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FIRST REPORT
OF
THE POSTMASTER GENERAL,
ON
Gr. Brit.
THE POST OFFICE.

Presented to both Houses of Parliament by Command of Her Majesty.



LONDON:
PRINTED BY GEORGE E. EYRE AND WILLIAM SPOTTISWOODE,
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FOR HER MAJESTY'S STATIONERY OFFICE.

1855.

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FIRST REPORT.

To the Right Honourable the LORDS COMMISSIONERS
of HER MAJESTY'S TREASURY.

MY LORDS,

YOUR Lordships having sanctioned my proposal Annual Report.
that an Annual Report should be made by the Postmaster
General setting forth the progress, changes, and improve-
ments effected in the various departments of the Post
Office during each preceding year, I have now the honour
to present such a Report for the year 1854.

The service of the Post Office is one which calls for Reasons for its adoption.
constant expansion and improvement, and its details, as
well as its general system, affect the convenience and com-
fort of every class; but information respecting it is not
easily accessible, except by correspondence with this Office,
or through questions asked in Parliament; and many mis-
apprehensions and complaints arise from an imperfect
knowledge of matters which might, without any inconve-
nience, be placed before the public.

It appeared to me, therefore, that it could not be other-
wise than satisfactory to Parliament, if by means of a
periodical Report, the general scope and extent of the
progress made by the Department were brought under its
notice; and I was glad to find your Lordships concurred
in this opinion, because I am sure that the publicity thus
given will be an advantage to the Department itself, and
will have a good effect upon the working of many of its
branches.

There is, perhaps, no Department of Government the Evidence of general progress.
business of which, if duly recorded, will furnish more
striking evidence of the prosperity and progress of the
Empire than the Post Office; whether as regards the in-
crease of the general wealth, the growing importance of
the several colonies, the improved education and intelli-
gence of some classes, or the stirring industry and energy
which is the national characteristic of all.

This First Report, therefore, may with advantage be pre- Origin and growth of Post Office.
faced by some account of the Origin and Growth of the
British Post Office.*

* In preparing this account use has been made of various historical
notices of the Post Office; but on all important points, where any
doubt existed, care has been taken to verify the statements by refer-
ence to the original sources.

Historical Summary.

First establishment of Postal service involved in obscurity.

The first establishment in this country of a Postal Service for the conveyance of the letters of the public is involved in some obscurity.

The letters both of private and public personages were originally sent by special messengers only,* and more recently by common carriers,† who began to ply regularly with their pack horses about the time of the wars of the Roses. As these carriers travelled the journey through with the same horses, this mode of transmission must have been very slow, yet it was long the only conveyance available by the public.

Government posts, that is relays of horses and men under control of the Government, were not established till nearly two centuries later; but as early as the time of Edward II. horses were kept by private individuals for hire, so that a messenger might travel post, *i.e.* by relays: and as "Haste, Post, Haste," is found written on the backs of private letters at the close of the fifteenth and the beginning of the sixteenth centuries, it may be inferred that the use of this mode of conveyance was not restricted to the correspondence of the Government.

In 1481, Edward IV., then at war with Scotland, is said to have established a system of relays of horses, (probably from York to Edinburgh,) the post stations being twenty miles apart, so that despatches were conveyed 200 miles in three days.

In 1548, the charge for post horses impressed for the service of the Crown was fixed by Statute (2 & 3 Edward VI. c. 3.) at a penny a mile.

There seems to be no evidence of the existence of any system for conveying the letters of the public during the reign of Elizabeth, although posts for forwarding the public despatches were doubtless organised, inasmuch as one Thomas Randolph is mentioned by Camden as being

* Records in the Close and Misæ Rolls of payments to *nuncii* for carrying letters, &c., for the King, commence in the reign of King John, and are continued through many subsequent reigns.

† It appears by the Records of the City of Bristol that the Corporation paid a penny to the carrier for carrying a letter to London. Shakspeare uses the words "post" and "carrier" as synonymous. By 12 Car. II. c. 35, (1660), common carriers are excepted from the prohibition to interfere with the monopoly of carrying letters as created by that Act.

Chief Postmaster of England in 1581 ; and it appears that in Ireland the first horse posts were established in this reign during O'Neil's wars, for the purpose of bringing intelligence of military events.

The first establishment of a Letter Post by the Government was in the reign of James I., who, as is stated by a proclamation of Charles I., set on foot a Post Office for letters to foreign countries " for the benefit of the English merchants ;" * but nothing of the kind seems to have been done for the accommodation of inland correspondence, and special messengers were still employed to carry the letters† of the State.

It was not till the reign of Charles I. that a Post Office for inland letters was established. In 1635 the King issued a proclamation in which he recites that up to that time there had been no certain communication between England and Scotland, " wherefore he now commands his Postmaster of England for foreign parts " to settle a running post or two, to run night and day " between Edinburgh and London, to go thither and " come back again in six days,† and to take with " them all such letters as shall be directed to any post " town in or near that road." It is at the same time ordered, that bye posts shall be connected with many places on the main line, to bring in and carry out the letters from and to Lincoln, Hull, and other towns ; a similar post to Chester and Holyhead, and another to

* So early as 1514, the Alien Merchants residing in London had established a Post Office of their own from London to the outports, appointing from time to time their own Postmaster; but in 1568 a quarrel arose among them, the Spaniards appointing one Postmaster and the Flemings another. The dispute was referred to Government. The English Merchants also appear to have presented a petition in the matter complaining that this post acted unfairly towards them by keeping back their letters, &c., and so giving to the foreigners the advantage of the markets. The issue of this dispute is not known, but it seems to explain the expression in the text.

† In order to prevent the Crown couriers from loitering on the road, it was customary for each postmaster to endorse on the despatch the hour of the courier's arrival at his post house. A letter of 1623, from the Deputy Mayor of Plymouth to Sir Edward Conway, Secretary of State, is in existence bearing such endorsements. The courier started from Plymouth at 11 A.M. June 17th, and arrived in London at 8 P.M. on the 19th.

‡ The mails are now conveyed from Edinburgh to London in less than 15 hours. Even so late as between 1730 and 1740 the Post was transmitted only three times a week between London and Edinburgh ; and on one occasion the London Office sent only a single letter.

Exeter and Plymouth, are to be established : and it is promised that as soon as possible the like conveyances shall be organised for the Oxford and Bristol road, and also for that leading through Colchester for Norwich. The rates of postage are fixed at twopence the single letter for any distance under eighty miles ; fourpence up to a hundred and forty miles ; sixpence for any longer distance in England ; and eightpence to any place in Scotland. By a subsequent proclamation of 1637, it is ordered that no other messengers, nor foot posts, shall carry any letters but those alone which shall be employed by the King's Postmaster General, unless to places to which the King's posts do not go, and with the exception of common known carriers, or messengers particularly sent on purpose, or persons carrying a letter for a friend.

This new establishment was entrusted to Thomas Witherings, who had before been appointed Foreign Postmaster ; but in 1640, he was superseded for alleged abuses in both his offices, which were sequestered and placed in the hands of Philip Burlamachy, to be exercised thenceforth under the care and superintendence of the principal Secretary of State. From this time, the Post Office may be considered to have become one of the settled institutions of the country.

The object of the Crown in establishing this letter post was probably quite as much the formation of a profitable monopoly as the accommodation of the public.

The prohibition of the carrying of letters by persons other than those employed by the King's Postmaster, caused great dissatisfaction, being viewed as an unwarrantable stretch of prerogative. In 1642, a Committee of the House of Commons was appointed to inquire into the matter, and the subject afterwards engaged the attention of Parliament. But the utility of the institution was too great to admit of its abandonment ; and we find that in 1644, Mr. Edmund Prideaux, who afterwards held the appointment of Attorney-General to the Commonwealth, and who had been chairman of the Committee of 1642, was elected by a resolution of both Houses of Parliament to be Chief Postmaster.

Prideaux established a weekly conveyance of letters into all parts of the kingdom, which, according to Blackstone, saved the public a charge of 7,000*l.* a year in maintaining Postmasters.

In 1649, the Common Council of London set up a post

First rates of
postage.

Exclusive
privilege.

in rivalry with that of the Parliament. But the Commons, although they had loudly denounced the formation of a monopoly by the Crown, promptly proceeded to put down this infringement of their own monopoly; and from this time the carrying of letters has been in the hands of Government.

In the beginning of the system the Postmaster was Farming. allowed to take the profits in consideration of his bearing the charges; afterwards, however, as the revenue increased, the office of Postmaster was farmed; and this practice of farming was continued, as regards the bye posts, almost to the end of the eighteenth century.

In 1649 the amount of the revenue derived from the posts was 5,000%.

Under the authority of Cromwell and his Parliament, in 1657, the Post Office underwent material changes. The ordinance under which this was effected gives as a motive for the establishment of posts, "that they will be the best" means to discover and prevent many dangerous and "wicked designs against the Commonwealth."

At the Restoration, the settlement of the Post Office which had been made under the Commonwealth was confirmed. The statute 12 Car. II. c. 35. re-enacts in substance the ordinance of the Commonwealth; and this Act being the first strictly legal authority for the establishment of the Post Office, has been called its Charter. Post Office Charter.

In the year 1663 the revenue of the Post Office was, by the statute 15 Car. II. c. 14., settled on James, Duke of York, and his heirs male in perpetuity. At this time it had increased to 21,000%, that being the sum at which the office was farmed.

In Scotland, although the proclamation of 1635 Scotland. provides for the conveyance of letters from London to Edinburgh, no provision seems to have been made at that time for an internal post; but during the last half of the seventeenth century, several internal posts were established on the principal lines of road, though without any legislative enactment to that effect, until the time of William III., when, in 1695, the Scotch Parliament passed an Act for the general establishment of a Letter Post.

In 1683, a Penny Post for the conveyance of letters London District Post. and small parcels about London and its suburbs, was set up by Robert Murray, an upholsterer, who assigned the same to William Dockwra. This was denounced by the ultra-Protestant party, as a contrivance of the

Jesuits; and it was alleged that if the bags were examined, they would be found full of Popish plots. Nevertheless, Dockwra seems to have conducted his undertaking with success for some years, till its profits excited the envy of the Government, who seized it on the ground of its being an infringement of the rights of the Crown; though a pension of 200*l.* a year was afterwards granted to Dockwra by way of compensation. This was the commencement of the London District Post, of which Dockwra was subsequently appointed Controller, and which, until last year (1854), existed as a separate department of the General Post Office.

At first there appears to have been no limit to the weight of a packet sent by the District Post, but its value was restricted to ten pounds.

In 1685, the revenue of the Post Office, which in 1663 had been conferred on the Duke of York, now that that Prince had succeeded to the throne, was settled on the King, his heirs and successors; the amount being then estimated at 65,000*l.* a year.

Appendix A.

By two interesting letters from Mr. F. J. Scudamore, Chief Examiner, to Mr. Frederic Hill, Assistant Secretary, portions of which will be found in the Appendix, it appears that the accounts of the Post Office revenue are preserved in an unbroken series from this year (1685) to the present time; and they seem to contain much curious matter.

In 1698, Dockwra was removed from his office on a charge of mismanagement. The charge is contained in a memorial by the officers and messengers of the Penny Post (as the District Post was then called), to the Commissioners of the Treasury, alleging that Dockwra wilfully "doth what in him lyes to lessen the revenue of the Penny Post Office, that he may farm it, or get it into his own hands," for which purpose it was declared, that he had removed the Post Office to an inconvenient place. The memorial went on to state that, "he forbids the taking in any handboxes (except very small), and all parcells above a pound, which when they were taken did bring in considerable advantage to the Office, they being now at great charge sent by porters into the city, and coaches and watermen into the country, which formerly went by Penny Post messengers, much cheaper and more satisfactory."

It was further alleged, that "he stops, under spetious

“pretences, most parcells that are taken in, which is great damage to tradesmen, by loosing their customers, or spoiling their goods, and many times hazard the life of the patient when physic is sent by a doctor or an apothecary.”

Dockwra was also charged with stopping parcels, which it was hinted he misappropriated; with opening letters and taking from them bills, &c.; and with persecuting all the officers except his own creatures.

In 1708, an attempt was made by Mr. Povey to establish a Halfpenny Post in opposition to the official Penny Post, but this enterprise, like Dockwra's, was suppressed by a law suit.

In 1710, the statute of 9 Anne, c. 10., was passed, which Statute of Anne. repealed the 12 Car. II. and the Scotch Act of 1695, remodelled the law of the Post Office, and remained until 1837, the foundation of that branch of the law. By its provisions a General Post Office for the three Kingdoms and for the Colonies was established under one head, who was to bear the style of “Her Majesty's Postmaster General,” and was empowered to keep one Chief Letter Office in London, one in Edinburgh, one in Dublin, one in New York, and one in the West Indies. In 1784, however, the Irish Parliament passed an Act which, in conjunction with the British Acts, 24 Geo. III. cc. 6. 8., had the effect of severing the Irish from the British Post Office, and creating an independent Postmaster General for Ireland; but the Post Offices were reunited under the British Postmaster General, by the Act 1 William IV. c. 8, passed in 1831.

After the passing of the statute of Anne, the next Cross Posts. event deserving notice is the farming of the Cross Posts, by Ralph Allen, in 1720. Allen observed that the organisation of these posts was very imperfect, and that they were so few in number that many districts were unprovided with a postal service, while in other cases letters passing between neighbouring towns were conveyed by very circuitous routes, which in those days of slow locomotion caused serious delays; and he thought that a great improvement both of the revenue and in public accommodation might be effected by an extension and re-arrangement of the Cross Post system. He thereupon induced the Government to grant him a lease of the Cross Posts for life at a rent of 6,000*l.* a year, and carried into effect his intended improvements, realizing an annual

profit of upwards of 12,000*l.*, which he lived to enjoy for forty-four years, spending it mainly in works of charity, and in hospitality to men of learning and genius.

On the death of Allen, in 1764, the Cross Posts were put under Mr. William Ward, who (for a salary of 300*l.* per annum) undertook to hand over their profits, which then amounted to about 20,000*l.* a year, to the Crown. This branch increased rapidly, and in 1799, when the Bye Letter Office was abolished, and its functions transferred to the General Post Office, the annual profits amounted to 200,000*l.*

Establishment
in 1764, as com-
pared with
present time.

The Office at this time (1764), though much increased since its first establishment, was of very insignificant proportions compared with those which it has since assumed. Thus the records show that in 1763 the Secretary had one clerk and two supernumerary clerks assigned to him, whereas the Secretary's office now comprises 67 clerks. The Receiver-General had two clerks, and the Accountant-General a deputy and one clerk; though these two offices (now united in one) require at present the services of 51 clerks. Two clerks only were employed to open "dead" and insolvent letters," but the like duties now occupy the time of 35 clerks. The Packet Establishment consisted of four Harwich packet boats, six Dover boats, and five New York boats, which cost the office 10,000*l.* per annum, whereas at the present time the number of packets employed under contracts for the Mail Service is not less than 110, and the sum paid for the use of them is more than 800,000*l.* a year.

At the time above referred to there were pensions payable out of the revenue of the Post Office to the amount of 72,000*l.* per annum,† and the Department was bound by statute to pay into the Exchequer 700*l.* a week, or 36,000*l.* per annum. The annual payment, indeed, actually amounted to 70,000*l.*; but this sum is less than a seventeenth part of the present net revenue.

Franking.

In 1784 the privilege of franking was greatly restricted. Up to that time Members of both Houses of Parliament had probably enjoyed the privilege of sending and receiving

† Three of these pensions still continue chargeable on the Post Office revenue, viz., one of 4,700*l.* to the Duke of Grafton as the representative of the Duchess of Cleveland, paid since the year 1686; one of 4,000*l.* to the heirs of the Duke of Schomberg, since 1694-5; and one of 5,000*l.* to the Duke of Marlborough, since 1707-8.

letters through the Post without payment, from the first establishment of the Post Office, or at least from its adoption by the Long Parliament. This privilege was much abused. Before 1764, Members were able to frank by merely writing their names upon the cover of the letter. Parcels of such franks were obtained from Members by their friends and put aside for use, like the stamped covers sold by the Post Office at the present day; and there was even a trade carried on in them by the servants of Members, whose practice it was to ask their masters to sign them in great numbers at a time. There was reason, too, to believe that franks were forged to a large extent; and it was estimated that had postage been paid on the franked correspondence, the revenue would have been increased by 170,000*l*.

In 1763 it was enacted that the whole superscription of the letter must be in the hand-writing of the Member; this, however, was not found a sufficient check to the evil, and in 1784 and 1795 further restrictions were imposed. Finally, at the establishment of Penny Postage in 1840, the privilege of both Parliamentary and Official franking was abolished.*

* By the Journal of the House of Commons for December 17th 1660, it appears that a proviso was inserted into the Post Office Bill, then before the House, directing that letters sent by or to Members of Parliament should be carried free of charge; but by another entry, five days later, it seems that the House of Lords had struck out this proviso, and that their Lordships' amendment was agreed to; and in an entry, dated 1735, and referring to the former entry, it is stated that this proviso was left out by the Lords because there was no provision that their own letters should pass free. The concurrence of the Commons in the amendment of the Lords was obtained on an assurance by the Ministers of the Crown that the privilege should in fact be granted. A warrant to that effect was accordingly issued, and in 1763 the privilege was confirmed by Act of Parliament.

In 1735 it was reported by a Committee of the House of Commons to be a breach of privilege for Postmasters, without a Secretary-of-State's warrant, to look into letters (as appeared to be the practice) to discover whether or not they belonged to Members; and that it was a breach of privilege to counterfeit the signature of a Member.

In this Journal is a statement of the loss to the revenue from the years 1716 to 1730 caused by franking; in the former year this loss was stated at 17,121*l*., and in the latter at 38,082*l*.; there is also a table of the net revenue of the Post Office.

The Committee reported that "the privilege of franking letters by the Knights, &c., chosen to represent the Commons in Parliament began with the erecting of a Post Office in this Kingdom by Act of Parliament" [1660].

Palmer's improvements.

In 1784 one of the greatest reforms ever made in the Post Office was effected by the introduction of the plan of Mr. John Palmer. Up to that time the mail bags had been carried by post-boys on horseback, at an average rate, including stoppages, of from three to four miles an hour. Mr. Palmer, in his scheme submitted to Mr. Pitt, in 1783, gives the following account of the then existing system: "The Post, at present, instead of being the swiftest, is almost the slowest, conveyance in the country; and though, from the great improvement in our roads, other carriers have proportionably mended their speed, the post is as slow as ever.* It is likewise very unsafe, as the frequent robberies of it testify; and to avoid a loss of this nature people generally cut Bank bills or bills at sight in two, and send the bills by different posts. The mails are generally intrusted to some idle boy, without character, mounted on a worn-out hack, and who, so far from being able to defend himself or escape from a robber, is much more likely to be in league with him."

Mr. Palmer, who was manager of the theatre of Bath, had observed that when the tradesmen of that city were particularly anxious to have a letter conveyed with speed and safety, they were in the habit of enclosing it in a brown paper cover, and sending it by the coach, though the charge for such conveyance was much higher than the postage of a letter. He therefore proposed that the mail bags should, as far as possible, be sent by the passenger coaches, accompanied by well armed and trustworthy guards. He also suggested other important alterations, as that the mails should be so timed as to arrive in London, and, as far as might be, in other places, at the same hour, so that the letters might be delivered altogether; and that they should be despatched from and arrive in London at a time convenient to the public, the mails having hitherto left London at all hours of the night.

This plan was vehemently opposed by the officers of the Post Office, but Mr. Pitt saw its merits, and, under his auspices, an Act of Parliament was passed authorizing its adoption.

Mr. Palmer was appointed under the title of Controller

* In 1696 the Treasury sanctioned an arrangement for conveying the mails between Exeter and Bristol twice a week, under a stipulation that the distance (65 miles) should be performed in 24 hours.

General of the Post Office, to superintend the carrying out of the scheme, at a salary of 1,500*l.* per annum, together with 2½ per cent. upon any excess in the net revenue over 240,000*l.*; and he appears to have performed his duties with great ability. The speed of the mails was at once increased from three and a half to more than six miles an hour, and subsequently still greater acceleration was effected.

This improvement, notwithstanding some additions to the rates of postage which accompanied it, caused a great immediate increase of correspondence as well as of revenue, which continued steadily to advance for many years afterwards.

In 1792 Mr. Palmer was suspended from his functions, and an allowance of 3,000*l.* a year (a sum much below the emoluments to which he was entitled under his agreement) was assigned to him in lieu thereof. He memorialised the Treasury against this arrangement, but without success. Subsequently, however, he petitioned Parliament for redress, and in 1813, after a struggle of many years, a Parliamentary grant of 50,000*l.* was made to him.

In 1792 a Money Order Office was first set on foot; but as the history of this department has been given in the recent report of the Treasury Commissioners, it will suffice to say, that the conduct of it was originally undertaken by some of the Post Office Clerks on their own account, and that in 1838, it became a recognized branch of the establishment.

Owing to the high rate of commission formerly charged, and the double postage necessarily incurred, Money Orders were comparatively little used, until after the introduction of the Penny Postage. In 1840, the commission, however, was greatly reduced, and the facilities were extended; the result being a vast increase in the number of Orders. Thus in 1839 there were issued in the United Kingdom less than 190,000 Orders, amounting to about 313,000*l.*; while in 1854, as will appear in a subsequent part of the Report, the number of Orders had risen to nearly five millions and a half, and their amount in money to nearly 10,500,000*l.*

In 1796 the rates of Inland Postage were raised to a scale varying from 3*d.* to 9*d.* and they were afterwards raised still further.

In 1799 an Act was passed authorising the Postmaster General to send bags of letters by any private ships, such

letters being subjected to half the packet rates. This is the origin of the ship-letter system, under which, besides the postal communication by regular packets, letters are conveyed to every part of the world visited by private ships.

New General
Post Office.

In 1814 measures were taken to provide a new General Post Office, the old one in Lombard Street having become too small for the business to be transacted. It was not, however, till 1829 that the present building in St. Martin's le Grand was opened for use.

Acceleration of
Mails.

About the year 1818, Mr. Macadam's improved system of roadmaking began to be of great service to the Post Office, by enabling the mails to be much accelerated. Their speed was gradually increased to ten miles an hour and even more, until in the case of the Devonport Mail, the journey of 216 miles, including stoppages, was punctually performed in twenty-one hours and fourteen minutes.

In 1827 some concession was made to the public by rescinding the rule which imposed double postage on two letters written upon one sheet of paper, and even on a letter and a bill if upon the same sheet.

Railways first
used.

In 1830, upon the opening of the line between Liverpool and Manchester, the mails were for the first time conveyed by railway.

Overland route
to India.

In 1835, by the indefatigable exertions of the late Lieutenant Waghorn, the mails to India were for the first time conveyed by the direct route, through the Mediterranean and over the Isthmus of Suez; a line of communication subsequently extended to China and Australia.

Newspapers.

