger or letter carrier, who subsequently takes charge of them, signs his name in the book as a receipt. This is a duty which, for the sake of security, might be properly superintended by the officer who takes charge of the Deputy Postmasters letter bills, whereon it is required that each money letter coming from the country should appear specially entered; and it would tend to simplify the accounts and the responsibility, if the registry of all money letters were placed under the management of the same officer.

Appendix,
N° 91.

LETTER CARRIERS.

Appendix,
N° 118.

The Establishment of the Letter Carriers of the Inland Department consists of two Inspectors, two Assistant Inspectors, and 175 Letter Carriers. In a preceding part of this Report, where it was shown that the superintending officers (that is, the Inspectors and the Assistants) do not appear to have any defined duty in checking the general accounts of the letter carriers, we have submitted our opinion of the better mode which might be adopted for the control of these accounts, by making this Department directly subordinate to the Accountant General. And we have only here to add, that the utmost vigilance and promptitude should characterize the inspection of this branch of the service, not less with a view to private security than to regularity in the accounts. We have also, incidentally to our explanation of the routine of the present practice, suggested for consideration some changes affecting the duties of the letter carriers, which, if adopted, would admit of their being more extensively employed than at present in the Inland Office. Upon this point some additional remarks may be useful in illustration of the distribution of the actual duties.

Appendix,
N° 58.

The number of districts is one hundred and twenty; there are therefore upwards of fifty supernumeraries who are not employed (except in cases of casualties) in the ordinary duty of delivering letters. The daily attendance of more than 100 of the letter carriers at the General Post Office is confined to about three hours, whilst they are occupied principally in preparing the letters for delivery. The average time necessary for effecting the ordinary delivery in the greater portion

Ibid.

portion of the districts, is about two hours and a quarter; but in many cases such additional time and labour are expended in the interval between the letter carrier's departure from the General Post Office and his arrival at the commencement of his district. This may be exemplified by a comparison of the estimated periods of the commencement of the deliveries in the respective districts, as shown in a return made to us by the Inspector of letter carriers. The greatest difference there, appears to be one hour and a quarter; but in about one-fourth of the districts the interval (referring to the earliest commencement of a delivery) either exceeds, or is equal to one hour.

Appendix,
N^o 58.

It appears further, from the return referred to, that about half of the deliveries are completed before twelve o'clock, and the whole by one o'clock.

Under any regulation by which the business of collecting the postage of the early delivery letters after the completion of the ordinary deliveries, and the bell-ringing, should no longer be imposed as duties on the letter carriers; and means being provided to the necessary extent for their conveyance, the time now devoted to that business, or some other portion of their time after the completion of the deliveries, might be bestowed at the General Post Office. Amongst the advantages of such an arrangement would be that of affording the letter carriers an opportunity of settling their accounts each afternoon, instead of making this a part of the ensuing morning's business, as at present. Another method of extending the services of letter carriers of the Inland Office would be the employment of them in a preparatory sorting at the Receiving Houses.

Of the letter carriers above mentioned as supernumeraries the Inspector states that thirty are employed (after they have assisted in completing the sorting) exclusively in the delivery of early letters, which service is concluded by about ten, or ten minutes past ten o'clock. These letter carriers attend from five to eight o'clock in the evening, in what is called the Newspaper Office, and are occupied, with the assistance of about twenty other letter carriers, solely in the business of sorting and examining newspapers. In the Inland Office, about fifteen letter carriers are also employed in forwarding the evening duty.

Appendix,
N^o 117.

Ibid.

It may be remarked here, that the letter carriers who are employed in the exclusive delivery of "early letters," are sent into the districts most contiguous to the Post Office; an arrangement which aggravates the comparative lateness of the delivery in the distant parts, where it would seem to be most reasonable to employ additional hands; but this might increase the number of non-attendants in the evening on the ground before mentioned of the remoteness of those walks from the General Post Office.

Hence Your Lordships will see how much the consideration of distance from the only place of departure interferes with any plan for the reduction of the Establishment, as well as for an equalization of the periods of delivery.

Adverting to the means before suggested of obviating this difficulty by establishing two grand divisions of the metropolis, and requiring the co-operation of the Two-penny Post Department in the delivery generally of the general post letters, it may be useful here to add some remarks upon the existing arrangement for delivering correspondence in the metropolis by the letter carriers of the different classes now separately retained upon the Establishment. These are as follows:—

| | | | | |
|----------------------------------|---|---|---|-----|
| In the Inland Department | - | - | - | 175 |
| In the Two-penny Post Department | - | - | - | 182 |
| In the Foreign Post Department | - | - | - | 34 |

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exclusive of 173 letter carriers attached to the Two-penny Post Department, who are employed upon what are called the Country Deliveries, comprehending the suburbs generally, and extending in the greatest distance about fourteen miles.

The letters from the Inland Office are ordinarily dispatched about nine o'clock. The successive deliveries from the Two-penny Post Department

101,

L3

begin

Appendix,
N° 121.

begin at eight, ten, twelve, two, four and seven o'clock. From the Foreign Office the letters are usually sent out at ten o'clock, and (in case of a second delivery) at two o'clock. Letters arriving in this office after two o'clock are detained until the following morning.

Appendix,
N° 55.

Thus, between the hours of nine and two o'clock, the letter carriers of each description use daily traversing separately their respective districts, which though, as at present arranged, they differ very unnecessarily, comprise within certain limits precisely the same ground. In point of time, Your Lordships will observe, that the commencement of the second and fourth two-penny post delivery coincides exactly with the ordinary deliveries of foreign letters; so that the letter carriers of each Department leave Lombard Street at the same hour. By reference to the returns before alluded to, it will be seen that the delivery of general post letters in several of the districts which fall within the Westminster division of the Two-penny Post Department begins within a quarter of an hour sooner or later than the second delivery of the two-penny post letters. Each two-penny post delivery is completed within the space of an hour and a half, or two hours, which would bring the conclusion of the ten o'clock delivery to half-past eleven or twelve o'clock. Many of the general post deliveries are not completed till past twelve o'clock. If, therefore, upon the plan already suggested, the general post letters for delivery within this division, instead of being placed in the hands of general post letter carriers at Lombard Street at nine o'clock, were forwarded thence to the Westminster Two-penny Post Office at that hour, there appears to us to be no reason why they might not be taken charge of, and delivered by two-penny post letter carriers at as early an hour as they would be received through the general post letter carriers of the districts comprised in the Westminster division of the Two-penny Post Department, whilst the employment of these letter carriers (about seventy-one in number) on this service might be dispensed with as might that of the foreign letter carriers, by corresponding arrangements through the Lombard Street branch of the Two-penny Post Department, which should further be made to include in the subsequent deliveries foreign letters arriving after two o'clock, whereby a considerable additional accommodation to the public might be afforded.

Appendix,
N° 122.

Our intention here has been principally to show, that by combining the operations of the several Departments, a more economical distribution of the duties is practicable, without interfering even with existing arrangements as to the periods of delivery and the time allowed for preparation for them. The plan suggested is already acted upon with respect to such general post letters as are addressed beyond the limits of the general post delivery districts, and we entertain no doubt that by a consolidation of the now separately formed districts of the town delivery of inland, foreign and two-penny post letters, with an adjustment of the hours of delivery, this service may be conducted with increased convenience to the Public, and with a considerable saving to the Revenue.

Appendix,
N° 59.

We should suggest, that the whole of the letter carriers should form one corps, and have assigned to them the delivery of letters of all descriptions, the necessary number being selected for each turn of duty by the proper officers. It is evident that differences in the rates of postage create no difference in the service of delivering various letters. The Superintending President of the Inland Office appears to concur in the practicability of combining the deliveries; and under the arrangement which has been suggested respecting the accounts of the letter carriers of the Inland Office, we foresee no difficulty in controlling the charges raised against them in the respective offices from which letters may be transferred to them for delivery.

NEWSPAPER
OFFICE.Appendix,
N° 117.

The employment of so large a number of letter carriers in the evening, in the single duty of sorting newspapers, is a source of considerable expense to the Revenue. There are other circumstances also deserving attention connected with the free transmission of newspapers in their present accumulated numbers. It has become almost impossible to apply to them such an examination as would be requisite to guard against attempts at clandestine communications or enclosures under covers of newspapers, and their bulk is attended with inconvenience, and adds indirectly to the charge of conveyance. On referring to the evidence

of

of Mr. Critchett, it will be seen that a vast number of newspapers become subject, under an official regulation, to a charge of a halfpenny for being received after six o'clock. This is allowed amongst the perquisites of the Inspectors, and has formed an excessive remuneration for the duties performed by them, instead of being applied to indemnify the Revenue so far for the expense incurred in the management of this business.

