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SIXTH REPORT
OF
THE POSTMASTER GENERAL,
ON
THE POST OFFICE.

Presented to both Houses of Parliament by Command of Her Majesty



LONDON:
PRINTED BY GEORGE E. EYRE AND WILLIAM SPOTTISWOODE,
PRINTERS TO THE QUEEN'S MOST EXCELLENT MAJESTY.
FOR HER MAJESTY'S STATIONERY OFFICE.

1860.

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SIXTH REPORT.

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

MY LORDS,

I HAVE the honour to present to your Lordships my Report on the Post Office for the year 1859.

A remark similar to that of my predecessor regarding the previous year applies also to the year just ended, viz., that though there has been an increase in our postal revenue, reductions have been made in the rates of postage between the United Kingdom and several foreign countries, and the inland post, which for many years had steadily and rapidly improved, has again made good progress, at once as regards the means of posting letters in town, the extension of rural posts, the frequency, speed, and regularity of the mails, the extent of the area in which free deliveries are made, the hour in the morning at which the first delivery is completed, especially in London and its suburbs, where it was formerly late, and the daily number of deliveries; and all this has been accomplished without any addition to the labour of the officers, though meanwhile their salaries and wages have in many cases been considerably augmented, so that the scale of remuneration is higher now than at any previous time. General progress.

Extension of Inland Service.

Last year the number of Post Offices in the United Kingdom was increased by 177, making the whole present number 11,412; of which 825 are Head Post Offices, and 10,587 Sub-Post Offices. To these must be added 1,958 Road Letter Boxes, 790 of which were put up last year. Thus, the whole number of public receptacles for letters is now 13,370, as compared with 4,518 before the establishment of Penny Postage. Number of Post Offices.

Although in some cases attempts have been made to deface Road Letter Boxes, and thrust dirt into them, I am glad to state that such abuse is rare; but I regret to state that an attempt was made to set fire, during the night, to the contents of a box at a Post Office, viz., that at Devonport, which, besides partially effecting this detestable purpose, greatly imperilled the Road Letter Boxes.

whole building, and placed in jeopardy the lives of the Postmaster and his family. Fortunately, however, although there was some destruction of property, the fire was discovered in time to prevent the fatal catastrophe.

New Post Offices have been completed and occupied at Canterbury, Doncaster, Southampton, Torquay, and Kilmarnock; and new offices are nearly ready for use at Dover and Lincoln.

The Offices at Bath, Rugby, Stafford, Leicester, and Yarmouth have been made more commodious; as have many other smaller offices.

New Post Offices are in contemplation at Edinburgh, Aberdeen, and Dundee, and large improvements in the Post Offices at Manchester, Hereford, Norwich, Preston, and Taunton.

London Office.

Further improvements have been made in the office in St. Martin's-le-Grand, and others are in progress. Great relief too has been obtained by the transfer to the District Offices of much of the business previously transacted at the Central Office; so that, with reference to the quantity of work performed, the Central Office is now more commodious than it had been for many years. I may add that there has been a corresponding improvement in its lighting and ventilation.

It is fortunate that the original construction, although in many respects very defective, allowed of very considerable additions being made to the available room, and that at a very moderate cost; while, either by an additional story, or by carrying the building over the area reserved for the railway vans, abundant space may be obtained for all requirements within the extremest range of probability.

When the District Offices are completed, instead of possessing, as formerly, only one Post Office at which mails are despatched and received, and letters sent out for delivery, London will have ten such Post Offices.

London Postal Districts.

Although the Postal District system (which was fully described in the Second Annual Report) has now, in London, been in operation to a greater or less extent more than three years, it is not yet complete there, notwithstanding the progress made each year since its commencement. The chief difficulty has been to procure good sites for the District Offices; but this difficulty is now nearly surmounted, and in most of the Districts a new office if not completed has been commenced, while in every case a temporary office, at least, has been provided.

In each District the morning delivery within London proper and the despatch to the suburbs are now made from the District Office, the mail bags being brought to it direct from the railway stations, instead of being first conveyed, as formerly, to the General Office in St. Martin's-le-Grand; and the result is greater punctuality in the deliveries, and diminished labour to the Letter Carriers, who are no longer required to come on duty at so early an hour as when they all were required to assemble at the Central Office.

The facilities afforded by the District system for the rapid interchange of letters between one part of London and another has enabled the Department still further to abridge the time between the posting of a letter and its delivery ; so that there is now no difficulty, so far as the Post Office is concerned, in a person in London writing to a friend there, obtaining a reply, and sending a rejoinder, all in the same day.

Any letter posted in the town portion of either of the districts just before the box is cleared for delivery in the same district, is despatched by the Letter Carrier within thirty minutes of the time of posting.

With few exceptions every resident in London is now within a furlong of a Post Office or a Road Letter Box, and within a quarter of a mile of a Money Order Office.

I have again to acknowledge, with thanks, the co-operation afforded by the public in the rapid sorting of letters, by placing upon them the initials of the district ; and the assistance given to the letter carriers by the more general use of door letter-boxes.

Initial Letters
and Door
Letter-boxes.

In most of the suburban parts of the Districts arrangements have been made for accelerating the deliveries and for giving additional facilities for posting ; and, within six miles of London, a late evening delivery has been established.

In order to save the Letter Carriers from undue labour, this last delivery was at first accompanied with several restrictions ; but the delivery is now made at all houses which are provided with Letter Boxes, or which, like hotels and retail shops, are usually open to the Letter Carriers, provided the letters be fully prepaid.

Although there are already ten deliveries every day in London proper, I contemplate adding one more ; an arrangement which, with the opening of the other new District Offices, the revision of the posts in the few rural parts of the suburbs which have not yet been dealt with, and some other minor alterations, will complete the scheme of London District improvement.

After many efforts some machines have at length been constructed which are found in practice to perform the work of stamping and obliterating more quickly and perfectly than by hand. Some of these machines have been in use for a considerable time, and many more are in course of construction.

Stamping
machines.

For the further development of the provincial rural posts, a work in constant progress, the Department has incurred an additional expense of more than 11,000*l.* per annum ; but I trust that in time all this expense will be repaid, and will be found, in addition, to yield a fair profit. Indeed, had I not expected that the new or improved rural posts would be at least self-supporting, I should not have considered the expenditure justifiable.

Rural Posts.

At 1,516 places free deliveries were established for the first time last year ; and at 504 other places, including Newcastle-on-Tyne, Liverpool, and Londonderry, the free delivery was extended or otherwise improved.

Free Deli-
veries.

With reference to Londonderry, the Acting Surveyor reports as follows:

“ At Derry, the second town in point of importance in the Northern District, there have been many improvements effected; the force of the office has been increased considerably, a fourth delivery has been afforded, the free boundary has been considerably extended, and very great additional facilities in the way of postal accommodation to the more remote parts of the county have lately been afforded to the county town; for which the public are grateful.”

About 93 per cent. of the Letters, Newspapers, and other postal packets delivered in the United Kingdom are now conveyed without any charge beyond the ordinary postage, by Letter Carriers and Rural Messengers, to the houses of the addressees; and this proportion, great as it is, is always on the increase.

Increase and decrease of correspondence in London.

The division of London into Postal Districts has brought to light some of the causes which there influence the increase and decrease of correspondence, and which could not have been ascertained had the circulation continued to be through one central office.

As may be supposed, the greatest variations are found in the two Central Districts and in the Western and the South Western; the first two being chiefly influenced by circumstances affecting the commercial community, and the two latter by the meeting of Parliament and by the London season.

A decrease in the London District correspondence occurred after Midsummer last year (as compared with the corresponding period in the previous year), and was apparently caused partly by the unusual number of persons who left town in consequence of the great heat of the weather; partly by the absence of the large number of election circulars posted in the previous summer; partly by a temporary check to trade, while this season in 1858 was one of unusual activity; and partly by the builders' strike, by which many branches of trade were suspended.

Postal effects of Parliamentary Elections.

As an example of the postal effect of a Parliamentary election in one of the metropolitan boroughs, it may be mentioned that the number of letters and circulars which passed through the post in reference to the Marylebone election was upwards of 70,000.

Day Mails.

During the last year 77 towns were provided with Day Mails to or from the metropolis of one or other of the three parts of the United Kingdom, and some of them with mails in both directions; this mail being in several instances the third during the 24 hours.

Scilly Islands.

The mail to the Scilly Islands is now despatched three times a week, and a steamboat has been substituted for a sailing vessel;

thereby greatly improving the communication, both in frequency and regularity.

The conveyance of mail bags, by ordinary trains, at the rates usually charged to the public for parcels, was considerably extended during the year; but this extension of postal convenience at a moderate charge has been confined chiefly to the following lines of railway, viz., the Great Northern, the South Eastern, and the London, Brighton, and South Coast. Mails at parcel rates.

Improvements in the cross post communication of the country are of almost daily occurrence; one of the most important during the last year being that which gave to Liverpool and Manchester a more direct communication with Cornwall and Devonshire.

The opening of the Cornwall Railway has afforded to the whole district west of Plymouth an important acceleration of its mails.

An earlier arrival and later departure of the London Night Mail has been afforded to the towns between Brighton and Chichester; an improvement in which, as in all former arrangements, the Department received co-operation, in the most liberal spirit, from the Brighton Railway Company. Accelerations.

But by far the most important acceleration of the past year was that of the Night Mail, viâ Carlisle, between London and Edinburgh and Glasgow, referred to in the last Report. This acceleration has given an earlier arrival and later despatch of the Night Mail at Edinburgh and Glasgow by nearly two hours each, (thus increasing the interval for reply by nearly four hours,) and has afforded a similar boon to Perth, Dundee, Aberdeen, Inverness, and the North of Scotland generally. As regards Edinburgh and Glasgow, the success of the measure has been promoted by an arrangement for partially sorting the letters on the railway.

As already explained, this acceleration has been chiefly effected by an arrangement for limiting by the mail train (at a great expense, however, to the Post Office) the passenger and parcel traffic; so that the train may not be impeded by the great weight which at certain seasons of the year it used to carry. The experiment has proved successful, as shown by the fact that during the last Scottish season (July, August, September, and October), this mail was far more regular, notwithstanding its greater speed, than in the same months for many years past. Thus the improvement has been twofold—increased speed and greater regularity; the latter being, perhaps, the more important of the two.

Since the beginning of the present year an earlier despatch and an acceleration have been made of the Day Mails from London to the north by both the western and eastern routes; by which means an important improvement has been afforded to Liverpool, Manchester, Leeds, Hull, and the north of England generally.

Irish Postal Service.

Considerable progress has been made in the arrangements relative to the improved postal communication with Ireland, the contract for which will probably come into operation in the course of the ensuing summer. Improvements have been made in the harbour at Holyhead for facilitating the landing and embarking of mails and passengers when the larger vessels now in course of construction shall have come into use; and the building of the larger vessels is also making satisfactory progress. There still remain, however, many preparations before the Post Office can be ready for so extensive a change.

Travelling Post Offices.

The number of Travelling Post Offices, used to save time, by doing much of the business of sorting while the mails are in progress, has been considerably increased. Under this arrangement the public are enabled to post letters up to a later time than would otherwise be practicable, and to obtain an earlier delivery.

To promote the health and comfort of the clerks and guards employed in the Travelling Post Offices a careful examination has been made by the Medical Officer and the Inspector General of Mails, which has led to the suggestion of many improvements in the construction of these offices; and, among other benefits, has secured a much better ventilation.

Exchanging apparatus.

The use of machinery for the exchange of mail bags without stopping the train has been further extended, with great advantage to the general mail service of the country. This apparatus enables us to accelerate the trains by avoiding many stoppages, and that without any loss of postal convenience to the towns served therefrom. The "double arm," by which the delivery of a second set of bags at the same station is managed, has also been brought into further use; and in one or two instances even a third set of bags is delivered.

Improved vans.

An improved van has been devised for conveying the mails between the General Post Office and the metropolitan railway stations; and a model van on this better construction is nearly completed. The chief advantage sought is a ready means of throwing the roof and back of the van completely open, for the purpose of rapid loading and unloading. This new carriage bids fair greatly to excel the old-fashioned and somewhat clumsy vehicles now in use.

Metropolitan Railway.

For a much more important improvement in this part of the service, however, I look forward to the metropolitan railway, now at length in course of construction, which is to link together the greatest railways which start from London. Ultimately, I hope that all the metropolitan railways will be thus united.

General contracts with Railway Companies.

In addition to those previously mentioned, the Department has entered into general agreements, for the right to use all their trains, with the companies owning the Cornwall Railway, the Londonderry and Enniskillen, and the Dublin and Kings-

own Railway; making the whole number of such agreements seventeen.

The subjoined table shows that the distance over which mails are now conveyed within the United Kingdom by railways, mail coaches, &c., steam-packets, boats, and foot messengers, is about 140,000 miles per day; being about 7,500 miles more than at the end of 1858. This increase is principally in railway conveyance, and in conveyance on foot; though the amount of the railway service, even now, does not much exceed that performed by coaches and mail carts.

Distance that Mails are now carried; with cost of conveyance.

1859.*

	Mails conveyed by Railways.					Mails conveyed by Mail Coaches, Omnibuses, Mail Carts, &c.				
	Number of Miles per Week Day.	Average Charge per Mile.	Maximum.	Minimum.		Number of Miles per Week Day.	Average Charge per Mile.	Maximum.	Minimum.	
ENGLAND - -	27,506	s. d. 0 8†	s. d. 3 6†	d. ½		19,024	d. 2½	s. d. 0 9		{ Exemption from Tolls.
IRELAND - -	3,267	1 2	4 1	½		8,950	2	0 8		{ d. ½
SCOTLAND - -	4,831	0 10½	4 0	½		4,962	2½	0 6½		{ d. ½
UNITED KINGDOM	35,604	0 9½	4 1	½		32,936	2½	0 9		{ Exemption from Tolls.

(continued)

	Mails conveyed on Foot.				Mails conveyed by Packets and Boats between different Places in the United Kingdom.				
	Number of Miles per Week Day.	Average Charge per Mile.	Maximum.	Minimum.	Number of Miles per Week Day.	Average Charge per Mile.	Maximum.	Minimum.	
ENGLAND - -	49,803	d. 1½	d. 4½	d. ½	1,134	s. d. 1 6½	s. d. 5 6½	d. ½	
IRELAND - -	8,362	1	2½	½	62	0 1	0 5½	½	
SCOTLAND - -	10,799	1½	3½	½	1,621	0 4½	1 10½	½	
UNITED KINGDOM	68,964	1½	4½	½	2,817	0 9½	5 6½	½	

* The Account was taken on the 1st December.