In 1836 the stamp duty on newspapers was reduced from about $3\frac{1}{4}d.$ net to one penny, a reduction which led to a great increase in the number of newspapers sent through the Post Office.

Penny postage.

Early in 1837 Mr. Rowland Hill broached his plan of Penny Postage, which, after an examination by a Royal Commission, and a full investigation by a Committee of the House of Commons, appointed on the motion of Mr. Wallace, M.P. for Greenock, was adopted by the Legislature in the session of 1839, and carried into effect in the beginning of the following year.

The effect of this change was to increase the number of chargeable letters passing through the Post Office from 76 millions in 1839 to nearly 169 millions in 1840, and the number has since continued to increase rapidly; as will hereafter appear.

Present Powers and Duties of the Post Office.

As at present constituted, the British Post Office has, Appendix B. with few exceptions, an exclusive authority to convey letters within the United Kingdom. It is also required to convey newspapers; and it undertakes the conveyance of books and the remittance of small sums of money; but it is only as regards letters that the Office possesses any privilege, the other branches of its business being open to any persons who may choose to undertake them.

By means of the railways, and of steam boats, mail coaches, stage coaches, omnibuses, mail carts, and mounted and foot messengers, letters and other postal packets are despatched and received daily in almost every part of the country,* and in many cases, including nearly all important towns, the communication is twice a day or oftener; and by packets or private ships, mails are despatched at short intervals to all parts of the globe.

Subject to the provisions of the law, and to the controlling authority of your Lordships, and except that the Packet Service is, to a large extent, superintended by the Admiralty, the Postmaster General has the direction of Appendix C. of all postal affairs within the United Kingdom and in certain of the Colonies; also between this country and the Colonies, and with a large number of foreign states. At the same time, it is open to all the Colonies in which the posts are under the management of the Colonial Government (and this is the case with the most wealthy and important), and to all foreign countries, to take part in this inter-communication; and as the cost of the mails carried by sea generally much exceeds the revenue derived from them, this country would be financially benefited if the part so taken were much larger than it is.

In the United Kingdom the Lords of the Treasury have power, within limits prescribed by law, to fix the rates of postage; and the Postmaster General has authority to determine the frequency and speed with which the mails shall be conveyed and letters delivered.

* In Scotland there are about 45 posts, limited to three days in the week, and in Ireland about 12. In Scotland there are also about 11 posts, limited to two days in the week.

Staff of officers. The number of officers and servants of the Department, exclusive of those in the Colonies and of agents in foreign countries, is as follows :—

Postmaster General	-	-	-	-	1
Secretary, Assistant Secretaries, and	}				5
Secretaries for Ireland and Scotland					
Surveyors	-	-	-	-	13
Other superior Officers ; <i>i. e.</i> Heads of	}				20
Departments, Chief Clerks, &c.					
Postmasters	-	-	-	-	9,973
Clerks, &c.	-	-	-	-	2,235
Guards	-	-	-	-	175
Letter Carriers, Messengers, &c.	-	-	-	-	9,152
					<hr/>
					21,574
					<hr/>

Of the above staff about 2,500 are attached to the Chief Office in London.

Extension of Inland Service in 1854.

Number of
Post Offices.

During the last year the number of Post Offices in the United Kingdom was increased by 515; making the whole present number 9,973. Of these, 935 are Head Post Offices (that is, Offices which exchange bags with a Metropolitan Office), and 9,038 Sub-Post Offices or Receiving Offices, the latter being Branch Offices in towns, and, as indicated by their name, used chiefly for the receipt of letters.

On the establishment of Penny Postage in 1840, the whole number of Post Offices was only 4,028, or less than one half the present number.

Most of the new Offices have been opened in the rural districts; and postal communication in those districts has been further extended (where the amount of correspondence was insufficient to warrant the establishment of a Post Office,) by the appointment of additional Rural Messengers, who in a walk, including generally several small villages, afford the inhabitants frequent and regular opportunities of sending and receiving letters.

This extension of the rural posts is a work which has been in steady progress for several years, and has, I have no doubt, assisted materially to produce the great increase that has taken place in the total number of letters.

Free deliveries were established last year at 1,242 Free deliveries. places where none had hitherto existed, and the free delivery has been extended or otherwise improved at 245 other towns and villages, including Bath, Belfast, Bristol, Cork, Glasgow, Hull, Leeds, London, Newcastle, Sheffield, Wolverhampton, and York.

In England, during the past year, a day mail from Day mails. London was afforded to fourteen additional towns, a day mail to London to four such towns, and an additional day mail to London to three towns; in Ireland an additional Dublin day mail in both directions was given to fourteen towns, and in one direction to four towns; and in Scotland a second day mail from Edinburgh to four towns, and to Edinburgh to fourteen towns. A more convenient day mail than the former one has been afforded to Bristol, and an additional mail has also been established between Aberdeen and Dundee.

Besides these improvements, the English mail to Belfast, Accelerations. and also to Cork, Limerick, and other towns on the Great Southern and Western Railway was considerably accelerated; and on the first of the present month an acceleration of the night mail between the Limerick Junction and Cork was carried out, and a Travelling Post Office established between Dublin and Cork, being the first instance of a Travelling Post Office in Ireland.

The effect of the latter measures has been to give an earlier arrival and a later departure of the mail at all the towns in the south-west of Ireland; the gain to many of the towns west of Cork being more than an hour in each direction.

The towns west of Limerick have also gained, though not to the same extent.

By an acceleration of the night mail on the Great Western Railway, which will take place on the 1st February, an earlier arrival and a later despatch of the London mail will be obtained at the more distant towns in the West of England.

I have also taken measures for increasing the mail communication with the Isle of Wight and with the Isle of Other improvements in communication. Man, and for improving the communication on the Clyde: others are in progress for effecting a further acceleration of the night mail trains between London, Ireland, Scotland, and the North of England.

Exclusive of conveyance by steam vessels and boats, Conveyance of mails. and not counting the walks of letter carriers and rural

messengers, the whole distance over which mails are now conveyed within the United Kingdom is nearly 57,000 miles per day, and the subjoined table shows the cost :—

	By Railways.				By Coaches, &c.			
	Number of Miles per day.	Average charge per mile.	Maximum.	Minimum.	Number of Miles per day.	Average charge per mile.	Maximum.	Minimum.
ENGLAND - -	19,400	s. d. 0 8	s. d. 4 10	d. 3 ⁸ / ₁₀	17,838	d. 2 ¹ / ₂	s. d. 2 3 ¹ / ₂ *	Exemption from Tolls.
IRELAND - -	2,314	1 3 ¹ / ₂	4 6	0 ¹ / ₂	8,714	2	5 11*	
SCOTLAND - -	3,440	0 8	3 0	0 ¹ / ₂	5,137	2 ¹ / ₂	0 9	
UNITED KINGDOM	25,154	0 8 ¹ / ₂	4 10	3 ⁸ / ₁₀	31,689	2 ¹ / ₂	5 11	

Number, Weight, &c. of Letters.

Number of letters.

The following table shows the number of chargeable letters delivered in the United Kingdom during the last year, together with the rate of increase and the proportion of letters to population.†

	Number in 1854.	Increase per cent. on number in 1853.	Proportion of Letters to Population.
ENGLAND - - -	358 millions	about 8 ¹ / ₂	About 19 to each person.
IRELAND - - -	41 "	" 2	" 7 "
SCOTLAND - - -	44 "	" 8 ¹ / ₂	" 15 "
UNITED KINGDOM -	443 "	" 8	" 16 "

As compared with the letters in the last year before the introduction of the Penny Postage (1839), this number shows an increase of about 376 millions, or nearly six-fold.

* These charges are for very short distances between Post Offices and Railway Stations, and include a charge for waiting.

† This table is to some extent an estimate, being the result of a calculation founded on a record of the actual number of letters delivered in one week of each month in the year. In the Appendix will be found a statement of the number of letters in each year since 1838.

Appendix D.

Of the whole number of letters now posted in the United Kingdom, about 103 millions, or nearly one quarter, are delivered in London and the suburban districts; and counting all that pass through the London Office, whether for delivery or despatch, the number rises to about 210 millions, or nearly one half.

When the postage was regulated, not as now by weight Envelopes. but by the number of separate pieces of paper, the use of envelopes was rare; at the present time about 85 per cent. of the letters are enclosed in envelopes.

The average weight of inland letters (including official Weight of letters. letters) is about a third of an ounce each, but excluding official letters it is less than a quarter of an ounce; the average postage being nearly $1\frac{1}{4}d.$; and it is deserving of remark, that for several years both the average weight and average postage have been decreasing, though very slowly. No doubt the *actual number of heavy letters* has greatly increased, owing to the small charge now made for enclosures; but the number of small and light letters has increased in a yet greater ratio.

The average weight of a colonial letter is at present about a third of an ounce, and of a foreign letter about a quarter of an ounce.

There is no record of the whole number of newspapers Newspapers. circulated by the Post, but it is known that the number which passed through the London Office alone last year exceeded 53 millions, being an increase of about $12\frac{1}{2}$ per cent. on the number in 1853.

The average weight of a newspaper is about $3\frac{1}{2}$ ounces.

The number of book packets which passed through the Book packets. London Office last year was about 375,000, the average weight being about 10 ounces.

Money Orders.

Including 16 branches in large towns, 86 new Money Money Order Order Offices were opened last year, making a total of Offices. 1,872.

The subjoined tables show the number of Money Orders Number of Money Orders, &c. issued during the year, with other particulars.*

* The amount of profit in this table is necessarily to some extent a matter of estimate, inasmuch as many of the expenses relating to Money Orders are mixed up with the general expenses of the Department. In the Appendix is a statement of the number of Money Orders issued in Appendix E. each year since 1839.

—	Number of Money Orders issued.	Amount.	Increase per cent.	Profit after deducting Expenses.	Proportion of Money Orders issued to Population.
		£ s. d.			
ENGLAND and WALES	4,621,296	8,957,135 16 1	5	16,658	1 to about 4 persons
IRELAND - - -	409,625	690,809 4 7	3½	Loss 790	1 " 15 "
SCOTLAND - - -	435,323	814,466 15 8	5½	670	1 " 7 "
UNITED KINGDOM -	5,466,244	10,462,411 16 4	4½	16,538	1 " 5 "

ANNUAL INCREASE or DECREASE in the Number of MONEY Orders in the last Five Years, as compared in each case with the Number in the Year preceding.

Years.	ENGLAND and WALES.	IRELAND.	SCOTLAND.	UNITED KINGDOM.
1850	About 3	About 4	About 2½	About 3
1851	" 5	" 5 { per cent. increase.	" 2½	" 5
1852	" 7 { per cent. increase.	" ½ { per cent. decrease.	" 3 { per cent. increase.	" 7 { per cent. increase.
1853	" 6	" 2 { per cent. increase.	" 4½	" 5
1854	" 5	" 3½ { increase.	" 5½	" 4½

Total profit in each of the last five years:—

	£
1850	- - - 3,236
1851	- - - 7,437
1852	- - - 10,689
1853	- - - 14,149
1854	- - - 16,538

Expenditure and Revenue.

The following are statements of the Gross Receipts, Expenditure, and Net Revenue of the Department during the year 1854.*

Revenue.

	GROSS REVENUE.	£
Letters, book packets, &c.	- -	2,597,700
Commission on Money Orders	- -	91,300
Total	- -	£2,689,000

being an increase of nearly 98,000%, or about 4 per cent. on the gross receipts for 1853.

* In order to avoid the delay which is necessary for completing, in all particulars, the financial accounts of the year, the sums given in this Report are in part the result of estimate; but it is believed that any

EXPENDITURE.*				£	Expenditure.
Salaries, pensions, &c.	-	-	-	730,000	
Buildings	-	-	-	23,000	
<i>Conveyance of Mails :</i>					
By Railways	-	-	-	364,000	
„ Coaches, carts, &c.	-	-	-	162,000	
„ Packets†	-	-	-	17,000	
Miscellaneous	-	-	-	117,000	
Total	-	-	-	<u>£ 1,413,000</u>	

being an increase of about 39,000%, or nearly 3 per cent. on the expenditure of 1853.

NET REVENUE.

Net Revenue.

The total net revenue was 1,276,000%, being an increase of about 58,000%, or nearly 5 per cent. on the net revenue of 1853.

The payments into the Exchequer last year, (1854,) were larger than might have been expected, judging from the increase of net revenue alone, because the debts due from foreign countries, and the outstanding balances in the hands of our own Postmasters, have been paid up more closely than heretofore. The attainment of this desirable object is due in part to the improved method of keeping the accounts recommended by the Committee ap-

error which may exist is so slight as to be scarcely appreciable. In the Appendix a statement is given of the expenditure in each year since 1837, with a comparative return for the last two years of the amount of postage collected in many large towns. Appendix F. and G.

* The entries under this head show the expenditure properly appertaining to the year, not the payments actually made.

† The Packet Service is for the most part under the superintendence of the Admiralty, and is borne on the expenditure of that Department; the contractors for the several lines being subject in most cases to conditions framed with other objects than the efficiency of the postal service. The above sum does not include the payments made by the Admiralty.

The omission in the expenditure of the Post Office of such part of the cost of these packets as may fairly be chargeable to that Department is more or less counterbalanced by the omission (under the head of revenue) of all charge for the transmission of newspapers, which in aggregate bulk and weight greatly exceed the letters.

pointed by your Lordships in 1853, to examine into the state of the Post Office, and in part to the exertions of the new Receiver and Accountant General, Mr. Hide, and of the Chief Examiner, Mr. Scudamore.

The sum rendered available by this promptness of payment was about 200,000*l.*: on the other hand the sum of 120,000*l.*, due to three of the Railway Companies for past service, the payment of which had been waiting the award of arbitrators, had to be provided.

Increase of
Salaries.

The improved scale of salaries in the London Office, recommended by the Commissioners and sanctioned by your Lordships, has tended to increase the expenditure of the year; but its effect in this respect has been greatly diminished owing to the reduction in the number of Officers rendered practicable by the consolidation of the Departments of the Receiver General and Accountant General, and by the simplification of the system of accounts. These combined alterations, including a change in the accounts of the Money Order Office (also suggested by the Commissioners), have enabled me to dispense with the services of a large number of clerks; though in no instance has it been found necessary to dismiss any one, partly because, in anticipation of such reduction, many vacancies had been left unfilled, partly from opportunities of employing the clerks so released upon other duties.

Increased cost
of conveyance
of Mails.

The rise in the cost of fodder and the general advance in prices have been apparent in the terms on which contracts for mail coaches and mail carts have been renewed; and on this head the general expenditure of the Department has been much augmented, and will I fear be yet further increased in the current year.

Upon the whole I am obliged to anticipate in the current year a very considerable increase of expenditure.

Postal Service for Her Majesty's Forces at the Seat of War.

Postal dis-
turbance.

The evils and disturbances consequent to war have, in the past year been severely felt by this Department, and, I fear I must add, by that large portion of the public who have an interest in the improvement and extension of postal communication with the Colonies.

Owing to the overruling want of steam vessels for the conveyance of troops and stores to the Black Sea, it was found necessary to release several companies, for a time,

from the execution, in whole or in part, of their contracts for the conveyance of the mails.

At the close of the last month (December 1854,) no fewer than 28 steam ships, belonging to the five companies charged with the conveyance of the principal colonial and foreign mails, and being the most powerful and efficient vessels of their fleets, had been taken up by Her Majesty's Government for the service of the war, and were still so employed; nor does there appear to be hope that the number will, within any assignable time, be much diminished.

Steam ships
withdrawn.

At the time when this want became urgent, a negotiation was in progress for increasing the bi-monthly service to Australia by way of India (the route which hitherto has been found to be the quickest and surest) to a monthly one; but not only was this project necessarily abandoned for the time, but the bi-monthly communication itself has been suspended, as also the other bi-monthly mail, by steam vessel round the Cape of Good Hope; so that at present the Department is dependent upon temporary engagements with sailing vessels.

Mails to
Australia.

At the commencement of military operations it became necessary that arrangements should be made for keeping up a postal communication with the forces despatched to Turkey and the Black Sea, and the Baltic.

Mails to the
Black Sea
and the Baltic.

It is to be borne in mind that with the exception of the steam vessels employed in the conveyance of the Indian mails, no British mail packets have for some time past been maintained in any part of the Mediterranean; the communications by sea with the Archipelago, Constantinople, and the Levant being entirely in the hands of the French and Austrian Governments. Letters sent by the packets of either country are of course chargeable with a foreign rate of postage, which alone offers a serious impediment to the transmission of the letters of soldiers and seamen by such means; and, therefore, with a view of affording a quick and regular postal intercourse with the army at a low rate of charge, my attention was directed to the possibility of establishing a mail service by British steam vessels of adequate power and size to run between Marseilles and the seat of war; but the urgent and increasing demand for steamers to convey troops and stores to which I have already referred, presented an insuperable obstacle to the accomplishment of this object.

In March, however, the French Government carried

out a great improvement in their Mediterranean mail service by establishing a second line of packets between Marseilles and Constantinople, thus furnishing a means of communication six times instead of three times in each month ; and more recently, the service has been further increased to twice a week.

This change left little to be desired with respect to frequency of communication, and the very liberal offer which, about the same time and at the express command of the Emperor, was made by the French Government, to convey by their Packets the letters of British soldiers and seamen at the same low rate as is charged upon the correspondence of the French troops, removed every impediment to the transmission of mails by the Packets in question ; the postage being thereby reduced to 3*d.* for each $\frac{1}{4}$ oz. letter, prepaid to destination, and 2*d.* for each newspaper.

These mails are conveyed through France in the charge of a body of messengers appointed for that purpose ; special trains are employed whenever any time can be thereby gained, and every exertion is used to expedite this portion of the service as much as possible. Some further gain in respect of time might have been effected by the use of vessels of greater power and speed than those employed in this service by the French Government, inasmuch as the voyage between Marseilles and Constantinople occupies alternately, and according to the route taken, nearly eight days, and nine ; but for reasons which I have already stated, such vessels, capable of carrying a sufficient supply of coals, and suited to the service in other respects, were not at the command of Her Majesty's Government without further deranging and curtailing other services to an extent to which I could not consent.

As the French Mail Packets do not proceed beyond Constantinople, means have to be provided for the transmission of the mails thence to the Allied Armies and Fleets ; but, in addition to the difficulty of procuring steamers fit for this purpose, the uncertainty which necessarily prevailed at the commencement of the war with respect to the points to which the mails would have to be conveyed as well as other considerations, made it very desirable that this part of the service should be left to be supplied and controlled by the Commanders of the Forces, and that arrangement still continues.

No doubt this break in the line has led to occasional

irregularities, by which the mails from the Crimea have failed to arrive at Constantinople in time for the packet proceeding to Marseilles, but these instances have not been frequent.

I should add, that the transmission of mails to the British Forces in the East, is not exclusively confined to the route of France. Advantage is taken of the departure from England of ships of war and other vessels in the service of Her Majesty; and by those opportunities the letters of soldiers and seamen, as well as newspapers, are forwarded at the charge of one penny each.

To ensure, as far as possible, a prompt delivery of the correspondence on its arrival at Head Quarters, and a regular despatch of return mails to this country, an experienced officer of this Department was selected, with the approval of the Secretary of War, to proceed to Turkey, as Postmaster of Her Majesty's Forces; and three Assistant Postmasters, together with seven Letter Sorters, have since been despatched from England to aid him in his duties. More recently, as the means of land conveyance placed at the disposal of the Postmaster in the camp had often proved insufficient, measures were taken to supply eighteen horses and mules for the use of his office exclusively; and I have reason to hope that regularity has been thereby secured in the conduct of a service, the adjustment of which is liable to much disturbance if such facilities are wanting or uncertain.

Postmaster appointed to accompany the army.

Horses and mules provided.

If doubt has anywhere existed as to the ability or inclination of our soldiers and seamen to avail themselves in the midst of their trials and hardships of the means of sending and receiving letters, it has been completely set at rest by the extent to which the mail service through France has been made use of.

Extensive correspondence of our soldiers and seamen.

Since the arrangement has been in force—about eight months—more than 282,000 letters have been forwarded from England to the seat of war in these mails, and more than 325,000 have reached this country by the same route.

To these numbers must be added the many letters which have been sent at the rate of a penny each by the occasional opportunities of direct ships, of which no accurate return can be given, but which may safely be reckoned at not less than 10,000 outwards and 2,500 homewards monthly.

Upon the whole, the correspondence of our forces in

the East presents an average of 45,250 letters despatched to, and 43,125 received from, the seat of war in each month; a result as gratifying in respect of amount as those portions of it which meet the public eye generally prove to be in respect of spirit, intelligence, and feeling.

Mails to the
Baltic.

On the departure of the fleet despatched to the Baltic, the mails were in the first instance transmitted solely by vessels of war proceeding to join the fleet, or by transports despatched with stores for its use; but early in May, when the greater part of the fleet had reached its destination, an improvement as respects speed and regularity was effected by a regulation under which the Admiral commanding in chief was directed to establish a weekly communication, by means of a steamer, between the port of Dantzic and the ships under his command. To meet this steamer, which was appointed to arrive at Dantzic with mails for this country every Friday, the correspondence for the Baltic Fleet was despatched from London to Dantzic on the Tuesday of each week, in a bag addressed to Her Majesty's Consul, by whom it was handed over to the commander of the steamer.

This arrangement worked satisfactorily, with the exception, that the letters, in consequence of their passage through Belgium and Prussia, became chargeable with the rates due to the Post Offices of those countries; and thus the postage was raised to an amount which, in the case of soldiers and seamen, counterbalanced the advantages of speed and regularity.

To remedy this as far as possible, mails were made up, as often as opportunities offered, by Government transports despatched from this country; and by those mails soldiers and seamen were enabled to send and receive letters at the usual charge of one penny.

Railway Service.

Apparatus for
exchanging
Mail-bags.

Time in conveyance of the Mails has been saved by the more extensive use of the apparatus for exchanging Mail bags at railway stations without stopping the trains.

Convenient
contract with
several Railway
Companies

A convenient form of contract has been entered into with several railway companies, under which, by the payment of a fixed sum annually, the Postmaster General is at liberty to send Mails by all their trains. Contracts of this nature (which much increase the power of giving additional postal accommodation) now exist with the following companies:—London and North.

Western, Midland, Lancashire and Yorkshire, East Lancashire, Manchester, Sheffield and Lincolnshire, Newcastle and Carlisle, Stockton and Darlington.

The first approach to this system was made about nine years ago, when the Directors of the London, Brighton, and South Coast Railway offered spontaneously to give to the Post Office the use of all the trains between London and Brighton, in addition to those previously employed, and without any further charge. This offer was accepted and acted upon, and I have no doubt that while liberal to the public it has also been beneficial to the Company, by affording to visitors and residents at Brighton the great convenience of a postal communication with London more frequent than that of other towns situated at a like distance from the metropolis.