In a future Report we shall have to submit for Your Lordships consideration the extent to which the Revenue is curtailed by the various exemptions from postage now sanctioned legally or by practice, and we shall then have an opportunity of offering more maturely any suggestions affecting the free transmission of newspapers which may appear to us consistent with policy and regard to the interests of the Revenue, to which, in another branch, the extensive circulation of newspapers is contributory. In the mean time, it may be considered whether some inducement might not be afforded to the vendors and others who habitually forward great numbers of newspapers, to abridge the official labour of sorting, by delivering them already classed according to their directions, on condition of their being received at the General Post Office (or the General Receiving Houses) at a later period than they are now taken in at without the payment of the halfpence. It is not impossible, we think, that under such an arrangement, an hour's later intelligence might be daily transmitted to the country, whilst the official duty with respect to such newspapers would then be principally confined to the necessary examination to preclude undue practices.

Some of the letter carriers are described as acting occasionally as Messengers; but there are on the establishment of the Inland Department twenty-five regular Messengers, who, besides the ordinary duties of such persons, are employed in stamping letters prior to the sorting. It is desirable to avoid, as far as possible, multiplying the hands through which the letters are passed, and we therefore think the business of stamping might be preferably performed by letter carriers, who may be found otherwise unemployed at this earliest stage of the process of preparing the letters for delivery in the morning, and that the same duty might also be transferred to the letter carriers in attendance in the evening. The number of messengers to be exclusively employed as such might then be reduced.

The Emoluments of the persons officiating in the Inland Department, like those which have been observed upon in other offices, are variously composed of salaries and allowances, fees, perquisites, and profits of extra-official business. In many instances separate salaries are assigned to the same person for the performance of different duties, and these in some cases are quite disproportioned to the extent and nature of the responsibility or service to which they are specifically annexed. For example, the salary of the Superintending President is fixed at the very inadequate sum of £.250, whilst in the subordinate rank of a senior clerk (in common with all the others of the same class), he has a higher salary of £.500 per annum allotted to him. The total remuneration of this officer is enhanced much beyond a sufficient stipend by the profits before alluded to upon the sale of newspapers, and by other receipts which are not charged upon the Revenue, but derived from the public for the performance of services done in or by means of his official capacity. From the above-mentioned several sources the estimated income of the Superintending President may be stated at £.2,089. 14. 8. In like manner, and from similar allowances and perquisites, the Senior President's annual emoluments are stated at £. 1,558. 17. 6. Those of the President next in seniority, including three distinct charges on the Establishment under the head of Salaries, amount to £.550 per annum.

The total remuneration of the three Vice-Presidents respectively, resulting also from different heads of Receipt, is as follows:

| | £. | s. | d. |
|------------------------------|-----|----|----|
| 1st Vice-President - - - - - | 380 | - | - |
| 2d - Ditto - - - - - | 325 | 10 | - |
| 3d - Ditto - - - - - | 250 | - | - |

The mode and the measure of remuneration in these instances are at variance with the principles which, in our opinion, should regulate the payment of the

officers and persons employed in this Department. For all the duties of ascertained ordinary occurrence a fixed salary should be assigned to each person on the Establishment; and the whole benefit of his services, whether resulting from his transaction of the official duties, or arising from pecuniary profits incident to any business which it may be deemed expedient to connect with the discharge of those duties, should devolve to the Revenue.

The total amount of the indirect emoluments distributed amongst the persons employed in the Inland Department alone appears, from the prefixed statement of the Establishment, to be not less than £.7,000 a year.

Those upon which it seems necessary here further to observe are, the sales of newspapers, profits from the Money Order Office, window clerks fees, fees on bankers parcels, fees upon newspapers taken in after closing the receiver, and the sale of waste paper.

PROFITS FROM
THE SALE OF
NEWSPAPERS.

The first of these profits formerly arose from the privilege allowed to clerks in the Post Office to frank newspapers; but subsequent regulations have rendered such use of official privilege with regard to newspapers circulated in England nugatory, and the emolument is now derived from a traffic in newspapers conducted by or on behalf of the clerks of the roads out of the Post Office.

Report of Commissioners of Inquiry
1788.

It was the opinion of the Commissioners of Inquiry, in the year 1788, that "the privilege of franking newspapers by the clerks of the Inland Department ought to be entirely abolished, and certain fixed salaries allotted to them in lieu of every other emolument whatever." The grounds of that opinion are stated in that Report, to which a plan is added for circulating newspapers under the management of the Postmaster General, subject to a rate of postage. From the Appendix to the Report of the Finance Committee, in the year 1797 it appears that this scheme was objected to by the clerks of the roads, and the abolition of profits from this source has never been carried into effect. The present objections to the continuance of these receipts, though not precisely the same as those which applied at the period above referred to, are, in our judgment, sufficient to induce our concurrence in the recommendation of the former commission.

Report of Select
Committee of
Finance 1797.
Appendix, p. 197.

Fluctuations of profits of the above description allowed to constitute official remuneration, where they are unfavourable to the officer, generally entail a charge upon the public to indemnify him. Such was the case with respect to the profits here alluded to in the year 1788. On the other hand, as Your Lordships have learnt from our remarks upon similar profits in the Secretary's Department, the Revenue has been chargeable with such profits, however they may have exceeded the appropriate measure of official remuneration, when it has been deemed expedient to abridge them by legislation on public grounds. Besides the objections already stated to the exercise of this privilege, it appears to us to be practically unfair in its competition with a branch of trade, over which one advantage that is taken consists in the forwarding of newspapers at the latest moment through the Inland Office without being subject to the charge that is levied on those received after six o'clock from the public. It affords temptation also to undue practices with a view to secure and extend a preference of dealing both in London and in the offices of the Deputy Postmasters in the country, who have been occasionally the agents of the clerks of the roads in promoting this traffic through the Post Office. Besides newspapers, mercantile lists are also circulated by the clerks of the roads, an extension of the assumed privilege which, we apprehend, has no legitimate sanction.

Appendix,
N^o 19.
Appendix,
N^o 20.

The total amount of the profits from the sale of newspapers and mercantile lists by the clerks of the roads, according to accounts submitted to us, may be stated at £.3,400 per annum. Under an official regulation, they are now divided in different proportions amongst eighteen clerks (including the clerks of the roads). The principle which should have been adhered to in the distribution of these profits, considered (as in some degree they have been) applicable under official authority to official remuneration, has not been observed, inasmuch as the apportionment has been by no means adapted to the limited object of supplying deficiencies of an adequate provision from other allowances in the cases of the various officers who participate in these profits. The Superintending President has drawn from this source £.1,300 in a year, and the Senior President

164d.

sident £.950, whilst the partition amongst the inferior clerks has been so graduated as to produce to one of them only £.2 10. Many of the participants in these profits derive a sufficient remuneration from other allowances.

If, under any modification which may be hereafter proposed in connexion with future general arrangements regarding the transmission of newspapers through the General Post Office, any profits should result from the management of such business in this Department, they should be considered part of the Post Office Revenue. In the mean time we recommend that no person of the Establishment should be permitted to acquire any new or increased interests in the receipts of the clerks of the roads, but that such portions, if any, of those receipts as, owing to any casualties or changes in the official situation of the persons now sharing in them, shall become disposable, shall be appropriated to the Revenue.

The next head of extra-official emoluments to be noticed, is the produce of the business transacted in the Money Order Office.

No specific authority for the establishment of such an office has been produced to us; but in answer to a requisition to be furnished with the Postmaster General's orders to that effect, we have been informed by Sir Francis Freeling, "That upon a reference to the Records of the Department it appears "the money order plan was approved and sanctioned by the Postmaster General so far back as the year 1792."

Appendix,
N° 8.

The original purpose is stated to have been "the security of small sums sent to soldiers and sailors principally;" but the arrangement is represented to have been found so convenient that any body who wishes to send small sums to any part of the three kingdoms comes to this office.

Appendix,
N° 112.