† In calculating these amounts, the payment to the Chester and Holyhead Railway Company has been omitted, as only part of that payment is for postal service, the remainder being of the nature of a Government grant to increase the general facilities for communication with Ireland.

Number of Letters, Newspapers and Books.

Number of
Letters.

The following table shows the number of letters delivered in the United Kingdom during the last year, with the rate of increase, and the proportion of letters to population* :—

—	Number of Letters in 1859.	Increase per Cent.† on Number in 1858.	Proportion of Letters to Population.
ENGLAND - - - -	446 millions	About 4½	22 to each person.‡
IRELAND - - - -	47 "	" 7	7 to each person.
SCOTLAND - - - -	52 "	" 2	16 to each person.
UNITED KINGDOM - -	545 "	" 4½	18 to each person.

As compared with 1858, the total shows an increase of 22 millions; and as contrasted with the year previous to the introduction of penny postage (1839), an increase (omitting franks) of 469 millions; making the present number of letters rather more than seven-fold what it was in 1839.

During the last five years the rate of increase, as contrasted in each instance with the number in the preceding year, has been as follows:—

1855	- - - -	2½ per cent.
1856	- - - -	4½ "
1857	- - - -	5½ "
1858	- - - -	3½ "
1859	- - - -	4½ "

Average rather more than - 4 "

Letters in
London.

In the London Office alone, counting the letters both inwards and outwards and counting forward letters, there has been an increase of more than twelve millions. Nevertheless, by improved arrangements in sorting, this great increase has been disposed of without any additional labour being thrown on the officers; and, except as regards delivery, without any addition to the force.

It is a striking fact that the number of London District letters, that is, of letters posted in the London District for delivery within the same,—the old twopenny post,—is now equal to the total number of letters, whether general or local, posted twenty years ago in the whole of England and Wales, London inclusive.

* 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 quarter in the year. At page 45 in the Appendix will be found a statement of the estimated number of letters in each year since 1838; and at pages 46 and 47 an estimate of the number of books and newspapers during each of the last four years.

† The rate of increase is calculated from the numbers given with greater minuteness in the table at page 45.

‡ In Glasgow the proportion is as high as 22 letters to each person, in Liverpool 27, in Birmingham 27, in Manchester 32, in Dublin 34, in Edinburgh 35, and in London 43.

The number of letters given in the foregoing statements includes those from beyond sea. The great bulk, however, are inland; the colonial and foreign forming less than one-fiftieth of the whole. Colonial and foreign letters.

The number of registered letters last year was nearly 1,400,000, or one registered letter to about 400 ordinary letters. This number shows an increase of about 6 per cent. on the previous year. Registered letters.

In 785 cases, or one in about 1,750, complaint was made that the registered letter had not reached its destination. All these letters, however, except 15, were afterwards recovered; and although there is no legal claim on the Department for the contents of a letter, whether registered or not, the Post Office in six cases voluntarily made good the loss; fault in these instances having been traced by the Department to its own officers. In the other cases, it was found that eight of the letters had been lost after they left the custody of the British Post Office; and in the remaining instance too much time had been allowed to pass, before the loss was reported, to admit of the letter being traced.

In 56 other cases similar complaint was made; but on strict inquiry it was ascertained that none of these letters had in fact been registered.

The number of newspapers delivered in the United Kingdom last year was about 70,500,000. Newspapers.

The number of letters returned to the writers owing to the failure in the attempts to deliver them, was about 1,900,000; being about 200,000 more than in the previous year. This is equal to about 1 in 280 of the whole number of letters. Returned letters.

Nearly half the non-deliveries was owing to the letters being addressed either insufficiently or incorrectly; more than 11,000 having been posted without any address at all.

The amount of property found in letters which could neither be delivered nor, for want of an address in the inside, be returned to the writers, was about £260. Property found in undelivered letters.

Owing to the cause mentioned in the case of letters, about 470,000 newspapers also were undelivered; being one in 150 of the whole number. Undelivered; Newspapers.

In the case of newspapers, the cause of non-delivery is sometimes carelessness in the folding, and the damp state of the covers, occasionally, when the papers are received from newspaper agents. But it is found that, however caused, in the London office only one newspaper in five thousand escapes from its cover.

The returned letters, as compared with those of the previous year, have increased in a greater ratio than the whole amount of correspondence; which is attributable in part to the circumstance, that insufficiently directed letters are no longer sent from place to place for trial, but, as speedily as possible, are returned to the writers.

It is very desirable that greater care should be taken in making the addresses of letters complete and legible.

Refused letters. About 60,000 letters were refused last year because they had not been prepaid.

Letters posted unsealed. About 200 letters per day are posted at the Chief Office in London unsealed.

Average postage of a letter and of a book packet. The average postage of an ordinary inland letter continues to be about $1\frac{1}{4}d.$, and the average postage of a book packet rather more than $2d.$

Average weight of a letter. Excluding official packets, the average weight of an inland letter continues to be rather more than a quarter of an ounce; that of a colonial letter, rather more than one-third of an ounce; and that of a foreign letter rather more than a quarter of an ounce.

Average weight of a newspaper and of a book packet. The average weight of an inland newspaper passing through the Post Office is about two ounces and a half; that of a colonial newspaper, rather more than two ounces; and that of a foreign newspaper, rather more than an ounce; the average weight of a book packet being about five ounces and a quarter.

Money Orders.

Money Order Offices. During the last year, 108 additional Money Order Offices were opened in England and Wales, and 20 in Ireland; while in Scotland, although 10 new offices were opened, 17 were closed owing to the small extent of their business. Thus the whole number of Money Order Offices is now 2,481, exclusive of Colonial Money Order Offices in connexion with the United Kingdom.

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

—	Number of Money Orders issued.	Amount.	Increase per Cent.	Com- mission.	Profit after deducting Expenses.	Proportion of Money Orders issued to Population.
ENGLAND and WALES	5,932,133	£ 11,358,057	5	£ 92,259	£ 27,780	Nearly 1 to every 3 persons
IRELAND	498,828	891,675	4	8,138	Loss 684	1 " 13 "
SCOTLAND	538,147	1,001,298	2	8,972	2,019	1 " 6 "
UNITED KINGDOM	6,969,108	13,250,930	4½	116,369	29,115	1 " 4 "

ANNUAL INCREASE in the Total Amount for which Money Orders were issued in the last five years, as compared in each case with the Amount in the year preceding.

Year.	ENGLAND and WALES.	IRELAND.	SCOTLAND.	UNITED KINGDOM.
1855	About 5	About 9	About 4½	About 5½
1856	" 7½	" 7	" 5½	" 7½
1857	" 3	" 1½	" 5½	" 3½
1858	" 4	" 4½	" 3½	" 4
1859	" 5	" 4	" 2	" 4½
Average increase }	5	5½	4½	5

* At pages 48 and 49 in the Appendix is a statement of the Money Orders issued and paid in each year since 1838.

Total Profit in each of the last ten years :—

	Profit.
	£
1850 - - - - -	3,236
1851 - - - - -	7,437
1852 - - - - -	10,689
1853 - - - - -	14,149
1854 - - - - -	16,167
1855 - - - - -	20,252
1856 - - - - -	22,674
1857 - - - - -	24,175
1858 - - - - -	25,936
1859 - - - - -	29,115

Profit.

The increase in the number of Money Orders last year was nearly 300,000, which is at about the same rate as in the previous year. Increase of Money Order business.

The Money Order system, though now productive of a large profit in England and Scotland, is still carried on at a loss in Ireland; but I trust that the next Report will show a profit there also.

Although great improvements had from time to time been made in the Money Order system, resulting in increased economy and greater facilities to the public, it was thought that by a further revision of the whole management, and a minute examination of its various parts, important amendments might still be made. About a year ago, my predecessor consequently appointed for this purpose a Committee, consisting of Mr. Parkhurst, Chief Clerk of the Secretary's Office, Mr. Scudamore, Receiver and Accountant General, and Mr. Jackson, Controller of the Money Order Office. Improvements in system.

After a long and laborious investigation, these gentlemen presented a very able report, in which they showed that, by the withdrawal of certain checks, which they proved to be no longer necessary, and by other judicious alterations, the work of the Money Order Office might be so much reduced as ultimately to afford a saving of about £4,000 per annum; while at the same time the position of some of the clerks might be ameliorated, and the general convenience of the public promoted.

Several of the Committee's recommendations, including an abolition of the distinction between Major and Minor Offices, have already been carried into effect; and, so far as there has been time to test them, have been fully successful.

The Committee's report afforded additional reason for a change which had long been in contemplation, and which will now soon be made. I allude to an increase from £5 to £10 in the sum for which a Money Order may be drawn; and advantage will be taken of the opportunity to reconstruct the scale of commission, so that while the charge in some instances will be reduced, there will no longer be a large class of Orders which do not pay their cost.

It will, moreover, be in the power of any person by using, as the case may be, a penny or twopenny stamp (besides paying the commission), to direct that his Money Order shall not be payable till ten days after date ; so as to give time to obtain an acknowledgment before the order be cashed.

Money paid for postage stamps.

To discourage the sending of coins by post, by facilitating the transmission of very small sums of money (for which the Money Order system with its necessary checks and attendant cost is scarcely applicable), provision has been made, in the London Offices, for exchanging postage stamps for money. The charge is $2\frac{1}{2}$ per cent., with a minimum of one halfpenny. Thus for 5s. worth of stamps 4s. $10\frac{1}{2}d.$ is paid, and for stamps worth 1s. $8d.$, 1s. $7\frac{1}{2}d.$

I intend soon to extend the arrangement to all the Post Offices in the country.

Money Orders at principal towns.

In the statement at page 50 in the Appendix, of the Money Orders issued and paid last year at some of the principal towns, a remarkable increase will be observed in the Orders issued at Portsmouth and Devonport ; indicating, I hope, a tendency in our soldiers and seamen to send more and more of their earnings to their families.

Unclaimed orders.

The unclaimed Money Orders last year amounted to £2,013, which, according to the established rule, was carried to the fund for assisting the officers of the Department in insuring their lives.

In proportion to the whole number of Orders, there were twice as many unclaimed in Ireland as in England or Scotland.

Extension of money order system to Canada.

In June last the Money Order system was extended to Canada, between which time and the end of the year nearly 4,000 Orders were issued in Canada on the United Kingdom, and about 1,150 in the United Kingdom on Canada ; the average amount of each Order being rather more than 3*l.*

It was thought prudent, in the first instance, to make the commission rather high, viz., fourfold that for an inland Money Order, but I think that the charge may now be somewhat lessened.

This enlargement of the Money Order system has worked very satisfactorily, and will, I hope, soon lead to its extension to other colonies. Such an extension would, I am convinced, be productive of much good ; would save much money that now probably runs to waste ; would afford great relief to many weak or aged persons, separated by the broad ocean from the younger and more vigorous members of their family ; and would materially promote self-supporting emigration.

Foreign and Colonial Posts.

New postal treaties.

The new postal convention with Portugal, referred to in the last Report, was ratified by the Cortes, and came into operation

in July last. Under its provisions a great reduction has been made in the postage of letters between this country and Portugal and Madeira, and a book post has been established. Portugal.

A new convention, with similar results, has been entered into with Nicaragua; and the reduced rates of postage it includes have been extended to the Mosquito Territory. Nicaragua.

A like convention also has been concluded, though not yet ratified, with New Granada; and by its means a considerable reduction will be obtained in the high rate hitherto paid for the transit of our mails across the Isthmus of Panama. New Granada.

A new convention has been agreed to also with Uruguay. Uruguay. This treaty, which, like the others, provides for a large reduction of postage, was carried into operation in this country on the day appointed, viz., the 1st July last; but up to the date of the latest accounts from Monte Video no steps had been taken for giving effect to it in the Republic.

To an offer made to the Republic of Peru to reduce the rates of postage, and establish a book post, on the same terms as those proposed to the other states of South and Central America, which, in spirit, are identical with the postal arrangements between this country and its own colonies, the Government of Peru replied by demanding, for the very small service rendered by their office, a share of the postage equal to one-half of that to be received by this country for our swift internal communication, our delivery from house to house, and the conveyance of the letters at our expense across the Atlantic, over the Isthmus of Panama, and through the Pacific! This demand was, of course, refused, and the negotiation has consequently come to an end. Peru.

The negotiations for a new convention with the several states of the German Postal Union have only been partially successful. The charge for postage upon paid letters, exchanged with most of the states, has indeed been reduced from 8d. the half ounce to 6d.; but letters to a few of the states are still charged at the old rate; as those states would not agree to the reduction. With none of the states, moreover, is there yet any book post or any reduction of transit rates. German Postal Union.

Imperfect, however, as has been our success with regard to the German Postal Union, this case is much more satisfactory than that of the United States, in the convention with which I am sorry to have again to report that there has been no progress whatever. To our proposal of February 1856, in which we asked for concurrence in a reduction in the letter postage from a shilling the half-ounce to sixpence, the establishment of a book post, and the adoption of low transit rates, on terms, as regards the division of postage, which appeared to the Duke of Argyll, then Postmaster General, to give to the United States even a larger share than that country could justly claim, a counter proposal has indeed been received. But this counter proposal not appearing to me to be equitable, I again addressed the American United States.

Postmaster-General, Mr. Holt, on the subject, stating fully my grounds of objection.

To this Letter, dated 11th November last, I have received no reply; but I observe that in his last Annual Report Mr. Holt states as follows: "The negotiations, which were temporarily suspended, having in view the reduction of the rates of postage upon letters and upon printed matter between this country and Great Britain, have been renewed, but, I regret to say, without any encouraging result. A most liberal proposition was submitted by this Department to the Postmaster-General of England, and, in view of the previous correspondence on the subject, the expectation was confidently indulged that he would promptly accede to it. It has, however, been declined, and for reasons so unsatisfactory that for the present no disposition is felt to pursue the matter further."

As regards the character of the proposition which Mr. Holt submitted for my consideration, I will not, as I am a party concerned, venture to pronounce judgment; but I think it due to myself and to the public to give the letter containing this proposition and my own in reply in the Appendix (page 57) to the present Report.

It will be seen that to provide for the possibility of an irreconcilable difference of opinion between Mr. Holt and myself, I offered that, if unfortunately such difference should exist, we should submit the matter to a third party; but Mr. Holt makes no reference to this offer.

Netherlands.

The negotiations for a postal convention with the Netherland Post Office have been suspended, and it has been determined to proceed no further in the matter until the Dutch Legislature has repealed the heavy stamp duty now levied on newspapers from the United Kingdom.

Hamburg.

The long delay to which the mails from London to Hamburg were subjected at Hanover led to a correspondence with the Hanoverian Government, with a view to its removal, and I am glad to state that the object, so much desired by the merchants of Hamburg and ourselves, has at length been attained.