As regards the relations established by law between railway companies and the Post Office, the regularity of the Mails and the extension of postal accommodation are greatly impeded by the want of better arrangements for enabling the Post Office to obtain the service of railways on equitable terms and for enforcing punctuality in the arrival of the Mail trains; and I earnestly hope that the Commissioners lately appointed by your Lordships, in compliance with the recommendation of the Parliamentary Committee of last Session on railways, will supply this want.

Want of better arrangements for obtaining Railway service on equitable terms.

I believe that such an arrangement would be advantageous, not only to this Department, and thereby to the public at large, but also to railway companies; inasmuch as cases now arise in which I am deterred from sending additional Mails by railway (even when this can be done with little or no extra expense to the company,) by the unduly large demands which are often made in the first instance, and by the disproportionate and unequal awards which experience has shown to be probable if the question be referred to arbitration.

Moreover, as the law now stands, the Postmaster General is without any available means of enforcing in one important respect the performance of the very service which the award is intended to secure, viz., the stipulated speed of the trains and their punctual arrival.

As an equitable mode of meeting the difficulty, I proposed to certain railway companies a system of mutual penalties, under which, according as the cause of delay in any case rested with the company or with this Depart-

Mutual penalties for irregularities proposed to Railway Companies but declined.

ment, the party in fault should pay a fine to the other; and to this offer I added the proposal that, in every instance in which a Mail train arrived at its appointed time, the company should receive in the way of premium a payment additional to that which had been fixed as the fair remuneration for the service. None of the companies, however, acceded to the arrangement.

Chief cause of irregularities.

As to the cause of the irregularities in the arrival of the Mail trains, I believe it to be mainly the undue enlargement of these trains, from time to time, by passenger carriages or carriages for goods; and this opinion is confirmed by the fact that the seasons of the year at which there is most traffic—such as the beginning or end of any time of holiday—the opening or close of the Session of Parliament—are those in which the greatest and most frequent irregularities occur; and that these are felt by the up or down Mails, according as the stream is setting to or from London.

With reference to the foregoing remarks, it is just to the railway companies to add that, although there is still much to complain of with regard to punctuality, there has in many instances been a material improvement during the past year; though I cannot conceal from myself that the existing arrangements afford no security for extending this improvement or even for rendering it permanent.

With a view to insuring greater regularity and greater speed of the Night Mail between London and the North, I offered to incur the expense of a Special Train to Glasgow and Edinburgh, to be used exclusively for the conveyance of the Mails, but my offer was rejected. I am glad, however, to add that a similar offer made to the Great Western Company for a Special Train between London and Bristol was accepted.

Perhaps it is some consolation to see by the report of the Postmaster General of the United States, that difficulties in relation to railways, similar to those which I have described, exist in that country also.

Sorting Offices in Mail Packets.

The Select Committee of the House of Commons, to whose report I have already referred, expressed an opinion "that considerable acceleration of the Colonial and Foreign Mails might be effected by the establishment of Sorting Offices on board some of the principal Mail Packets, so as to insure the bags being dispatched to their respective destinations by the first railway trains which start after their arrival in port."

This is undoubtedly true ; and had the plan been free from serious objections, it would long since have been adopted, as my attention had been given to it prior to the appointment of the Committee. But I found that not only would a very heavy charge be made for the requisite space, but that many of the merchants and others mainly interested in the arrangement felt that there would be a want of security if the Mail bags should be unsealed, and the letters dealt with under circumstances which would not admit of the application of the ordinary checks against the abuse of such a power.

The same report suggested that a Sorting Office should be established in the railway Mail to Holyhead. This also was under consideration before the appointment of the Committee, and, so far as regards one of the two Mail Trains on that line, measures were in progress (and were soon afterwards completed) for carrying it into effect.

Sorting Office
in Railway
Mail to Holy-
head.

Improved Organisation.

Many changes were made in the organisation of the London Office, and in various branches of the Inland Service, in the course of the last year.

Changes in
organisation of
London Office.

The appointment of a single Chief Secretary, in place of the double Secretariat which has existed of late years, has been attended with the advantages which the Commissioners anticipated in their report.

Single Chief
Secretary.

The classes and duties of the whole body of Officers and Clerks in the London Office have been revised for the purpose of determining the numbers of each class (reference being had to the nature and amount of the work to be performed in it), and of placing every individual, as nearly as is possible, in his right position, according to qualifications and efficiency. The new scale of salaries and other arrangements, for which I have received the sanction of your Lordships, have enabled me to do this without inflicting loss upon any one.

Clerks.

I trust that the unusually favorable opportunity which this re-organization has afforded me, of giving advancement to the most meritorious officers of the Department, and of marking the sense which is entertained of intelligent and zealous service, will not be without its good effect. The habit of trusting to external influences, and of engaging the solicitation of private friends, or members of parliament, for their promotion, has been very prevalent amongst the officers of this Department; but, although much may be

Increased
means of re-
warding me-
ritorous offi-
cers.

said in favour of listening to the recommendations and using the judgment of trustworthy persons unconnected with the office, in the selection of new candidates for trial, and for appointment, if qualified, no one will contend that the dispensation of promotion and reward to those already enlisted in the service can properly be influenced by any such considerations. I believe that the course which has been taken in the recent important changes in the various branches of the Department will tend to impress this upon the minds of its members; and that they will be convinced that in carrying out still further the recommendation of the Commissioners, according to which every superior appointment is to be filled as far as possible by promotion from below, (and in which, as I have already informed your Lordships, I cordially concur,) regard will be had to no other claims than those of meritorious conduct and proved good service

Increased ex-
ertions of
Officers.
Appendix H
and L

As evidence of the exertions made by the Clerks under the new arrangements adverted to, I refer with pleasure to the reports of the Receiver and Accountant-General, and of the Controller of the Money Order Office. As regards the Circulation Office, those arrangements have not yet come into full operation.

Holidays.

Every person connected with the London office will henceforward be allowed an annual holiday, varying in duration from a fortnight to a month, without any deduction on that account from his salary.

Revision of
Salaries at Offi-
ces in Edin-
burgh, Dublin,
&c.

There have been revisions, including an improvement in the scales of salary, of the offices in Edinburgh and Dublin, and also at Liverpool, Manchester, Bristol, and Glasgow; but these have not yet taken effect.

Increased re-
sponsibility of
Postmasters.

The knowledge that provincial Postmasterships, of which the salary is not less than 175*l.*, will henceforward be conferred upon meritorious officers of the Department, and not upon strangers, has been a valuable incentive to good service: and the regulations under which all country Postmasters now have the selection of their own clerks, subject in each case to the approval of the Postmaster General, has enabled me to fix a higher and more definite responsibility upon them, and will, I am confident, lead to a stricter discipline and more efficient discharge of the duties of their offices.

Examination of
candidates for
office.

Before confirming any selection I require a report from the Postmaster respecting the age, character, health, and acquirements of the person whom he proposes to appoint

(in the form given in the Appendix), and this report serves, Appendix L.
with respect to country clerks, in place of the examination
to which, in compliance with another recommendation of
the Commissioners, all applicants for appointments in the
London Office are now subjected.

Arrangements are in progress for effecting a complete Amalgamation of the two classes of Letter Carriers.
amalgamation of the two classes of London Letter Carriers
—those attached to the General Post and those belonging to
the London District—the former popularly known by their
red and the latter by their blue uniform. The object of
this, so far as regards the public, is to avoid the waste of
time and the trouble caused by two men going over the
same ground to distribute different classes of letters which
might be delivered together. The benefit to the Depart-
ment will consist in the greater simplicity of its organiza-
tion, and in the removal of an inequality in the pay and
prospects of two bodies of servants, whose duties and posi-
tion are nearly the same.

Miscellaneous Improvements.

Some of the regulations of the Money Order Office have Money Order system improved.
been altered so as to save much trouble both to the pub-
lic and to Postmasters (without endangering the security
of the payment), especially in cases in which Money Orders
are paid through banks.

As regards the Book Post I shall shortly, with your Book Post improved.
Lordship's concurrence, reduce the penalty which is ex-
acted when by inadvertence the prepaid postage on a Book
Packet proves to be insufficient. This penalty has hitherto
gone to the extent of charging the book with the postage
which would be levied upon an unpaid letter of the same
weight, amounting in practice to an unnecessarily, and
therefore vexatiously, heavy fine. Henceforward the
additional charge will be sixpence only.

A new code of Rules for the guidance of the Postmasters New code of rules.
in the United Kingdom has been in preparation and is now
nearly complete. The last code was compiled in 1846 ;
and the issue of various Rules since that date, together
with the frequent alterations of them, have given rise to so
many anomalies and complexities, that revision and con-
solidation have become very necessary. Such of the Rules
as will afford information useful to the public will be
printed separately in a convenient form ; as also a table of
Colonial and Foreign postage.

Widows and
Orphans An-
nuity Society.
Life Insurance.

The arrangements sanctioned by your Lordships for extricating the late Post Office Widows and Orphans Annuity Society from its difficulties, and for aiding the officers of the Department to insure their lives, were brought into operation in June last; and about 200 new life insurances have already been effected. I am confident that the encouragement thus given to carefulness and forethought will be widely beneficial.

Colonial Posts.

Reduced Colo-
nial postage.

During the last year the measure for establishing a low and uniform rate of postage between the mother country and the Colonies was extended to Canada, Nova Scotia, New Brunswick, Prince Edward Island, Newfoundland, Bermuda, Malta, Gibraltar, Ceylon, Hong Kong, St. Helena, the Gold Coast, British West Indies (Turks, Island excepted), New South Wales, Victoria, and South Australia.

With the exception of India, the Cape of Good Hope, Mauritius, and Van Diemen's Land, there is now no important dependency of Great Britain to which the reduction has not been applied; and I shall be glad when I can report that the application is complete: but, as your Lordships are aware, this in the case of some Colonies, (including all to which the reduction has not been extended) is dependent upon the will of the Colonial Legislature.

The measure has proved to be a good one, not only as greatly diminishing the rates of postage, but as rendering these rates uniform and simple, and thereby removing many sources of error and trouble both to the public and to the Department.

The extent of the reduction will be apparent when it is remembered that the former rate of 8*d.* or 1*s.* (according as the letter happened to be conveyed by a private ship or a regular packet) in many cases carried the letter only to the shores of the Colony; whereas the present charge of 6*d.* covers its transmission between any part of the United Kingdom and any part of the Colony.

This simplified and reduced rate has, as respects the Australian Colonies, been unfavourably contrasted with the American rates for a similar service; it having been contended that the charge of 2½*d.* made by the Post Office of the United States for conveying a letter from the

United States to Australia is a more liberal one than the rate of 6*d.* levied by this Department for the whole service. This is an error; and it arises from forgetting that the American charge does not include the Colonial postage, which has to be paid in addition on all letters passing by way of the United States, as heretofore; so that the total charge on Americo-Australian letters, even where the Colonial postage is lowest, exceeds that on Anglo-Australian letters. Add to which, the American mails are despatched only by chance vessels, while the English are conveyed by regular packets, bound under heavy penalties to start at fixed times, and to perform the voyage within a stipulated period, and therefore engaged at high rates, the British Post Office paying threepence where the Post Office of the United States pays but one penny.

With the exception of Victoria, Van Diemen's Land, ^{Book Post.} and South Australia (to the latter of which it is about to be extended), the Book Post is now in operation with every important Colony, and with *most* of the minor ones.

The privileges of the Book Post to the Colonies will shortly be extended by being assimilated with those of the Inland Book Post.

Foreign Posts.

In regard to our postal arrangements with Foreign States, ^{Reduction in French postage.} the most important change effected in the past year was the reduction on the postage of letters between this country and France, which took effect on the 1st of January.

From a varying rate of 8*d.* or 10*d.* the quarter ounce (according as the postage happened to be paid in one country or the other) the charge has been reduced to a uniform one of 4*d.* if prepaid, whilst upon unpaid letters a double rate is levied, according to the principle in force in the Inland Post.

The present charge of 4*d.* on a letter between any place in the United Kingdom and any place in France is not more than was the postage between the nearest two towns in England twenty years ago, and is less than the eighth part of the postage between Manchester and Lyons at that time.

The charges upon newspapers and other printed papers, as well as upon closed Mails sent in transit through the

two countries, remain to be revised. I have good reason to hope, that upon these points a result will soon be attained which will be satisfactory to the public of both countries, and that, so far as facilities for all intercourse by Post can avail, the intimate relations of England and France will be promoted to the utmost.

Postage to
China and
Monte Video.

Among changes of minor importance, the postage on letters to China has been reduced from 1*s.* to 6*d.* the half ounce, that on letters to Monte Video, from 2*s.* 7*d.* to 1*s.*, and a Book Post has been established between the latter country and the United Kingdom at the same rate of charge as with our Colonies, viz., 6*d.* the half pound.

Sardinia.

Some progress has been made in a negotiation for a reduction of postage with Sardinia.

Spain.

The communications which have passed with the Spanish Government for the same object have not been so satisfactory as at one time I hoped they would prove.

Portugal.

The Government of Portugal has not, I regret to say, given me much encouragement to expect that any material improvement of the postal arrangements with that country will be effected at present.

United States.

In the last annual Report (dated December 4th, 1854) of the Postmaster General of the United States, a great part of which has appeared in the public papers of this country, complaint is made of unfairness on the part of the British Government in carrying out the provisions of our existing Postal Treaty with the United States.

Setting aside an alleged grievance which, as stated in the Report, was remedied as far back as May 1851, the remaining allegations appear to be as follows:—

1st. That peculiar circumstances having induced the contracting parties temporarily by an Article of the Treaty to exclude from the benefit of it the correspondence passing in transit through this country between the United States and France, the British Government has in effect refused to enter into new arrangements for extending the operation of the Treaty to the correspondence in question, although such an extension was intended by the contracting parties.

2d. That the British Government has entered into postal arrangements with France with regard to the correspondence in question, which cause it to be conveyed across the Atlantic by the British in preference to the United States' packets.

3rd. That the Treaty is disadvantageous to the United States, in throwing on their Post Office the burden of

collecting an amount of British postage considerably exceeding the amount of the United States' postage collected by our Post Office.

And, lastly, that the British Government has refused to concur in a proposal by the United States Government for a reduction in the postage of pamphlets and magazines.

No good ground exists for these allegations. The facts of the case are fully set forth in a letter which I caused to be addressed to the Foreign Office for the information of Lord Clarendon in May 1853, and which in the same month was made the substance of a communication to the Ministers of the United States.

This letter is given in the Appendix, and it shows, as regards the first allegation, that several years ago the British Government, with the concurrence of that of France, gave effect to the intentions of the contracting parties by placing the correspondence of the United States with France, when passing in transit through this country, precisely on the same footing with that of all other correspondence with the United States which we convey in transit; thereby treating the correspondence in question as though the exceptional clause temporarily excluding it from the benefit of the Treaty had never been inserted. In other words, the correspondence of the United States with France, as with every other part of the world, was subjected, on passing in transit through this country, to exactly the same rates of postage as the correspondence of British subjects having the same destination. Appendix M.

To the above statement slight exceptions must be made, not as to the rates of charge, but as to the modes of collection; and thus arises some inconvenience to the public of the United States in their correspondence with France; but these exceptions are the unavoidable result of the refusal of the United States' to concur with England and France in the arrangement in question.

The second complaint, viz., that in the Americo-French correspondence a preference is given to British packets, results from the same cause. If the United States were a party to the arrangement the rates to be collected, whether in the United States or in France, would, in all probability, be equalized, and all motive for such preference removed. But it is singularly inconsistent on the part of the Postmaster General of the United States to complain that we enable France to take 5*d.* from her subjects for the Trans-

Atlantic conveyance by a British packet of a $\frac{1}{4}$ oz. letter, while the United States demand from their citizens the higher rate of 8*d.* for the like service if performed by a packet of the United States, and yet to complain that our charges on the correspondence in question are too high. The obvious remedy would appear to be, that the United States should reduce her own demands to equality with ours.

It is evident that the Government of the United States has the matter in its own hands. It has only to charge its own citizens, when the correspondence in question is carried by vessels of the United States, the same low sea rate (5*d.*) which we charge France, and which the Government of France, therefore, charges its subjects when the correspondence is conveyed by our vessels, and all difficulty would cease.

It is equally obvious that a further reduction of our territorial transit rate, as demanded by the United States, would not accomplish the object which that Government has in view. A reduction to 6*d.* the ounce, for instance, would leave the matter precisely as it now stands. There would still remain the same difference in the sea rate, and consequently the same preference for British packets.

The ground of complaint, therefore, fully and fairly stated, is not that our transit charge (including sea rate) is too high, but that it is too low.

The refusal of the United States to concur in the reductions which we have made is founded on the wording of the twelfth clause of the Treaty of 1848. After fixing the transit rates to be charged by England and the United States, respectively, on the general correspondence of the other, the Treaty declared by the clause in question, that "There shall be excepted from the above stipulations letters and newspapers passing through the United Kingdom to and from France, as to which certain rates are fixed by the Postal Convention existing between that country and the United Kingdom. But the two contracting parties agree to invite France to enter into communication with them, without loss of time, in order to effect such arrangements for the conveyance of letters and newspapers, and closed Mails, through the territories of the United Kingdom, of the United States and of France respectively, as may be most conducive to the interests of the three countries."

Interpreted literally, it is quite clear that this stipulation throws no exclusive obligation on the British Government.

Believing, however, for the reasons set forth in the letter already referred to, that, irrespective of any corresponding sacrifices by the United States and France, reduction to a certain extent on the part of Great Britain was contemplated by the contracting parties, the British Government, though bound by no stipulation so to act, has reduced its transit rate accordingly. But the Government of the United States asks a further reduction under the stipulations quoted above; and to this also the British Government, as shown in the letter referred to, has on certain conditions assented; although the Government of the United States demands this further sacrifice from us unconditionally, and without offering on its own part any sacrifice whatever;—a demand unreasonable in itself, and not required by the stipulations which are appealed to for its justification.

With regard to the third complaint, namely, that relating to the collection of postage, it is sufficient, in addition to the statements in the Appendix, to remark that a main cause why the United States collect more of our postage than we collect of theirs is that of the whole correspondence in question the greater part is sent *from* the United Kingdom *to* the United States, and is sent unpaid, as shown in Appendix A. of the last annual Report by the Postmaster General of the United States.

As to the statement that the British Government has refused to consent to a reduction in the postage on pamphlets and magazines, it will suffice to refer to a communication on this subject made to the Post Office of the United States by my direction in April last, and given in the Appendix, by which it will be seen that the British Government has not only shown a readiness to concur in a measure of this kind, but had previously proposed, though without success, a much more comprehensive arrangement than that referred to. Appendix N.

Being desirous of ascertaining how far the principle of a low and uniform rate of postage first established in this country had been adopted elsewhere, and what other postal improvements had been made of late years by foreign Governments, I have obtained by the assistance of the Secretary of State for Foreign Affairs replies to certain questions addressed to our Ambassadors, Ministers, and Postal Improvements in Foreign Countries.

Appendix O.

Consuls, and the substance of these replies has been formed into a table which will be found in the Appendix, and of which the following is an analysis :—

The countries referred to are 32 in number. Of these there are only two, viz., Sweden and Equator, in which no material improvement has been made since the introduction of Penny Postage into the United Kingdom in 1840.

Reduction in Postage.

In Russia, Spain, and Chili the lowest rate (which is generally applicable to the great majority of letters) has been reduced to sums above twopence but not exceeding fourpence; in seven other countries, viz., France, United States, Bavaria, Hanover, Portugal, Sardinia, and Brazil, the lowest rate has been reduced to sums above a penny but not exceeding twopence; and in Belgium and Denmark it has been brought down to a penny, though in Belgium this rate is confined to distances not exceeding 19 miles.

In the United States the postage for distances of 3,000 miles and under is $1\frac{1}{2}d.$; and, for greater distances, $3d.$

Postage Stamps.

In twenty-three countries Postage Stamps have been introduced.

In two, viz., Russia and Brazil, prepayment of postage is compulsory.

Prepayment.

In twelve, prepayment, though not compulsory, is encouraged; the postage, when not prepaid, being greater.

Financial results.

In eighteen, the gross receipts of the Post Office are now at least equal to what they were before the reduction; and in two others, the amount is nearly the same.

In three, the profits are nearly as large as before the reduction, and in nine the former amount has been fully regained.

In most of the countries embraced in this Return, the Post Office undertakes the conveyance of Passengers as well as of Mails; and the receipts, expenses, and profits arising from Passengers are generally mixed with those relating to letters, and are consequently included in the sums entered in the column headed "Gross Receipts, Expenses, and Profits of the Post Office;" it not having been found practicable to state them separately.

Again, in some instances a large expense is incurred in the delivery of letters; while in others, as in that of the United States, the Post Office does not undertake the delivery.

Moreover, in some countries, as in France, the conveyance of the Mails by railway is attended with little cost to the Post Office in consideration, probably, of assistance

given by the Government in the construction of railways; while in others, the Post Office has to bear the full expense.

These circumstances render it very difficult to trace with accuracy the financial result of a reduction in postage, or to institute any trustworthy comparison between the receipts, expenses, and profits of the Post Offices of different countries.

Suggestions to the Public.

Facility would be given to the Post Office in the discharge of its daily duties, and, consequently, benefit to the public, by a more careful and general attention to the following points:—

1. To post all letters and newspapers as early as practicable. Letters should be posted as early as possible.
2. To make the address legible and complete, giving the name of the post town, and if there is more than one town in the Kingdom of that name, (but not otherwise,) adding that of the county. The number of the house, too, if in a street, is a great assistance; for it must not be supposed that, because a letter will eventually reach its destination without a number, the omission is not a cause of hesitation and delay in the process of sorting for delivery; and when such small delays occur again and again they tend greatly to retard the general distribution.* Addresses should be legible and complete.
3. To provide a letter-box, except where the outer door is kept open. Letter boxes.
4. When complaint is made of letters or newspapers lost, miscarried, or delayed, to furnish information as precise as possible in regard to all the facts of the case, and to enclose whatever documents may throw light upon it. The day and hour at which the letter or newspaper was posted, as well as the office at which, and the person by whom this was done, should always be stated; Complaints about mis-sent letters, &c.

* Much confusion and delay in the delivery of letters arises from there being in the same town several streets of the same name. By a report from an intelligent Inspector of Letter Carriers, which will be found in the Appendix, it will be seen that in London there are about 50 King Streets, 50 Queen Streets, and 60 John Streets and William Streets. But this is an inconvenience which neither correspondents nor the Post Office can correct. Appendix P.

and, when possible, the cover or wrapper in an entire state should be sent, in order that the place of delay may be ascertained by an examination of the stamps. It would be superfluous to suggest measures so obvious as these last, if it were not that cases are constantly occurring in which complaint is made against the Post Office, and redress expected, although little or no means of tracing the error, and of guarding against a repetition of it, is supplied by those who alone are able to do so.

Blame often
not attributable
to Post Office.