The business consists in granting at the Money Order Office in London orders for any sums not exceeding £.5. 5. upon Deputy Postmasters in the country: in paying at that office similar orders granted by the Deputy Postmasters on the office in London, and in corresponding transactions reciprocally between Deputy Postmasters in the country on account of the proprietors of the Money Order Office. There are (or were, one being recently dead,) three officers of the Inland Department concerned in this office, viz. the Superintending President, the Senior President, and another senior clerk, who are addressed as "Stow & Company" on the business of this office, which is conducted by private clerks, under their control, and paid by them, at an office apart from the Post Office. The management of this business appears, according to the evidence of Mr. Watts, to be assumed by self-constituted partners, not subject to any interference by the Postmaster General, nor to any official superintendence. A capital is advanced by these individuals. The profits arise from a per centage at the rate of eight-pence in the pound upon all sums ordered to be paid, in which per centage the Deputy Postmasters in the country share. To the three partners in London respectively, the annual profit may be stated at about £.240 a year.

Id.

Id.

We have elsewhere stated our objection to any private trading under official privilege, and we find that objection corroborated by the practice in this instance. Not only is the correspondence of the Money Order Office in London carried on under the Secretary's frank, but the free stamp is intrusted to the clerks of Messrs. Stow & Co., who are neither themselves under official responsibility, nor subject to any effectual official restraint in the use of this stamp. The number of letters daily dispatched from the office in London, was estimated by Mr. Watts at about fifty; but a return procured from the office shows the average number in two quarters to have been about forty-two. By the same return, the number of free covers received in London on this business in that period, appears to have been about twenty-nine a-day. Besides this correspondence, that which arises between Deputy Postmasters in the country on the business of the Money Order Office is allowed to pass free, and for this purpose the respective Deputies are supplied with franks sent down in blank. This practice affords great opportunity for an undue use of the Secretary's privilege.

Id.

Appendix,
N° 51.

Appendix,
N° 112.

Another objection to the pecuniary traffic here alluded to is, that it invites to the employment of public money for private purposes, and may afford a pretext for want of punctuality in the official remittances, whilst a Deputy

Postmaster is allowed, or has the power, to advance money out of his receipts for the purposes of the Money Order Office.

These transactions also lead to an increase of business in correspondence and the settlement of accounts having no connexion with the Revenue, which it is particularly desirable to avoid in all the considerable branches of the Post Office Department.

The original object of the money order plan, as it has been stated to us, namely, to afford a channel for the safe transmission of small sums to persons who had served their country, we conceive is, or might be, sufficiently provided for through the Establishments of the Departments of the army and navy. We recommend that in future the interference of the officers of the Postmaster General should be confined to the payment by Deputy Postmasters of all orders emanating from those Departments, and that the Money Order Office in London should be no longer recognized. In pursuance of this recommendation it would be necessary only to withdraw the privilege of franking, for which we think sufficient reason has been shown to exist.

If, however, it should be deemed expedient still to sanction an establishment of this description annexed to the General Post Office, its management should be directly controlled by proper officers of this Department, and its produce be appropriated to the Revenue. And, as in the preceding instance, we have to propose that no person not now participating in the advantages of this traffic shall be allowed to share in it hereafter, and that the present partners shall not acquire any increased interest in it; but that such portion of the profits as has lapsed or may lapse by the death of a partner, or from other causes, pending the abolition or better regulation of the office, shall be considered and accounted for as part of the Revenue of the Post Office.

WINDOW CLERKS FEES.

The Window Clerks Fees are made up of sums paid by persons annually for the delivery of letters from what is called the Alphabet, or for letters taken in after the hour appointed for the general receipt, and they have amounted upon an average to £.255 per annum.

FEES ON BANKERS PARCELS.

Those paid for Bankers Parcels may be considered as gratuities paid by the Bankers, who avail themselves of the power of transmitting Bank notes through the General Post Office at a reduced rate of postage on parcels, which are delivered to certain clerks in the Inland Office. The annual amount of these may be stated at £.50.

FEES ON NEWS PAPERS.

The Fees on Newspapers arise like those on letters received after the limited time, and have produced an income of about £.500 a year.

These several receipts are shared by different officers, in proportions having no reference to the object already pointed out, of securing to each a suitable measure of remuneration.

The several fees above enumerated are paid as the price of some special accommodation; but this, as it imposes on the officers no extra duty, gives them no claim to the enjoyment of the fees: and for the reasons already offered we recommend that no such emoluments should hereafter be allowed as the prerequisite of any individual.

Some of the above payments, as those for late letters and newspapers, were no doubt intended to operate to prevent the inconvenience of their being received in great numbers at a late hour. The penalty of unconditional exclusion seems to us likely as effectually to insure this object; and care being taken that the receivers remain open as long as official punctuality and convenience will allow, we see no sufficient reason for countenancing a purchaseable delay. If, however, this principle be still acted upon, the payment should be regarded, not as designed to produce emolument, but as an aid to official regulation, and should be fixed at such a rate as to approach a prohibitory fine in all but very special instances.

Where any arrangement is permitted for private convenience that is attended with a charge of special superintendence, it is reasonable that the accommodation should be paid for, and on this ground we do not object to the receipt of an annual sum for the use of the alphabet. The rate of payment however should

should be authoritatively fixed; the amount should be included as revenue; and the system of giving credit for postage of letters delivered from the alphabet, should, we think, cease.

We are not aware of any ground for permitting the receipt of fees on bankers parcels.

Four clerks participate in profits arising from the "sale of waste paper in the Letter-Bill Office:" the amount is trifling, but the perquisite is objectionable. Sale of Waste Paper.

Among the sources of income is an allowance which is made at the same rate of £.10 a year to 27 persons, including the Superintending President and the other Presidents, "in lieu of apartments." No such allowance should continue; but provision should be made for the actual residence of such persons only whose constant presence may be requisite, with a view to security, and a prompt attention to any matter of casual emergency.

Having already proposed that the emoluments which have been observed upon should cease altogether to form part of the remuneration of the officers, and that the mode of payment should be in every case by a fixed salary, it is necessary to advert to the scale which has regulated the increase of claims under this head of the several classes of officers in the Inland Department, as well as to the rates of the salaries. Sale of Increase of Salaries.

On referring to the Establishment in the Appendix Your Lordships will find no scale of increase of salary for length of service applicable to the senior clerks (and clerks of roads,) amongst whom are the Presidents; whilst the assistant clerks, from whom the present Vice-Presidents (whose duties are the same,) are selected, enjoy an increase, commencing after 15 years service. Amongst the next class of officers, namely, the sorters, four different scales are in use, the increase commencing at various periods, and becoming progressive after different intervals. Appendix, N^o 12.

The uniformity of principle which we have before proposed to be adopted in regulating the periodical augmentation of salaries Your Lordships will find extended of course to the scale which we shall submit for this Department.

The total emoluments of the existing establishment of the Inland Department, comprising salaries and other sources of income, are nearly equal to the whole of the fixed allowances of the entire establishment of the General Post Office in London, as proposed by the Postmaster General, and approved of by His Majesty's Order in Council of 1793. In the establishment, included therein, for the Inland Department there is no allusion to any of the indirect emoluments which have been observed upon above. For the reasons stated in our observations upon the Secretary's office it is to be inferred that such emoluments were not contemplated, nor intended to be sanctioned by His Majesty's Order in Council. Comparative view of the present Emoluments, and those sanctioned in 1793.

The Report of the Finance Committee in 1797 states, that "all the regulations recommended by the Commissioners (in 1788) respecting fees and emoluments, appear to have been adopted under the new establishment of 1793, except in four instances," wherein they were opposed by the Postmaster General. The fixed allowances there allotted to the various persons forming the establishment of the Inland Department amount to little more than half of the salaries and emoluments now enjoyed in this Department, which may be estimated, according to the prefixed statement, at £.30,440. 5. 6. per annum. The additional number of persons employed in the Inland Department bears no equal proportion to this comparative excess of the present emoluments. Report of Select Committee of Finance, 1797.

The fixed remuneration of the "Surveyor and Comptroller of the Inland Office" on the Establishment of 1793, was £.700. The emoluments of the Superintending President (as the chief controlling officer is now styled) have exceeded £.2,000 a year, and those of the officers next in rank, £.1,500 a year, besides whom, there are two clerks on the present Establishment who enjoy higher pay than was then assigned to the Comptroller of the Department.

To each of the six Superintendents, whose services a continuance of the business of this Department on its present plan and in its present extent would

we apprehend, make requisite, we shall propose to allow a salary of £.600 per annum, a rate of remuneration which we are aware greatly exceeds the emoluments of the majority of the clerks now officiating as superintending officers though it also falls very short of those of others who are responsible for the same duty, in the execution of which we do not recommend the continued employment of clerks of a subordinate class.