Constantinople.

The British Post Office at Constantinople having proved insufficient, and in other respects ill-adapted for its purpose, a piece of land in the neighbourhood of the British Consular Buildings was purchased, and a new office erected. This office, which, for an oriental work, has been built with unusual rapidity, under the superintendence of Mr. Edwin Baines, architect, appointed, for this duty, by my predecessor, has now been opened to the public and will afford much additional accommodation to the merchants of Constantinople interested in the correspondence with this country.

Turkey.

In the Report for 1856 it was stated that the Turkish Government had accepted the services of Mr. Smith (who, as Postmaster, had been attached to the British Army during the war in the Crimea,) to organize an improved postal system in the Turkish

dominions. Although the value of Mr. Smith's suggestions was not disputed, no steps were taken towards their adoption, and towards the end of last year Mr. Smith was informed that his services would be no longer required. He returned, therefore, to this country, and has since been appointed Postmaster of Leeds.

A British Post Office has been established at Cairo; and the Secretary of State for India having announced that the Indian Government would no longer provide officers to accompany the Indian and Australian Mails in their transit through Egypt, I have organized a corps of janissaries for the purpose. Egypt.

There is now a book post between this country and Egypt, and on the 1st of April there will be one with Sweden. Sweden.

The chief articles of a contract have been agreed to with the Anglo-Luso-Brazilian Royal Mail Steam Navigation Company, for the conveyance of an additional mail, monthly, to Lisbon and the Brazils. Brazil.

A Packet Agent has been appointed at Nagasaki (Japan), and the correspondence for Japan is forwarded to Shanghai for transmission to Nagasaki by the best means that offer. According to the last accounts received, steam vessels are frequently despatched between these two ports. Japan.

Sir Samuel Cunard having liberally offered to allow his packets, without any additional payment, to call at Queenstown (Cork), to land and embark mails, on the voyage to and from Boston, the offer was accepted, and the arrangement has been in operation about four months; but a return which has been made of the length of the voyages on this plan, as compared with their previous length, makes it doubtful whether, except to Ireland, the alteration is of any value; the time gained at one end of the voyage being, as respects letters from Great Britain and the Continent, apparently neutralized by loss at the other end. North America.

At the request of the Postmaster-General of Canada, this arrangement was extended, in December last, to the packets under contract to the Canadian Government, which convey mails every week between the British Isles, Canada, and the United States; and notwithstanding the doubt which experience has thrown on the benefit of the arrangement, the plan will soon be extended also to the Cunard packets between Liverpool and New York, with a view, before ultimately deciding on its continuance, to give the arrangement a full trial, and in the meanwhile to prevent the inconvenience arising from the want of uniformity in the days of despatch and in the circulation of the letters.

In making the necessary arrangements, as regards the inland service in Ireland, for effecting this alteration, I received ready co-operation, on liberal terms, from the Great Southern and Western Railway Company.

A contract has been concluded for giving an additional mail, once a fortnight, to the United States and Canada, by means of packets to ply alternately between Galway and Boston and Galway and New York. The service is to begin not later than next June.

Continental
Mails.

The French Government having within the last few days given its consent to the re-arrangement and acceleration of the mails between London and Paris, referred to in the last Report, this important improvement will come into operation on the 1st May. By this alteration, instead of the present day mail, which is of little value, an effective day mail will be established, to start from each capital early in the morning and to arrive the same evening in time for a delivery in London or Paris, and for a despatch to the country; and the night-mail will arrive much earlier than at present, so as to admit of the letters being sent out by an early delivery, or forwarded by the morning mails, to places beyond.

Our share of the cost of this improvement will be more than 9,000*l.* a year, but the number of letters sent to and through France fully warrants the additional expense.

Much credit is due to Mr. Churchward, the contractor for the Dover and Calais service, for having brought forward a complete plan for effecting this improvement.

As a step towards this important alteration, and to afford relief in the London Circulation Office, an acceleration has already been made in the night mail from London to Dover, by means of which the mail, while leaving London a quarter of an hour later than formerly, reaches Dover a quarter of an hour earlier; and what is yet more important, keeps its appointed time, even at the higher speed, with much greater regularity. The train, indeed, conveying this mail, is now the fastest and most regular mail train in the kingdom. Although the distance is 88 miles, it makes only one stoppage on the way, and completes the journey in two hours.

The manner in which this service is worked is very creditable to the South-Eastern Railway Company.

Australia.

The expectation held out in the last Report of a great improvement in the Australian Packet Service, owing to its having been transferred to the Peninsular and Oriental Steam Navigation Company, has been realized, and the packet now often arrives at its exact time; occasionally, indeed, even before. Still there have been many cases of overtime, attributable, I believe, mainly, to the Company having been suddenly called upon to undertake this large addition to its previous duty, without time to procure, by building or purchase, a sufficient number of powerful vessels.

The appointed number of days for the conveyance of the mails between this country and Australia, by way of Egypt, is now as follows:—

	ADELAIDE.	MELBOURNE.	SYDNEY.
Viâ Marseilles - -	45 Days.	47 Days.	51 Days.
„ Southampton -	51 „	53 „	57 „

Short, however, as are these times, considering the great distance to be traversed, they are already much abridged by the telegraph; and with every addition to the telegraph a further

reduction will be made; a reduction far greater than could be attained by any conceivable acceleration of the packets.

By the joint operation of the telegraph and packets, news on the occasion of the last mail, was received in this country from Adelaide, Melbourne, and Sydney each in forty days.

Notwithstanding the energetic manner in which the Australian service has now, for some time, been performed, I was sorry to learn that it is not remunerative to the Company; owing, it was stated, to the small traffic in passengers and goods. In consequence of these representations the Company has been permitted to change the route from Aden by touching at Point de Galle, instead of going by way of Mauritius; an alteration which it is expected will give the Company a share of the large trade now rising up between Australia and India, besides affording a better course for navigation.

At the comparatively small additional subsidy of 25,000*l.* a year, the Company has, I believe, offered to perform, by the new route, a bi-monthly instead of a monthly service. The only difficulty in at once accepting this offer is the fact that the service is very far from self-supporting, and that there is no reasonable expectation that at the present rates of postage the increase in the number of letters, consequent on the communication being twice a month, instead of once, would make up even this small addition to the cost. Moreover, 25,000*l.* a year would not be the measure of what ought properly to be considered the expense of this additional mail, since the East Indian Government, which pays half the cost of the packets between England and Egypt, might fairly demand a payment for the use of those packets on account of Australia.

On the United Kingdom this latter question has no practical bearing; because as we undertake, in both instances, to pay half the loss which the services entail, an increase in the cost of the Australian service to the benefit of the Indian would merely augment the British payment in one case and diminish it in the other.

Pending the deliberations of our own Government on the question of a second mail to Australia, and those of the Parliamentary Committee now sitting on the Packet Service generally, a communication, has, I believe, been made, by your Lordships direction, to the Australian Governments, to learn the views of the colonists themselves.

By what must in part have been an oversight, no transit charge was, till lately, made on newspapers passing through Egypt; and thus for one penny, a sum which barely pays the expense of collection, conveyance, and delivery in the British Isles, (if indeed it accomplish even this,) a newspaper has been carried by costly packets, some twelve thousand miles, been conveyed through a foreign country, and delivered in the heart of a great continent; to the convenience and benefit, no doubt, of the comparatively few persons who send newspapers to India, China, or Australia, or receive them therefrom, but to the injury of the public at whose expense the service is maintained.

Partly to remedy this evil, my predecessor took measures for establishing a transit rate of one penny on newspapers to India, Australia, and all other places eastward of Suez when sent via Southampton and Alexandria; those forwarded via Marseilles having previously been subjected to a transit rate through France, which, under the present convention with that country, is sufficient to pay for the transit through Egypt also.

When I entered office, I found that this matter had been fully arranged; but that in order to provide for the many cases in which news-agents had received payment from their colonial customers, on the supposition that the postage on newspapers would continue as formerly, the regulation was not to take effect till the beginning of the present year. In the interval I received several applications to rescind the regulation; but to these I could not accede; first, because I had not myself power to alter the rule; and, secondly, because I could not, with just regard to my public duty, recommend your Lordships to do so; being convinced that the additional charge is a just one. You are, however, aware that in consequence of a subsequent offer on behalf of the Australian Colonies, to pay the cost of transit in a single sum, instead of a higher postage being demanded, newspapers to Australia are again forwarded via Southampton and Alexandria at the former rate of one penny.

By some of the applicants it was urged, as it has often been by others, that the wide circulation of newspapers is a very desirable object, as it tends to diffuse knowledge, and to bind countries and colonies more to each other. No one is more convinced of this than myself, or more highly appreciates the talent with which our newspaper press is conducted, or its general value. But the same remark on the diffusion of information, and the strengthening of ties of friendship, applies to letters and books; and ease of attainment also is very desirable with regard to all other comforts and benefits, and in a yet higher degree as relates to the necessities of life. It is of great importance, doubtless, that every person should be able to procure cheap bread, yet no one now proposes to establish state mills at which corn should be ground for half the cost, or even at the full expense, without profit.

In truth the demand for special privileges in the case of newspapers is in my opinion only one of the many forms of a claim for *protection*, and resolves itself into a proposal to tax the country at large for the advantage, real or imaginary, of a particular class; and is no more valid than a proposal to protect corn, hardware, or cottons.

Evils resulting
from special
privileges.

One evil attending all such privileges is the difficulty of drawing a line of distinction. A few years ago even a high legal officer declared his inability to define a newspaper; and how can it be expected that a power which was wanting in him can be possessed by the crowd of persons, many of them having but little education, engaged in the business of the Post Office?

Yet unless a broad line of demarcation be drawn, not only the Department but the public have difficulty in recognizing it; and

partly from error, and partly by design, endless attempts are made to infringe the rule, and to extend the privilege to matter which it was not intended to include. Such attempts, in turn, give rise, for the protection of the revenue, to many regulations having no apparent necessity, difficult to remember, and irritating in their operation, when they have unwittingly been broken. And thus a plan, unsound as I should hold it in its original construction, begets endless trouble and annoyance.

The impressed stamp on newspapers, with its anomalous privileges, and (to check the abuse of those privileges) its anomalous restrictions, is a case strikingly illustrative of the evils just depicted.

Formerly, newspapers appear to have been singled out by the Legislature as special objects of taxation; and then, probably, as a kind of set-off, and in the hope of increasing the produce of the threefold tax to which a newspaper was liable, its circulation by post was made free, or at least nominally so, a charge for *delivery* being at that time often as great as the whole charge at present for conveyance and delivery; and even greater. But now that two of the three taxes have been removed, and notice given of the abolition of the third, there seems to be no claim for a continuance of this or any other distinctive privilege; though, to aid in the early and rapid spread of political and commercial intelligence, the editors of the London daily newspapers are allowed to receive their foreign and colonial despatches immediately on their arrival, even in the middle of the night. Moreover, the Post Office, at its own cost, sends round vans, and often sacks also, to the offices of the London news-agents for the collection of newspapers.

It may be remarked too, that as the exclusive privilege of the Postmaster-General is confined to letters, newspaper proprietors are in the advantageous position of being able to send by post such of their newspapers as are intended for persons residing in scattered places, where the delivery is expensive, and to distribute by other means the newspapers taken by persons living in large numbers in the same neighbourhood.

The true policy seems to consist in establishing rates of postage as low as, by good and economical arrangements, they can be made, and then to admit of no exceptions.

By the last Report of the Postmaster-General of the United States it appears that one great cause of the unsatisfactory condition of the American Post Office is the loss of revenue arising from the continuance of the franking privilege; a privilege which, as will be seen by the following instructive extract has there led even to the crime of forgery, and that to such an extent as to render the public callous to its commission:—"Another potent reason for the abolition of the franking privilege, as now exercised, is found in the abuses which seem to be inseparable from its existence. These abuses, though constantly exposed and animadverted upon for a series of years, have as constantly increased. It has been often stated by my

“predecessors, and is a matter of public notoriety, that immense masses of packages are transported under the government frank, which neither the letter nor the spirit of the statute creating the franking privilege would justify; that a large number of letters, documents, and packages are thus conveyed, covered by the frank of officials, written in violation of law, not by themselves, but by some real or pretended agent; while whole sacks of similar matter, which have never been handled nor seen even by government functionaries, are transported under franks which have been forged. The extreme difficulty of detecting such forgeries has greatly multiplied this class of offences, whilst their prevalence has so deadened the public sentiment in reference to them, that a conviction, however ample the proof, is scarcely possible to be obtained. The statute of 1825, denouncing the counterfeiting of an official frank under a heavy penalty, is practically inoperative. I refer you to the case reported at length by the United States Attorney for this District, as strikingly illustrating this vitiated public opinion, reflected from the jury-box. The proof was complete, and the case unredeemed by a single palliation; and yet the offender was discharged unrebuked, to resume, if it should please him, his guilty task. This verdict of acquittal is understood to have been rendered on two grounds; first, that the accused said he did not commit the offence to avoid the payment of the postages; and second, that the offence has become so prevalent that it is no longer proper to punish it. These are startling propositions, whether regarded in their legal, moral, or logical aspects.”

Before quitting this subject, I think it well to state, as apprehensions have been expressed that when a postage stamp has been substituted for the present newspaper stamp, newspapers will, like books, be liable to detention when the mails are heavy, that even as respects books the power of detention is rarely used, while with regard to newspapers it has never been employed, and there is no intention of exercising it.

The new arrangement, moreover, will not give rise to any necessity for using labels as distinguished from impressed stamps; for although there will no longer be any peculiar impressed stamp for newspapers, it will be open to all publishers of newspapers and news-agents, as it is to the public generally, to send to Somerset House newspaper covers to receive an ordinary postage impressed stamp; the only difference being that instead of having to send a great mass of paper a comparatively small quantity will suffice.

Agents who send many newspapers abroad have long taken advantage of this privilege; the peculiar newspaper stamp not having for several years been of any avail except as regards inland postage.

Nor will the circumstance that more obliteration will be necessary give rise to any delay in forwarding newspapers, or to any

abridgment of the time for posting them, since the difficulty will be surmounted, when requisite, by additional force.

Reverting for a moment to the charge of a transit rate of one penny on newspapers passing through Egypt, I would remark that the predictions that this additional penny would greatly reduce the number of newspapers thus forwarded have not borne the test of experience. As already stated, the additional charge in the case of newspapers sent to Australia has been withdrawn; but on newspapers to India it has since the beginning of the year been regularly levied; and the result shows that no material diminution has taken place in the number. In the last quarter of 1859 the newspapers sent to India were, in round numbers, 276,000; and in the first quarter of 1860, 258,000; the first number yielding a postage of 1,150*l.*, and the second a postage of 2,150*l.*, or nearly double.