I must add, too, that whilst it cannot be denied that trouble and loss are too often inflicted upon individuals through the carelessness or dishonesty of some of the twenty-one thousand servants of the Post Office, yet the instances are not few in which it has been shown to the satisfaction of the complainant, that the fault attributed at first sight, and perhaps naturally, to the Post Office, rested really in other quarters.

The publisher of one of the London papers complained of the repeated loss in the Post Office of copies of his journal, addressed to persons abroad. An investigation showed that the abstraction was made by the publisher's clerk; his object apparently being to appropriate the stamps required to defray the foreign postage. In another case a general complaint having arisen as to the loss of newspapers sent to the Chief Office in St. Martin's le Grand, the investigation led to the discovery of a regular mart held near the office, and supplied with newspapers by the private messengers employed to convey them to the post. Again, very recently, a man was detected in robbing a newsvender's cart by volunteering on its arrival at the entrance of this Office to assist the driver in posting the newspapers: instead of doing so he walked through the hall with those entrusted to him, and, upon his being stopped, three quires of a weekly paper were found in his possession.

Depredation so impudent and systematic is not likely, whoever the perpetrator may be, to remain long undiscovered; but isolated cases of theft by private hands are often brought to light, although necessarily very difficult of proof on the part of the Post Office, upon which no doubt the blame for a time rests; and it is greatly to be desired that those who have suffered loss should, in the first instance, and whilst the circumstances are fresh, endeavour to ascertain with the utmost precision all particulars respecting the despatch or receipt of the letters

or papers in question, and communicate that information to this Department: indeed generally speaking it is only by careful inquiry into minute details that the offender can be detected, whether he be a servant of the Post Office or not.

I have said that the Post Office is essentially a department of progress, and one which admits of constant improvement and expansion. The public, therefore, not only have a right to look for increased facilities, and for the removal of obstacles and faulty arrangements, but their representations may greatly aid in the accomplishment of those objects. It is not, however, always borne in mind that changes in machinery so extended and intricate as that of the Post Office must be made cautiously, and with much previous consideration. Much time
often necessary
in making
alterations.

The arrangements of the service, even in districts widely separated, are so directly dependent upon each other, and economy of time (one of the first objects in all postal organisation) requires that they should be so nicely adjusted, that no alteration can safely be made without a close examination of all its consequences, and the utmost completeness of preparation; for as on the one hand experience proves that almost every improvement made shows the way to further amendment, so, on the other, it will be found that an ill-considered change, though it may give a partial advantage in one quarter, will almost invariably lead to dislocation and confusion in others.

This, of course, involves a reference to every district or community which may be affected, often distant from the Metropolis; and entails the necessity of reports from various quarters, which must be considered, compared, and in many instances tested by experiment, before a safe decision can be arrived at: even then negotiations with railway companies or coach proprietors may have to be entered into, tenders invited, new contracts made, and old contracts, requiring notice of termination, got rid of, before the decision can take effect.

The proper execution of a great portion of these duties not only requires high ability, diligence, and precision on the part of the officers entrusted with them, but is also (and it is this which more immediately concerns the public) a work of time. Hence, it has frequently happened that the necessity for a change has been recognized in this Office, investigation set on foot, and measures of improvement begun before any public demand has arisen, and

even that such demand has been suggested by these very proceedings

Numerous improvements always in progress.

On the first day of every month a report is laid before the Postmaster General, showing the principal improvements in hand, and the stage at which each has arrived. The latest of these reports (which is of the usual length) records 183 measures, in various stages of progress or completed, during the month of December 1854. Minor improvements, such as extensions of rural posts, &c., are not noticed in these reports.

Prevalent misconceptions causing complaints.

If, before dismissing this part of the subject, I call attention to a few of the most prevalent misapprehensions, which lead to the preferment of demands to which the Postmaster General is unable to accede, it is not so much from a desire to save trouble to the Department as to prevent disappointment to the public.

It is often assumed that a Mail conveyance, passing by or through a place, however small, ought, as a matter of course, to deposit the letters directed thereto; the practice being that until the Mail arrives at the head post office of the district the letters in question are not separated from the other letters of the district. A slight consideration of the nature and objects of the Postal Service will show that such separation cannot be effected in any other way, unless, indeed, the Mail conveyance, even supposing it to be but a mail cart, were converted into a travelling post office, and furnished with clerks of unlimited local knowledge (which is plainly impossible) or unless every town and village in the kingdom having any correspondence with the place in question were to make up a bag for that place; in which case its Mail would contain nearly as many bags as letters.

It happens from time to time that, owing to the stream of postal communication having been diverted from the old mail road to a line of railway, or from other causes of like nature, it becomes desirable to reduce the post office of a town from the condition of a principal office to that of a sub-office. This step not unfrequently gives rise to complaints; the inhabitants being under the impression that they will in future be less well served. This is a misconception. The change is not made when it will subject the correspondence to delay; nor does it cause any withdrawal of accommodation in respect to Money Orders. It is, in fact, simply a departmental arrangement, which consists in carrying on the sorting of the letters for the new sub-office

at some intermediate office, instead of sending them in direct bags.

It is an error more common than might be supposed, to assume that the Postmaster General has some control over the delivery, charge, and other postal arrangements in all the Colonies, and even in foreign countries, whereas in most of the former, and in all the latter, the British Post Office is as powerless as the Foreign or Colonial Post Offices are here. Thus a few months ago many complaints were made that letters on which a postage had been paid in this country were charged with another postage on delivery in the Australian Colonies, and *vice versa*; the fact being that the charges paid in the Colonies, whether inwards or outwards, were levied by the Colonial Government at its own pleasure.

It is remarkable, as bearing upon what has been said above in regard to the effect produced by the proceedings necessary to any measure of improvement, that the complaints in question did not arise till the negotiations with the Australian Colonies for the consolidation and reduction of the heavy double rate were complete, and the time for the adoption of the single charge of 6*d.* for the whole service near at hand.

Another misconception, which occasionally causes trouble and disappointment, consists in assuming that a discretionary power can be entrusted to subordinate officers to remit penalties or overcharges in special circumstances. Cases will undoubtedly occur in which strict observance of a general rule may inflict more or less injustice upon individuals, and where a dispensing power immediately at hand might furnish a remedy; but in an establishment as large and as widely spread as the Post Office, there will always be many subordinate officers, some of them carrying on their duties beyond the easy reach of any supervising authority, who are not fit depositaries of such a power, affecting, as it would to a great degree, the Public Revenue. It therefore becomes necessary to lay down definite and precise rules from which no departure can be allowed, except under sanction of the Postmaster General; and in the few instances in which these rules press hardly, appeal must be made to the General Office. It must be added, that in many instances even such appeal is necessarily fruitless, the Postmaster General being bound to a particular course by positive law.

In regard to the expense of railway conveyance, the

public naturally supposes, as such conveyance is the cheapest for ordinary purposes, and as the charges made for the carriage of the Mails are subject to arbitration, that it must be the cheapest for postal purposes also, and, indeed, so cheap as to warrant the free use of the railways either as substitutes for other conveyance, or for the multiplication of Mails. The fact, however, is very different. Except in certain instances where companies have entered into arrangements securing to the Post Office the use of their trains on moderate, though still highly remunerative terms, railway conveyance, with all its acknowledged advantages, has proved much more expensive than that which it supersedes.*

In truth, under any modification of the law that could be made without injustice to the railway companies, the especial establishment of trains at hours unsuited to ordinary traffic, a measure often pressed upon me, must remain a source of very heavy expense, such as can be justified only by commensurate advantage to the public.

A singular instance of mistaken complaint occurred in reference to the Mails despatched to the Fleet in the Baltic. Whenever the Admiralty gave notice of a vessel being about to join the Fleet, the Post Office, according to its usual course when making use of vessels of which the day of sailing is liable to be postponed, not only forwarded to the port of departure on the appointed day all the letters then at hand, but continued to send day by day such as were posted subsequently, until notice was received that the vessel was actually on her voyage; the necessary consequence being, that some letters generally reached the port of departure too late for that particular ship, and were sent back to the chief Office to await the next opportunity. Hence, upon more than one occasion, arose complaints in Parliament and elsewhere, that bags were heedlessly sent too late for despatch; and the arrangement which could best secure to the public the advantage of profiting by each opportunity up to the last moment was, through misapprehension, charged to the Post Office as carelessness.

* In illustration of the great increase in the expense of railways for the conveyance of the Mails as compared with that of coaches, it may be mentioned, that in 1844 the Post Office *received* from the coach contractors about 200*l.* a year for the privilege of carrying the Mail twice a day between Lancaster and Carlisle, whereas at the present time the same service performed by the railway costs the Post Office about 12,000*l.* a year.

The sharp and watchful criticism of the public eye, even though it be sometimes founded in a mistaken view, is far from being an evil to any Department of Government ; none can expect immunity from it ; and probably the Post Office, the good administration of which concerns every class of the people, and depends greatly upon a care of minute details, is more likely to benefit by it than any other. At the same time, I venture to hope that the statements and explanations which have now been given in regard to a few of the most prominent matters of present interest, and to the general proceedings of this department, will serve to show that the best exertions of its officers, many of whom are, indeed, taxed to their full powers, are steadily and usefully directed to the improvement of the Public Service.

Special Rewards and Allowances.

In the course of last year, with the sanction of your Lordships, I have awarded a payment of 200*l.* to Mr. Brownless, one of the clerks in the Liverpool Office, for a plan of a Floating Receiving House, which he devised and carried out, so as to admit of letters for America being posted up to the latest moment before the sailing of the packet. Mr. Brownless's plan has been a great accommodation to the public, and profitable to the Revenue. Rewards for well-devised improvements.

A payment of 500*l.* has also been made to Mr. Dicker, Supervisor of Mail Bag Apparatus, for improvements in the apparatus by which mail bags are deposited and taken up by the railway post office without stopping the trains, or slackening their speed ; an invention which greatly facilitates the acceleration of Mails over a long line of road.

I am certain that this has been in both cases a wise expenditure of public money.

Much of the business of the Post Office is of a nature to be expedited and made easier by mechanical means, and there is manifest room for improvement in many of the processes now in daily use. Reward, therefore, is not only well bestowed upon those who have applied their ingenuity successfully to rendering any branch of the service more efficient, but may be expected to act as an encouragement to further advances in the same direction.

Crude, ill-considered schemes, conceived in ignorance of

the simplest details of the business of the Post Office, or pilfered from inventions already well known, reach me in plenty, generally followed by pressing claims for remuneration; but few are found after a first careful examination to deserve further notice, or any test of experiment; and in no case should I be disposed to recommend your Lordships to give any considerable reward for an invention until, as in the cases above recited, its value as a benefit to the public or to the Department had been established.

Cholera.

I intended to give in the Appendix some extracts from the Report of Dr. Gavin on the measures taken, under his superintendence, for protecting the officers and servants of the Department in London, as far as possible, from the late outbreak of Cholera, and for affording immediate relief to any who might be attacked; but as a copy of Dr. Gavin's Report has been called for by the House of Commons, this is now unnecessary. I must, however, say that I was highly satisfied with the manner in which Dr. Gavin performed his duties, and that he received a grateful expression of thanks from a large body of the officers, which indeed was not more than his due, seeing that amongst the whole number (nearly 3,000) under his charge from the 11th of August to the 28th of November, only two deaths took place.

I have the honour to be,
My Lords,
Your Lordships' obedient Servant,
CANNING.

*General Post Office,
31st January 1855.*

APPENDIX.

APPENDIX (A.)

OLD RECORDS OF THE POST OFFICE.

COPY of LETTER from Mr. F. L. SCUDAMORE to
Mr. FREDERIC HILL.

Receiver and Accountant General's Office,
16th January 1855.

SIR,

IN compliance with your wish (expressed in conversation this day) that I should furnish you with some particulars of the earliest accounts of the Post Office, I hasten to lay before you such a statement as I think is likely to interest very many persons; for, indeed, there can be but few intelligent persons, who will not take an interest in the early history of an establishment, which has risen from such small beginnings to be so vast and so powerful, and which, though it was probably first set on foot with no other view than that of slightly swelling the Revenue of the Crown, has grown to be essential to the well-being of the people, whose wealth it increases and whose intellectual culture it promotes.

The general accounts of the Post Office, from the year 1685 to the present time, are preserved in an unbroken series, and (although the journals which contain the minor details of receipt and expenditure are wanting for the first 60 years) contain much that will repay the labour of inspection. In them not only the quaint orthography peculiar to our ancestors, and varying from period to period, but the changes which were gradually wrought in the handwriting of the nation, may be observed; indeed, those who are curious concerning the latter changes, can nowhere so effectually study their scarcely perceptible, but not the less certain operation, as in the records of this establishment.

Far more interesting, however, and more suitable to your present purpose, are the details of the Revenue and Expenditure of the Post Office, as they are recorded in these books, and I shall offer no apology for entering somewhat at length into the account for the year, from 25th March 1686, to 25th March 1687.

The Revenue for that year, then, was thus composed:—

	£	s.	d.
The product of the Foreign Mails for the year.....	17,805	1	7
Foreign Letters delivered at Dover and Colchester.....	53	15	10
By the King's Majesty for his Foreign Letters.....	178	18	4
The product of the Passengers and Goods, carried by the Harwich Packet Boats.....	950	5	4
The Inland Window Money.....	870	4	2
The Letter Receivers' Money.....	313	19	8
The Letter Carriers' Money.....	30,497	10	0
The Postmasters' Money.....	37,819	8	11
The particulars of Letters between Dublin and certain English Ports.....	125	1	0
The particulars of Letters short-taxed.....	3	7	1
The particulars of the Fines.....	13	0	0
The particulars of the Rent received from the Farmers or Carriers of the Bye or Way Letters.....	1,718	5	0
The Postmaster of St. Neots, for an error to the King's damage last year.....	1	0	0
Mailman of Amsterdam, for Ship Letters directed to Holland.....	3	5	0
The King's Majesty for the Port of the Bla (sic) Box for Scotland.....	60	12	4
By the profit of the Irish Office.....	2,419	14	0
By Mons. Jean Richards, of Paris.....	1,011	11	3
By the Penny Post.....	800	0	0

Total Income for the Year ending } 25th March 1687..... }	94,644	19	6
From this must be deducted for Franks, Rebates, Re- turned Letters, and such Items, the sum of.....	£	s.	d.
Also a payment to Mr. Mail- man of Amsterdam, for his moiety of Paid Letters to Holland.....	5,826	18	11
Also payments to Mons. Jean Richards, of Paris, his moiety of Paid Letters....	513	8	8
Also money which had been received on account of the Farmers of Bye Letters....	5,726	17	7
Also a loss on the exchange of money with Edinburgh	958	14	7
Also for Foreign Letters sent into the Inland Office, and which had therefore been twice charged	210	10	10
	2,212	11	0

	£	s.	d.	£	s.	d.
And for Inland Letters sent into the Bye Roads, by which the Crown get nothing.....	2,959	0	0			
Also to Mr. Warburton, of Dublin, for Letters over-taxed	44	10	0			
	<hr/>			18,452	10	9
So that what we now call the Net Produce of the Year was only.....				76,192 8 9		
				<hr/>		

The Expenditure of the Post Office was in the same year as follows:—

There were Six Clerks in the Foreign Office, whose yearly Salaries amounted to.....	320	0	0
The Wages of the Foreign Letter Carriers for the year were	150	0	0
There were eight Letter Receivers in London, viz., at Gray's Inn, at Temple Bar, at King Street, Westminster, in Holborn, in Covent Garden, in Pall Mall, and in the Strand, where there were two Offices. The yearly Salaries of these eight amounted to.....	110	6	8
There were twenty-four Persons in the Inland Office, whose yearly Salaries amounted to	2,874	0	0
Of these one was apparently the Postmaster General, with a Salary of 1,500 <i>l</i> .			
Two Officers had 200 <i>l</i> . per annum each, a third had 150 <i>l</i> ., a fourth had 100 <i>l</i> . ; but no one else had more than 60 <i>l</i> . per annum.			
The Salaries for the Inland Letter Carriers for the year were.....	1,338	15	0
There were 174 Postmasters, whose Salaries for the year amounted to.....	5,639	6	0
And Peter Vanderpool, Agent at the Brill, had per annum.....	20	0	0
	<hr/>		
Paid in all for Salary.....	10,452	7	8
The other Expenses were, to Sandford of Harwich, for the hire of his boats.....	900	0	0
Ditto, extraordinary boat hire.....	16	0	0
To Bastink, of Dover, for damage to his boats	539	12	0
And expenses of the Inland Office, of which no detail is given.....	1,601	7	0
	<hr/>		
Total expense.....	13,509	6	8
	<hr/>		

Thus we find, that while the "whole net produce" of the establishment for a year, was not equal to the sum which we derive from the commission on Money Orders in a year, or to the present "net produce" of the single town of Liverpool, so also, the whole expenditure of the whole establishment for a year was but a little larger than the sum which we pay once a month for Salaries to the Clerks of the London Office alone.

It is to be regretted that we have not the particulars of the Inland Expenditure, viz., 1,601*l.* 7*s.*, as they could not fail to be curious. One little bit of detail is vouchsafed to us, and I gladly note it down; thus:—

"Paid to Edward Lock, of Hounslow, for a man to deliver letters at the Camp, £4. 0. 0."

When we consider for what purpose the Camp lay at Hounslow, how many plotters it contained, how great an issue hung on the loyalty of its inmates, and how deeply interested these inmates were in the result of the struggles going on around them, we may feel sure that a man has seldom carried for 4*l.* per annum a load of letters so interesting as those which fell to the charge of Edward Lock's agent.

* * * * *

There were sundry officers in the Inland Office [in 1763] called "Facers of Letters," and in the same there was also an "Alphabet Keeper," who had 40*l.* per annum for instructing young Officers, but not, it is to be presumed, for teaching them their alphabet. Then there was Thomas Hornsby, watchman, who had 20*l.* per annum as watchman, and 80*l.* per annum for lighting fourteen lamps, which must surely have been very difficult to light, as a man might well undertake even to light fourteen lamps and find the material into the bargain for 80*l.* per annum.

Also the sum of 6*l.* 7*s.* was paid to a man for hoisting the colours, from March 1761 to June 1764. There were also sundry allowances for drink money and feast money to the Clerks, amounting in all to 100*l.* per annum; for it was a part of the creed of our forefathers, that the same menstruum which was employed to rouse the faculties of the Laureate, might advantageously stimulate the energies of a "Facer of Letters," and a "Keeper of the Alphabet." Then Mr. Henry Porter had 50*l.* per annum for taking care of the candles; but I must observe, that they were wax candles, and cost nearly 900*l.* per annum, so that they deserved some care.

A small Revenue (about 1,000*l.* per annum) was derived from the carrying of Expresses. Thus, for an Express from London to Newcastle, the Post Office got 3*l.* 3*s.*, but it is to be supposed this was not the whole cost of the Express, but only the portion accruing to the Crown.

So greatly had the business of the Post Office increased, that the charges for managing the Irish and Scotch Offices alone in the year ending 5th January 1764, amounted to the sum which we have seen to be the net produce of the whole establishment in the year 1686-7.

There was a small profit on the Scotch Offices, which was neutralized by a small loss on the Irish Office.

* * * * *

These few particulars of the early accounts of the Post Office might easily be swelled by the addition of many, but I am fearful of trespassing on your patience, and of inserting much that would interest me only, or others who, as I do, love to grub amongst old records, rather for the labour's sake, than for any result which can come of it. I have, however, shown pretty clearly the condition of the Post Office at two widely distant periods. I have shown that the increase of the Revenue from 1686 to 1764, was twofold, but that the increase from 1764 to 1854 has been tenfold; and if I have not shown how far the benefits of the present establishment transcend those of the establishment of 1764 or 1686, it is only because no mere accounts of Receipt and Expenditure can show, what nevertheless is certain enough, that the advantages enjoyed by the country, from the rapidity, the accuracy, and the cheapness of the circulation, are many more than ten times greater than those enjoyed by their forefathers.

F. Hill, Esq.,
&c., &c.

I am, &c.
(Signed) FRANK IVES SCUDAMORE.

COPY of Second LETTER from MR. F. I. SCUDAMORE to
MR. FREDERIC HILL.

Receiver and Accountant General's Office.

SIR,

In compliance with your desire that I should give you some further account of the early records of the Post Office, I have examined the books preserved in the vaults of this building, and have extracted some particulars from them, which I think will be found to possess an interest as well for the general public as for those who desire only to study the history of the Post Office.

The Treasury Letter Book, containing copies of the letters which passed between the Postmaster General and the Treasury, and beginning on the 5th January 1691; the Whitehall Letter Book, containing the correspondence between this Department and Government Offices, and beginning in the year 1708; the Agents' Letter Book, containing the correspondence between the Postmasters General and their Agents at Dover, Harwich, and Falmouth, and beginning in the year 1703; and the Surveyor's Letter Book, containing the Surveyor's confidential reports upon the Deputy Postmasters, and beginning in the year 1737,—have been examined by me, and will furnish matter to this letter.

I may pause here to observe, that the lovers of caligraphy will find much to admire in the first volume of the Agents' Letter Book. It is a bulky volume; and as the letters to the Agents must have been copied into it day by day, and together with the ordinary business of the Office, it is a remarkable proof

of the rapidity with which our ancestors could form those quaint characters which, to those who are familiar only with the current handwriting of our time, appear to have been elaborated with painful care.

Various entries in the earliest pages of the Agents' Letter Book prove that there was a Postmaster's Letter Book in use at the same early period; but it has not come down to us, as our series of Letter Books to Deputies begins in 1747.

There is also a Commission Book, beginning in the year 1714; but it contains nothing of interest, and I shall not have to notice it at all.

In order to bring my remarks within any reasonable limit, I have been obliged only to speak of the events which occurred between the years 1690 and 1720, and during the period in which Sir Robert Cotton and Sir Thomas Frankland were jointly the Postmasters General.

They were evidently very active, energetic, and shrewd men. Their letters and their written instructions to Agents and Deputies show how thoroughly they understood the interest of the department over which they ruled; and, in proof of their far-seeing shrewdness, I will quote only this passage from a letter, in which they proposed to the Lords of the Treasury an alteration in the circulation and rates of postage in a particular district:—

“ We have, indeed, found by experience that where we have made the correspondence more easie and cheape, the number of letters has been thereby much increased, and therefore do believe such a settlement may be attended with a like effect in those parts.”

All letters and mandates bore the signatures of both the Postmasters, but it seems probable that Sir Robert Cotton attended chiefly to the Inland business, whilst Sir Thomas Frankland managed the Packets; for in the Agents Letter Book there are frequent notices to this effect:

“ Your business cannot be settled until Sir Thomas Frankland, who hath a fitte of the gout, shall be somewhat recovered.”

This afflicted Postmaster General was a Yorkshire baronet of good estate, but Sir R. Cotton was only a knight, and, for all I can learn, of no great estate, which will, perhaps, account for his immunity from gout.