The highest rate of salary annexed to the situation of a clerk in the Establishment of 1793, was £.900, and this rate extended to eight clerks. There are now on the Establishment twenty officers or clerks whose emoluments exceed that amount.

A remarkable instance of the growth of the emoluments attached to situations in this Department may be observed in the case of the Inspectors of letter carriers. In the year 1797, as appears from the Report of the Finance Committee, the Inspector had a salary of £.100, and the profits of a letter carrier's walk, and his assistant had a salary of £.80. There are now two Inspectors, one having, under different heads of salary, £.170, the other £.150, with emoluments which have produced to each, upon the whole, an income of more than £.400 a year. There are besides two assistants, the first of whom has an income of about £.250, and the second about £.180 per annum.

The incomes of the letter carriers vary in degrees not corresponding with any existing differences of duty, and to some of them extra allowances are made for particular services. The situation of a letter carrier is one of unavoidably great confidence, and we are not of opinion that their services are at present overpaid upon an average. We shall, however, include them in the general scale which we shall submit for the remuneration of the officers and servants of this Department, all of whom should be paid upon the same principle of securing to each a certain adequate stipend. The fees and emoluments which at present supply a considerable portion of their remuneration, will be more particularly adverted to in noticing the official "funds" which are distributed under the authority of Your Lordships, or the Postmaster General. The plan of making up for insufficient permanent allowances by additional payments for what are considered special services, though of daily necessity, should cease with respect to the letter carriers.

The similarity of the general duties performed by the clerks does not appear to us to justify the great differences of emolument which may be observed amongst them; and it being understood that the principle of succession by rotation should be established, excepting to the situations of Superintendents, or under special circumstances in particular cases, we are of opinion, that the duties of this Department may be adequately provided for by a scale of remuneration not varying in its plan from that which was approved of by His Majesty's Order in Council in 1793, annexing thereto a rateable increase progressive with the length of service of each individual, and precluding the allowance of distinct salaries to the same individual for different services of ordinary occurrence in the Department.

We cannot close our observations upon the provision made for persons employed in this Department without adverting to the allowances which have been granted in consequence of past services. By returns furnished to us it appears that the amount of such annual allowances, under the head of Superannuations and Pensions, enjoyed by persons who had served in the Inland Department, was (in the year 1827) not less than £.7,500, including payments to letter carriers, charged upon what is called the Letter Carriers Fund. In some cases these appear to have been sanctioned by the Postmaster General without the authority of Your Lordships. In the rates of the Superannuation Allowances differences may be remarked, which are not sufficiently accounted for by a comparison of the length of service of persons of the same class, whose claims appear to have been admitted on similar grounds; and we have been struck by the very long continuance of some of these allowances, granted on the ground of age or bodily infirmity, during periods of from ten to twenty-eight years. The funds out of which such allowances are defrayed are levied directly or indirectly from the public. Their appropriation should be controlled uniformly by legislative regulations, subject to the discretion which Your Lordships possess of providing for cases in which peculiar merit or special circumstances may require and justify extraordinary consideration.

There

There is at present a great inequality in the attendance in the Inland Office required from the different clerks of this Department which deserves to be noticed, both as it relates to the subject of remuneration and the necessary strength of the Establishment. It will be seen on referring to a return in the Appendix that the majority of the clerks attend only one duty daily; others attend morning and evening every other day; so that the average attendance of these clerks in the Inland Office, cannot be estimated at more than three or four hours a day. Other differences in the prescribed attendance may be remarked amongst clerks of the same classes. The juniors only are required to attend both duties daily in the Inland Office. Several of the clerks, however, of this Department, it must be observed, give attendance in other offices, as in the Letter Bill Office, the Returned Letter Office, and the Dead Letter Office. Upon this mixture of duties we have before observed. It appears to us to be unaccompanied by any advantage, and it is stated to arise in some degree from the inadequacy of the salaries in the Inland Office, which renders additional employment in other branches, with extra pay annexed, desirable to those whose emoluments in the Inland Office are considered insufficient. To this practice of multiplying salaries we have also objected.

Proportion of attendance with reference to Emoluments and future Establishment.

Appendix, N^o 23.

The duties of the Inland Office must probably afford occupation for as long a period of daily attendance as can be reasonably required. Its establishment numerically should be adapted and limited so as to provide sufficiently for its peculiar duties exclusively. Sufficient salaries should be allowed, and we apprehend that the attendance during the morning and evening duties of this office, daily, would not exceed the portion of time that is usually devoted by persons employed in other branches of the Revenue to the public service.

The mid-day duties are, however, less pressing and laborious than those of the morning and evening, and we think the rotation of service should extend alike to all the clerks, and should include in succession each of the separate periods of attendance, regard being had to the competency of the clerks to perform the respective duties.

The present inequality of the attendance is somewhat aggravated by the system of stoppages before alluded to, which is in force in this office. Whatever may be the cause of the absence of a clerk from his prescribed attendance, (whether this be comparatively more or less frequent,) it induces a fine upon him, which is paid to another clerk who is "summoned," as it is called, to do his duty. The liability to be summoned as a substitute is confined to clerks of a certain standing, who are not subject to be called upon for attendance at more than one duty daily, and seems to be considered rather as a privilege, as being a source of income, than an objectionable increase of duty.

It is indispensable to enforce regularity and punctuality of attendance in the Inland Office, but the levying a fine indiscriminately upon non-attendants, and the appropriation of such fines as an emolument to others, do not appear to us to constitute an eligible plan towards maintaining official discipline. All cases of absence should be brought under the notice of the Board at whose discretion unavoidable or reasonable grounds for it should exempt the individual from penalty, whilst means should be resorted to, by suspension or otherwise, to discountenance and prevent habitual neglect or irregularity of attendance.

Appendix, N^o 107.

In venturing to propose any reformation of the Establishment of the Inland Department we are fully aware of the necessity of providing amply for the dispatch of its business with accuracy and punctuality; and, consequently, that any material reduction in the number of assistants can be safely effected only with the practical caution of experiment.

The adoption of the principal suggestion contained in the preceding Report on this Department, namely, the division of it into two branches in combination with those of the Two-penny Post Department, would, in our opinion, lead to an important reduction upon the whole, whilst the separate establishments would require to be adjusted with reference to the estimated proportion of business, which, under such an arrangement, might devolve upon the respective branches.

The various other suggestions, also, which we have submitted for Your Lordships consideration having for their object the removal of some of the present business of this office to others, some abridgment of the labour incidental to

that which would remain, and a better application of the force of the present Establishment to the exclusive duties of the Inland Department, if reduced to practice under Your Lordships sanction, would, we have no doubt, make a diminution of the number of clerks consistent with perfect convenience in this office.

Not knowing, however, to what extent the suggestions above referred to may receive Your Lordships concurrence, we shall necessarily confine ourselves (in the alterations which we shall conclude by proposing in the subjoined Scale,) within the limits of reduction which in our judgment would leave an establishment adequate to the efficient discharge of the duties of the office, under those modifications of the existing practice which have been pointed out as in our opinion eligible.

PROPOSED ESTABLISHMENT.

| | FIXED SALARY. | Increase from Length of Service : | | | |
|--|---------------|-----------------------------------|-------------------|------------------|----------------------|
| | | Under Five Years. | After Five Years. | After Ten Years. | After Fifteen Years. |
| | | £. s. d. | £. s. d. | £. s. d. | £. s. d. |
| 6 Presidents, each - - - | 600 - - | — | — | — | — |
| 6 Senior Clerks, each - - - | - - - | 300 - - | 325 - - | 350 - - | 400 - - |
| 24 Assistant Clerks, each - - - | - - - | 180 - - | 200 - - | 220 - - | 250 - - |
| 30 Junior Clerks, each - - - | - - - | 100 - - | 120 - - | 140 - - | 160 - - |
| 2 Inspectors of Letters Carriers, each - - - | - - - | 300 - - | 325 - - | 350 - - | 400 - - |
| 1 Assistant D ^r - - - - - | - - - | 120 - - | 200 - - | 220 - - | 250 - - |
| 169 Letter Carriers, each - - - | - - - | 60 - - | 70 - - | 80 - - | 100 - - |
| 15 Messengers, each - - - - | - - - | 20s. per week. | | — | — |

We have annexed a Schedule of the present and proposed Establishments of the offices comprised in this Report, omitting, for the reasons previously stated, that of the Postmaster General. Under the preceding heads of this Report, we have laid before Your Lordships our general view of the principles which should be observed in the administration of the Post Office; we have brought under view those offices of the Establishment which are principally concerned in the general control of the English Department; and we have explained the nature of the duties, and the official details connected with the circulation of general post letters in and through the metropolis. The remaining offices of the English Department will be reserved for a future Report; our next object of attention being the system of administration in Ireland and Scotland, which require to be considered in determining upon the measure of primary importance, namely, the consolidation of the powers of management, and their extension to the whole of the Post Office Establishment in the United Kingdoms.