From a conviction that the present West Indian posts could be more efficiently and economically managed on the spot, by the colonial governments, than at a great distance by this office, a transfer of these posts to the local authorities was recommended by this Department more than four years ago; but the Legislatures of the colonies were averse to the change, and the transfer was consequently postponed. West Indies.

Under these circumstances, it was deemed expedient by my predecessor, to send a superior officer to the West Indies, to examine the whole working of the system, with a view to improvements and greater economy. The gentleman selected was Mr. Anthony Trollope, who, as mentioned in the last Report, had, on a previous occasion, ably discharged a similar duty in the Mediterranean and in Egypt, and who performed the new work assigned to him with even greater success. Not only did Mr. Trollope devise many improvements in the details of the service, and effect a considerable saving, but, although a landsman, was able to propose a scheme of routes for the mail packets, which, while better adapted than the present to postal purposes, would be attended with a great saving of mileage, and is pronounced by Captain Washington, Hydrographer of the Admiralty, to be superior to the existing routes, even in a nautical point of view. The Directors of the Royal Mail Steam Navigation Company indeed raised objections to Mr. Trollope's proposal, owing, apparently, to an apprehension that the alteration would injure them in their mercantile interests; but were it not for the existing contract with the company, which has still nearly four years to run, I should unhesitatingly have recommended the adoption of Mr. Trollope's scheme; the more especially as it includes a withdrawal of much of the packet business from the unhealthy station at St. Thomas, and its transfer to Jamaica.

Unfortunately the present contract has been so framed as not to admit of our claiming any reduction in the payment consequent on a reduction in the mileage, although at the

rate at which we are bound to pay for additions to the mileage this reduction would amount to more than 15,000*l.* a year.

Under the circumstances, the Company, which was bound by the terms of the last renewal of its contract to accelerate the mails, has, as an experiment, been permitted to effect the acceleration in its own way; but with a clear understanding that if the result be not satisfactory the company will be required to adopt Mr. Trollope's scheme; and with a proviso, also, that no additional payment shall be demanded on the ground that the company's new plan of routes involves more mileage than the present plan.

By means of this acceleration, which began with the packet sailing on the 2nd instant, the interval in England between the arrival of the inward and the despatch of the outward packet will be extended from one day to three days.

One advantage arising from Mr. Trollope's visit was to place, in a yet clearer point of view, the propriety of calling upon the colonies to manage their own Post Offices; and your Lordships and the Duke of Newcastle having concurred in the expediency of the measure, it has now been formally announced to the West Indian colonial governments, that on the 1st May next (with a proviso that in Jamaica the period may, if desired, be postponed to the 1st June) this Department will cease to charge itself with the management of the West Indian posts, and that from that day the colonial governments must themselves undertake their control.

A similar announcement has been made in the case of Hong Kong.

After the 1st May, therefore, or at latest the 1st June, the British Post Office will no longer have the direction of any colonial post offices except those at the military stations of Gibraltar and Malta.

Egypt and the
Mediterranean.

To complete the work of revision in Egypt and the Mediterranean, so well commenced by Mr. Trollope last year, I instructed Mr. Page, the able and efficient chief clerk in the foreign and colonial department of the Post Office, to visit those quarters; and his tour resulted in many valuable suggestions which have been adopted and carried into effect.

Registration.

The means of complete registration from the place of posting to that of delivery have been extended to letters addressed to Victoria (Australia) and to New Zealand.

Prepayment of
letters going
abroad.

To most of the colonies, letters must now either be sent prepaid or on their arrival will be subjected to a higher charge; and I hope that in a short time compulsory prepayment, to the extent of one rate, will, in this class of letters, be made general. The arrangement, by expediting both the despatch and the delivery of the mails, is beneficial to all the correspondents, except the few who, either from heedlessness or a desire to shift the burden upon others, post letters unpaid.

British
Columbia.

The British Consul at San Francisco having reported that the Overland Mail established between St. Louis and that city

by the southern route arrived very regularly in about twenty-four days, arrangements have been made with the Postmaster General of the United States for forwarding the British correspondence for San Francisco, Vancouver's Island and British Columbia by the Overland Mail on all occasions when its arrival would thereby be expedited. This arrangement however is limited to *letters*, owing to the necessity of keeping down the weight upon this line of conveyance.

By the permission of the United States Post Office all the mails for Vancouver's Island or British Columbia are now addressed to the care of the British Consul at San Francisco, who forwards them to their destination by the earliest and best means that offer.

Arrangements are making for forwarding additional mails to Bermuda. Bermuda by way of the United States.

The war in Italy necessarily interrupted some of the postal communications on the continent; and, in particular, the withdrawal of the steam vessels of the Austrian Lloyd's, cut off the principal means of communicating with the Ionian Islands. To obviate this inconvenience a contract was made with the Peninsular and Oriental Steam Navigation Company to run a steamer twice a month between Malta and Corfu. Ionian Islands

The arrangements for sorting letters on board ship have been extended to the mails forwarded by the Cunard mail packets, and to those sent by the packets maintained by the Canadian government, which latter contain most of the Canadian correspondence, and part of that with the United States; though of the last-mentioned correspondence much still arrives in this country unsorted. Sorting on board ship.

In cases where the sorting has been effected on board ship the London correspondence is frequently in the hands of the letter carriers within half an hour of its arrival, and within the same time the bags for the large provincial towns are on their way to the railway stations.

The governments of Ceylon and New Zealand have agreed to bear a share of the expense of the marine sorting, in consideration of the letters for those colonies being sorted on the outward voyage; but in no other instances is an outward sortation at present performed.

In the Appendix, page 56, will be found a statement, showing the rates of sailing by the different packets last year, and how far they have kept their time. It will be seen that the highest average speed was attained by the Cunard Packets between Liverpool and New York, this average having been more than $10\frac{1}{2}$ nautical miles (equal to about 12 statute miles) per hour; that the next highest was that of the Royal Mail Steam Packet Company's boat between Southampton and St. Thomas (10 nautical miles an hour); and that the lowest speed was that of the branch packet of the last-mentioned company between St. Thomas, Colon and Grey Town, the rate of which did not exceed $7\frac{1}{2}$ miles an hour. It will also be remarked that the Rates of sailing, &c. of different packets.

packets which made their voyage most frequently in less than the contract or appointed time were those between Devonport and the Cape of Good Hope, belonging to the Union Steam Ship Company, these packets having done so in every voyage; that the next most successful packets in this respect were those of the Cunard Line; and that the packets which most frequently exceeded their proper time were those of the Royal Mail Steam Navigation Company between St. Thomas, Colon and Grey Town, which out of 48 voyages were in 41 instances beyond their time.

With regard to the Cape service, which has been so satisfactorily performed, it may be remarked that, under the provisions of its contract, the Union Steam Ship Company is liable to what are called *absolute* penalties; that is to say, penalties rigidly enforced in case of delay or other irregularity, without regard to the cause of such irregularity. As is usual also, when the penalties are absolute, an additional payment (in this instance 30*l.*) is made for every day that the packet makes its voyage before the prescribed time.

Transit rates.

One of the chief existing obstacles to the general establishment of low rates of postage to places abroad is the heavy charge often made for the transit through foreign countries. At present these charges are regulated on no general principle, and are very different in different countries.

The fair arrangement seems to be a charge consisting, first, of a proportionate share of the actual cost of the conveyance of the mails of which the transit letters may form a part, and, secondly, of a moderate profit, bearing the same ratio to the cost as in most countries the whole profit derived from the Post Office is expected to bear to the whole cost of the office. While, however, such an arrangement appears to be abstractedly just, it is advisable, as in all other postal matters, to sacrifice much to simplicity, otherwise more time may be occupied in nice adjustment than the case is worth, and both the public and the Post Office would be harassed by an endless diversity of charge.

Upon the whole I am disposed to think that, except under very special circumstances, the rule adopted by the French government in several of its conventions is the best, viz., a charge according to *distance*, measured in a straight line from the place where the transit letters enter a country to the place where they leave it.

The transit charge which we have proposed to the United States, as part of the new convention, is at the rate of a penny per ounce for two hundred and fifty miles for letters, and a penny per pound for printed matter; and although sea conveyance by contract packets is much more costly than land conveyance, and we have many more packets than the United States or any other country, I have proposed the same rate by sea. And I am willing to negotiate with any other foreign state on these or similar terms.

To avoid the complexity that would arise from having different transit charges through the same country, according as the

letters might be carried in one direction or another, I propose that a minute account should be kept of several mails, and then an average struck; and that this average be retained, until, by a change of circumstances, either of the two contracting countries may desire a new average to be calculated.

If transit rates were low they might generally be disregarded in fixing the charges for postage, except when the distance to be traversed is great, and when, therefore, conveyance, whether through foreign countries or otherwise, becomes a large item of expense.

By the Act just passed the duty of entering into contracts for the mail packet service, and of superintending the execution of these contracts, will shortly be transferred from the Admiralty to the Post Office. Packet service.

Revenue and Expenditure.

GROSS REVENUE.

The gross Revenue of the Post Office in each of the years 1858 and 1859, exclusive of that derived from impressed stamps on newspapers (collected by the Commissioners of Inland Revenue), was as follows* :— Gross Revenue.

		<i>Postage.</i>	
		1858.	1859.
		£	£
England	- - -	2,475,961	2,665,710
Ireland	- - -	226,458	239,153
Scotland	- - -	273,520	292,395
		<u>2,975,939†</u>	<u>3,197,258†</u>

		<i>Commissions on Money Orders.</i>	
		1858.	1859.
		£	£
England	- - -	94,850	99,274
Ireland	- - -	7,960	8,177
Scotland	- - -	8,786	8,966
		<u>111,596</u>	<u>116,417†</u>
		<u>£ 3,087,535</u>	<u>£ 3,318,675</u>

The gross Revenue properly appertaining to the year 1859, adjusted with reference to the balances due to and from the colonies and foreign countries, was 3,299,825*l.*; being an increase of 198,886*l.* on the adjusted gross revenue of 1858. This increase is equal to nearly 6½ per cent. as compared with an increase of nearly 2½ per cent. in the previous year, and with an average of about 4½ per cent. in the last four years.

* At page 51 in the Appendix a statement is given of the Revenue and Expenditure since 1836; also (at page 52) a statement, for the last two years, of the amount of postage collected at many large towns.

† Exclusive of "returns" for refused letters, &c.

‡ This is the sum actually brought to account of revenue, and consequently slightly different from that stated at page 16, which shows the amount of commission on the orders issued during the year.

The great increase in the business of the department during the year which has produced this large increase of revenue is no doubt mainly attributable to the activity which has prevailed in all branches of trade and commerce, but also, in a certain degree, to the general election last spring, which alone produced an amount of correspondence estimated, in postage, at about 20,000*l*.

EXPENDITURE.

Expenditure.

The following table gives both the actual expenditure of the Post Office during the years 1858 and 1859, so far as it is accounted for by the Post Office, and the expenditure properly appertaining to those years :—

Actual Expenditure.		Heads of Service.	Expenditure properly appertaining to the year (partly estimated).	
1858.	1859.		1858.	1859.
£	£		£	£
983,830	1,059,527	Salaries, Pensions, &c. - -	983,830	1,037,525
78,433	90,082	Buildings, Repairs, &c. -	27,015	32,081
		Conveyance of Mails.		
545,073	428,647	By Railways - - -	441,000	446,000
165,703	168,507	„ Coaches, Carts, &c., and Wages of Mail Guards -	165,703	168,507
4,507	5,454	„ Mail Packets and Private Ships (when paid for by the Post Office) - - -	4,507	5,454
23,852	25,940	Manufacture of Postage Stamps	23,852	25,940
124,647	148,746	Miscellaneous, including the conveyance of Mails in Colonies, under the postal direction of the Postmaster-General; the conveyance of the Mails through Egypt; Clothing for Letter Carriers and Guards; Official Postage, Rents, Taxes, Law Expenses, &c. - - -	124,647	138,446
1,926,045	1,926,903		1,770,554	1,853,953

The increase of expenditure properly appertaining to the year was 83,399*l*., being rather more than $4\frac{1}{2}$ per cent., as compared with 3 per cent. in 1858, and with rather more than 4 per cent., the average of the last four years.

The increase of 54,000*l*. in salaries, pensions, &c. is partly for an increased force of 430 officers, partly for poundage on Money Orders and Postage Stamps (which increases with increasing business), partly for annual increments of salaries and wages, and

is partly owing to the fact that the account for 1859 comprises 53 weeks.

The increase under the head "Miscellaneous" is attributable to the increase in the official postage of the Department; an increase which is common also to the Revenue.

The cost of conveyance, weight for weight, at the present rates paid by the Post Office—chiefly to Railway Companies—is now more than fourfold what it was when Penny Postage was first established, and when most of the letters were carried by mail coaches. It had been shown at that time by Mr. Rowland Hill that the average cost of conveying an inland letter did not exceed $\frac{1}{3}d.$, and that of a newspaper, $\frac{1}{2}d.$ But now, calculating on the same principle, the average cost of conveying a letter is $\frac{1}{2}d.$, and that of a newspaper (of the present average weight of $2\frac{1}{2}$ oz.), $1\frac{1}{2}d.$

To the Revenue accounted for by the Post Office, and proper to the year 1859, I now proceed to add the produce of the impressed stamp on newspapers; and to the Expenditure to add the cost of stationery (which is defrayed by the Stationery Office), and such portion of the cost of the Packets (hitherto defrayed by the Admiralty, and partly incurred for other than postal purposes,) as may fairly be placed to the debit of the Post Office, viz., that portion which is repaid as sea postage; also to deduct from the Expenditure part of the annual payment to the Holyhead Railway Company—a payment agreed upon chiefly to assist in the construction of the line, and to promote passenger communication between England and Ireland.

REVENUE.		EXPENDITURE.	
Revenue proper to the year, and accounted for by the Post Office - -	£ 3,299,825	Expenditure proper to the year, and defrayed by the Post Office, after deducting 15,000 <i>l.</i> , half the payment to the Chester and Holyhead Railway Company - -	£ 1,838,953
Produce of the Impressed Stamp on Newspapers received by the Commissioners of Inland Revenue - -	148,249	Such portion of the cost of Mail Packets under Contract with the Admiralty as may fairly be charged against the Post Office -	444,519
		Cost of Stationery defrayed by the Stationery Office -	28,642
			2,312,114
		Net Revenue - -	1,135,960
£ 3,448,074		£ 3,448,074	

NET REVENUE.

The Net Revenue, viz., the difference between the Gross Net Revenue. Revenue properly appertaining to the year and the Expenditure, was 1,135,960*l.*

Inland letters.