The Packets in those times, when war raged for so many years, and when every sea was covered with French privateers, gave our Postmasters General very great and constant anxiety.

Their orders to the captains of such vessels are urgent, that they shall run while they can, fight when they can no longer run, and throw the mails overboard when fighting will no longer avail. In 1693 we find frequent rescripts from Queen Mary, the King being absent, ordering her Master Gunner “to provide the Diligence packet, of 85 tuns and 14 guns (or some other powerful man-of-war), with powder, shot, and fire-arms, and all other munitions of war.” Then comes a piteous petition from James Vickers, captain of the Grace Dogger, who, as he lay in Dublin

Bay waiting until the tide would take him over the Bar, was seized by a French privateer, the captain of which stripped the Grace Dogger of her rigging, sails, spars, and yards, and of all the furniture "wherewith she had been provided for the due accommodation of passengers, leaving not so much as a spoon or a naile hooke to hang anything on," and finally ransomed her to the aforesaid James Vickers for fifty guineas, which sum, with the cost of the other losses, our Postmaster General had to pay.

Then comes the petition of Anne Pageall, widow of John Pageall, captain of the Barababella, showing that the said John had been carried prisoner into Dunkirk, and had there suffered grievous sickness for six months, whereof at length he died; and this petition also meets with favourable consideration.

Hereupon our Postmasters General resolve to build swift packet boats that shall escape the enemy; but build them so low in the water, that shortly afterwards, "wee doe find that in blowing weather they take in soe much water that the men are constantly wet all through, and can noe ways goe below to change themselves, being obliged to keep the hatches shut to save the vessels from sinking, which is such a discouragement of the sailors that it will be of the greatest difficulty to get any to endure such hardships in the winter weather."

It is clear, therefore, to our Postmasters General that "boats of force to withstand the enemy" must be built, and "boats of force" they set themselves to equip. They feel justified then in raising the freight of passengers from Harwich to Holland from 12s. and 6s. for first and second class passengers to 20s. and 10s., but they judge that "recruits and indigent persons shall still have their passage free." We get occasional glimpses of these indigent passengers by the Harwich and Fal-mouth boats, and find "Francisco Martino" and "Francisco Evangelista," who have suffered "for their king, and have not wherewithal to pay their charges," availing themselves of the bounty which England has always extended to political refugees.

In May 1695 the crews of the packets between Harwich and Holland were placed on the following footing:—

	£	s.	
Master and commander	-	- 10	0 per mensem.
Mate	-	- 3	10 "
Surgeon	-	- 3	10 "
Boatswain	-	- 3	5 "
Midshipman	-	- 1	15 "
Carpenter	-	- 3	5 "
Boatswain's mate	-	- 1	15 "
Gunner's mate	-	- 1	15 "
Quartermaster	-	- 1	15 "
Captain's servant	-	- 1	0 "
11 able seamen, at 1 <i>l</i> . 10 <i>s</i> .	-	- 16	10 "
Agent's instrument	-	- 2	0 "

In all - - £ 50 0 per mensem.

These, it must be allowed, were good wages, and though the surgeon may have been as much for the passengers as for the crew, yet the presence of a surgeon on board a vessel of so small a complement argues great liberality on the part of the Government.

It was obviously unnecessary that boats going on such short voyages should carry a chaplain, but the Rev. Hippolito Luzany, Minister at Harwich, had a stipend for attending to the sailors when on shore, and for "doing their offices of birth, marriage, " and burial." To encourage them to greater exertions in the combats which they had with the enemy, they were allowed to take prizes if they fell in their way, and they received pensions for wounds according to a code, drawn up with a nice discrimination of the relative value of different parts of the body, and with a most amusing profusion of the technical terms of anatomy. Thus, after a fierce engagement which took place in February 1705, we find that Edward James had a donation of 5*l.*, because a "musket shot had grazed on the tibia of his left " leg ;" that Gabriel Treludra had 12*l.* because a shot had "divided his frontal muscles, and fractured his skull;" that Thomas Williams had the same sum because "a Granada shell " had stuck fast in his left foot;" that John Cook, who "received " a shot in the hinder part of his head, whereby a large division " of the scalp was made," had a donation of 6*l.* 13*s.* 4*d.* for present relief, and a yearly pension of the same amount; and that Benjamin Lillycrop, who "lost the forefinger of his left " hand," had "2*l.* for present relief, and a yearly pension of the " same amount."

The Postmasters General, in a letter to their Agent at Falmouth on the subject of pensions for wounds, inform him thus; "each " arm or leg amputated above the elbow or knee is 8*l.* per " annum; below the knee is 20 nobles. Loss of the sight of " one eye is 4*l.*, of the pupil of the eye 5*l.*, of the sight of both " eyes 12*l.*, of the pupils of both eyes 14*l.*; and according to " these rules we consider also how much also the hurts affect " the body, and make the allowances accordingly."

The Postmasters General were evidently continually troubled during the war by special consignments to them of goods and parcels, and even human beings, for whose safe transportation to their destination they were to be held responsible.

So various were the articles entrusted to them that I will jot down a list culled from a very few pages of the Agents' Letter Book.

Imprimis.—"Fifteen couple of hounds going to the King of " the Romans with a free pass."

Item.—"Some parcels of cloth for the Clothing Colonels (sic) " in my Lord North's and my Lord Grey's regiments."

Item.—"Two servant maids going as laundresses to my Lord " Ambassador Methuen."

Item.—"Doctor Crichton, carrying with him a cow and divers " other necessaries."

Item.—“ Three suits of cloaths for some nobleman's lady at the Court of Portugal.”

Item.—“ A box containing three pounds of tea, sent as a present by my Lady Arlington to the Queen Dowager of England at Lisbon.”

Item.—“ Eleven couple of houndes for Major-General Hompesch.”

Item.—“ A case of knives and forks for Mr. Stepney, Her Majesty's Envoy to the King of Holland.”

Item.—“ One little parcell of lace, to be made use of in cloathing Duke Schomberg's regiment.”

Item.—“ Two bales of stockings for the use of the Ambassador of the Crown of Portugal.”

Item.—“ A box of medicines for my Lord Galway in Portugal.”

Item.—“ A deal case with four flitches of bacon for Mr. Pennington, of Rotterdam.”

Really, with all these cares upon them, and what with scolding an Agent once, because “ he had not provided a sufficiency of pork and beef for the Prince ;” again, because “ he had bought powder at Falmouth that would have been so much cheaper in London ;” again, because “ he had stirred up a mutiny between a captain and his men, which was unhandsome conduct in him ;” again, because “ he has not ordered the *Dolphin* to sail, though the wind is marked westerly in the Wind Journals,” whereat the Postmasters General “ admire ;” what with bringing Captain Clies to trial, “ for that he had spoken words reflecting on the Royal Family, which the Postmasters General took particular unkind of him,” and reprimanding another for “ breaking open the portmanteau of Mons. Raoul (a gentleman passenger), and spoiling him of a parcel of snuff.” what with “ purchasing new vessels, stores, and provisions, and ordering the old ones to be sold *by inch of candle* ;”—with all these cares, one sees that our Postmasters General had enough to do. Their letters are sometimes plaintive enough. “ Wee are concerned,” say they, “ to find the letters brought by your boat (from the West Indies) to be so consumed by the rats that we cannot find out to whom they belong.” Another letter to their agent at Harwich shall speak for itself. It runs :—

“ Mr. Edisbury,

“ The woman, whose complaint we herewith send you, having given us much trouble upon the same, we desire you will enquire into the same, and see justice done her, believing she may have had her brandy stole from her by the sailors.

“ We are your affectionate friends,

“ R. C., T. F.”

Many of their letters are dated in the middle of the night, and at other extraordinary hours ; all are remarkable for clearness, compactness, and precision ; and in some, as for instance in one very long letter dismissing a contumacious Agent, we see that the

writers were worthy contemporaries of that most English of all English writers, Daniel Defoe.

Hitherto, however, I have treated only of one part of their business; and it must not be thought that the management of the Inland circulation was less troublesome to them than the control of the Packets.

The arrears of their Deputies, as may be imagined, gave them much trouble. Any one who peruses the two first Treasury Letter Books will come to the conclusion that to be in arrear was the normal condition of Deputy Postmasters; so frequent were their petitions (which are all recorded in the aforesaid books) to the Lords of the Treasury for remission of the debts.

The grounds of these petitions are very similar. It would be long to tell how many Postmasters had ruined themselves by advancing money to His Majesty (King William) when he landed in the west, or how many had suffered "through much spoiling of their horses by officers riding post in the late blessed revolution."

"The wrath of the Jacobites, too, would seem to have been" a "direful spring of woes unnumbered" to Orange Postmasters. John Woodgate, of Canterbury, was well affected to King William; as he proved by the affidavit of the Honeywoods, Oxendens, Knatchbulls, and other worthy gentlemen, who "had wrought upon him to continue Postmaster long after he knew that the lowness of the salary was ruining him." To this loyal man the Postmasters of Deal and Dover, who were disaffected to the government, could not but owe a grudge, which they "fed fat" by sending passengers, goods, and horses to other houses than that kept by John Woodgate; from which conduct of theirs arose that deficiency in John Woodgate's payments to the Crown which he now prayed the Treasury to forgive.

The Deputies grumbled sorely about the lowness of their salaries. "In the time of King Charles the Second," they said, "they had been content to take such low salaries, because they were exempted from quartering soldiers, but that this exemption being taken away, the salaries should be raised."

The Surveyor, who made a journey yearly to every Postmaster in England, was always sending up the queerest possible confidential returns. Thus he writes, in his truncated style, "At this place" (Petersfield) "found the Deputy so unhappy in his circumstances, that he cannot appear but of Sundays;" and again, "Came to Chester, where found the Deputy very uneasy in his mind. Run through an inquiry of the reasons, and found as follows:—The Deputy charged the Clarke with being frequently out, and keeping company, thought to be more expensive than the wages allowed him; and several other little articles, which appeared more a malice than else."

The Deputies were allowed to send and receive their own letters free of charge, and our Surveyor therefore writes very wisely if not grammatically thus:—

"To put a tradesman into the employment of the office, it will not only lessen the Revenue by his owne letters free, but give himself allowance for those of his correspondent; also other tradesmen will be made uneasy, fearing the discovery of each others correspondence in trade."

The chief business of the Surveyor, however, was to see that the Postmasters kept up the proper distinction between bye-letters, the postage on which belonged to the farmers, and those letters which were properly chargeable to Revenue. This was not an easy task, for the Deputies held the loosest notions on the subject, and, in doubtful cases, appear to have escheated the postage to their own use, as being fearful of injuring either party by giving it to one or the other. The riders, too, who carried the Mails on horseback from place to place, were wont to carry letters and bring answers for a hire which assuredly never profited either the farmers or the Crown. Hear what our Surveyor says on this head:—
 "At this place" (Salisbury), "found the Post Boys to have carried on vile practices in taking the bye-letters, delivering them in this city and take back the answers, and specially the Andover riders. Between the 14th and 15th instant, found on Richard Kent, one of the Andover riders, five bye letters, all for this cittye. Upon examination of the fellow, he confessed that he had make it a practice, and persisted to continue in it, saying that he had noe wages from his master. I took the fellow before the magistrate, proved the facts, and as the fellow could not get bail, was committed; but pleading to have no friends nor money, desired a punishment to be whipped, and accordingly he was to the purpose. Wrote the case to Andover, and ordered that the fellow should be discharged, but no regard was had thereto; but the next day the same rider came post, run about the cittye for letters, and was insolent. The second time the said Richard Kent came post with two gentlemen, made it his business to take up letters, the fellow, instead of returning to Andover, gets two idle fellows and rides away with three horses, which was a return for his masters not obeying instructions, as he ought not have been suffered to ride after the said facts was proved against him."

There is a spice of malice in our Surveyor, but his book is throughout both amusing and instructive, as it gives the fullest possible details of the routes by which the letters circulated. He complains bitterly that the gentry "doe give much money to the riders, whereby they be very subject to get in liquor, which stopes the Males." That it did not take much to "stope the Males" we may gather from the fact that when Mr. Harley (Lord Oxford) complained that an express to him had been delayed, the Postmasters General replied that "it had travelled 136 miles in 36 hours, which is the usual rate of expresses."

Before quitting the subject of the circulation, I must give one more illustration of our Postmasters' shrewdness.

Same gentleman of Warwick had requested that the London letters should be sent direct to Warwick, instead of through

Coventry, by which route much time was lost. "Nay," said our Postmasters General, "From London through Coventry to Warwick is more than 80 miles, so that we can charge 3*d.* per letter going that way, whereas we could only charge 2*d.* per letter if they went direct." "But," they add, "perhaps we may get more letters at the cheaper rate."

They dealt in a more summary fashion with John Symonds and Marshall Smith, licensed carriers of letters, who had put in a petition to the effect that "certain hagglers and others, unlicensed carriers of letters, doe presume to outgoe the authorized pack-horses, and deliver their letters before the authorized waggons, carts, and packhorses can arrive; which is contrary to the known laws of the realm."

Our Postmasters General might not like the hagglers to meddle in the business, but they could not like that primeval slowness of transit which John Symonds and Marshall Smith sought to perpetuate; and the petition was summarily dismissed.

I am, &c.

(Signed) FRANK IVES SCUDAMORE

APPENDIX (B.)

EXCEPTIONS from the exclusive PRIVILEGE of the POST OFFICE,
as given in the Act 1 Vict. c. 33. s. 2.

"LETTERS sent by a private friend in his way-journey or travel, so as such letters be delivered by such friend to the party to whom they shall be directed:

"Letters sent by a messenger on purpose, concerning the private affairs of the sender or receiver thereof: commissions or returns thereof, and affidavits and writs, process or proceedings, or returns thereof, issuing out of a Court of Justice:

"Letters sent out of the United Kingdom by a private vessel (not being a packet boat):

"Letters of merchants, owners of vessels of merchandise, or the cargo or loading therein, sent by such vessels of merchandise, or by any person employed by such owners for the carriage of such letters, according to their respective directions, and delivered to the respective persons to whom they shall be directed, without paying or receiving hire or reward, advantage or profit, for the same in anywise:

"Letters concerning goods or merchandise sent by common known carriers, to be delivered with the goods which such letters concern, without hire or reward, or other profit or advantage for receiving or delivering such letters:

"But nothing herein contained shall authorize any person to make a collection of such excepted letters for the purpose of sending them in the manner hereby authorized:

" And the following persons are expressly forbidden to carry a letter, or to receive or collect, or deliver, a letter, although they shall not receive hire or reward for the same ; (that is to say,)

" Common known carriers, their servants or agents, except a letter concerning goods in their carts or waggon, or on their pack horses, and owners, drivers, or guards of stage coaches :

" Owners, masters or commanders of ships, vessels, steam-boats, or boats called or being passage or packet boats, sailing or passing coastwise, or otherwise between ports or places within Great Britain or Ireland, or between, to, or from a port or ports within Her Majesty's dominions or territories out of the United Kingdom, or their servants or agents, except in respect of letters of merchants, owners of ships, or goods on board :

" Passengers or other persons on board any such ships, vessels, steam-boat, passage or packet boat :

" The owners of, or sailors, watermen, or others on board a ship, vessel, steam-boat, or other boat or barge passing or re-passing on a river or navigable canal within the United Kingdom or other Her Majesty's dominions.

APPENDIX (C.)

A LIST of the COLONIES the POSTS of which are under the Control of the LOCAL GOVERNMENTS.

Barbadoes.	New South Wales.
Canada.	New Zealand.
Cape of Good Hope.	Nova Scotia.
Ceylon.	Prince Edward Island.
East Indies.	St. Helena.
Falkland Islands.	Sierra Leone.
Gambia.	South Australia.
Gold Coast.	Trinidad.
Heligoland.	Turks' or Caicos Islands.
Labuan.	Van Diemen's Land.
Mauritius.	Vancouver's Island.
Natal.	Victoria.
Newfoundland.	Western Australia.
New Brunswick.	

A LIST of the COLONIES in which the POSTS are under the Control of the BRITISH POSTMASTER-GENERAL

Antigua.	Dominica.
Bahamas.	Gibraltar.
Berbice.	Grenada.
Bermuda.	Honduras.
Demerara.	Hong Kong.

A LIST of the COLONIES, &c., *continued.*

Jamaica.	St. Lucia.
Montserrat.	St. Kitts.
Malta.	Tortola.
Nevis.	Tobago.
St. Vincent.	

APPENDIX (D.)

RETURN, as nearly as can be estimated, of the Number of Chargeable Letters delivered in the United Kingdom, in the Year immediately preceding the first general Reduction of Postage on the 5th Day of December 1839, and for each complete Year subsequent thereto; also for the first Year, the Number of Franks; and for the last Year, and up to as late a Period as practicable, the Number of Letters for each Week in which they were counted.

Year ending 31st December.	England and Wales.			Total Ireland.	Total Scotland.	Total United Kingdom.
	County Offices.	London and Foreign Letters.	London District Post.			
Estimated number of letters, 1839	-	-	-	8,301,904	7,685,148	75,907,872
Estimated number of franks, 1839	-	-	-	1,004,508	336,583	6,583,024
Estimated number of letters, 1840	-	-	-	18,210,648	18,554,167	108,768,344
" " " " 1841	-	-	-	20,794,297	21,294,773	198,500,191
" " " " 1842	-	-	-	23,328,154	23,216,583	208,454,451
" " " " 1843	-	-	-	23,482,463	23,478,316	220,450,306
" " " " 1844	-	-	-	25,937,188	26,502,077	242,001,684
" " " " 1845	-	-	-	29,587,968	28,680,168	271,410,789
" " " " 1846	-	-	-	32,572,947	31,135,060	299,586,762
" " " " 1847	-	-	-	35,473,316	33,261,163	322,140,245
" " " " 1848	-	-	-	34,887,481	33,563,101	323,830,184
" " " " 1849	-	-	-	35,463,913	34,746,876	337,390,199
" " " " 1850	-	-	-	35,388,595	35,427,554	347,069,071
" " " " 1851	-	-	-	35,962,782	36,512,649	360,047,187
" " " " 1852	-	-	-	37,843,133	37,843,133	379,501,499
" " " " 1853	-	-	-	40,419,665	40,675,310	410,817,489
" " " " 1854	-	-	-	41,274,214	44,114,000	443,040,301
Week ending 21st January 1854	-	-	-	903,705	815,024	8,485,147
" " " " 21st February 1854	-	-	-	965,874	924,279	8,951,204
" " " " 21st March 1854	-	-	-	787,690	823,118	8,369,264
" " " " 21st April 1854	-	-	-	773,990	801,630	8,016,391
" " " " 21st May 1854	-	-	-	762,157	818,117	8,317,150
" " " " 21st June 1854	-	-	-	778,153	837,166	8,406,831
" " " " 21st July 1854	-	-	-	782,077	832,608	8,552,900
" " " " 21st August 1854	-	-	-	774,251	843,843	8,357,131
" " " " 21st September 1854	-	-	-	777,832	851,547	8,556,011
" " " " 21st October 1854	-	-	-	804,016	869,686	8,708,460
" " " " 21st November 1854	-	-	-	791,082	850,761	8,585,767
" " " " 21st December 1854	-	-	-	834,980	881,739	9,047,053
" " " " 21st January 1855	-	-	-	798,013	868,734	8,805,441

APPENDIX (E.)

A RETURN of the Number and Amount of Money Orders issued and paid in the United Kingdom, during the Year ending the 5th January 1840, and each subsequent Year ; the Returns as respects England up to the 5th April 1847 inclusive being to a certain extent estimated.

MONEY ORDERS ISSUED.

Year ended	ENGLAND AND WALES.			IRELAND.			SCOTLAND.			TOTAL, UNITED KINGDOM.		
	Number.	Amount.		Number.	Amount.		Number.	Amount.		Number.	Amount.	
		£	s. d.		£	s. d.		£	s. d.		£	s. d.
5 January 1840	142,723	240,063	5 4	30,015	47,295	8 4	16,183	25,765	19 4	188,921	313,124	13 0
" 1841	482,764	802,827	16 8	53,507	77,167	9 2	51,526	80,980	4 5	587,797	960,975	10 3
" 1842	1,290,115	2,657,969	4 3	125,170	215,382	12 8	187,560	254,155	13 4	1,552,845	3,127,507	10 3
" 1843	1,767,626	3,709,778	12 2	169,910	295,878	8 11	174,444	331,520	14 3	2,111,980	4,337,177	15 4
" 1844	2,086,009	4,369,344	4 10	208,179	358,884	5 3	207,335	384,612	7 1	2,501,528	5,112,840	17 2
" 1845	2,333,693	4,858,865	14 9	232,525	391,692	9 9	240,585	444,817	2 10	2,806,808	5,695,395	7 4
" 1846	2,627,443	5,463,453	10 7	258,144	435,330	17 3	290,539	514,576	13 4	3,176,126	6,413,361	1 2
" 1847	2,881,699	5,926,479	13 11	299,521	519,877	1 5	333,859	624,706	0 11	3,515,079	7,071,056	16 3
" 1848	3,286,375	6,600,658	0 2	343,156	585,454	15 10	401,654	717,064	7 9	4,031,185	7,903,177	3 9
" 1849	3,468,823	6,861,803	13 0	359,043	604,192	13 8	375,785	685,298	13 0	4,203,651	8,151,294	19 8
From 6 January to 31 December 1849	3,515,839	6,880,865	11 2	356,578	592,504	14 3	374,474	679,273	12 1	4,248,891	8,152,643	17 6
" 1 January to 31 December 1850	3,677,112	7,173,632	13 11	377,436	633,732	8 6	385,165	697,143	8 2	4,439,713	8,494,498	10 7
" 1851	3,878,497	7,518,060	14 1	392,848	653,359	19 5	389,680	709,000	2 7	4,661,025	8,880,420	16 1
" 1852	4,158,753	8,061,061	1 11	393,879	656,110	15 1	395,193	721,106	0 2	4,947,825	9,438,277	17 2
" 1853	4,405,365	8,501,517	17 0	396,966	662,547	5 7	412,959	752,130	2 5	5,215,290	9,916,195	5 0
" 1854	4,621,296	8,957,135	16 1	409,625	690,809	4 7	435,323	814,466	15 8	5,466,244	10,462,411	16 4

APPENDIX (E).—continued.

MONEY ORDERS PAID.