WALLACE. (L.S.)

W^m J^{no} LUSHINGTON. (L.S.)

HENRY BERENS. (L.S.)

T. P. DICKENSON. (L.S.)

Office of Revenue Inquiry,
20th March 1829.

SCHEDULE
OF
PRESENT AND PROPOSED ESTABLISHMENT OF
OFFICES
REFERRED TO IN THE PRECEDING
REPORT.

Note.—The Office of Postmaster General is not included in this Schedule, for the reasons stated in page 14.

SCHEDULE.

PRESENT AND PROPOSED ESTABLISHMENT

PRESENT ESTABLISHMENT.

| DESCRIPTION OF OFFICE. | SALARY. | Other | TOTAL SALARY |
|------------------------------------|----------|-------------|--------------------|
| | | EMOLUMENTS. | and EMOLUMENTS. |
| | £. s. d. | £. s. d. | £. s. d. |
| SECRETARY - - - - - | 500 - - | 4,065 6 4 | 4,565 6 4 |
| Assistant Secretary - - - - - | 800 - - | - - - | 800 - - |
| Chief Clerk - - - - - | 500 - - | 80 - - | 580 - - |
| Scale of increase : | | | |
| Under 20 years - - - £. 500. | | | |
| Above - - - - - 600. | | | |
| Six Senior Clerks. | | | |
| Scale of increase : | | | |
| Under 15 years - - - £. 270. | | | |
| 15 to 20 - - - - - 350. | | | |
| Above 20 - - - - - 400. | | | |
| First Senior Clerk - - - - - | 515 - - | 114 - - | 629 - - |
| Second - d ^o - - - - - | 440 - - | 111 16 - | 551 16 - |
| Third - d ^o - - - - - | 400 - - | 69 19 3 | 469 19 3 |
| Fourth - d ^o - - - - - | 400 - - | 114 - - | 514 - - |
| Fifth - d ^o - - - - - | 350 - - | 94 - - | 444 - - |
| Sixth - d ^o - - - - - | 360 - - | 91 15 - | 451 15 - |
| Seven Junior Clerks. | | | |
| Scale of increase : | | | |
| Under 3 years - - - £. 90. | | | |
| 3 to 7 - - - - - 110. | | | |
| 7 to 10 - - - - - 150. | | | |
| Above 10 - - - - - 200. | | | |
| First Junior Clerk - - - - - | 200 - - | 31 - - | 231 - - |
| Second - d ^o - - - - - | 160 - - | 32 - - | 192 - - |
| Third - d ^o - - - - - | 130 - - | 20 16 - | 150 16 - |
| Fourth - d ^o - - - - - | 117 10 - | 19 4 - | 136 14 - |
| Fifth - d ^o - - - - - | 90 - - | 17 12 - | 107 12 - |
| Sixth - d ^o - - - - - | 96 18 - | - - - | 96 18 - |
| Seventh - d ^o - - - - - | 90 - - | - - - | 90 - - |

SCHEDULE.

OF OFFICES REFERRED TO IN THE PRECEDING REPORT.

PROPOSED ESTABLISHMENT.

| DESCRIPTION OF OFFICE. | FIXED SALARY. | Scale of Increase from Length of Service: | | | |
|--------------------------------------|---------------|---|----------------|-----------------|-----------------|
| | | Under 5 Years. | After 5 Years. | After 10 Years. | After 15 Years. |
| | £. s. d. | £. s. d. | £. s. d. | £. s. d. | £. s. d. |
| SECRETARY - - - | 1,000 - - | — | — | — | — |
| Assistant Secretary - - - | 600 - - | — | — | — | — |
| Four Senior Clerks, each - | - - | 250 - - | 300 - - | 350 - - | 400 - - |
| Six Junior - d ^s - each - | - - - | 90 - - | 110 - - | 150 - - | 200 - - |

SCHEDULE.—Present and Proposed Establishment of Offices, &c.—continued.

PRESENT ESTABLISHMENT.

| DESCRIPTION OF OFFICE. | SALARY. | Other | | TOTAL SALARY and EMOLUMENTS. |
|--|----------|-------------|----------|------------------------------------|
| | | EMOLUMENTS. | | |
| | £. s. d. | £. s. d. | £. s. d. | £. s. d. |
| SURVEYOR AND SUPERINTENDENT OF MAIL COACHES - With 16s. per diem whilst travelling and chaise hire. | 750 - - | 101 19 - | | 851 19 - |
| First Clerk - - - - - | 500 - - | 130 13 | | 430 13 - |
| Scale of increase: | | | | |
| Under 10 years - - - £. 200. | | | | |
| 10 to 15 - - - - - 250. | | | | |
| 15 to 20 - - - - - 280. | | | | |
| Above - - - - - 300. | | | | |
| Second d ^r - - - - - | 161 1 - | - - - | | 161 1 - |
| Scale of increase: | | | | |
| Under 10 years - - - £. 110. | | | | |
| 10 to 15 - - - - - 130. | | | | |
| Above - - - - - 150. | | | | |
| First Junior Clerk - - - - - | 91 14 6 | 18 - - | | 109 14 6 |
| Scale of increase: | | | | |
| Under 3 years - - - - £. 70. | | | | |
| 3 to 7 - - - - - 90. | | | | |
| Above 7 - - - - - 100. | | | | |
| Second d ^r - - - - - | 80 - - | - - - | | 80 - - |
| Increase as above. | | | | |
| First Deputy Superintendent - - - - | 100 - - | 60 - - | | 160 - - |
| Second d ^r - - - - - | 100 - - | 50 - - | | 150 - - |
| Five Extra Assistant Superintendents, at 10s. 6d. per week each - - - - - | 136 10 - | - - - | | 136 10 - |
| With 18s. per diem when travelling. | | | | |
| SOLICITOR - - - - - | 300 - - | 2,526 - - | | 2,826 - - |
| INLAND OFFICES: | | | | |
| Superintending President and Clerk of a Road - | 530 - - | 1,603 3 8 | | 2,133 3 8 |
| Second Clerk of a Road and President - - | 380 - - | 1,178 17 6 | | 1,558 17 6 |
| Third d ^r - - - - - | 340 - - | 510 - - | | 850 - - |
| Fourth d ^r - - - - - | 300 - - | 298 18 6 | | 598 18 6 |
| Fifth d ^r - - - - - | 300 - - | 287 2 - | | 587 2 - |
| Sixth d ^r - - - - - | 300 - - | 150 - - | | 450 - - |
| First Senior Clerk - - - - - | 377 6 - | 390 19 6 | | 768 5 6 |
| Second d ^r - and President - - - - - | 450 - - | 170 - - | | 620 - - |

PROPOSED ESTABLISHMENT.

| DESCRIPTION OF OFFICE. | FIXED SALARY. | Scale of Increase from Length of Service. | | | |
|--|---------------|---|----------------|-----------------|-----------------|
| | | Under 5 Years. | After 5 Years. | After 10 Years. | After 15 Years. |
| | £. s. d. | £. s. d. | £. s. d. | £. s. d. | £. s. d. |
| SUPERINTENDENT OF MAIL COACHES - - - - - | 500 - - | - | - | - | - |
| Two Clerks - - - each | - - - | 90 - - | 110 - - | 150 - - | 200 - - |
| SOLICITOR - - - - - | 1,000 - - | - | - | - | - |
| Senior Clerk - - - | - - - | 200 - - | 250 - - | 300 - - | 350 - - |
| Two Junior Clerks - each | - - - | 90 - - | 110 - - | 150 - - | 200 - - |
| INLAND OFFICE. | | | | | |
| Six Presidents - - each | 600 - - | - | - | - | - |
| Six Senior Clerks - each | - - - | 300 - - | 325 - - | 350 - - | 400 - - |

Schedule.—Present and Proposed Establishment of Offices, &c.—continued.