About a million of the Net Revenue, that is, nearly the whole of it, is derived from inland letters, each of which on an average yields a profit of about $\frac{1}{3}d.$, while the average postage is about $1\frac{1}{2}d.$

Newspapers and books.

It is believed that newspapers and books yield no profit, even if they do not entail a considerable loss; for while the average charge, taking newspapers and books together, is less than that for letters, the expense is greater; since, from their larger bulk and weight, newspapers and books give more trouble in sorting, are heavier in conveyance, and are a greater burden to the letter carriers. Again, it is thought that the great magnitude of some of the mails (chiefly caused by newspapers and books), and the idea (although I consider such idea erroneous) that the book post deprives railway companies of traffic in parcels, have a material effect in augmenting the sums awarded by arbitrators for railway service.

Mail Packets.

Since much of the cost of the packet service is incurred for other than postal purposes, only part of it, as already stated, is placed to the debit of the Post Office; the rule being, in those cases where the expense is not defrayed by the amount of sea postage, and where, therefore, it could not on postal grounds be justified, to debit the Post Office with such portion as is covered by the sea postage; the whole cost being charged to the Post Office when the amount of sea postage is equal to the expense.

If the foreign and colonial letters were charged with the whole cost of the packets, including that of foreign agencies, transits, and other incidental expenses, not only would the whole sea postage be absorbed, but these letters would show an annual loss of about 450,000*l.*

In the Appendix, page 53, is a table showing the loss or profit from each line of foreign and colonial packets, together with the number of letters, newspapers, and books which each line conveys.

It will be seen that in proportion to the amount of correspondence the greatest loss is on the lines to the Cape of Good Hope, to the West Coast of Africa, and to Portugal; the cost in the latter case being more than six times the amount of postage. The greatest absolute loss, however, is on the four lines of packets to Australia, North America, the East Indies, and the West Indies, the Pacific and Brazil; this loss being, respectively, 68,000*l.* a year on the Australian line, 79,000*l.* on the North American, 84,000*l.* on the East Indian, and 215,000*l.* on the West Indian, Pacific and Brazilian.

The only foreign or colonial packet service which pays its expenses is the small service between Dover and Calais and Dover and Ostend; a service which is not only self-supporting, but yields a large profit.

Number of letters to distant places not much affected

As regards communication with distant places, experience proves that, within moderate limits, the number of letters is not much affected by the rate of postage; frequency, regularity,

and speed of communication, appearing to have a far greater influence. by rates of postage.

As far as is shown by the records of the Office (which in this particular were much less complete a few years ago than they are now), the increase in correspondence of letters, consequent on the last large reduction of postage on colonial letters (generally from 1s. to 6d.), was but small; the increase in the case of Canada (an instance where the information can be relied on) having been only one-fifth in two years. On the other hand, the establishment for a time, of a second mail to Australia, (even when the route was by the Cape of Good Hope,) making two per month, was followed by an immediate increase of correspondence by about *one-third*. Again, last year the rate of postage remaining stationary, there was a sudden and large increase in the Australian correspondence, owing, evidently, to the great improvement in the service consequent on its being transferred to the Peninsular and Oriental Steam Navigation Company.

In the last Report my predecessor had occasion to speak of the rule adopted by the Department in deciding on applications for increased postal accommodation. That rule appears to me to be just; and I fully concur in Lord Colchester's approval of it. Applications for increased postal accommodation.

The rule directs that, except in special cases, no application shall be acceded to unless it appears on inquiry, either that the existing amount of correspondence gives a fair claim to the alteration, or that the improvement will probably lead to such an increase of correspondence as to make good the additional expense. It is, however, open to those persons, to whom any particular branch of correspondence is important, to obtain the improvement they desire, whether it be the opening of a new Post Office, the despatch of an additional mail, or the acceleration of an existing mail, by paying the difference between the sum which the Department considers itself warranted in expending and the actual cost of the service; a payment which is rather frequently made.

In the Appendix, page 61, will be found a correspondence respecting a proposed acceleration of the day mail to Hull, in which this rule is called in question, and wherein the grounds on which it is based are fully described. I may add, however, that since the date of this correspondence it has been found practicable, owing to the acceleration of the Day Mail from London to the north by the eastern route (referred to at page 11), to meet the wishes of the merchants of Hull without additional expense.

The following passage on the general subject appears in the last Report of the Postmaster-General of the United States:—
 “ There are those who maintain that the adjustment of the mail service should be made subservient, if not subordinate, to the interests of commerce and travel, and that the rapid and cheap

“ conveyance of passengers, and the support of railroad, steam-boat, and stage companies, should be as carefully looked to, and as anxiously provided for, by the department, as the transportation of mails. This is a fatal fallacy, whose bitter fruits may now be seen in the enormous sums paid to these companies for mails, some of which are so light as scarcely to yield a revenue sufficient to defray the expense of carrying them on horseback. Four-horse coaches are thus run upon border and unfrequented routes, and steamboat lines are subsidized at an outlay which would afford postal accommodations to entire states, merely that the owners of these lines may be enriched, and that the public may have easy, certain, and economical modes of conveyance for themselves, their baggage, and their goods. Every dollar appropriated for such purposes is a perversion and abuse of the postal fund, and every one of these extravagant and semi-commercial contracts deprives whole communities, in other sections of the country, of the mail facilities to which they are entitled. The department, from this mis-interpretation of its functions, is made, virtually, the carrier of passengers and merchandise, and, what is yet more to be deplored, is a carrier without compensation.”

There was an amusing occurrence some time ago, showing how differently the importance of an object is sometimes estimated when the cost of its attainment falls on others and when it falls on ourselves. A gentleman called at the Post Office respecting a letter which he had posted, declaring that it was of “vital importance” that his application should be granted. He was told that such an application involved much trouble and a great departure from the ordinary rules, but that under the special circumstances it would be granted on his paying the clerk who would have to make the examination a gratuity of 5s. No sooner, however, was this condition announced, than the “vital importance” at once disappeared, and the applicant found other means of obtaining his object.

Staff of Officers.

Number of
Officers.

At the end of 1859 the Staff of Officers was as follows, as compared with the staff at the end of 1858 :—

On 31st Dec. 1858.			On 31st Dec. 1859.	
		I. Officers in British Isles:—		
	1	Postmaster-General - - -	1	
	5	{ Secretary, Assistant Secretaries, and Secretaries for Ireland and Scot- land - - - - - }	5	
	18	{ Other Superior Officers; viz., Heads of Departments, Chief Clerks in the Metropolitan Offices, &c. - }	18	
	15	Surveyors - - - - -	15	
	11,235	Postmasters - - - - -	11,398	
	1,632	Clerks, &c. - - - - -	1,594*	
	197	Mail Guards and Porters - - -	209	
	11,076	Letter Carriers, Messengers, &c. -	11,363	
	7	Marine Mail Officers - - -	7	
24,186				24,608
	125	{ II. Postmasters, Clerks, Letter Carriers, &c. in the Colonies, the Posts of which are under the direction of the Postmaster- General - - - }	129	
125				129
	61	{ III. Agents in Foreign Countries for collection of Postage, &c. - }	65	
61				65
24,372				24,802

Of the above staff, about 1,500 belong to the Chief Office in London, and (including this number) about 3,300 to the London District.

It has been stated under the head "Money Orders," that measures have been adopted which will so much simplify the work of the Chief Money Order Offices as, when fully carried into effect, to produce a saving of about 4,000*l.* a year. By improved mechanism in the collection of public money from the Postmasters in the London District, another 1,000*l.* a year has been saved; and a further saving of about 1,000*l.* a year will be made by the adoption of better arrangements in the Liverpool Office.

For all these improvements the Department is in no small degree indebted to its Receiver and Accountant-General, Mr. Scudamore.

The arrangement adopted within the last few years, under which medical attendance, (even when necessary at their own homes,) and medicine, are provided gratuitously for the letter carriers and all other officers attached to the Chief Office in London, and not receiving more than a certain amount of salary, has been extended to the London District Offices and to Edinburgh and Dublin; and hitherto the results have been very satisfactory.

Medical
attendance.

* The decrease in the force of clerks employed in the British Isles is mainly attributable to the revision of the Money Order Office.

Medical reports.

It will be seen by the interesting reports of the Medical Officers given in the Appendix, page 65, that while much has been done in curing disease, still more, perhaps, has been accomplished in its prevention; though the very small amount of sickness and mortality last year may probably have resulted, in part, from causes affecting the country at large.

Dr. Lewis has called special attention to the value of pure water as a means of preserving health; and in his remarks on the analysis of the water from the pump near the Goldsmiths' Hall, which used to be drunk by the letter carriers in large quantities, adds another to the instructive instances in which water, at once clear, sparkling, and refreshing, has nevertheless been found, from the matter it holds in solution, to be very deleterious.

I thought it right to communicate the result of this examination to the Goldsmiths' Company.

Your Lordships will remark, that the average length of service at which persons attached to the London Office retired on pension last year was 26 years.

Conduct of officers.

All the reports concur in speaking highly of the general conduct of the officers during the past year, though, of course, in so great an establishment, there will be exceptions.

The Controller of the Circulation Department in the London Office, speaking of the behaviour of the large number of letter carriers and other officers under his superintendence (rather more than 3,000), says,—“The discipline of the Department during the year has been well maintained, and, with a few exceptions, which can scarcely fail to occur among so large a body, the conduct of the officers has been highly satisfactory. The Deputy Controllers of the various District Offices, and the Inspectors of the Suburban Districts, also report that the officers under their supervision have performed their several duties with zeal and attention, and have, moreover, displayed a general willingness to exert themselves, and to forward the business of the Department.”

The Receiver and Accountant-General states,—“The conduct of my officers has been in every way satisfactory throughout the past year. They have aided me in carrying out several improvements in the mode of conducting the business of my office, some of which have been effected in connexion with the improvements in the Money Order Office, recommended by the Committee of Inquiry into that office, whilst others were effected by me, in conjunction with Mr. Boucher. Some other improvements of a similar character are in progress, and will probably be carried out before the end of March; indeed, since I have held my present office, I have made it my business to court suggestions from my officers for improvements in the mode of conducting their business, and I have been enabled, by their suggestions and by their aid, to effect slight changes of practice, too numerous and slight to be recorded here, but which, collectively, have made it possible

“ for me to carry on the business of my office, notwithstanding
“ a great increase in its amount, with the force allotted for that
“ business six years ago.”

The Controller of the Money Order Office, which has a staff of 116 clerks, remarks,—“ The many alterations in progress at the
“ same time have called for the most strenuous efforts on the
“ part of the superior officers in this Department, in order to
“ their being carried out successfully; and this call has been
“ well responded to. As respects the efficiency, industry, and
“ good conduct of the officers generally, I am gratified in being
“ able to speak in terms of praise, and to report that in carrying
“ out the changes which have been made, they willingly gave
“ their services beyond the ordinary official hours of attendance.”

The Secretary in Ireland speaking of the officers at Dublin says :—“ The conduct of the officers generally has been, I am
“ happy to say, excellent.”

The Controller of the Edinburgh Sorting Office, an office containing 175 men, states,—“ The system of promotion by merit
“ has now been fully, and as regards this department, satisfactorily
“ tested. The most efficient men are invariably put forward;
“ and they appreciate this recognition of their steadiness and
“ qualifications, without creating bitterness and opposition on
“ the part of others.”

With reference to statements which sometimes appear in the newspapers regarding the condition of the letter carriers and other officers of the Department, I would appeal to the good feeling of those who conduct the public press to be very cautious in promulgating reports, which may tend to render these officers discontented and restless, and to produce the evils which, happily, have hitherto existed only in imagination. It is scarcely necessary to remark, that order and discipline must be maintained among the large number of men in the service of the Post Office, even (if necessary) by the infliction of heavy punishment; however the misconduct may have originated, and by whomsoever it may have been excited; and that a grave responsibility rests on those who, by heedless remarks in influential organs of publication, may produce evils, the consequences of which must fall on working men whose very livelihood may be at stake.

Erroneous reports.

The letter carriers belong in the main to the same class of society a portion of which was lately led by exaggerations and false reasoning into the folly and misery of the strike among the builders. The present body of the letter carriers are, I feel sure, too intelligent and too well aware of the many benefits they enjoy, to be worked upon by misrepresentations; but it would be too much to expect that this is the case with all of them.

Correct information concerning the arrangements of the Post Office can be obtained by reference to the Department's publications, viz., to the Annual Report, the British Postal

Guide, and the Postal Official Circular,* or, if needful, to the Office itself, where it is the practice to give such information as can properly be made public to any respectable person who applies for it; and if the information so obtained be not considered satisfactory, there is always the resource of a Parliamentary inquiry.

Wages of Letter Carriers.

While on this subject I may state that at the London Office the rate of wages for the lowest class of letter carriers ranges from 18s. per week to 25s.; each one, though necessarily under 21 years of age at the time of admission, beginning at 18s., and advancing 1s. per annum, supposing him to be diligent and well conducted, until he reaches 25s.; and always having a prospect, as promotion now in all cases depends on merit alone, of rising to a class of sorters, or even, if qualified, to one of clerks.

Besides this payment in money, which, it should be observed, is subject to no uncertainty from change of season or state of trade, every letter carrier is partly supplied with clothing, has gratuitous medical attendance and medicine, is secured a pension in old age, and receives assistance in insuring his life for the benefit of his family.

As respects the amount of labour, the limit aimed at is eight hours per day; notice being given that if any one finds his work occupy more than that time, he is at full liberty to apply for inquiry and rectification.

Lastly, every letter carrier has once in each year a fortnight's holiday, without any deduction from his income.†

It has been assumed that the thefts, which are unfortunately of too frequent occurrence in the Post Office, are attributable to the want of sufficient remuneration to the letter carriers. From the foregoing statement your Lordships will see that there is no ground for such conception; nor can I see reason to suppose that any increase of pay would put an end to the practice, or even materially check it.

There need not be the least difficulty in procuring at the present wages honest, intelligent, and industrious young men, perfectly qualified for the office of letter carrier; and, I may add, that in cases of dismissal, happily a rare occurrence, considering the number of men employed, the most strenuous efforts are often made to obtain re-admission to the service.

The real cause of the thefts is mainly to be found in the temptation which, in spite of repeated warnings, and notwithstanding the establishment of the Money Order Office and the system of registration, a portion of the public, with culpable heedlessness, still present to the letter carriers, by sending unregistered letters, containing coins or bank notes, the presence

* See Appendix, page 84.

† Besides the regular letter carriers, there is a small body of auxiliaries, who are nominally paid 10s. a week each, for attending five hours a-day; but as, with few exceptions, they supply the place of absentees, their actual wages are generally 16s. a week for an attendance of seven hours a-day; and they are, if qualified, appointed to regular places as vacancies occur.

of which, especially coins, a practised hand can at once detect, while the folding is sometimes so careless as to allow the coin to drop out, even while the envelope remains undisturbed.