Year ended	ENGLAND AND WALES.			IRELAND.			SCOTLAND.			TOTAL, UNITED KINGDOM.		
	Number.	Amount.		Number.	Amount.		Number.	Amount.		Number.	Amount.	
		£	s. d.		£	s. d.		£	s. d.		£	s. d.
5th January 1840	124,004	208,586	2 7	47,022	71,426	5 3	17,609	31,715	1 3	188,615	811,727	9* 1
" 1841	429,600	739,963	18 2	89,388	120,950	11 7	50,900	83,372	17 3	569,888	944,287	7 0
" 1842	1,268,660	2,638,060	10 11	158,651	245,887	18 8	132,899	256,147	17 1	1,560,210	3,140,096	6 8
" 1843	1,734,423	3,687,458	10 10	191,172	297,156	12 1	179,301	348,993	9 0	2,104,896	4,333,608	11 11
" 1844	2,047,605	4,323,820	18 4	232,026	355,973	6 1	216,100	411,664	12 6	2,495,731	5,091,458	16 11
" 1845	2,271,979	4,822,208	2 5	263,070	398,061	4 11	247,070	469,321	11 5	2,782,119	5,690,090	18 9
" 1846	2,540,456	5,348,411	4 4	316,814	483,339	11 3	281,757	539,977	14 3	3,139,027	6,371,728	9 10
" 1847	2,798,682	5,816,084	12 7	395,014	611,320	0 8	316,107	616,592	10 3	3,509,803	7,044,097	3 6
" 1848	3,138,010	6,425,250	15 0	545,709	806,770	19 1	345,811	666,373	5 10	4,029,530	7,898,894	19 11
" 1849	3,384,088	6,816,573	10 1	470,842	665,523	8 10	348,508	670,389	10 8	4,203,438	8,152,486	9 7
From 6 January to 31 December 1849	3,419,861	6,844,633	5 7	476,259	644,430	10 9	349,232	669,292	17 8	4,245,352	8,158,356	14 0
" 1 January to 31 December 1850	3,559,900	7,098,429	7 2	503,980	681,943	4 9	367,355	702,682	9 11	4,431,236	8,483,055	1 10
" 1851	3,743,803	7,432,163	6 2	531,514	721,713	5 0	382,126	722,366	17 9	4,657,443	8,876,243	8 11
" 1852	4,016,026	7,931,510	13 8	526,233	730,490	3 11	400,600	761,718	5 3	4,942,859	9,423,719	2 10
" 1853	4,240,704	8,339,938	2 7	551,555	778,196	7 8	420,806	802,161	19 7	5,213,065	9,920,296	9 10
" 1854	4,489,328	8,807,904	16 3	531,962	789,021	3 4	438,192	855,754	18 6	5,459,482	10,452,680	18 1

In 1840 the commission on Money Orders was reduced as follows:—

For any sum not exceeding 2*l.* from 6*d.* to 3*d.*

For any sum above 2*l.*, and not exceeding 5*l.*, from 1*s.* 6*d.* to 6*d.*

APPENDIX (F.)

AN ACCOUNT showing the Gross and Net Post Office Revenue, and the Cost of Management, for the United Kingdom, for the Year ending the 5th of January 1838, and for each subsequent Year; excluding from the Account, whether of Gross Revenue or Cost of Management, any Advances that may have been made by the English to the Irish Post Office, and Advances to the Money Order Office; also disregarding, in the Return for each Year, any Old Debts written off, or Postage remitted, or any other Deductions which relate to previous Years.

Year ending.	Gross Revenue.*			Cost of Management.†			Net Revenue.		
	£	s.	d.	£	s.	d.	£	s.	d.
5th January 1838 -	2,339,787	18	3½	687,313	10	7½	1,652,424	7	7½
" 1839 -	2,346,278	0	9½	686,768	3	6½	1,659,509	17	2½
" 1840 ‡ -	2,390,763	10	1½	756,999	7	4	1,633,764	2	9½
" 1841 -	1,359,466	9	2	858,677	0	5½	500,789	8	8½
" 1842 -	1,469,418	10	11½	938,168	19	7½	561,240	11	4½
" 1843 -	1,578,145	16	7½	977,504	10	3	600,641	6	4½
" 1844 -	1,620,867	11	10	980,650	7	5½	640,217	4	4½
" 1845 -	1,705,067	16	4	985,110	13	10½	719,957	2	5½
" 1846 -	1,887,576	13	11½	1,125,594	5	0	761,982	8	11½
" 1847 -	1,963,857	9	9½	1,138,745	2	4½	825,112	7	5
" 1848 -	2,181,016	16	0½	1,196,520	1	6½	984,496	14	6
" 1849 -	2,143,679	19	6	1,403,250	13	2½	740,429	6	4
" 1850 -	2,165,349	17	9½	1,324,562	16	10	840,787	0	11½
" 1851 -	2,264,684	5	3½	1,460,785	13	10½	803,898	11	5½
" 1852 -	2,422,168	4	1½	1,304,163	12	8½	1,118,004	11	4½
" 1853 ¶ -	2,434,326	16	7	1,343,907	3	1½	1,090,419	13	5½
" 1854 -	2,574,407	15	2½	1,400,679	15	10	1,173,727	19	4½
31st December 1854 -	2,701,862	14	0½	1,506,556	4	2½ **	1,195,306	9	10

* Namely, the Gross Receipts, after deducting the Returns for "Refused Letters," &c.

† Including all payments out of the Revenue in its progress to the Exchequer, except advances to the Money Order Office. Of the sums under the head "Cost of Management," 10,307*l.* 10*s.* per annum is for Pensions which have no relation to the service of the Post Office.

‡ This year includes one Month of the Fourpenny Rate.

§ This includes a payment of 199,086*l.* 5*s.* 1*d.* for the conveyance of Mails by Railway in previous years.

|| This includes a payment of 192,975*l.* 13*s.* 11*d.* for the conveyance of Mails by Railway in previous years.

¶ The revenue and expenditure of the North American provinces, amounting for the last complete year to 96,164*l.* 2*s.* 2*d.* and 71,171*l.* 13*s.* 4*d.* respectively, no longer appear in the accounts of this Department, except that the present year's accounts include one quarter's revenue and expenditure for Canada.

** This includes a payment of 128,000*l.* for the conveyance of Mails by Railways in previous years.

APPENDIX (G.)

AN ACCOUNT of the Amount of Postage, &c. collected at the under-mentioned Cities and Towns of the United Kingdom, including Postage Stamps sold by this Department, and by the Office of Inland Revenue and its Agents, during the Years 1853 and 1854.

	1854.	1854.*
ENGLAND.		
	£ s. d.	£ s. d.
Bath - - - - -	12,738 8 4	14,049 16 9
Birmingham - - - - -	35,016 19 1	36,812 5 5
Bradford, Yorkshire - - - - -	12,345 18 4	11,820 13 9½
Bristol - - - - -	27,974 8 8	29,479 16 10
Cheltenham - - - - -	8,468 5 6	9,391 2 8
Coventry - - - - -	4,499 18 1	4,566 2 3½
Derby - - - - -	7,232 16 6	7,818 2 6
Exeter - - - - -	9,467 10 0	9,641 7 2½
Hull - - - - -	16,712 5 5	16,190 15 7
Leeds - - - - -	19,636 12 9	19,817 2 1
Leicester - - - - -	6,771 4 9	6,850 15 8½
Liverpool - - - - -	88,959 9 11	91,909 10 11½
Macclesfield - - - - -	2,051 1 9	1,949 1 0
Manchester - - - - -	73,209 17 9	74,736 9 5½
Newcastle-on-Tyne - - - - -	16,368 15 8	17,331 14 10
Norwich - - - - -	10,303 16 2	10,626 4 0
Nottingham - - - - -	10,445 0 9	10,426 7 7½
Plymouth - - - - -	9,751 7 2	10,252 18 9½
Portsmouth - - - - -	8,462 11 2	9,744 13 2½
Newcastle, Staffordshire, and Potteries - - - - -	7,997 13 8	5,617 13 11
Preston - - - - -	6,329 6 2	6,352 2 9
Sheffield - - - - -	13,410 18 4	13,947 8 3½
Southampton - - - - -	9,947 16 5	10,772 12 10
Wolverhampton - - - - -	7,401 7 10	7,373 16 6½
York - - - - -	10,992 17 10	9,447 14 2
IRELAND.		
Dublin - - - - -	54,354 17 8	53,676 12 11
Belfast - - - - -	9,087 16 5	9,682 2 2
Cork - - - - -	9,968 9 4	10,183 9 9
Drogheda - - - - -	1,737 1 10	1,934 19 0
Limerick - - - - -	6,600 2 9	6,971 18 8
Londonderry - - - - -	3,831 13 4	4,099 4 3
Waterford - - - - -	3,032 1 8	3,179 9 5
SCOTLAND.		
Edinburgh - - - - -	37,449 13 4	41,612 14 1
Aberdeen - - - - -	10,689 8 4½	10,733 18 10½
Dundee - - - - -	7,389 7 11½	7,912 8 2
Glasgow - - - - -	53,789 15 9½	58,136 3 7½
Perth - - - - -	3,539 1 4½	3,720 14 8½
Stirling - - - - -	3,506 19 6½	3,650 10 6

* The amount of Postage, &c. is made up to 31st December 1854; the Stamps sold by the Inland Revenue Department to 5th January 1855.

APPENDIX (H.)

EXTRACT from a REPORT of the RECEIVER and ACCOUNTANT-GENERAL on the chief improvements effected in his Department in the year 1854.

I must fully bear out the statement that this Department has been got into thoroughly efficient working order *much sooner* than I could have expected, and I feel it a duty incumbent on me to report that this most desirable position has been attained by the indefatigable exertions of the Chief Examiner, by the constant and persevering attention of the Cashier and Principal Book-keeper, and by the excellent behaviour of all the gentlemen belonging to this Department, who have fully and kindly submitted to some restrictions named in the report, which I thought decidedly necessary at the commencement of the new Department, and which I submit have in some measure contributed to a state of discipline and course of action of which I am bound to speak in the highest terms. I render to the three chiefs of branches every praise for their conduct and attention to the public business whilst I have had the honour of holding the office of Receiver and Accountant General, and I am most happy in being able to say that every gentleman in the Department has, by cheerful and ready attention to the duties required of him, done the utmost to deserve favourable mention.

Enclosure in Appendix (H.)

EXTRACT from the REPORT of the CHIEF EXAMINER, addressed to the RECEIVER and ACCOUNTANT-GENERAL.

It may be affirmed with certainty that not only have all the great changes which the Commissioners planned been completely carried out, but that many minor changes, of the greatest importance to the working of the new system, but with the details of which the Commissioners were necessarily unacquainted, have been successfully effected, so that your Department may be said to have attained the shape and condition at which it was intended to arrive, and to have got into thoroughly efficient working order much sooner than could have been expected, all things considered, even by yourself.

But although the amalgamation of the Receiver and Accountant General's offices appears to be the great fact in the history of your Department, yet the introduction of weekly accounts for Postmasters (though it relates to one branch only of your Department) is a fact of far greater importance.

When it is considered, that under the old system each Postmaster's account was rendered to him quarter by quarter, and usually three months in arrear of the quarter for which it was rendered; that at any intermediate period the condition of a Postmaster's account could only be *estimated*, and that, too, with the greatest uncertainty and risk of error; that each Postmaster

was credited quarterly with a gross sum for salaries, wages, and allowances, and that no vouchers for the proper disbursement of that sum were demanded of him, so that in fact (as was afterwards proved) many Postmasters received credit for sums which they did not distribute, and were indeed themselves at times unconscious of the wrong so done to the revenue; and where, finally, it is remembered, that this dilatoriness in the rendering of the accounts to the Postmasters, whilst it left them always ignorant of the real state of their affairs, entailed a corresponding dilatoriness in the rendering of their balances, whereby not only many of them may have been tempted to use the public money, but also a much larger capital was required for carrying on the business of the Post Office.—When all these things are taken into account, and when on the other hand we consider the new system, by which each Postmaster renders his account week by week, with all its proper vouchers for every receipt and every payment, and showing the revenue left in his hands at the close of each week to be the smallest possible sum;—it will be allowed, I think, that few Government offices have witnessed a change so great or so beneficial.

Every week there are received in your office the accounts of 565 Postmasters and 526 Receivers, and these 1,090 accounts are all examined and adjusted within the week in which they arrive; in one week also they are all entered in the Book-keeper's Office. The examination of the Postmasters' accounts for one week entails the inspection of 80,000 letter bills and 5,500 receipts for various disbursements, but when the accounts for the last week in the quarter are examined, there are upwards of 12,000 receipts for payments made.

The examination of these accounts is performed by ten of your officers, who have each 56 accounts, 8,000 letter bills, and 550 (or at the end of the quarter 1,200) receipts to inspect. I should not be treating these ten officers fairly if I did not remind you that I have seen thirty officers employed in the same duty, or rather a similar duty, falling short of the present duty by several items of work which I have found it necessary to impose.

It is but fair to add, too, that the entry of these 1,090 weekly accounts in the Abstract Ledgers is effected by three officers of the Book-keeper's branch; whereas (and I say it without the least desire to disparage those by whom the duty was formerly done) I have seen five officers engaged on it during the official hours, with the assistance of eight other officers for two hours per diem.

I now proceed to those branches of duty in which heretofore there was a double action of the Receiver General and of the Accountant General, and in which very important improvements have been effected.

The examination of accounts, and the preparation of the salary bills and payment warrants generally, which formerly gave employment to two officers in the Secretary's Department, three in

the Accountant General's office, and one in the Receiver General's office, do not now give full employment to three officers in my branch of your department; one of the three being rarely so employed, save on the periodical payment of salaries.

The distribution of postage stamps to Postmasters and Letter Receivers formerly gave employment to one officer in the Secretary's Department, one in the London District Office, one in the Accountant General's office, and two in the Receiver General's office, but it is now effected by two officers in the Cashier's branch of your department. I may add here that since the 1st of October we have reduced the number of consignments of stamps to Letter Receivers from 1,100 per month to 800 per month, and we have reason to hope a still further reduction will take place.

It was incumbent on the late Receiver General to send stamps (on receipt of the requisitions from the London District Office) in frequent consignments of small quantities to the Letter Receivers, of whom several were in the habit of having a small consignment on each of four or five consecutive days. They are now supplied as the Postmasters have long been, with a certain stock, which is made up for the greater number of them on the 1st day of each month, when we have not to consign stamps to Postmasters, and for certain of the larger offices on the Friday in each week, when also we consign no stamps to Postmasters.

Formerly, too, each Receiver applied for stamps as he pleased, without stating what he had in hand, and with but small reference to the state of his account. Now no Receiver has stamps sent to him unless he forwards a detailed return of his stock in hand; and against the preparation of this return many of the Receivers (who were not in the habit of dealing quite fairly by the stamps which came into their possession) for a time struggled very hard; but by patient perseverance the whole body have at length been brought to a regularity and uniformity of practice to which they had long been strangers.

The Revenue Cash Account, the Vote Cash Account, and the Money Order Cash Account, which were formerly kept in duplicate in the Receiver General's office and the Accountant General's office, are now kept singly in my branch of your department, so that there has been effected a reduction of half the labour formerly bestowed on these accounts.

In conclusion, I take this opportunity to draw a parallel between the force employed in the Receiver General's and Accountant General's offices, during the quarter ended 30th June 1854, and the force employed in your office during the quarter ended 31st December. It is but fair at the close of a year, in which so many and great struggles have been made to bring the accounts of the Post Office into a satisfactory state, that there should be some record of the collective labours of your officers, and that I should say for them that of which they cannot themselves very well remind you.

In the quarter ending 30th June 1854, then there were employed in the Receiver General's office...	19 officers
In the Accountant General's office.....	45 „
And also in the latter office as extra clerks.....	14 „
If we consider also that in this quarter certain officers were paid for 7,032 hours of extra work upon the accounts, we shall, by dividing that number of hours by 6, the number of hours in an official day, and by 78, the number of days in the quarter, have then an additional force of....	15 „
Making in all.....	<u>93 „</u>

In the quarter ending December 31st, there were employed in your office only 51 officers; from whom no extra attendance was ever exacted. During the first-named quarter no holidays were allowed. During the last, eight officers had leave of absence, each for a period of three weeks; thirteen had leave for a period of one fortnight; and four had leave of absence for periods exceeding a week, but less than a fortnight.

APPENDIX (I.)

EXTRACT from a REPORT of the CONTROLLER of the MONEY ORDER OFFICE on the improvements effected in his Department in the year 1854.

The alterations in the system of Money Order Accounts recommended by the Commissioners have been in operation in the London Office since the 1st instant, and although, from the unusually busy period of the year at which they were introduced, the labour involved in effecting the change severely tasked for the time the exertions of the whole department, I have much gratification in reporting that both the superintending officers and the clerks most readily assisted by extra labour, after the usual hours of attendance, in discharging the additional duty which so extensive a change involved, and very materially contributed in placing the work in the satisfactory state in which I am happy to say it is now proceeding.

APPENDIX (K.)

EXAMINATIONS of CANDIDATES for Appointments in a
Metropolitan Office.

FORM No. 1.

*To be filled up by every Candidate for an Appointment in the
General Post Office.*

1. Situation applied for

2. Name of Candidate (at full length)

3. Age

[A certified Copy of the Baptis-
mal Register, or other Certi-
ficate of Age, must be enclosed].

4. Present address

5. Present occupation.....

6. Names and addresses of atleast two
persons who are well acquainted with
the Candidate, and who can give infor-
mation respecting his character and
ability.7. Does the Candidate enjoy general
good health ?.....[A Medical Certificate must be
enclosed respecting the Candi-
date's health and constitution.]

Signature.....

Date.....

FORM No. 2.

*To be filled up by each of the Candidate's Referees.*STATEMENT respecting
Office ofa Candidate for the
, at the General Post Office.1. Are you well acquainted with the
Candidate ?.....

2. How long have you known him ?

3. Do you believe him to be strictly honest and sober ?.....

4. Do you believe him to be free from habits of extravagance and from pecuniary difficulties ?.....

5. Is he intelligent and diligent ?...

6. So far as you can judge, is he in all other respects well qualified for the Office he seeks ?.....

Signature.....

Address.....

Date.....

FORM No. 3.

To be filled up by the Head of the Department in which the Candidate is placed.

REPORT respecting _____, a Candidate for the Office
of _____ in the General Post Office.

[A specimen of the Candidate's penmanship must be enclosed written from dictation, on foolscap paper, without assistance in the orthography. If the application be for a Clerkship, the specimen must contain at least ten lines ; but if for an inferior appointment, five lines will suffice.]

1. Does the Candidate appear on examination to have a sufficient knowledge of Arithmetic ?.....

2. Does he appear sufficiently informed for the Office for which he is a Candidate ?.....

3. Have you any reason to doubt the truth of the statements and certificates which have been received respecting him ?.....

Signature.....

Department....

Date.....

FORM No. 4.

To be filled up by the Head of the Department in which the Candidate is placed.

REPORT on the Trial which has been made of the Qualifications
of for the Office of in the General
Post Office.

1. How long has the Candidate been
under probation ?.....

2. Has his attendance been regular ?
If not, what has been the cause of the
irregularity ?.....

3. So far as the trial has extended
has he shown himself in all respects
well qualified for the Office he applied
for ?.....

Signature.....

Department...

Date.....

APPENDIX (L)

*Form of the Report required from a provincial Postmaster on
the Qualifications of any person whom he may propose to
appoint as a Clerk.*

SIR,

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PROVIDED the nomination should receive the approval of the
Postmaster-General, it is my intention to appoint the person
named and described as below, to be a Clerk in the Post Office
under my direction.

Name.....

Age.....

[Certified Copy of Baptismal Register or
other Certificate of Age to be enclosed.]

Present Address

Present Occupation...

Can you state, from personal know-
ledge, or as the result of careful
inquiry, that you believe the Nominee

to be honest, sober, intelligent, diligent,
and in all respects well qualified for the
duties of his office ?.....

Have you the same good reasons
for believing that the Nominee is the
best qualified person whose services you
can obtain ?.....

Give the Name and Address of
some person other than yourself who is
well acquainted with the Nominee.....

Does the Nominee enjoy good health,
and has he a good constitution ?.....

[Medical Certificate to be enclosed.]

Specimen of the Nominee's hand-
writing, containing at least five lines.

FURTHER REMARKS.

I am, SIR,

Your obedient Servant,

To

Postmaster.

Surveyor.

I have examined the foregoing Statement, and have no reason
to believe it otherwise than correct.

Surveyor.

APPENDIX (M.)

TRANSIT POSTAGE ON LETTERS BETWEEN FRANCE
AND THE UNITED STATES.COPY of LETTER from Lieutenant-Colonel MABERLY to
Mr. H. U. ADDINGTON.

SIR, General Post Office, 16th May 1853.

ON the 5th March last you forwarded to this Office the copy of a letter from Mr. Ingersoll, the American Minister in London, dated 23d February, proposing to renew the negotiation with Her Majesty's Government on the question of the British charge upon letters transmitted through this country between the United States and France; and I informed you on the 15th March, by direction of the Postmaster General, that his Lordship concurred in the opinion of Lord Clarendon that the time had arrived for a reconsideration of the subject, and that he would shortly cause a further communication to be made to you with respect to Mr. Ingersoll's letter.

The Postmaster General now desires me to state to you, for the information of Lord Clarendon, his view of this matter; in doing which, in order to make the subject clear, it will be well in the first instance to recite those Articles of the Postal Convention between this country and the United States, of 15th December 1848, which chiefly bear on the question. They are as follows, viz. :—

ART. IX.

“ When letters shall be forwarded in closed mails under the stipulations of Articles 5, 6, 7, and 8 of the present Convention, the payment to be made to the Post Office of the United Kingdom, or of the United States, as the case may be, shall be made by the ounce according to the net weight of the letters at two rates to the ounce, with the addition of twenty-five per cent. on the amount of postage, to compensate the loss that would otherwise be sustained by this mode of computation.

ART. XII.

“ The rate of postage to be taken by the British Post Office upon letters arriving in the United Kingdom from the United States, either by British or by United States packets, and to be forwarded through the United Kingdom to colonies or

“ possessions of the United Kingdom or of the United States, or to foreign countries, and vice versâ, shall be the same as the rate which is now or which may hereafter be taken by the British Post Office upon letters to or from such colonies or possessions or foreign countries respectively, when posted at the port of arrival or delivered at the port of departure of the packets conveying the mails between the United Kingdom and the United States.

“ The above postage is irrespective of and beyond the inland rate to be taken in the United States upon such letters, if posted or delivered therein, according to the stipulations of Article 2 of this Convention, and also irrespective of and beyond the sea rate upon such letters payable according to the stipulations of Article 1.

“ The rate of postage to be taken by the United States Post Office upon letters arriving in the United States, either by British or by United States packets, from the United Kingdom, and to be forwarded through the United States to the colonies or possessions of the United States or of the United Kingdom, or to those territories which, according to the law of the United States, are beyond the limits of their established post routes, or to foreign countries, and vice versâ, shall be the same as the rate which is now or may hereafter be taken by the United States Post Office upon letters conveyed, whether by sea or land, to or from such colonies, possessions, territories, or foreign countries respectively, when posted at the port of arrival or delivered at the port of departure of the packets conveying the mails between the United States and the United Kingdom.

“ The above postage is irrespective of and beyond the inland rate to be taken in the United Kingdom upon such letters, if posted or delivered therein according to the stipulations of Article 11 of this Convention, and also irrespective of and beyond the sea rate upon such letters payable according to the stipulations of Article 1.