PRESENT ESTABLISHMENT:

| DESCRIPTION OF OFFICE. | SALARY. | Other | | TOTAL SALARY and EMOLUMENTS. |
|--|----------|-------------|----------|------------------------------------|
| | | EMOLUMENTS. | | |
| | £. s. d. | £. s. d. | £. s. d. | £. s. d. |
| <i>Inland Office—continued.</i> | | | | |
| First Assistant Clerk - - - - - | 250 - - | 107 10 - | 357 10 - | |
| Second - - d ^r and Vice-President - - - | 250 - - | 150 - - | 400 - - | |
| Third - - d ^r - - - - - | 280 - - | 53 - - | 333 - - | |
| Fourth - - d ^r - - - - - | 250 - - | 109 18 6 | 359 18 6 | |
| Fifth - - - d ^r and Vice-President - - - | 250 - - | 75 10 - | 325 10 - | |
| Sixth - - d ^r - - - - - | 250 - - | 99 3 6 | 349 3 6 | |
| Seventh - - d ^r - - - - - | 250 - - | 27 - - | 277 - - | |
| Eighth - - d ^r - - - - - | 280 - - | 22 15 - | 302 15 - | |
| Ninth - - d ^r - - - - - | 330 - - | 58 - - | 388 - - | |
| Tenth - - d ^r - - - - - | 280 - - | 12 10 - | 292 10 - | |
| Eleventh - - d ^r - - - - - | 280 - - | 30 - - | 310 - - | |
| Twelfth - - d ^r - - - - - | 250 - - | 10 - - | 260 - - | |
| Thirteenth - d ^r - - - - - | 250 - - | 23 13 - | 273 13 - | |
| Fourteenth - d ^r and Vice-President - - - | 250 - - | 40 - - | 290 - - | |
| Fifteenth - d ^r - - - - - | 250 - - | 73 18 6 | 323 18 6 | |
| Sixteenth - d ^r - - - - - | 268 13 6 | 10 - - | 278 13 6 | |
| Seventeenth - d ^r - - - - - | 220 7 6 | 10 - - | 230 7 6 | |
| Eighteenth - d ^r - - - - - | 237 12 - | 23 10 - | 260 2 - | |
| Nineteenth - d ^r - - - - - | 262 - 3 | 22 10 - | 284 10 3 | |
| Twentieth - d ^r - - - - - | 268 10 9 | 12 10 - | 281 2 9 | |
| Twenty-first - d ^r - - - - - | 297 10 3 | 25 - - | 322 10 3 | |
| Twenty-second d ^r - - - - - | 193 5 3 | - - - | 193 5 3 | |
| Twenty-third d ^r - - - - - | 185 17 6 | - - - | 185 17 6 | |
| Twenty-fourth d ^r - - - - - | 180 14 - | - - - | 180 14 - | |
| <i>Twenty-seven Sorters:</i> | | | | |
| With increase for length of service: | | | | |
| Six Seniors above 15 years, £.160. | | | | |
| First six of Junior Sorters. | | | | |
| Above six years, £.90. | | | | |
| First - Sorter - - - - - | 145 10 6 | - - - | 145 10 6 | |
| Second - d ^r - - - - - | 143 6 6 | 41 10 - | 184 16 6 | |
| Third - d ^r - - - - - | 141 6 6 | - - - | 141 6 6 | |
| Fourth - d ^r - - - - - | 139 - - | - - - | 139 - - | |
| Fifth - d ^r - - - - - | 139 - - | - - - | 139 - - | |
| Sixth - d ^r - - - - - | 139 - - | - - - | 139 - - | |
| Seventh - d ^r - - - - - | 139 - - | - - - | 139 - - | |
| Eighth - d ^r - - - - - | 158 6 - | - - - | 158 6 - | |
| Ninth - d ^r - - - - - | 139 13 6 | - - - | 139 13 6 | |

PROPOSED ESTABLISHMENT:

| DESCRIPTION OF OFFICE. | FIXED SALARY. | Scale of Increase from Length of Service: | | | |
|------------------------------------|---------------|---|----------------|-----------------|-----------------|
| | | Under 5 Years. | After 5 Years. | After 10 Years. | After 15 Years. |
| | | £. s. d. | £. s. d. | £. s. d. | £. s. d. |
| — | — | — | — | — | — |
| Twenty-four Assistant Clerks, each | - - - | 180 - - | 200 - - | 220 - - | 250 - - |
| Thirty Junior Clerks, each | - - - | 100 - - | 120 - - | 140 - - | 160 - - |

(continued.)

Schedule.—Present and Proposed Establishment of Offices, &c.—continued.

PRESENT ESTABLISHMENT.

| DESCRIPTION OF OFFICE. | SALARY | Other EMOLUMENTS. | TOTAL SALARY and EMOLUMENTS. |
|--|-----------|----------------------|------------------------------------|
| <i>Inland Office—continued.</i> | £. s. d. | £. s. d. | £. s. d. |
| Tenth Sorter - - - - - | 175 19 10 | 13 13 - | 189 12 10 |
| Eleventh d ^o - - - - - | 107 5 - | 41 12 - | 148 17 - |
| Twelfth - d ^o - - - - - | 105 1 6 | - - - | 105 1 6 |
| Thirteenth d ^o - - - - - | 98 12 6 | 41 12 - | 140 4 6 |
| Fourteenth d ^o - - - - - | 95 3 6 | - - - | 95 3 6 |
| Fifteenth - d ^o - - - - - | 105 7 - | - - - | 105 7 - |
| Sixteenth - d ^o - - - - - | 107 1 6 | - - - | 107 1 6 |
| Seventeenth d ^o - - - - - | 99 5 - | - - - | 99 5 - |
| Eighteenth d ^o - - - - - | 96 18 - | - - - | 96 18 - |
| Nineteenth d ^o - - - - - | 98 12 6 | - - - | 98 12 6 |
| Twentieth d ^o - - - - - | 98 12 6 | - - - | 98 12 6 |
| Twenty-first d ^o - - - - - | 96 18 - | - - - | 96 18 - |
| And Six, at £.90 each - - - - - | 540 - - | - - - | 540 - - |
| Twelve Junior Sorters, at £.70 each - - - - - | 840 - - | - - - | 840 - - |
| With increase for length of service: | | | |
| Under 3 years £.70. | | | |
| Above - - £.80. | | | |
| Two Probationary Sorters, at £.54. 12. each - - - - - | 109 4 - | - - - | 109 4 - |
| Clerk of Letter Carriers Charges - - - - - | 100 - - | 27 8 - | 127 8 - |
| First Inspector of Letter Carriers - - - - - | 190 - - | 304 - - | 494 - - |
| Second - - - d ^o - - - - - | 170 - - | 279 - - | 449 - - |
| First Assistant Inspector of Letter Carriers - - - - - | 148 - - | 105 - - | 253 - - |
| Second - - - d ^o - - - - - | 63 8 - | 60 - - | 123 8 - |
| 168 Inland Letter Carriers: | | | |
| 120, at 14s. per week - - - - - | 4,368 - - | - - - | 4,368 - - |
| 6, at 11s. - - - - - | 171 12 - | - - - | 171 12 - |
| 42, at 8s. - - - - - | 873 12 - | - - - | 873 12 - |
| River Letter Carrier - - - - - | 104 - - | - - - | 104 - - |
| 72 Sub-sorters: | | | |
| 34, at 21s. per week - - - - - | 1,856 8 - | - - - | 1,856 8 - |
| 38, at 9s. - - - - - | 889 4 - | - - - | 889 4 - |
| Twelve Letter Bringers, at 9s. per week - - - - - | 280 16 - | - - - | 280 16 - |
| Extra Duty performed by the Letter Carriers: | | | |
| 38, at 9s. per week - - - - - | 889 4 - | - - - | 889 4 - |
| 1, at 6s. - - - - - | 15 12 - | - - - | 15 12 - |

PROPOSED ESTABLISHMENT.

| DESCRIPTION OF OFFICE. | FIXED SALARY. | Scale of Increase from Length of Service: | | | |
|---|---------------|---|----------------|-----------------|-----------------|
| | | Under 5 Years. | After 5 Years. | After 10 Years. | After 15 Years. |
| | £. s. d. | £. s. d. | £. s. d. | £. s. d. | £. s. d. |
| — | — | — | — | — | — |
| Two Inspectors of Letter Carriers, each - - - } | - - - - | 300 - - | 315 - - | 350 - - | 400 - - |
| One Assistant ditto - - - } | - - - - | 180 - - | 200 - - | 220 - - | 250 - - |
| Letter Carriers, each - - - | - - - - | 60 - - | 70 - - | 80 - - | 100 - - |
| Fifteen Messengers, each 20s. per week. | | | | | |

(continued.)