With the greatest care in selection, it must always be expected that, in so large a number of men, there will be some who are dishonest, or whose honesty, at any rate, is not of that sterling kind which is proof against strong and frequent temptation.

I think it very desirable that the Post Office should have power to charge a registration fee on any letter which appears to contain money, or other tempting property; such letter, from the moment that it is first observed, to be treated as if it had been registered, and to have all the security which that treatment insures. When the supposition that the contents of the letter are valuable proves to be erroneous, the fee should of course be returned.

The most common offence for which rural messengers are dismissed is intoxication; an offence to which I fear they are sometimes led by mistaken kindness in offering them drink on their rounds. Rural messengers.

In 1854 the Lords of the Treasury transferred to the Postmaster-General the appointment of postmasters to those English offices where the salary is not less than 175*l.* a year, and to those offices in Scotland and Ireland where it is not less than 150*l.* A still further reduction of these limits during the past year, viz., to 120*l.* in England, and 100*l.* in Scotland and Ireland, has greatly increased the opportunity of rewarding meritorious servants and the security that the persons appointed shall be well qualified for their duties. Appointment of postmasters.

The "Superannuation Act, 1859," by providing pensions for a large class of Post Office servants who were not entitled, previously, to any allowance on retirement, has added another incentive to good conduct, and has relieved the Department from the embarrassing alternative in which it was formerly often placed of retaining in the service persons who, from age or infirmity, had become inefficient, or removing them without any provision for their declining years. Pensions.

Among those who have already received benefit under this Act are ten rural messengers (most of them walking long distances daily), whose combined ages amounted to 762 years, and who, by the distribution among them of 174*l.* annually, by way of pension (or an average of something less than 18*l.* each), have had secured to them a comfortable little pension in their old age.

A mutual Guarantee Fund has been established, by means of which the officers of the Circulation Departments of the General Post Offices in London, Dublin, Edinburgh, Liverpool, and Glasgow have been relieved from the necessity of providing personal securities, or the security of the British Guarantee Association, whose charges, although moderate, constituted a considerable deduction from the smaller salaries. Mutual Guarantee Fund.

In London every clerk who chooses to become a member of the Guarantee Fund deposits 10s., and every letter carrier 5s. The deposits are invested in Government securities, in the names of trustees appointed by the Postmaster-General. All defaults are payable out of the fund, and each officer, on leaving the service, will be entitled to receive back a sum bearing the same ratio to his deposit as the whole of the fund at the time may bear to the whole amount of deposits.

The plan was first adopted at the Liverpool office, and the credit of its origination rests with Mr. Banning, the Postmaster of Liverpool. Having worked satisfactorily there, the plan was extended; and, so far as there has been time to test its operation, the results in other offices have been equally good.

In the London Office, where the plan has now been in operation nearly two years, the sum already invested is upwards of 700*l.*, and the defaults have been so few and so small in amount that there is reason to hope that the interest of the fund will more than cover the claims upon it, and that every officer on quitting the service will receive back more than the amount of his original deposit.

Besides the benefit to the officers, much trouble and expense have been saved to the Department by the discontinuance of the inquiries as to the competency of sureties and of the necessary bonds.

Life insurance.

An arrangement has been adopted for enabling such of the officers as insure their lives (in doing which they receive pecuniary assistance from the Department) to pay their premiums by means of small monthly or weekly deductions from their salaries and wages, instead of being required, from time to time, to make a considerable payment in one sum. This arrangement has led to a great increase in the number of policies, as shown by the following extract from a report by Mr. Scudamore, our able and indefatigable Receiver and Accountant General, who has given essential aid in the matter. "I am happy in being able to report that the plan for assisting the officers of the Department to effect insurances on their lives, which was brought into operation in October last, and which is described in the printed circular of the 20th September*, has been productive of the most satisfactory results. The main features of the plan are so well known, that I need not revert to them here, and a very brief statement will satisfy the Secretary that the plan has worked most satisfactorily.

"In my report of 26th November 1858 on the subject of Life Insurance, I pointed out that of the officers of the grade of clerks throughout the Department, only 350, or 21 per cent., were insured, and that of the sorters and letter carriers only 400, or 4 per cent. Little or no alteration in the number of

* See Appendix, page 78.

“ insurers took place between November 1858 and October 1859, when the plan to which I allude came into operation ; but between October 1859 and the 31st January of the present year, 124 clerks and 508 sorters and letter carriers, &c. have insured their lives, under the arrangements described in the circular of the 20th September.

“ Thus those arrangements, in three months from their commencement, had the effect of increasing the number of insurers in the classes entitled to participate in them by 80 per cent.

One advantage of making part of an officer's remuneration to consist in aid in an insurance on his life, is, that the arrangement serves in some degree to sift good from bad candidates for appointments,—to attract the provident and trustworthy, and to repel the reckless and extravagant, to whom the present is everything and the distant nothing. Life insurance aid is, in fact, the same in principle as the important improvement announced in the formation of the Navy reserve, of making much of the reward to consist in a pension in old age, instead of extending to this new force the old bounty system.

At the Chief Office at St. Martin's-le-Grand, and at each of the London District Offices except the South Western, a library, on a greater or smaller scale, and including generally some newspapers, has been established for the letter carriers, and in great part at their own cost. I am glad that the men should have so rational means of relaxation and improvement, and hope that their efforts will be attended with permanent and increasing success. Libraries.

A library has also been opened at the Glasgow Post Office, and the Surveyor speaks of it in high terms of commendation.

It is with much satisfaction that I am enabled to report that the clerks of the Chief Office in London have established a Volunteer Rifle Corps, already numbering 205 men; and I am informed that the effective members (constituting the great majority) have made considerable progress in their training. Volunteer Rifle Corps.

Besides these clerks, 23 other persons belonging to the London Offices have joined different Volunteer Corps in which they could more conveniently enrol themselves, and some of them have taken an active part in forming these corps. In other parts of England, and in Scotland, many of our officers have come forward as Volunteer Riflemen; making an aggregate (including 119 honorary members) of more than 500. Of these nearly 120 are letter carriers and sorters.

The towns which have chiefly distinguished themselves in this matter are London and Edinburgh, especially Edinburgh, where out of 240 officers not fewer than 64 have joined a Rifle Corps.

I hope that ultimately most of our officers will be found to take part in this patriotic movement.

It is with much satisfaction that I contemplate the many General improvements made within the last few years in relation to the Improvements.

staff of officers. The arrangement under which every person who enters the service is placed on probation before being fully admitted; the gradual increase of salary within the respective classes according to each officer's good conduct and increasing usefulness; the promotion from class to class, and from appointment to appointment, according to merit and superior qualification practically demonstrated, and irrespective of all other consideration; the strengthening of responsibility and of energetic management by giving to the Postmasters the choice of their own clerks and letter carriers; the improvement that has been made, where necessary, in the sanitary state of the Post Offices generally, and the appointment at the Metropolitan Offices of medical men to attend gratuitously on all employed there (except the higher paid officers), and thus to stop disease at an early stage; the extension to all the servants of the Post Office of a pension in old age; and the arrangement by which every man can obtain aid in insuring his life, and thus provide for his family at his death,—are excellent, and have, I believe, produced the best effects.

I have the less hesitation in giving my testimony to these improvements, because as I have been but a short while in office most of them were effected during the time of my predecessors.

Miscellaneous.

Used postage
stamps.

Advertisements, such as those referred to in the Fourth Report, still appear from time to time, asking for supplies of used postage stamps, on the pretence, generally, that for a certain number of these stamps admission can be obtained for a destitute child into some charity school. As already stated, such advertisements prove, on inquiry, to be destitute of foundation, and appear to arise from a silly desire to give trouble. One advertiser had, lately, the hardihood to announce that Government offered a payment of 30*l.* per million for such stamps; an announcement which caused many useless letters to be written to the Post Office.

Unfounded
complaints.

With a view of again putting the public on their guard against different kinds of fraud, and of suggesting explanations when it is supposed that letters have miscarried, a selection has been given in the Appendix, page 83, from a number of cases in which it was erroneously believed that the Department was in fault.

I have the honour to be, my Lords,

Your Lordships' obedient Servant,

ELGIN AND KINCARDINE.

General Post Office,
31st March 1860.

APPENDIX.

APPENDIX (A.)

ESTIMATED 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 in the Years subsequent thereto ; also (in the first Year) the Number of Franks.

Year ending 31st December.	Delivered in England and Wales.					Total in England and Wales.	Increase per annum.	Total in Ireland.	Increase per annum.	Total in Scotland.	Increase per annum.	Total in United Kingdom.	Increase per annum.
	By Country Office.	Increase per annum.	In London District, exclusive of Local Letters.	Increase per annum.	Local Letters in London District.	Increase per annum.							
Estimated No. of letters, 1839	—	—	—	—	13,000,000	—	89,983,000	8,202,000	—	7,623,000	—	76,908,000	—
Estimated No. of Franks, 1839	—	—	—	—	—	—	5,172,000	1,063,000	—	936,000	—	6,563,000	—
Estimated No. of letters, 1840	88,071,000	—	23,560,000	—	20,272,000	—	132,003,000	120	119‡	18,554,000	143‡	168,768,000	122‡
Average of 5 years, 1841-45	121,708,000	10‡	31,387,000	9	25,339,000	8‡	179,133,000	10‡	9‡	24,419,000	9‡	227,777,000	10
" " 1846-50	179,651,000	5‡	41,089,000	5‡	34,898,000	5‡	253,622,000	5‡	5	33,627,000	4‡	327,006,000	5
" " 1851-55	233,569,000	6‡	54,043,000	5‡	43,163,000	3‡	329,783,000	6	3‡	40,999,000	5‡	410,163,000	5‡
Estimated No. of letters, 1856	275,454,000	4‡	64,961,000	9	47,596,000	4‡	388,310,000	5‡	Nil.	46,223,000	5	478,394,000	4‡
" " 1857	291,653,000	5‡	66,323,000	3	52,124,000	8‡	410,003,000	5‡	2‡	51,612,000	7	504,421,000	5‡
" " 1858	300,506,000	3	69,961,000	4	58,404,000	13	427,871,000	4‡	3‡	0,795,000	1‡ Dec.	523,874,000	3‡
" " 1859	316,649,000	5‡	69,296,000	‡	59,971,000	2‡	445,916,000	4‡	6	53,063,000	2‡	544,796,000	4‡

APPENDIX (B.)

ESTIMATED NUMBER OF BOOK PACKETS AND CHARGEABLE NEWSPAPERS* delivered in the UNITED KINGDOM since 1855.

Year ending 31st December.	Delivered in England and Wales.						Increase per cent. on the previous Year.	Total in England and Wales.	Increase per cent. on the previous Year.	Total in Ireland.	Increase per cent. on the previous Year.	Total in Scotland.	Increase per cent. on the previous Year.	Total in United Kingdom.	Increase per cent. on the previous Year.
	By Country Offices.	Increase per cent. on the previous Year.	In London District, exclusive of Local Book Packets and Chargeable Newspapers.	Increase per cent. on the previous Year.	Local Book Packets and Chargeable Newspapers in London District.	Increase per cent. on the previous Year.									
Estimated No. of Book Packets and Chargeable Newspapers - 1856	12,386,000	—	1,127,000	—	1,904,000	—	15,487,000	—	1,764,000	—	2,996,000	—	20,246,000	—	
" " 1857	15,386,000	24½	1,406,000	17½	2,496,000	31	19,286,000	24½	2,284,000	27½	3,623,000	21	25,183,000	24½	
" " 1858	17,573,000	14½	1,919,000	36½	2,567,000	8	22,059,000	14½	2,525,000	10½	3,800,000	5	28,384,000	12½	
" " 1859	20,019,000	14	2,187,000	14	2,981,000	15½	25,167,000	14	2,966,000	17½	3,969,000	5	33,131,000	13	

* By "Chargeable Newspapers" are meant Newspapers not bearing the impressed newspaper stamp, and the postage of which is consequently paid in postage stamps or money.

APPENDIX (C.)

ESTIMATED NUMBER OF FREE NEWSPAPERS* delivered in the UNITED KINGDOM since 1855.

Year ending 31st December.	Delivered in England and Wales.				Total in England and Wales.	Decrease per cent. on the previous Year.	Total in Ireland.	Decrease per cent. on the previous Year.	Total in Scotland.	Decrease per cent. on the previous Year.	Total in United Kingdom.	Decrease per cent. on the previous Year.
	By Country Offices.	Decrease per cent. on the previous Year.	In London District.	Increase or Decrease per cent. on the previous Year.								
Estimated Number of Free Newspapers - 1856	31,423,000	—	4,425,000	—	35,848,000	—	10,063,000	—	7,876,000	—	53,790,000	—
" " 1857	30,547,000	2½	4,456,000	½ Inc.	35,003,000	2½	9,268,000	7	7,245,000	8	51,616,000	4
" " 1858	29,714,000	2½	4,404,000	1½ Dec.	34,118,000	2½	9,236,000	1½	6,704,000	7½	50,083,000	3
" " 1859	28,531,000	4	5,107,000	16 Inc.	33,638,000	1½	9,154,000	½	6,525,000	2½	49,318,000	1½

* By "Free Newspapers" are meant all British Newspapers and Publications bearing the *impressed newspaper stamp*, and all newspapers from abroad upon which no charge has to be made in this Country.

APPENDIX (D.)

NUMBER and AMOUNT of MONEY ORDERS ISSUED and PAID in the UNITED KINGDOM since 1838.

MONEY ORDERS ISSUED.

Year.	ENGLAND AND WALES.		IRELAND.		SCOTLAND.		TOTAL, UNITED KINGDOM.	
	Number.	Amount. £	Number.	Amount. £	Number.	Amount. £	Number.	Amount. £
1839 - - - - -	142,723	240,063	30,015	47,295	16,183	25,765	188,921	313,124
1840 - - - - -	482,764	802,827	53,507	77,167	51,526	80,980	587,797	960,975
Average of Five Years, 1841-45	2,020,377	4,211,885	198,785	339,433	210,093	385,936	2,429,855	4,937,256
" " 1846-50	3,365,969	6,688,684	347,547	585,151	374,187	680,696	4,087,703	7,954,533
" " 1851-55	4,393,045	8,468,175	407,608	683,277	418,906	769,863	5,219,559	9,941,316
1856 - - - - -	5,231,736	10,099,366	461,723	806,942	485,523	899,253	6,178,982	11,805,562
1857 - - - - -	5,417,203	10,410,863	459,625	818,537	512,875	950,873	6,389,703	12,180,273
1858 - - - - -	5,674,441	10,821,901	485,220	857,558	529,735	982,646	6,689,396	12,562,105
1859 - - - - -	5,932,133	11,368,057	498,828	891,675	538,147	1,001,198	6,969,108	13,250,930

APPENDIX (D.)—continued.