“ There shall be excepted from the above stipulations letters and newspapers passing through the United Kingdom to and from France, as to which certain rates are fixed by the Postal Convention existing between that country and the United Kingdom. But the two contracting parties agree to invite France to enter into communication with them, without loss of time, in order to effect such arrangements for the conveyance of letters and newspapers, and closed mails through the territories of the United Kingdom, of the United States, and of France respectively, as may be most conducive to the interests of the three countries.”

Lord Canning is assured that the exceptional clause relating to France, just cited, was inserted by desire of the British au-

thorities with the view to protect the interests of France, and that it was rendered necessary by that provision in the United States Convention which admits of letters being sent from the United States through England to France in open mails. For though the general rates in closed mails are, on the whole, much lower as fixed by the United States Convention than by the French Convention, yet in open mails when under the United States Convention the charge is not by gross weight, but letter by letter; the total charge for a French mail, taking the letters at their ordinary weight, would, but for the exceptional clause, have been placed on such a footing as to exceed the amount fixed by the Convention with France.

Such being the object of the clause, the utmost that can be fairly demanded under it is, that the rates shall be the lowest provided for in either of the two Conventions. Now according to the general provisions of the United States Convention, even supposing all the letters to be sent in closed mails, the British transit charge on an ounce of letters would be two of the single rates charged to British subjects (1s. 1d. or 5d.), with an addition of twenty-five per cent., that is to say, 2s. 8½d. or 1s. 0½d., depending on whether the letters were carried by British or by United States Packets, while according to the French Convention 3s. 4d. or 1s. respectively are chargeable. Hence it follows that the greatest reduction which can fairly be demanded, under the clause in question, is to 2s. 8½d. per ounce on the one class of letters, and to 1s. on the other; and these with a further reduction of a halfpenny on the first class of letters, are the rates long since offered by this country, and are those which, under a provisional arrangement with the French Post Office, are actually paid to us by France at the present time, pending the settlement of the question with the United States, France paying and of course collecting the transit rates in *both* directions.

The demand of the American Minister is for a reduction to 2s. 2d. and 6d. respectively, much lower rates than those charged to British subjects for the same service; and the Postmaster General considers this a requisition not only unreasonable in itself, but clearly in contradiction to the spirit of the Convention of December 1848, and the basis on which it was negotiated, as recognized and set forth by the American authorities.

This is fully proved by two documents, of which copies are enclosed; the one a memorandum by Mr. Bancroft, in November 1848, about a month before he signed the Convention; and the other, an extract of a letter, dated January 11th, 1853, from Mr. Hubbard to Mr. Everett, the former being then Postmaster General, and the latter Secretary of State for the United States.

If, however, France could be prevailed on to accept the proposals made long ago by this country, all difficulty on this

subject would at once be at an end. For Her Majesty's Government have proposed to France to carry the reduction in question even to the extent demanded by the United States, on condition of similar reductions being made in both the French and British rates on the whole of the correspondence passing between France and this country—a stipulation necessary to secure our own interests in relation to our correspondence with and through France, especially to India.

It must be observed, however, that of this offer to France, the United States Government have not been apprized.

It will be seen, therefore, by Lord Clarendon, there has been no unwillingness on the part of this Department to complete the arrangement alluded to in Article XII. of the American Postal Convention, but that, on the contrary, an earnest desire to do so has been shown; the difficulty having arisen from difference of opinion between the three negotiating parties as to terms. The United States have refused our terms, though, as already shown, in full accordance with the spirit of the Convention; and France, though repeatedly applied to, has hitherto withheld compliance with the proposals which alone could enable Her Majesty's Government to reduce the transit rate, as demanded by the United States, without injustice to the British public.

The United States, however, demand an immediate reduction to the full extent above mentioned, founding its claim on the fact that the British mail to Canada is conveyed through the United States at about the same rate per ounce, viz. 6½d.

But even if it were open to the United States to demand that the British transit charge on mails to and from France should be determined without regard to the other provisions of the Convention, and to the understanding so clearly established as to the charge in question, still a slight examination of the claim now under consideration will show that such a demand is not a fair one.

In the first place, considering the frequency and rapidity of the conveyance between Liverpool and Dover, and the expensive nature of the Packet service between Dover and Calais, there can be no doubt that the service performed by this country between Liverpool and Calais is far more costly than the corresponding service performed by the United States between New York and Boston and the Canadian frontier, although the distance is nearly the same.

In the second place, in this demand no regard is paid to the fact that letters to France, being charged in that country by the quarter ounce, are more numerous in comparison with their weight than English letters to Canada, which are charged throughout by the half ounce.

It must be remembered that charging by gross weight is merely a mode of accounting approximately between the two Governments; the real aim, as fully recognized in the 9th Article

of the United States Convention, being to ascertain as nearly as circumstances will allow, the total amount of postage chargeable on each mail; a question in which the number of letters is of course a very important item. Thus in paying to the United States $6\frac{1}{2}d.$ an ounce for the transit of the British mails through her territory to Canada, although we may not hand over the whole of the postage we collect in respect of such transit (viz., $2\frac{1}{2}d.$ per letter), still a tolerably near approximation to this, the evident intention of the Convention, takes place; but the United States, assuming that their Post Office charged the same rate of $2\frac{1}{2}d.$ per letter in respect of the transit through the United Kingdom to France, and paid to the British Post Office only sixpence an ounce, would hand over probably not more than half the postage collected by them.

It will be seen, therefore, that the claim in question, though irrespective of the Convention apparently fair, is really very far from being so.

Indeed, it is in the power of the United States at once to reduce the charge to its own subjects to $2\frac{1}{2}d.$ per letter, and yet pay us our demand of one shilling the ounce, probably without loss in the transaction; while the reduction in our demand to sixpence the ounce, which would follow the consent of France to the proposals made by Her Majesty's Government, would afford the United States an enormous profit, for which we do not ask of her any equivalent.

It seems to the Postmaster General, therefore, that the true policy of the United States would be to press France to accept our proposals.

With regard to the implied threat on the part of the United States to terminate the existing Convention, the Postmaster General cannot think that, on full consideration of the subject, that Government will deem such a course consistent with its true interests. Since the date of the Convention, the United States have reduced the inland rate on their internal correspondence, but no reduction whatever has been made in their share of the total rate charged on the correspondence with this country, which share still exceeds that of the United Kingdom by one penny per letter, though the service which the United States perform, taking into account that it does not include the delivery of any of the letters, is at all events not greater than that which we perform; and although Lord Canning is by no means induced by this consideration to disturb an arrangement which is advantageous, though in different degrees, to both countries, yet should the negotiation from any cause be re-opened, his Lordship will consider it his duty to claim terms more equitable to this country.

I have, &c.

(Signed) W. L. MABERY.

Enclosure No. 1. in Appendix (M.)

MEMORANDUM by Mr. BANCROFT.

" Approved as far as '*the rates for sea.*' What follows is
 " **superfluous and objectionable. Make your rates to your**
 " **colonies and possessions, and foreign countries, what you**
 " **please, high or low ; one sea rate or a dozen, or none at all ;**
 " **one inland rate or a dozen, or none at all. What your people**
 " **pay we are willing to pay, but not more, and vice versâ. Our**
 " **security is, that we pay what your people pay from the same**
 " **place for the same benefit, and vice versâ.**

" This is the very principle agreed upon as the basis of this
 " Convention.

" The additions disagreed to are further objectionable as intro-
 " ducing varying principles."

(Signed) " G. B."

Enclosure No. 2. in Appendix (M.)

EXTRACT of a LETTER from Mr. HUBBARD to Mr. EVERETT,
 dated 11th January 1853.

" The existing Postal Convention between the United States
 " and Great Britain, I understand, was negotiated upon this
 " basis, namely, that the mails of the United States to be trans-
 " mitted through the United Kingdom to or from foreign
 " countries beyond were to be charged with the same postage
 " and have the same facilities as were then, or should thereafter,
 " be provided for the British mails between the United Kingdom
 " and such foreign countries respectively, and that the British
 " mails through the United States were to have the same facilities
 " for transportation and be subject to the same rules of postage
 " as established for our own mails. Thus, while the United
 " States mails sent through England are subject to the high
 " rates established on correspondence between England and the
 " Continent, &c., the British mails sent through the United
 " States have the advantage of our reduced rates.

" It appears to me it would have been more just to have
 " secured for our mails advantages equal to those extended by
 " the United States to the British mails ; then each country could
 " have had it always in its power to claim an equivalent for any
 " new favour or facilities granted to the other in the way of a
 " reduction under the operation of its own laws."

APPENDIX (N).

BOOK POST BETWEEN GREAT BRITAIN AND THE UNITED STATES.

COPY of a LETTER from Mr. FREDERIC HILL to Mr. H. KING,
Washington.

General Post Office, London,
21st April 1854.

SIR,

IN reply to your letter of the 21st December last, relative to postage on pamphlets and magazines passing between this country and the United States, I am directed by Viscount Canning to state, for the information of the Postmaster General of the United States, that the alteration proposed in it would cause an anomaly in the Foreign and Colonial Book Post of this country, which would lead to very great inconvenience not only to this Department but to the public. Two varieties already exist in this Book Post, and the proposal now made would, if adopted, create a third; whereas the interest of the public is best consulted by the maintenance, so far as is possible, of uniformity in all postal arrangements.

The present negotiation for improving the Book Post between the two countries originated in an offer by the Postmaster General of Great Britain to place it on the same footing as the Book Post now in extensive use between this country and many of her colonies, including Canada.

Lord Canning is of opinion that this proposal (contained in the letter from this Office of October 10th, 1851) would be more acceptable and more serviceable to the public, and that it is in other respects better than the counter proposal received from the Government of the United States. Instead of being restricted to pamphlets and magazines, it extends to books of all kinds; and comprehends, therefore, a much wider field of literature and science, while it avoids an ill-defined distinction, not likely to be either well understood or well remembered by the public, and tending to cause errors, surcharges, and complaints.

While, therefore, Lord Canning is reluctantly compelled to decline the proposal of the Postmaster General of the United States, in the belief that the inconvenient anomaly which it would introduce into the postal system of this country, would outweigh any little advantage derivable from so restricted an arrangement, it would afford him great pleasure to assist in encouraging by means of good postal arrangements the scientific and literary intercourse between the two countries; united as they are in race, language, and general interests. He is confident that this object could be effectually furthered by the adoption of a Book Post, on the broad principle laid down in the letter to

which I have referred; and if at any time the Postmaster General of the United States should become willing to establish such a post, Lord Canning will be happy to treat with him on the subject. Meanwhile, he cannot but think he best consults the interests of the British public, by leaving the existing arrangements undisturbed.

I am to add, with reference to one paragraph in your letter of the 21st December, that by referring to Mr. Tilley's letter of March 10th 1853, the Postmaster General of the United States will perceive, that he is under a misapprehension in supposing that this Department has declined to allow either pamphlets or magazines to be included in the mails transmitted through this country to Prussia.

I am, &c.
(Signed) FREDERIC HILL.

APPENDIX (O.)

PRINCIPAL IMPROVEMENTS IN THE POSTAL SYSTEMS OF THE UNDER-MENTIONED COUNTRIES SINCE THE INTRODUCTION OF PENNY POSTAGE INTO GREAT BRITAIN AND IRELAND, IN JANUARY 1840.

Note.—1. The coins, weights, and measures are given in their nearest English equivalents.
 2. In most of the countries embraced in this return, the Post Office undertakes, in connexion with the conveyance of the Mails, to carry Passengers also; and the receipts, expenses, and profits relating to these Passengers, are generally mixed with those relating to Letters, and are consequently included in the sums entered in these columns, it not having been found practicable to state them separately. Again, in some instances, a large expense is incurred in the delivery of Letters, while in others, as in that of the United States, the Post Office does not undertake the delivery. Moreover, in some countries, as in France, the conveyance of the Mails by Railway is attended with little cost to the Post Office, in consideration, probably, of assistance given by the Government in the construction of the Railways; while in others, the full expense falls on the Post Office. These circumstances render it very difficult to trace with certainty the financial result of a reduction in Postage, or to institute any trustworthy comparison between the receipts, expenses, and profits of the Post Offices of different countries.

Country.	Nature and Date of Improvements.	Present Rates of Postage.	Gross Receipts, Expenses, and Profits of the Post Office.
AUSTRIA	Measures were successively introduced in 1842, '43, '48, '49, and '50, which have effected a simplification and reduction of postage, regarding not only letters but newspapers and other printed matter. Postage stamps also have been introduced.	On letters weighing not more than $\frac{1}{2}$ oz. there is a single rate (if prepaid in stamps) of 1½d. for a distance not exceeding 46 miles; of 2½d. when between 46 and 92 miles; and of 3¾d. beyond that distance. On letters above $\frac{1}{2}$ oz. and not exceeding 1oz. two rates are charged; above 1 and not exceeding 1½ oz. three rates, and so on, an additional rate being demanded for every $\frac{1}{4}$ oz. On unpaid letters 1½d. extra is charged. On newspapers and other printed matter ½d. per $\frac{1}{4}$ oz. if prepaid in stamps; otherwise the full letter postage.	<div style="text-align: right;">1841.</div> <div style="text-align: right;">£</div> <div style="text-align: right;">Gross receipts - - 630,680</div> <div style="text-align: right;">Expenses - - - 417,269</div> <div style="text-align: right;">Profits - - - 213,411</div> <hr/> <div style="text-align: right;">1852.</div> <div style="text-align: right;">Gross receipts - - 906,805</div> <div style="text-align: right;">Expenses - - - 839,860</div> <div style="text-align: right;">Profits - - - 66,945</div>

BADEN	Measures were adopted in 1842 and 1861 with the same result as in the case of Austria. Postage stamps also have been introduced.	On letters, and on all printed matter except newspapers, the rates are the same as the Austrian. On political newspapers published in the Grand Duchy the postage is 50 per cent. on the cost of publication, (the Post Office acting in such case as news agent); and on non-political newspapers 25 per cent.	1841. Gross receipts - 91,714 Expenses - 69,314 Profits - 22,400 1852. Gross receipts - 96,368 Expenses - 74,929 Profits - 21,434
BAVARIA	Measures were introduced in 1843 and 1849 tending to a considerable simplification and reduction in the postage on letters and newspapers conveyed more than 28 miles. Postage stamps also have been introduced.	On letters not exceeding $\frac{1}{2}$ oz. there is a single rate, if pre-paid in stamps, of $1\frac{1}{2}d.$ for a distance not exceeding 56 miles, and of $2\frac{1}{2}d.$ beyond that distance; if un-paid $1\frac{1}{2}d.$ extra is charged. On letters between $\frac{1}{2}$ oz. and 2 oz. two rates are charged. On newspapers and other printed matter $\frac{1}{2}d.$ per $\frac{1}{2}$ oz. is charged if pre-paid in stamps; otherwise the full letter postage. Neither letters nor newspapers weighing more than 2 oz. are forwarded by the letter post.	1842. Gross receipts - 70,834 1853. Gross receipts - 77,648 No return has been received of the expenses and profits.

APPENDIX (O).—continued.

Country.	Nature and Date of Improvement.	Present Rates of Postage.	Gross Receipts, Expenses, and Profits of the Post Office.
BELGIUM - - -	The postage on newspapers was reduced one-half in January 1848. The rates on letters were simplified and reduced one-half in July 1849. Postage stamps have been introduced.	<p>On letters weighing not more than $\frac{1}{2}$ oz. there is a single rate of 1<i>d.</i> for a distance not exceeding 19 miles, and of 2<i>d.</i> for any greater distance.</p> <p>On letters weighing between $\frac{1}{2}$ and $\frac{3}{4}$ oz. two rates, between $\frac{3}{4}$ and 2 oz. four rates, and between 2 and $3\frac{1}{4}$ oz. six rates are charged; and so on; two additional rates being charged for every additional $1\frac{1}{2}$ oz. weight.</p> <p>On newspapers the rate is 1<i>d.</i> each; and on other printed matter 1<i>d.</i> for ten sheets.</p>	<p>1848.</p> <p>Gross receipts - 138,619</p> <p>Expenses - 60,612</p> <p>Profits - 78,007</p> <p>1852.</p> <p>Gross receipts - 140,071</p> <p>Expenses - 66,468</p> <p>Profits - 73,603</p>
BRAZIL - - -	In 1843 a reduced and uniform postage on letters was established. Postage stamps have been introduced. Prepayment has been made compulsory.	<p>On letters not exceeding $\frac{1}{2}$ oz. the postage is 1<i>d.</i>; with an increase of half that sum for every additional $\frac{1}{2}$ oz.</p> <p>Newspapers are charged $\frac{1}{2}$ <i>d.</i> each; and other printed matter, one quarter the letter postage.</p>	<p>1842.</p> <p>Gross receipts - 10,196</p> <p>Expenses - 16,481</p> <p>Loss - 6,285</p> <p>1851.</p> <p>Gross receipts - 22,877</p> <p>Expenses - 30,302</p> <p>Loss - 7,425</p>
BREMEN - - -	A reduction of about 30 per cent. on the postage on letters took place in 1847.	The postage on letters between Bremen and Vegesack is 1 <i>d.</i> per oz., and between Bremen and Bremenhaven $1\frac{1}{2}$ <i>d.</i> per oz. Newspapers are forwarded free within the territory; other printed matter at 1 <i>d.</i> per oz.	<p>Gross receipts from £800 to 1,000</p> <p>Expenses " 350 to 500</p> <p>Profits " 450 to 500</p>

BAUNSWICK	<p>The postage on letters was simplified and reduced in 1849. Postage stamps have been introduced.</p>	<p>On letters weighing not more than $\frac{3}{4}$ oz. there is a single rate of $\frac{3}{4}d.$ for a distance not exceeding 23 miles, of $1\frac{1}{4}d.$ for a distance not exceeding 26 miles, and of $1\frac{3}{4}d.$ above that distance ; and the postage increases, though at irregular intervals, with an increase of weight.</p> <p>On newspapers the rates are from 25 to 84 per cent. on the cost, according to the frequency of publication, the Post Office acting as news-agent.</p> <p>Other printed matter is charged half letter rates.</p>	<p>1848.</p> <table><tr><td>Gross receipts</td><td>-</td><td>17,749</td></tr><tr><td>Expenses</td><td>-</td><td>12,863</td></tr><tr><td>Profits</td><td>-</td><td>4,886</td></tr></table> <p>1852.</p> <table><tr><td>Gross receipts</td><td>-</td><td>21,192</td></tr><tr><td>Expenses</td><td>-</td><td>14,940</td></tr><tr><td>Profits</td><td>-</td><td>6,252</td></tr></table>	Gross receipts	-	17,749	Expenses	-	12,863	Profits	-	4,886	Gross receipts	-	21,192	Expenses	-	14,940	Profits	-	6,252
Gross receipts	-	17,749																			
Expenses	-	12,863																			
Profits	-	4,886																			
Gross receipts	-	21,192																			
Expenses	-	14,940																			
Profits	-	6,252																			
CHILE	<p>A reduction of postage on letters to one-fifth of its previous amount took place in 1853. Postage stamps have been introduced.</p>	<p>The postage of pre-paid letters is $2\frac{1}{2}d.$ per oz.; that of unpaid $5d.$ per oz.</p> <p>On newspapers published in the country, the postage is $\frac{3}{4}d.$ each, but no inland postage is charged on newspapers coming from abroad. On other printed matter, as also on samples of goods, the charge is $5d.$ per lb.</p>	<p>1852.</p> <table><tr><td>Gross receipts</td><td>-</td><td>14,081</td></tr><tr><td>Expenses</td><td>-</td><td>9,717</td></tr><tr><td>Profits</td><td>-</td><td>4,264</td></tr></table>	Gross receipts	-	14,081	Expenses	-	9,717	Profits	-	4,264									
Gross receipts	-	14,081																			
Expenses	-	9,717																			
Profits	-	4,264																			
DENMARK	<p>In 1842 and '48 measures were adopted for facilitating the transmission of newspapers, and in 1851, a reduced and uniform postage on letters was established.</p>	<p>On letters weighing not more than $\frac{1}{2}$ oz. the postage is $1d.$ if pre-paid, and if unpaid $1\frac{1}{2}d.$, with a like additional postage for every additional $\frac{1}{2}$ oz. up to 1 lb.</p>	<p>1841.</p> <table><tr><td>Gross receipts</td><td>-</td><td>79,556</td></tr><tr><td>Expenses</td><td>-</td><td>54,202</td></tr><tr><td>Profits</td><td>-</td><td>25,354</td></tr></table>	Gross receipts	-	79,556	Expenses	-	54,202	Profits	-	25,354									
Gross receipts	-	79,556																			
Expenses	-	54,202																			
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APPENDIX (O.)—*continued.*

Country.	Nature and Date of Improvements.	Present Rates of Postage.	Gross Receipts, Expenses, and Profits of the Post Office.
DENMARK— <i>continued</i>	Postage stamps have been introduced.	On newspapers, the ordinary charge is 20 per cent. on the publishing price, the Post Office acting as news-agent; but on those from England and some other countries, the charge is only 10 per cent. On other printed matter the postage is 1 <i>d.</i> for every 2 oz.	1852. Gross receipts - - - £ 70,963 Expenses - - - - - 70,405 Profits - - - - - 558
EQUATOR	Nil	On letters weighing not more than $\frac{1}{4}$ oz. the postage is 6 <i>d.</i> for a distance not exceeding 60 miles, 9 <i>d.</i> for a distance not exceeding 120 miles, 1 <i>s.</i> for a distance not exceeding 240 miles, and 1 <i>s.</i> 3 <i>d.</i> above that distance; between $\frac{1}{4}$ oz. and $\frac{1}{2}$ oz., the postage is 9 <i>d.</i> , 1 <i>s.</i> 3 <i>d.</i> , and 1 <i>s.</i> 6 <i>d.</i> , and 1 <i>s.</i> 9 <i>d.</i> respectively; and between $\frac{1}{2}$ oz. to 1 oz., 1 <i>s.</i> , 1 <i>s.</i> 6 <i>d.</i> , 2 <i>s.</i> 3 <i>d.</i> , and 2 <i>s.</i> 6 <i>d.</i> Newspapers are conveyed free of postage.	1852. Gross receipts - - - 2,495 Expenses - - - - - 2,228 Profits - - - - - 267 These accounts are stated to be of doubtful accuracy.
FRANCE	In 1848, twopence (the postage for distances not exceeding 25 miles) was adopted as a uniform postage, irrespective of distance.	On letters weighing not more than $\frac{1}{4}$ oz. the rate, if prepaid, is 2 <i>d.</i> , if unpaid 3 <i>d.</i> ; between $\frac{1}{4}$ and $\frac{1}{2}$ oz. two rates are charged, between $\frac{1}{2}$ and $\frac{3}{4}$ oz. four rates; with four additional rates for every additional $\frac{3}{4}$ oz. or fraction of that weight.	1847. Gross receipts - - - 2,131,827 Expenses - - - - - 1,419,093 Profits - - - - - 712,734

FRANKFORT (for Hesse and Nassau).	<p>This was equivalent to an average reduction of about 50 per cent. The single rate was afterwards raised to $2\frac{1}{2}d$. In July 1854, the postage on prepaid letters was again reduced to $2d$, but that on unpaid letters was increased to $3d$. Postage stamps have been introduced.</p>	<p>On newspapers the postage is $1d$. per sheet if prepaid, but if posted unpaid, newspapers are treated as letters; on other printed matter the postage is $\frac{1}{2}d$. per sheet.</p>	<p>1852. Gross receipts - - 1,864,380 Expenses - - 1,324,785 Profits - - 539,595</p> <p>1853. Gross receipts - - 1,974,341 (The expenses are not yet ascertained.)</p>
	<p>A simplified and reduced rate on letters was introduced in 1850. Postage stamps have been introduced.</p>	<p>On letters weighing not more than $\frac{1}{2}$ oz. the rate is $\frac{1}{2}d$. for a distance not exceeding 14 miles, $1\frac{1}{2}d$. for a distance not exceeding 70 miles, $2\frac{1}{2}d$. for a distance not exceeding 130 miles, and $3\frac{1}{2}d$. for a greater distance, with an increase of one rate for every additional $\frac{1}{2}$ oz. of weight up to 2 oz., 5 rates being charged for weight between 2 and 4 oz., and 6 rates for 4 oz. and upwards. On political newspapers the postage varies from 25 to 50 per cent. on the publishing price, the Post Office acting as news-agent; on other printed matter it amounts to $\frac{1}{4}$th of the letter postage.</p>	<p>No return of these amounts has been received.</p>
HAMBURG	<p>In January 1852 the letter postage of the German Postal Union was adopted. See "Austria."</p>	<p>For the postage on letters, see "Austria." On newspapers and other printed matter the postage is $\frac{1}{2}d$. per $\frac{1}{2}$ oz. prepaid.</p>	<p>1851. Gross receipts - - 7,946 Expenses - - 3,087 Profits - - 4,909</p>

APPENDIX (O.)—continued.