Schedule.—Present and Proposed Establishment of Offices, &c.—continued.

. PRESENT ESTABLISHMENT.

| DESCRIPTION OF OFFICE | SALARY. | Other | TOTAL SALARY |
|--|----------|-------------|-------------------|
| | | EMOLUMENTS. | and EMOLUMENTS |
| | £. s. d. | £. s. d. | £. s. d. |
| Inland Office—continued. | | | |
| Fees for early Deliveries, ringing the Bell, Christmas Boxes, &c. to | | | |
| 2 Letter Carriers - - - - - | - - - | 114 - - | 114 - - |
| 4 - - d ^r - - - - - | - - - | 104 - - | 104 - - |
| 6 - - d ^r - - - - - | - - - | 94 - - | 94 - - |
| 8 - - d ^r - - - - - | - - - | 84 - - | 84 - - |
| 10 - - d ^r - - - - - | - - - | 74 - - | 74 - - |
| 11 - - d ^r - - - - - | - - - | 64 - - | 64 - - |
| 10 - - d ^r - - - - - | - - - | 54 - - | 54 - - |
| 15 - - d ^r - - - - - | - - - | 44 - - | 44 - - |
| 14 - - d ^r - - - - - | - - - | 39 - - | 39 - - |
| 20 - - d ^r - - - - - | - - - | 34 - - | 34 - - |
| 12 - - d ^r - - - - - | - - - | 29 - - | 29 - - |
| 8 - - d ^r - - - - - | - - - | 24 - - | 24 - - |
| 48 Supernumerary Letter Carriers, from £. 20 to £. 60, say - - - - - | - - - | 30 - - | 30 - - |
| 1 River Letter Carrier - - - - - | - - - | 12 - - | 12 - - |

PROPOSED ESTABLISHMENT.

| DESCRIPTION OF OFFICE. | FIXED SALARY. | Scale of Increase from Length of Service : | | | |
|------------------------|---------------|--|----------------|-----------------|-----------------|
| | | Under 5 Years. | After 5 Years. | After 10 Years. | After 15 Years. |
| | £. s. d. — | £. s. d. — | £. s. d. — | £. s. d. — | £. s. d. — |

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APPENDIX

TO THE EIGHTEENTH REPORT.

REPORTS, PAPERS, &c.

Appendix, N^o 1.

Copy PATENT of Appointment of the Right honourable Thomas Earl of Chichester to the Office of Postmaster General; dated 27th November 1823.

Reports, Papers,
&c.

N^o 1.
Patent appointing
Postmaster
General.

GEORGE the FOURTH, by the Grace of God of the United Kingdom of Great Britain and Ireland King, Defender of the Faith, To all to whom these Presents shall come, Greeting: Whereas by an Act of Parliament made in the Parliament held at Westminster, the twenty-fifth day of November, in the ninth year of the reign of Our late royal Prodecessor Queen Anne, intituled, "An Act for establishing a General Post Office for all her Majesty's dominions, and for settling a weekly sum out of the Revenue thereof, for the service of the war, and other her Majesty's occasions," it is enacted, that there should be one general Letter Office and Post Office erected and established in the City of London, from whence all letters and packets might be sent into any part of the three kingdoms of Great Britain and Ireland, or to North America, the West Indies, or to any other her said late Majesty's dominions, or unto any other kingdom or country beyond the seas; and that one Master of the said General Letter Office and Post Office should be appointed by her said late Majesty, her Heirs and Successors, to be made and constituted by letters patent under the Great Seal of Great Britain, by the name and style of her Postmaster General, which said Master of the said Office, and his deputy and deputies, by him thereunto sufficiently authorized, and his and their servants and agents, and no other person or persons whatsoever, should from time to time have the receiving, taking up, ordering, dispatching, sending post, or with speed carrying and delivering of all letters and packets whatsoever, which should from time to time be sent to and from all and every the parts and places of Great Britain and Ireland, North America, the West Indies, and other her said late Majesty's dominions, and also to and from all and every the kingdoms and countries beyond the seas, where such Postmaster General should settle, or cause to be settled, Posts or running Messengers for that purpose, with such privileges, pre-eminencies and powers, as in and by the said Act is more at large expressed: And whereas by an Act which passed in the Parliament of the three kingdom of Ireland, in the 23d and 24th years of the reign of Our late royal Father King George the Third, of happy and glorious memory, intituled, "An Act for establishing a Post Office within this kingdom," one General Letter Office or Post Office was established throughout that kingdom: And whereas Our said late royal Father King George the Third, did, by his letters patent under the Great Seal of his United Kingdom of Great Britain and Ireland, bearing date at Westminster the sixth day of April in the fifty-sixth year of his reign, give and grant unto his right trusty and right well-beloved cousin and councillor, Thomas Earl of Chichester, and his right trusty and entirely-beloved cousin and councillor, James Marquess of Salisbury, the office of His Majesty's Postmaster General, and the office called by the name and style of His Majesty's Postmaster General, to have, hold, exercise and enjoy the said office, with all powers, privileges, pre-eminencies and authorities thereto belonging, unto the said Thomas Earl of Chichester and James Marquess of Salisbury, by themselves or their sufficient deputy or deputies, with the yearly salary of 5,000 l. for and during his said late Majesty's royal pleasure, in such manner as in and by the said recited letters patent, relation being thereunto had, may more fully and at large appear: Now know ye, That We have revoked and determined, and by these presents Do revoke and determine the said recited letters patent, and every clause article and thing therein contained: And further know ye, That We, reposing especial trust and confidence in the constant integrity and fidelity of Our right trusty and right well-beloved cousin and councillor, Thomas Earl of Chichester, of Our especial grace, certain knowledge and mere motion, Have given and granted, and by these presents Do give and grant, unto him the said Thomas Earl of Chichester, the office of Our Postmaster General, and the office called by the name and style of Our Postmaster General; and him the said Thomas Earl of Chichester, We do, by these presents, nominate constitute and appoint Our Postmaster General, To have hold exercise and enjoy the said office, with all powers, profits, privileges, pre-eminencies and authorities, thereto belonging, unto the said Thomas Earl of Chichester, by himself or his sufficient deputy or deputies, for and during Our pleasure, except always and reserving to Us, Our heirs and successors, all and every the duties and sums of money payable for the postage or carriage of any letters or packets, according to the several Acts of Parliament now in force, or which shall hereafter be in force relating therunto, over and above the necessary expenses for the managing the said office: And moreover, We will, and by these presents, of Our especial grace, certain knowledge and mere motion, do give and grant unto the said Thomas Earl

Reports, Papers,
&c.

N^o 1.
Patent appointing
Postmaster
General.