MONEY ORDERS PAID.

Year.	ENGLAND AND WALES.		IRELAND.		SCOTLAND.		TOTAL, UNITED KINGDOM.	
	Number.	Amount. £	Number.	Amount. £	Number.	Amount. £	Number.	Amount. £
1839 - - - - -	124,004	208,586	47,022	71,426	17,609	31,715	188,615	311,727
1840 - - - - -	429,600	739,963	89,388	120,950	50,900	83,372	569,888	944,287
Average of Five Years, 1841-45	1,972,625	4,163,991	232,346	356,083	211,425	405,320	2,416,396	4,925,396
" " 1846-50	3,260,108	6,600,193	478,361	681,997	345,402	665,185	4,083,871	7,947,377
" " 1851-55	4,255,830	8,353,431	537,836	772,138	421,161	809,492	5,214,827	9,935,063
1856 - - - - -	5,112,917	9,913,187	562,949	909,361	496,276	971,108	6,172,142	11,793,656
1857 - - - - -	5,333,979	10,281,663	537,881	893,789	515,563	1,002,857	6,387,423	12,178,309
1858 - - - - -	5,585,742	10,685,566	553,177	920,748	539,618	1,040,182	6,678,537	12,646,496
1859 - - - - -	5,825,682	11,191,141	577,069	976,794	564,748	1,087,525	6,967,499	13,255,460

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 (D.)

NUMBER and AMOUNT of MONEY ORDERS ISSUED and PAID in the UNITED KINGDOM since 1838.

MONEY ORDERS ISSUED.

Year.	ENGLAND AND WALES.		IRELAND.		SCOTLAND.		TOTAL, UNITED KINGDOM.	
	Number.	Amount.	Number.	Amount.	Number.	Amount.	Number.	Amount.
1839 - - - - -	142,723	£ 240,063	30,015	£ 47,295	16,183	£ 25,765	188,921	£ 313,124
1840 - - - - -	482,764	802,827	53,507	77,167	51,526	80,980	587,797	960,975
Average of Five Years, 1841-45	2,020,377	4,211,885	198,785	339,433	210,093	385,936	2,429,855	4,937,256
" " 1846-50	3,365,969	6,688,684	347,547	585,151	374,187	680,696	4,087,703	7,954,533
" " 1851-55	4,393,045	8,468,175	407,608	683,977	418,906	769,863	5,219,559	9,941,316
1856 - - - - -	5,231,736	10,099,366	461,723	806,942	485,523	899,253	6,178,982	11,805,562
1857 - - - - -	5,417,203	10,410,863	459,625	818,537	512,875	950,873	6,389,703	12,180,273
1858 - - - - -	5,674,441	10,821,901	485,220	857,558	529,735	982,646	6,689,396	12,662,105
1859 - - - - -	5,932,133	11,358,057	498,828	891,675	538,147	1,001,198	6,969,108	13,250,930

APPENDIX (D.)—continued.

MONEY ORDERS PAID.

Year.	ENGLAND AND WALES.		IRELAND.		SCOTLAND.		TOTAL, UNITED KINGDOM.	
	Number.	Amount. £	Number.	Amount. £	Number.	Amount. £	Number.	Amount. £
1839 - - - - -	124,004	208,586	47,022	71,426	17,609	31,715	188,615	311,727
1840 - - - - -	429,600	789,963	89,388	120,950	50,900	83,372	569,888	944,287
Average of Five Years, 1841-45	1,972,625	4,163,991	232,346	356,083	211,425	405,320	2,416,396	4,925,396
" " 1846-50	3,260,108	6,600,193	478,361	681,997	345,402	665,185	4,083,871	7,947,377
" " 1851-55	4,255,830	8,353,431	537,836	772,138	421,161	809,492	5,214,827	9,935,063
1856 - - - - -	5,112,917	9,913,187	562,949	909,361	496,276	971,108	6,172,142	11,793,656
1857 - - - - -	5,333,979	10,281,663	537,881	893,789	515,563	1,002,857	6,387,423	12,178,309
1858 - - - - -	5,585,742	10,685,566	553,177	920,748	539,618	1,040,182	6,678,537	12,646,496
1859 - - - - -	5,825,682	11,191,141	577,069	976,794	564,748	1,087,525	6,967,499	13,255,460

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 (E.)

AMOUNT of MONEY ORDERS ISSUED and PAID at those Towns in the United Kingdom where the amount was largest, during the Years 1858 and 1859.

OFFICES.	1858.		1859.	
	Issues.	Payments.	Issues.	Payments.
ENGLAND.				
	£	£	£	£
Bath	66,225	64,628	67,323	65,280
Birmingham	178,192	327,462	182,867	337,620
Bradford, Yorkshire	46,073	47,261	53,033	46,440
Brighton	105,324	87,699	109,780	94,693
Bristol	127,640	210,984	125,379	220,876
Cambridge	36,694	39,181	38,404	39,347
Cardiff	55,203	25,715	59,036	27,791
Cheltenham	53,863	42,699	51,644	43,412
Chester	37,434	43,435	38,764	45,201
Derby	46,290	40,103	50,312	42,418
Devonport	36,883	31,449	47,081	34,801
Exeter	44,749	58,785	46,427	59,239
Gloucester	31,835	33,729	31,831	33,829
Halifax	32,997	27,059	34,022	27,849
Huddersfield	32,022	31,453	36,246	30,263
Hull	84,805	115,870	89,294	121,149
Ipswich	35,092	31,992	34,290	31,735
Leeds	102,900	144,924	109,649	152,542
Leicester	47,668	49,847	50,354	51,931
Liverpool	361,495	377,438	372,799	400,911
London	1,793,147	3,129,649	1,820,150	3,140,057
Manchester	290,154	386,532	303,931	397,416
Newcastle-on-Tyne	96,055	92,444	94,736	87,974
Newport, Monmouth	39,345	22,724	37,455	22,901
Northampton	35,555	25,525	37,245	28,121
Norwich	45,603	59,534	47,432	65,548
Nottingham	74,452	74,772	81,467	74,602
Oxford	40,639	43,374	41,603	42,960
Plymouth	62,631	66,232	66,293	71,392
Portsmouth	75,644	60,178	92,810	63,809
Preston	39,931	37,397	44,116	38,151
Reading	30,171	34,947	31,234	36,422
Sheffield	85,005	98,068	91,998	101,658
Shrewsbury	41,706	28,346	41,065	29,495
Southampton	67,319	65,557	67,275	63,989
Sunderland	64,703	37,245	59,990	47,846
Swansea	40,517	27,527	45,504	29,068
Wolverhampton	49,228	35,798	51,324	36,942
Worcester	36,924	34,444	37,785	36,041
Yarmouth, Norfolk	24,734	40,329	25,504	40,845
York	55,031	57,917	56,223	59,285
IRELAND.				
Belfast	41,881	49,714	41,000	55,335
Cork	31,289	35,580	33,540	37,905
Dublin	285,297	227,927	305,743	234,798
SCOTLAND.				
Aberdeen	35,966	42,756	35,812	44,320
Dundee	33,019	30,277	33,323	32,101
Edinburgh	138,078	215,896	141,581	220,625
Glasgow	162,041	216,965	169,346	224,228

APPENDIX (F.)

GROSS REVENUE, COST OF MANAGEMENT, and NET REVENUE of the POST OFFICE of the UNITED KINGDOM, since the Year 1836.

Year.	Gross Revenue. (a)	Cost of Management.	Net Revenue.	Postage charged on Government Departments.
	£	£	£	£
1837 - - -	2,339,737	687,313	1,652,424	38,528
1838 (b) - - -	2,346,278	686,768	1,659,510	45,156
1839 (c) - - -	2,390,763	756,999	1,633,764	44,277
1840 (d) - - -	1,359,466	858,677	500,789	90,761
Average of Five Years, } 1841—45 }	1,658,314	1,001,406	656,909	112,468
" " 1846—50	2,143,717	1,304,772	838,944	110,798
" " 1851—55	2,569,836	1,441,334	1,128,502	157,008
1856 - - -	2,876,127	1,673,556	1,202,561	154,229
1857 - - -	3,018,147	1,713,476	1,304,671	135,517
1858 - - -	3,100,939	1,770,554	1,330,385	138,631
1859 - - -	3,299,825	1,853,953	1,445,872	149,382

(a) Namely, the Gross Receipts after deducting the Returns for "Refused Letters," &c.

(b) 1838 was the last complete year before the general reduction of postage.

(c) On 5th December 1839, the maximum Inland Postage for a single letter was reduced to 4d.

(d) On 10th January 1840 the postage on all inland letters weighing not more than $\frac{1}{2}$ oz. was reduced to a uniform charge of one penny.

APPENDIX (G.)

AMOUNT of Postage (including Postage Stamps sold by the Post Office and by the Office of Inland Revenue) during the Years 1858 and 1859, at those Towns in the United Kingdom where the Amount was largest.

	1858.	1859.
ENGLAND.		
Bath - - - - -	15,795	16,983
Birmingham - - - - -	42,666	45,555
Bradford, Yorkshire - - - - -	13,644	15,446
Brighton - - - - -	19,430	20,884
Bristol - - - - -	31,946	32,030
Cheltenham - - - - -	10,708	11,274
Exeter - - - - -	12,976	14,460
Hull - - - - -	18,284	19,602
Leeds - - - - -	24,206	27,322
Liverpool - - - - -	103,949	107,097
London - - - - -	851,912*	898,294†
Manchester - - - - -	89,045	97,932
Newcastle-on-Tyne - - - - -	21,648	22,546
Norwich - - - - -	12,444	12,753
Nottingham - - - - -	12,336	13,075
Plymouth - - - - -	10,803	11,380
Sheffield - - - - -	16,855	18,363
Southampton - - - - -	12,856	13,791
York - - - - -	11,715	12,621
IRELAND.		
Belfast - - - - -	16,042	16,339
Cork - - - - -	12,161	12,658
Dublin - - - - -	62,359	63,843
SCOTLAND.		
Aberdeen - - - - -	13,283	14,315
Edinburgh - - - - -	63,971	67,857
Glasgow - - - - -	66,888	68,480

* Including 124,881*l.* for postage charged to Government Departments.

† Including 135,859*l.* for postage charged to Government Departments.

APPENDIX (H.)

A STATEMENT showing the PAYMENT made for each of the FOREIGN and COLONIAL PACKETS under Contract with the BRITISH GOVERNMENT; the estimated Sea Postage on the Correspondence conveyed by each Line of Packets; the Profit or Loss on each Line; the Cost of Sea Conveyance per Ounce of Letters, and per Pound of Printed Matter; and the Average Sea Postage per Ounce of Letters, and per Pound of Printed Matter, in various Classes of Correspondence.

PACKETS.					Contract Sea Postage.		Profit.	Loss.	The Cost of Sea Conveyance per Ounce of Letters, and per Pound of Printed Matter.*	
					£	£	£	£	s.	d.
A. DOVER AND CALAIS and DOVER AND OSTEND.					15,500	78,000	60,500	—	—	—
A. The estimate of sea postage in this case is based upon an account taken during seven (not consecutive) weeks, between May and December 1859. It includes the postage on correspondence between this country and the continent, after deducting the sums repayable to foreign countries, and the British inland rate, which in this as in all other cases has been taken to be 1½d. per letter, and half the produce of printed matter. It does not include any portion of the postage on correspondence, passing through the United Kingdom, between the continent of Europe and foreign countries or British Colonies, the whole of which has been credited to the American, West Indian, or other lines of packets.										
B. PENINSULAR					20,500	3,000	—	17,500	9	8½
B. This estimate is based on an account of five outward and six inward mails, taken between May and December 1859.										
C. NORTH AMERICAN					191,000	112,000	—	79,000	2	6
C. This estimate has been based on an account of seven outward and seven inward mails, taken between May and December 1859.										
† Of this sum, 14,700 <i>l.</i> is paid for the line between Halifax and Bermuda, and Halifax and St. John's; and 3,000 <i>l.</i> for the line between New York and Nassau.										
AVERAGE PRODUCE FOR SEA POSTAGE, Of an Ounce of Letters, and a Pound of Printed Matter, in various Classes of Correspondence.										
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F. THE CAPE OF GOOD HOPE - - - 32,400 | 7,500 | - | 24,900 | 2 4¹/₂

F. This estimate is based on an account of two outward and three inward mails, taken between June 1859 and January 1860. *Part of the loss on the service is chargeable to the colony.*

G. AUSTRALIAN - - - 97,000 | 20,000 | - | 68,000 | 2 3¹/₂

G. This estimate is based on an account of three mails to Australia, and of three mails to and three from the Mediterranean and the Mauritius. The sum of 97,000*l.* is a moiety of the contract price, the other moiety being chargeable on the Australian colonies, which retain the produce of the mails sent to this country.

H. EAST INDIAN - - - 108,000 | 84,000 | - | 84,000 | 1 4¹/₂

H. This estimate is based on an account of six outward and six inward mails taken between May 1859 and January 1860. The sum of 108,000*l.* is the amount payable by the Imperial Government after deducting that which is charged on the East Indian Government.

* In dividing the Cost of Conveyance, it has been considered that a pound of Printed Matter is equal in point of cost to an ounce of Letters.

24th March 1860.

FRANK IVES SCUDAMORE.

LETTERS, at per Ounce.		PRINTED MATTER, at per Pound.	
Cape, &c.		Cape, &c.	
s. d.	0 11 ¹ / ₂	s. d.	0 11 ¹ / ₂

LETTERS, at per Ounce.				PRINTED MATTER, at per Pound.			
Mails to Australia.		Mauritius.	Mediterranean.	Mails to Australia.		Mauritius.	Mediterranean.
s. d.	1 2 ¹ / ₂	s. d.	0 8 ¹ / ₂	s. d.	1 2 ¹ / ₂	s. d.	0 4

LETTERS, at per Ounce.

India, Ceylon, &c.	China.	Mediterranean.	Dutch Closed Mails.	French Closed Possessions in India, and for Réunion.	Alexandria Closed Mails.	Other French Closed Mails.
s. d.	1 7 ¹ / ₂	s. d.	1 2 ¹ / ₂	s. d.	0 6	s. d.
1 3 ¹ / ₂	1 7 ¹ / ₂	1 2 ¹ / ₂	1 0	0 10	0 6	1 0

PRINTED MATTER, at per Pound.