Country.	Nature and Date of Improvements.	Present Rates of Postage.	Gross Receipts, Expenses, and Profits of the Post Office.
HAMBURG—continued	- - -	- - -	<p>1852.</p> <p>Gross receipts - 8,209</p> <p>Expenses - 3,062</p> <hr/> <p>Profits - 5,147</p> <hr/>
HANOVER	A reduced and uniform postage on letters was established in 1850. Postage stamps have been introduced.	On letters weighing not more than $\frac{1}{2}$ oz. the postage is 1 $\frac{1}{2}$ d., with an increase of 1 $\frac{1}{2}$ d. for every additional $\frac{1}{2}$ oz. up to 2 oz. No additional postage is charged on letters between 2 oz. and 4 oz., and letters above 4 oz. are not received. On newspapers the postage varies from 25 to 50 per cent. on the cost; the Post Office acting as news-agent.	<p>1849.</p> <p>Gross receipts - 35,762</p> <p>Expenses - 12,470</p> <hr/> <p>Profits - 23,292</p> <hr/> <p>1852.</p> <p>Gross receipts - 31,592</p> <p>Expenses - 12,040</p> <hr/> <p>Profits - 19,552</p> <hr/>
LUBECK	In 1852 the letter postage of the German Postal Union was adopted. See "Austria."	For the postage both on letters and newspapers, see "Austria."	<p>1852.</p> <p>Gross receipts - 4,417</p> <p>Expenses - 2,633</p> <hr/> <p>Profits - 1,784</p> <hr/>

NAPLES	A slight reduction in the postage on letters took place in 1845.	On letters the postage is 1 <i>d.</i> per sheet for distances not exceeding 50 miles, 1½ <i>d.</i> for distances not exceeding 100 miles, 2 <i>d.</i> for distances not exceeding 150 miles, and for every oz. weight 2 <i>d.</i> , 3 <i>d.</i> , and 4 <i>d.</i> for the respective distances. On newspapers and other printed matter, the postage is 1 <i>d.</i> for 5 sheets.	No return has been received.																														
NEW GRANADA	In 1846 the rates of postage were simplified.	On letters weighing ½oz., the postage is 4 <i>d.</i> within the same province where posted, and 6 <i>d.</i> beyond. Newspapers are conveyed free of charge; other printed matter at 2 <i>s.</i> per lb.	Gross receipts ranging from 13,333 <i>l.</i> to 16,666 <i>l.</i> in 1850. Gross receipts 20,325 <i>l.</i> The expenses and profits are not stated.																														
NETHERLANDS	In 1850 the rates on letters and newspapers were reduced one half. Postage stamps have been introduced.	On letters weighing not more than ½oz., the postage is 1 <i>d.</i> for a distance not exceeding 19 miles; 2 <i>d.</i> between 19 miles and 62 miles; and 3 <i>d.</i> for any greater distance: between ½oz. and 1oz. the postage is 2 <i>d.</i> , 4 <i>d.</i> , and 6 <i>d.</i> ; and between 1oz. and 1½oz., 3 <i>d.</i> , 6 <i>d.</i> , and 9 <i>d.</i> respectively, for the three foregoing distances, and it increases with a further increase of weight. On newspapers the postage is ½ <i>d.</i> per sheet, and on other printed matter ¾ <i>d.</i> per sheet.	<table><tr><td></td><td>1849.</td><td>£</td></tr><tr><td>Gross receipts</td><td>-</td><td>112,547</td></tr><tr><td>Expenses</td><td>-</td><td>39,927</td></tr><tr><td>Profits</td><td>-</td><td>72,620</td></tr><tr><td></td><td>1852.</td><td></td></tr><tr><td>Gross receipts</td><td>-</td><td>115,217</td></tr><tr><td>Expenses</td><td>-</td><td>62,261</td></tr><tr><td>Profits</td><td>-</td><td>52,956</td></tr><tr><td></td><td>1853.</td><td></td></tr><tr><td>Gross receipts</td><td>-</td><td>120,067</td></tr></table>		1849.	£	Gross receipts	-	112,547	Expenses	-	39,927	Profits	-	72,620		1852.		Gross receipts	-	115,217	Expenses	-	62,261	Profits	-	52,956		1853.		Gross receipts	-	120,067
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APPENDIX (O.)—continued.

Country.	Nature and Date of Improvements.	Present Rates of Postage.	Gross Receipts, Expenses, and Profits of the Post Office.
OLDENBURG - -	A simplification, and, as respects the heavier letters, a reduction of the rates took place in 1852. Postage stamps have been introduced.	Letters weighing not more than $\frac{1}{2}$ oz. are charged a single rate of $1\frac{1}{2}d.$ for a distance not exceeding 46 miles, and of $1\frac{1}{2}d.$ beyond that distance. Letters from $\frac{1}{2}$ oz. to 1 oz. are charged two rates, letters from 1 oz. to $1\frac{1}{2}$ oz. are charged three rates, and so on, an additional rate being charged for every additional $\frac{1}{2}$ oz. On newspapers the postage is from 50 to 25 per cent. on the cost of publication, the Post Office acting as news-agent; and on other printed matter $\frac{1}{2}d.$ for 2 oz. if prepaid.	<p>1851.</p> <p>Gross receipts - - £ 12,726</p> <p>Expenses - - - 10,910</p> <hr/> <p>Profits - - - 1,816</p> <hr/> <p>1852.</p> <p>Gross receipts - - 12,361</p> <p>Expenses - - - 12,120</p> <hr/> <p>Profits - - - 241</p> <hr/> <p>The gross receipts average about 7,600<i>l.</i> a year, and it is stated that the expenses are believed to amount to the same sum.</p>
PERU - -	A considerable reduction in postage took place in 1851 and 1852.	On letters weighing not more than $\frac{1}{2}$ oz. the postage is $3d.$ for a distance of 45 miles, and for greater distances it gradually increases to $2s.$, which is the maximum. Newspapers are carried free; on other printed matter the postage is $4s. 3d.$ for 4 oz.	
PORTUGAL - -	In July 1853 a reduced and uniform postage was established. Postage stamps were likewise introduced.	Letters weighing not more than $\frac{1}{2}$ oz. are subject to a single rate of $1\frac{1}{2}d.$, between $\frac{3}{4}$ oz. and $\frac{1}{2}$ oz. two rates, between $\frac{1}{2}$ oz. and $\frac{3}{4}$ oz. three rates, and so on, an additional rate being charged for every additional $\frac{1}{4}$ oz.; the postage must be pre-paid, and that in stamps, otherwise the charge is 60 per cent. higher.	<p>Year ending July 1853.</p> <p>Gross receipts - - - 36,900</p> <p>Expenses - - - 27,675</p> <hr/> <p>Profits - - - 9,225</p> <hr/>

PRUSSIA	<p>-</p> <p>-</p> <p>-</p> <p>In 1844 and 1850 the rates of postage were reduced and simplified.</p> <p>Postage stamps and stamped envelopes have been introduced.</p>	<p>On newspapers, if pre-paid in stamps, the postage is $\frac{1}{4}d.$ each : and on other printed matter $\frac{1}{2}d.$ per oz. : if not pre-paid in stamps, the rate in each case is double.</p> <p>On letters under $\frac{1}{2}$ oz. the postage is $1\frac{1}{4}d.$ for a distance not exceeding 46 miles, $2\frac{1}{4}d.$ between 46 and 92 miles, and $3\frac{3}{4}d.$ for a greater distance.</p> <p>Letters between $\frac{1}{2}$ oz. and 1 oz. { are charged 2 rates.</p> <table><tr><td>"</td><td>1</td><td>"</td><td>$1\frac{1}{4}$</td><td>3</td><td>"</td></tr><tr><td>"</td><td>$1\frac{1}{4}$</td><td>"</td><td>2</td><td>4</td><td>"</td></tr><tr><td>"</td><td>2</td><td>"</td><td>4</td><td>5</td><td>"</td></tr><tr><td>"</td><td>4</td><td>"</td><td>8</td><td>6</td><td>"</td></tr></table> <p>On newspapers and other printed matter the postage is $\frac{1}{4}d.$ per $\frac{1}{2}$ oz. pre-paid for any distance.</p>	"	1	"	$1\frac{1}{4}$	3	"	"	$1\frac{1}{4}$	"	2	4	"	"	2	"	4	5	"	"	4	"	8	6	"	<p>1843.</p> <table><tr><td>Gross receipts</td><td>-</td><td>1,123,026</td></tr><tr><td>Expenses</td><td>-</td><td>895,844</td></tr><tr><td>Profits</td><td>-</td><td>227,182</td></tr></table> <p>1853.</p> <table><tr><td>Gross receipts</td><td>-</td><td>1,285,596</td></tr><tr><td>Expenses</td><td>-</td><td>1,133,101</td></tr><tr><td>Profits</td><td>-</td><td>152,495</td></tr></table>	Gross receipts	-	1,123,026	Expenses	-	895,844	Profits	-	227,182	Gross receipts	-	1,285,596	Expenses	-	1,133,101	Profits	-	152,495
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RUSSIA	<p>-</p> <p>-</p> <p>-</p> <p>A reduced and uniform rate on letters was established in 1843.</p> <p>Prepayment has been made compulsory.</p> <p>Stamped envelopes have been introduced.</p>	<p>On letters the postage is $4d.$ per oz. On newspapers published within the empire the postage is from $4s. 9d.$ to $9s. 6d.$ each paper per annum.</p> <p>Regarding the postage on newspapers published in foreign countries, no statement has been returned.</p>	<p>1842.</p> <table><tr><td>Gross receipts</td><td>-</td><td>665,549</td></tr><tr><td>Expenses</td><td>-</td><td>267,988</td></tr><tr><td>Profits</td><td>-</td><td>397,561</td></tr></table> <p>1852.</p> <table><tr><td>Gross receipts</td><td>-</td><td>771,080</td></tr><tr><td>Expenses</td><td>-</td><td>489,978</td></tr><tr><td>Profits</td><td>-</td><td>281,102</td></tr></table>	Gross receipts	-	665,549	Expenses	-	267,988	Profits	-	397,561	Gross receipts	-	771,080	Expenses	-	489,978	Profits	-	281,102																								
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APPENDIX (O.)—continued.

Country.	Nature and Date of Improvements.	Present Rates of Postage.	Gross Receipts, Expenses, and Profits of the Post Office.
SARDINIA	A reduced and uniform postage was established in 1851. Postage stamps have been introduced.	On letters weighing not more than $\frac{1}{4}$ oz. the postage is - - - 2d. From $\frac{1}{4}$ oz. to $\frac{3}{4}$ oz. - - 4d. " $\frac{3}{4}$ oz. to 2 oz. - - 8d. " 2 oz. to $3\frac{1}{4}$ oz. - - 1s. and so on, with an increase of 4d. for every additional $1\frac{3}{4}$ oz. On newspapers and other printed matter the postage is $\frac{1}{4}$ d. per sheet prepaid.	1850. Gross receipts - - 125,116 Expenses - - 67,038 Profits - - 58,078 1852. Gross receipts - - 128,506 Expenses - - 78,787 Profits - - 49,719
SAXONY	In 1840, and again in 1850, the postage on letters was reduced and simplified. Postage stamps have been introduced.	On letters weighing not more than $\frac{3}{4}$ oz., the postage is $\frac{1}{4}$ d. for a distance not exceeding 24 miles; $1\frac{1}{4}$ d. between 24 miles and 70 miles; and $2\frac{1}{4}$ d. for a greater distance; an additional rate being charged for every additional $\frac{3}{4}$ oz. On newspapers and other printed matter the postage is $\frac{3}{4}$ d. per $\frac{1}{4}$ oz., if prepaid in stamps; otherwise the same as on letters.	1849. Gross receipts - - 117,756 Expenses - - 79,637 Profits - - 38,119 1852. Gross receipts - - 133,577 Expenses - - 90,654 Profits - - 42,923

SPAIN	A uniform rate on letters was adopted in 1845. Postage stamps have been introduced.	On letters weighing not more than $\frac{3}{4}$ oz., the postage, if prepaid, is $2\frac{1}{2}d.$; between $\frac{3}{4}$ oz. and $1\frac{1}{2}$ oz., $2\frac{3}{4}d.$; between $1\frac{1}{2}$ oz. and $2\frac{1}{2}$ oz., $4d.$; and between $2\frac{1}{2}$ oz. and $5\frac{1}{2}d.$ On unpaid letters the postage is from 80 to 40 per cent. higher. Newspapers presented at the Post Office by the publishers, in bulk, are forwarded at the rate of $4d.$ per lb.	<p>1844.</p> <p>Gross receipts - 254,200</p> <p>Expenses - 152,600</p> <p>Profits - 101,600</p>
SWEDEN	No alteration has been made.	On letters weighing not more than $\frac{5}{4}$ oz. the postage is $1d.$ for a distance of 20 miles; $1\frac{1}{2}d.$ between 20 miles and 33 miles; $2d.$ between 33 miles and 66 miles; $2\frac{3}{4}d.$ between 66 miles and 132 miles; and so on, $5d.$ being the maximum single-rate charge for distance; for a weight not exceeding $1\frac{1}{4}$ oz., 2 rates are charged; between $1\frac{1}{4}$ oz. and $1\frac{3}{4}$ oz., 3 rates; and so on, with an additional rate for every additional $\frac{1}{4}$ oz. Newspapers are forwarded at the rate of $1\frac{1}{4}$ sheet for $\frac{1}{4}d.$	<p>1852.</p> <p>Gross receipts - 326,370</p> <p>Expenses - 208,250</p> <p>Profits - 118,120</p> <p>1850.</p> <p>Gross receipts - 52,000</p> <p>Expenses - 45,300</p> <p>Profits - 6,700</p> <p>1852.</p> <p>Gross receipts - 66,888</p> <p>Expenses - 64,788</p> <p>Profits - 2,100</p>
SWITZERLAND	In 1849, and again in 1851, the rates of postage on letters were reduced and simplified. Postage stamps have been introduced.	On letters weighing not more than $\frac{1}{4}$ oz., the postage is $\frac{1}{4}d.$ for a distance not exceeding 6 miles, $1d.$ between 6 miles and 30 miles, and $1\frac{1}{2}d.$ for any greater distance; with an increase of $\frac{1}{4}d.$ for every additional $\frac{1}{4}$ oz. Newspapers are charged $\frac{1}{3}$ of a farthing per oz., if published in the country, and $\frac{2}{3}$ of a farthing if foreign.	<p>1850.</p> <p>Gross receipts - 207,146</p> <p>Expenses - 177,226</p> <p>Profits - 29,920</p>

APPENDIX (O.)—*continued.*

Country.	Nature and Date of Improvements.	Present Rates of Postage.	Gross Receipts, Expenses, and Profits of the Post Office.
SWITZERLAND— <i>cont.</i>	- - -	On other printed matter, the postage is $\frac{1}{4}d.$ for 2 oz. within 30 miles, and 1d. for a greater distance.	<p>1852. £</p> <p>Gross receipts - 260,585</p> <p>Expenses - 192,484</p> <p>Profits - 68,101</p>
TUSCANY - -	Postage stamps have been introduced.	On letters not exceeding $\frac{1}{4}$ oz. in weight, the postage is $1\frac{1}{4}d.$; between $\frac{1}{4}$ oz. and $\frac{1}{2}d.$ oz., 2d.; between $\frac{1}{2}$ oz. and $\frac{3}{4}$ oz., 3d.; between $\frac{3}{4}$ oz. and 1 oz., 5d., and above 1 oz., $6\frac{1}{4}d.$ On newspapers the postage is $\frac{1}{4}d.$ per sheet if prepaid, or $\frac{1}{2}d.$ if unpaid; other printed matter is charged $\frac{1}{4}d.$ per sheet.	<p>1839.</p> <p>Gross receipts - 30,595</p> <p>Expenses - 15,919</p> <p>Profits - 14,676</p> <p>1852.</p> <p>Gross receipts - 45,109</p> <p>Expenses - 28,483</p> <p>Profits - 16,626</p>
UNITED STATES OF AMERICA.	By measures adopted in 1845, 1851, and 1852, the postage on letters and printed matter has been greatly reduced and simplified.	On letters weighing not more than $\frac{1}{4}$ oz., the postage is $1\frac{1}{4}d.$ if prepaid, and $2\frac{1}{4}d.$ if unpaid, for any distance not exceeding 3,000 miles; this charge being doubled for any greater distance. An additional rate is charged for every additional $\frac{1}{4}$ oz.	<p>1844.</p> <p>Gross receipts - 900,423</p> <p>Expenses - 913,009</p> <p>Loss - 12,586</p>

<p>Postage stamps also have been introduced.</p>	<p>On newspapers and all other printed matter (except books) the postage is $\frac{1}{4}d.$ per oz. On books the postage is $\frac{1}{4}d.$ per oz. for a distance not exceeding 3,000 miles, and $1d.$ per oz. beyond that distance, prepaid.</p>	<p>1853. Gross receipts - - 1,273,773 Expenses - - 1,728,652 Loss - - 449,879</p>
<p>WURTEMBERG - -</p> <p>In 1851 the rates of postage were simplified and reduced. Postage stamps also have been introduced.</p>	<p>On letters weighing not more than $\frac{1}{2}$ oz. the postage, if prepaid, is $\frac{1}{4}d.$ for a distance not exceeding $4\frac{1}{2}$ miles, $1d.$ between $4\frac{1}{2}$ miles and 56 miles, and $2d.$ for any greater distance. Unpaid letters are charged $1\frac{1}{4}d.$ per $\frac{1}{2}$ oz. extra. On political newspapers the postage is 50 per cent., and non-political 25 per cent. on the cost of publication, the Post Office acting as news-agent, besides which there is a small charge for delivery, which varies according to the frequency of publication, the maximum being $8d.$ per annum. On other printed matter the postage is $\frac{1}{4}d.$ per $\frac{1}{2}$ oz. prepaid.</p>	<p>Years from July 1841 to July 1852. Gross receipts - - 76,972 Expenses - - 74,287 Profits - - 2,685</p>

APPENDIX (P.)

NOMENCLATURE OF STREETS, &c.

COPY of REPORT from Mr. T. B. COOK, Inspector of Letter Carriers, to Mr. Rowland Hill.

General Post Office,

SIR,

27th December 1854.

HAVING been informed by Mr. Watson, that you desired I should make a statement of whatever I might know detrimental to the proper delivery of letters, I respectfully beg to submit the following remarks.

Not only the delivery, but the sorting is retarded by the irregularities connected with the building of houses, &c. in various parts of London.

First, the number of alleys and courts having houses without numbers, or badly numbered, occupy the time of the Letter Carriers so long, that the delivery of important letters in the neighbourhood is frequently delayed.

Secondly, the distinguishing streets of the same name by Great, Little, Upper, Lower, Old, New, East, West, &c., is very objectionable, omissions and mistakes being sometimes made by having such words prefixed.

Thirdly, a great number of streets of the same name and sometimes in the same parish or locality, such as King Street, Queen Street, John Street, William Street, New Street, &c. If reference be made to a book of Streets, there will be found about 50 King Streets, nearly as many Queen Streets, above 60 John Streets, 60 William Streets, and upwards of 40 New Streets, with various other places in similar proportions. The latter name is likely to mislead strangers, who may suppose such streets to be of recent construction. In course of time, like all other things, these streets become old, but still retain the name of *new*, when their appearance indicates them to be quite the reverse; such names are inapposite, and should therefore never be given to any places.

Fourthly, the irregularity in the numbering of houses is one of the greatest hindrances to the delivery of letters, and should be remedied as soon as possible, not only for official purposes, but also for the benefit of the public, who frequently suffer great inconvenience by the delay or non-delivery of letters, which otherwise would have reached the persons for whom they were intended.

These irregular numbers may generally be traced to the following causes. In the construction of new streets, the building of houses may commence at both ends, and on each side at the same time. The four corner houses are sometimes all called number one. The other parts of the street may be afterwards built by different persons, who now can give to their houses whatever names they may think proper. One may prefer Albert Terrace, another Wellington Place, and a third wishing to pre-

serve the family name, will call his houses Smith's, Taylor's, or Bacon's Cottages, as the case may be. Each set of houses having a number one, will cause *seven* houses in the same street to be of the same number. Irregular numbers are also sometimes occasioned by the carelessness or ignorance of the persons who inhabit the houses, an instance of which came under my notice while going round with a letter carrier to survey one of the districts in the eastern part of London. On arriving at a house in the middle of a street, I observed a brass number 95 on the door, the houses on each side being numbered respectively 14 and 16. A woman came to the door, when I requested to be informed why 95 should appear between 14 and 16; she said it was the number of a house she formerly lived at in another street, and it (meaning the brass plate) being a very good one she thought it would do for her present residence as well as any other.

If the removal of such anomalies could be effected, there can be no doubt that the service, and the public generally, would be materially benefited.

I am, &c.
(Signed) T. B. Cook.