of Chichester, by himself or his sufficient deputy or deputies, full power and authority to regulate and settle Inland Posts in that part of Our said United Kingdom, called Great Britain, and in to and from any of our Foreign Plantations, and from place to place within the same, or any of them, and to take and receive, or to cause to be taken and received, for Our use, for letters and packets going by Posts, the same sums of money respectively, and also all sums of money for letters and packets called Foreign Letters and Packets, as are limited and payable by the several Acts of Parliament now in force, or which shall hereafter be in force, to be taken had and received for letters and packets passing and repassing by Posts or Packet Boats; and of Our further especial grace, certain knowledge and mere motion We have given and granted, and by these presents do give and grant, unto the said Thomas Earl of Chichester, full power and authority to perform do and execute, and cause to be performed done and executed, all and every the powers and authorities which in and by the said first recited Act, or any other Act now in force, or which shall hereafter be in force, Our Postmaster General is empowered and appointed to perform do and execute, and also to manage and cause to be collected received and levied, all and every rates, sum and sums of money whatsoever which from and after the 1st day of June 1711 have grown due, or which hereafter shall grow due or payable unto Us by virtue or means of the several Acts of Parliament now in force, or which shall hereafter be in force, or by reason of any special agreements or contracts made or to be made, or by any other lawful ways or means whatsoever for the postage or conveyance of any letters or packets or parcels to or from any place or places within that part of Our said United Kingdom called Great Britain, or any other Our dominions, or to or from any parts whatsoever beyond or upon the seas, or for the providing or furnishing any horses or guides for persons riding in Post, or for any matter cause or thing whatsoever that doth and may in any ways touch or concern the General Letter Office or Post Office, or the office of Our Postmaster General, and the carriage commonly called the Twopenny Post Office, and to cause all the powers and directions in the several Acts of Parliament now in force, or which shall hereafter be in force, contained for or concerning the said General Letter Office or Post Office, or the office of Postmaster General, to be duly and faithfully performed and executed, and do or cause to be done all other lawful matters and things whatsoever which to the office of Postmaster General shall or may belong or appertain, by virtue of the said several Acts of Parliament now in force, or which shall hereafter be in force: And further, We have given and granted, and do by these presents give and grant unto the said Thomas Earl of Chichester, full power and authority from time to time, and at all times hereafter, as occasion shall require, to constitute and appoint, by any writing under his hand and seal, such Deputies, Deputy Postmasters, Substitutes, Accountants, Comptrollers, Supervisors, Collectors, Clerks, Sorters, Windowmen, Letter Receivers, Letter Carriers, Letter Bringers, Messengers and other Officers and Servants as he the said Thomas Earl of Chichester shall think fit and necessary for Our service in the premises, and them or any of them from time to time to suspend remove and displace, according to his discretion, and to take and receive, or cause to be taken and received, in Our name and for Our use from the said Deputy Postmasters and other inferior officers and every of them, such sufficient security for their faithful discharge of their respective trusts, and for payment of the money by them respectively to be received for the duties aforesaid to the Receiver General for the time being of the said Revenue, as to him the said Thomas Earl of Chichester shall seem necessary and convenient, and from time to time to settle establish and allow such constant salaries and allowances to the said officers, or any of them, for their respective services as the Commissioners of Our Treasury, or Our High Treasurer for the time being, shall first approve of; and also to allow such incident or contingent charges, daily or weekly or otherwise, arising or happening in or for the management of the said office, or the revenue accruing thereby, as have been usually allowed by the Postmaster General, or as he the said Thomas Earl of Chichester shall, according to his best discretion, find necessary to be allowed for the better carrying on Our service touching the said office, and to cause, as well the said salaries and allowances, as also all the said incident and contingent charges from time to time to be paid out of the said revenues by the hands of the said Receiver General of the same for the time being: And We do hereby strictly charge and command all officers and others employed in or about the affairs of the said General Letter Office or Post Office, or office of Postmaster General, or in relation to the said revenue, from time to time to give account of their doings therein to the said Thomas Earl of Chichester, and observe and obey his orders and instructions in reference to their respective offices, trusts or employments: And We do hereby further strictly charge and command the said Thomas Earl of Chichester that he do from time to time cause an account or accounts to be kept by an Accountant General, of all the monies arising by virtue of the several Acts now in force, or which shall hereafter be in force, of and for the revenues and duties aforesaid, as the same shall from time to time arise and be received, and do and shall from time to time cause such sum and sums of money to be paid into Our receipt of Exchequer, for such time or term, and for such uses, and in such manner, and at such times as in and by any Act or Acts now in force is directed and appointed, or as may be directed and appointed by any Act or Acts which shall hereafter be in force, and shall also from time to time obey observe and perform such other directions touching the said revenue, and the management and disposition thereof, and the keeping account thereof, as are in and by the several Acts of Parliament now in force, or which shall hereafter be in force directed, and also such other rules, instructions, orders and directions in relation to the said revenue, pursuant to the several Acts of Parliament now in force, or which shall hereafter be in force, as he shall from time to time under Our Royal Sign Manual, and that

as for and concerning the management, ordering or government of the revenue in the said office, he the said Thomas Earl of Chichester shall from time to time observe such orders and directions as the Commissioners of Our Treasury, or Our High Treasurer for the time being, shall think fit for Our service, pursuant to the intent and meaning of the several Acts of Parliament now in force, or which shall hereafter be in force, to make concerning the same: And of Our further especial grace, certain knowledge and mere motion, We have given and granted, and by these presents do give and grant, unto the said Thomas Earl of Chichester, for his care and pains in the execution of the said office, and of the trust hereby granted and committed to him, the salary or sum of 2,500*l.* of lawful money of Great Britain by the year, to hold and enjoy and yearly to receive and perceive the said salary of 2,500*l.* by the year, unto him the said Thomas Earl of Chichester, for and during Our pleasure, the same to commence from the day of the date of these Our letters patent, and to be computed and paid by the day unto and for the quarterly day of payment thence next ensuing, and from thenceforth to be paid and payable quarterly at the four most usual days of payment in the year, by even and equal portions, out of the revenue aforesaid, by the hands of the Receiver or Receivers General thereof for the time being, whom We do hereby direct and command to pay the same accordingly, together with all other profits, privileges, fees, perquisites, advantages and emoluments to the said office belonging, as in as full ample and beneficial manner, as they the said Thomas Earl of Chichester and James Marquess of Salisbury, or any other person or persons formerly enjoying the office of Our Postmaster General, have or hath had exercised and enjoyed, or ought to have held exercised and enjoyed the same: And Our further will and pleasure is, and We do hereby grant, that if the said Thomas Earl of Chichester shall happen to die or be removed from the said office hereby granted unto him, after any quarterly day of payment, and before another day of payment shall incur, then the salary of him so dying or removing shall be computed and paid by the day, from the day to which the last payment shall have been made to him to and for the day of such death or removal inclusive; and in regard there is appointed a Receiver General for the said revenue to receive pay and account for the same, We do hereby promise, grant and agree to, and with the said Thomas Earl of Chichester, that he the said Thomas Earl of Chichester shall not be charged or chargeable with, or accountable or responsible for the said revenue, or for the officers constituted or appointed, or to be constituted or appointed by him as aforesaid, save only for his own voluntary defaults or misfeasances: And to the intent that the said Thomas Earl of Chichester, and all deputies, officers and servants by him appointed or to be appointed, may be the better enabled to attend the execution of their said several trusts and employments, and may not be withdrawn therefrom, We do hereby declare Our will and pleasure to be, that the said Thomas Earl of Chichester, and all deputies and officers to be by him appointed as aforesaid, shall not be compelled or compellible to serve on any jury or inquest, or to appear or serve at any assize or session, or to bear any public office or employment, either ecclesiastical, civil or military: And lastly, We do by these presents grant and declare, that these Our letters patent, or the entry or enrolment thereof, shall be and remain in all things good, firm, valid, sufficient and effectual in the law, and shall be taken, construed and expounded most strongly against Us, and most favourably and beneficially for the benefit and advantage of the said Thomas Earl of Chichester, notwithstanding the ill reciting, or not truly or fully reciting the said recited letters patent or the date thereof, or the said Acts of Parliament concerning the said office and premises hereby granted, or the ill issuing of the office and premises aforesaid, or any of them, or any other omission, imperfection, defect, matter, cause or thing whatsoever, to the contrary thereof in any wise notwithstanding. In witness whereof, We have caused these Our letters to be made patent: Witness Ourselves at Our Palace at Westminster, this twenty-seventh day of November, in the fourth year of Our reign.

By Writ of Privy Seal,

Scott.

Reports, Papers,
 &c.
 N^o 1.
 Patent appointing
 Postmaster
 General.

Appendix, N^o 2.

LETTER from the Secretary to the Treasury to the Postmaster General, approving of the appointment of Mr. Francis Freeling to be joint Secretary with Mr. Todd.

(Copy.)

Treasury Chambers, 16th March 1797.

My Lords,—HAVING laid before the Lord's Commissioners of His Majesty's Treasury your Memorial, dated the 15th instant, representing that in consequence of the great age (eighty years) and infirmities of Mr. Todd, the secretary to your Board, it is your Lordship's intention to appoint Mr. Francis Freeling, your resident surveyor, to be joint secretary with Mr. Todd, as a measure which the good of the service requires, and will not be attended with any expense, as your Lordships do not intend to appoint any person to the situation now held by Mr. Freeling; and submitting the arrangement to be firm'd in case of Mr. Todd's death or resignation, by which, as far as the expenses can at present be estimated, there will be a saving to the revenue of 650*l.* per annum. I am commanded by my Lords to acquaint your Lordships, that they approve of the arrangement proposed in your Memorial.

Postmaster General.

(a true copy) *F. Freeling.*

I am, my Lords, &c.

(signed)

Charles Long.

N^o 2.
 Letter approving
 the appointment of
 Mr. Freeling.