India, Ceylon, &c.	China.	Mediterranean.	French Closed Mails.
s. d.	s. d.	s. d.	s. d.
0 3	0 5 ¹ / ₂	0 3 ¹ / ₂	0 5

LETTERS, at per Ounce,	Cape, &c.	s. d. 0 11 ³ / ₄ .
PRINTED MATTER, at per Pound,	Cape, &c.	s. d. 0 1 ¹ / ₂ .

LETTERS, at per Ounce.		PRINTED MATTER, at per Pound.	
Mails to Australia.	Mauritius.	Mails to Australia.	Mauritius.
$s. d.$ 1 2 $\frac{1}{2}$	$s. d.$ 0 9 $\frac{6}{10}$	$s. d.$ 0 4	$s. d.$ 0 3 $\frac{1}{2}$

LETTERS, at per Ounce.						
India, Ceylon, &c.	China.	Mediterranean.	Dutch Closed Mails.	French Closed Mails for French Possessions in India, and for Réunion.	Alexan- dria Closed Mails.	Other French Closed Mails.
<i>s.</i> <i>d.</i> 1 51½	<i>s.</i> <i>d.</i> 1 71½	<i>s.</i> <i>d.</i> 1 21½	<i>s.</i> <i>d.</i> 1 0	<i>s.</i> <i>d.</i> 0 10	<i>s.</i> <i>d.</i> 0 6	<i>s.</i> <i>d.</i> 1 0

PRINTED MATTER, at per Pound.							
India, Ceylon, &c.		China.		Mediterranean.		French Closed Mails.	
<i>s.</i>	<i>d.</i>	<i>s.</i>	<i>d.</i>	<i>s.</i>	<i>d.</i>	<i>s.</i>	<i>d.</i>
0	3	0	5 $\frac{1}{2}$	0	31 $\frac{1}{2}$	0	5

F. THE CAPE OF GOOD HOPE	32,400	7,500	—	24,900	2 4 ⁹ / ₁₆
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G. AUSTRALIAN	-	97,000	20,000	-	68,000	2	3½
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G. This estimate is based on an account of three mails to Australia, and of three mails to and three from the Mediterranean and the Mauritius. The sum of 97,000*l.* is a moiety of the contract price, the other moiety being chargeable on the Australian colonies, which retain the produce of the mails sent to this country.

E. EAST INDIAN	-	108,000	84,000	-	84,000	1 4½
<p>II. This estimate is based on an account of six outward and six inward mails taken between May 1839 and January 1840. The sum of 108,000, is the amount payable by the Imperial Government after deducting that which is charged on the East Indian Government.</p>						

* In dividing the Cost of Conveyance, it has been considered that a pound of Printed Matter is equal in point of cost to an ounce of Letters.

24th March 1860.

FRANK IVES SCUDAMORE.

APPENDIX (I.)

Time occupied by MAIL PACKETS in performing their Voyages during the Year 1859.

SERVICE.	PACKETS BETWEEN	OUTWARDS.						HOMEWARDS.					
		Time to be occupied according to Contract or Agreement.	Average Time occupied.	Contract or appointed Speed.	Average Speed.	Quickest Voyage.	Slowest Voyage.	Number of Times before the Contract Time.	Time to be occupied according to Contract or Agreement.	Average Time occupied.	Contract or appointed Speed.	Average Speed.	Quickest Voyage.
SERVICE.	PACKETS BETWEEN	Time to be occupied according to Contract or Agreement.	Average Time occupied.	Contract or appointed Speed.	Average Speed.	Quickest Voyage.	Slowest Voyage.	Number of Times before the Contract Time.	Time to be occupied according to Contract or Agreement.	Average Time occupied.	Contract or appointed Speed.	Average Speed.	Quickest Voyage.
		Days, Hrs.	Days, Hrs.	Knts.	Days, Hrs.	Days, Hrs.	Days, Hrs.	Days, Hrs.	Days, Hrs.	Days, Hrs.	Knts.	Days, Hrs.	Days, Hrs.
WEST COAST OF AFRICA - BRAZIL - CAPE OF GOOD HOPE - PENINSULA OF INDIA - WEST INDIES -	Liverpool and Bonny	32 10	31 12	8	8	22 2	27 8	8	34 12	31 7	8	31 21	28 5
	Southern and Rio Janeiro	20 6	25 4	9	10	22 2	27 8	10	34 12	31 7	8	31 21	28 5
	Rio Janeiro and River Plate	6 14	6 9	9	9	5 16	7 14	5	7 10	6 8	9	5 16	7 14
	Devonport & Cape of Good Hope	42 0	37 7	-	8	31 22	40 20	10	43 0	38 16	-	33 22	40 13
BRITISH NORTH AMERICA (Canada Line).	Southern and St. Thomas	4 22	4 4	-	10	12 4	19 20	15	4 3	4 16	-	9	10 10
	St. Thomas and Grey Town	-	-	9	7	7 5	9 21	2	-	-	10	12 7	22 23
	St. Thomas and Tampico	-	-	9	8	10 13	15 6	11	-	-	9	10 4	11 8
	St. Thomas and Jamaica	-	-	9	8	9 21	10 14	10	-	-	9	8 13	9 13
CHINA - EAST INDIES - AUSTRALIA -	Liverpool and New York	13 0	13 0	Summer, 84 Winter, 17 0	8	10 5	16 21	23	11 0	11 0	-	11 0	12 8
	Liverpool and Boston	14 0	13 12	Summer, 84 Winter, 17 0	8	11 2	17 13	24	11 4	11 4	-	10 2	12 23
	Point de Galle and Hong Kong	-	16 21	10	8	14 15	21 16	7	16 54	16 54	10	13 17	22 23
	Southern and Grey Town	-	-	10	9	83 0	45 18	17	-	-	10	36 0	49 20
GALWAY AND NEW-FOUND-LAND.	Southern and Sydney	-	-	10	9	37 18	57 10	18	-	-	-	37 18	55 5
	Galway and New-Found-Land.	-	-	-	-	37 18	57 10	18	-	-	-	37 18	55 5
	Galway and New-Found-Land.	-	-	-	-	37 18	57 10	18	-	-	-	37 18	55 5
	Galway and New-Found-Land.	-	-	-	-	37 18	57 10	18	-	-	-	37 18	55 5

Note.—In January 1860, the Packet sailed from Galway three days later than the day fixed; in April, seven days later, and then put back leaky; another vessel being despatched on the 18th April, or sixteen days later. In May and October the Packet sailed two days later than the time fixed. In March 1860, there was no homeward packet from St. John's, Newfoundland, as the vessel could not enter the harbour, on account of ice; this ship had, moreover, lost its propeller. The vessel which should have conveyed the mails of June 1859 to Galway (the "Argo") was wrecked in Trepassy Bay.

APPENDIX (J.)

LETTER from POSTMASTER-GENERAL of UNITED STATES; with REPLY thereto.

SIR, Post Office Department, August 15th 1859.

ON the 27th of June 1859, the Postmaster-General communicated to the Secretary of State, in response to a special call from Lord Lyons, Her Britannic Majesty's Minister to this Government, a counter proposition to so much of the basis for a new postal convention proposed in Mr. Rowland Hill's letter of 13th February 1857 as relates to printed papers, reserving for future consideration the question of reducing the rate of letter postage between the two countries.

I am directed by the Postmaster-General to communicate to you his earnest desire that the amendment to the British project, as proposed by him in said letter of 27th June last, may meet your approval; and at the same time to state that upon a careful consideration of the subject, he has concluded to assent to a reduction in the rate upon international letters, from twenty-four to twelve cents: provided the sea and inland rates composing the combined rate of twelve cents shall be apportioned as follows, viz.:—

United States inland	-	-	-	-	-	3 cents.
Sea rate	-	-	-	-	-	7 "
British inland	-	-	-	-	-	2 "

In proposing this division of the inland postage he has been governed by the principle of allowing the domestic rates of postage, as established in the respective countries, to apply also to foreign correspondence; except, however, that for the sake uniformity and to avoid complication, the lower rate of three cents is proposed for all distances in the United States, although for distances over 3,000 miles the domestic charge is ten cents. In view of the long distances which the mails have to be transported, and the consequent heavy expense of the service in the United States, he considers this proposition as most liberal on the part of this Department, and he does not doubt that you will readily assent to it. He is moreover induced to this liberal offer at once, because of his earnest desire (now that the subject, since his letter to the Secretary of State referred to, has commanded his particular attention,) to have the reduction go into effect without unnecessary delay.

I am also directed to state that he favours the adoption of the rule of compulsory prepayment of a single rate of 12 cents, as proposed in the 6th paragraph of the basis for territorial letters, &c., submitted by your Office; with this modification, however, that each country is to account to the other as at present for its due proportion of the postage, as well on letters fully prepaid, as on those part-paid and charged with deficient postage, with the addition of one rate of 12 cents because of partial prepayment.

All provisions of the present postal convention not consistent with the amended basis proposed by this Department, may be embraced in any new convention to be concluded between the two countries. Should it, however, be found impracticable to arrange at once the details of a new convention for the exchange of printed papers as

well as letters, I am requested by the Postmaster-General to express the hope that the proposed reduction of the rate of letter postage may be carried into effect, say, by the 1st of January next..

The Postmaster-General,
&c. &c. &c.
London, England.

I have, &c.
(Signed) HORATIO KING.

SIR,

General Post Office,
London, 11th November 1859.

I AM directed by the Postmaster-General to acknowledge the receipt of your letter of the 15th of August last, and to express his Lordship's regret that unavoidable circumstances have prevented his giving an earlier reply.

Lord Elgin is glad that you are now prepared to concur in the proposal of this Office to reduce the rate of international postage from a shilling the half-ounce letter to sixpence, and he hopes that you will consent to make such moderate alteration in the conditions on which you express your willingness to join in effecting this reduction, and the other improvements which have been proposed, as will enable his lordship to accede to them.

But before mentioning the precise alterations which he proposes, Lord Elgin desires me to call your attention to what he believes to be a correct statement of the facts of the case.

First as regards the division of international letter postage :—

The inland service consists, as you are aware, of three principal portions,—Collection, Conveyance, and Delivery. For the first we have in this country not only Head and Sub Post Offices, but a large number of Receiving Offices and Road Letter Boxes; whereas in the United States neither of these facilities exists at all; so that even in the large city of New York every letter must either be conveyed to the central office or dropped into a box of an irresponsible shop-keeper, who receives no payment from the Post Office and is in no way under its control.

As respects conveyance, it is true that some of the international letters collected or distributed in the United States are carried a much greater distance than any in the United Kingdom; but it is found on examination that these are comparatively few, the great majority not having to travel farther from New York or Boston (the American ports of arrival and despatch) than such letters on this side the water have to travel from Liverpool or Southampton.

Again, the conveyance in this country is more rapid and at shorter intervals than in the United States.

As regards delivery, the third chief branch of the service,—the United States, as you are aware, has nothing whatever to offer; for either there is no house-to-house delivery, or, where a provision does exist, it is made the ground for an additional charge, varying apparently from one to two cents per letter.

In the United Kingdom, on the other hand, a very large and constantly increasing portion of the letters (now amounting to considerably more than 90 per cent.) are delivered free, by paid letter carriers and rural messengers, at the houses of the persons to whom they are addressed.

In the conveyance by sea, also, the British packets render a more valuable and far more costly service than those of the United States ; the British packets being quicker and having officers on board to sort the letters, and being also subsidized by a payment much exceeding the sea postage, and indeed the whole postage whether sea or inland ; whereas the American packets are not only destitute of all arrangements for assorting, but also, not being bound like the British packets, under heavy penalties to ply both in winter and summer, or to conform to various regulations for securing high speed and regularity, are not subsidized by one shilling beyond what the United States receives by way of postage ; indeed by an Act of your Congress, dated 14th June 1858, all power has, for the present at least, been withdrawn from the American Post Office to grant such subsidy.

On the just principle, therefore, that each country ought to be remunerated according to the value of the service it renders, it appears that, whether as regards the sea or inland service, this country has a fair claim to a larger share of postage than the United States ; but as Lord Elgin fully concurs in the opinion expressed by the Duke of Argyll in his Grace's letter of the 13th February 1857, that an unrestricted intercourse between the two countries is far more important than a nice adjustment in the division of the postage, he is satisfied, like his predecessor, to press only for equality ; this equality to be effected by taking one cent from the allowance put down in your scale for United States inland postage and adding the same to the allowance for sea postage.

The division would then be as follows :—

			<i>d.</i>	<i>Cents.</i>
British Inland postage	-	-	1	or 2
Sea postage	-	-	4	" 8
United States inland postage	-	-	1	" 2
			<hr/>	<hr/>
			6	" 12
			<hr/>	<hr/>

After what has been said above, it is scarcely necessary to urge that the payment for sea-service should receive such augmentation as will tend to induce each Government to put its whole packet service on the footing most favourable to the common interest.

In offering the foregoing division Lord Elgin places the United States in a position equally favourable with that of any British colony, including the vast territory of India, where the internal conveyance is expensive, and where, except at very small towns, there is a free delivery from house to house.

Lord Elgin is glad that you agree with him in the expediency of requiring that, to the extent of one rate at least, every letter should be prepaid, and he is prepared to accede to the modification you propose in the arrangement regarding insufficiently paid letters described in the 6th and 7th paragraphs of the letter of February 1857, already referred to, although he thinks that the arrangement, as it originally stood, is preferable.

INTERNATIONAL PRINTED PAPERS.

Upon the plan proposed by this Office you would be at liberty to lay down any scale of postage for printed papers (including newspapers and books) despatched to this country from the United States, and Lord Elgin thinks it very desirable that each party should be wholly un-

fettered in the matter ; an arrangement made in several of our recent postal conventions, including that with France. This plan affords the same convenience with regard to printed matter as exists in your country and ours with respect to the registration fee on international letters ; i.e., it avoids the necessity of a great diversity of charges, each country being able to adopt the scale which it may have laid down in other analogous cases. Thus, if this Office were untrammelled, it would, in all probability, extend to the United States the rates of of charge and other provisions of the Book Post, already existing between this country and some other Foreign States (including several in Southern and Central America), and between the United Kingdom and its colonies, including Canada ; and it would thereby save both to the British public and to the Department the trouble and risks of error arising from the establishment of a new and special scale of charges with a necessity probably for other special provisions.

Nevertheless, if after further consideration you are still very desirous that the charges for printed matter shall be the same in both countries, Lord Elgin will waive his objections, provided such a scale can be devised as may be mutually satisfactory.

The scale, however, which you propose in your letter to General Cass, dated 27th June last, is in Lord Elgin's opinion too low for newspapers and for small weights of other printed matter, and too high for large weights, such as a pound, or a pound and a half.

One objection to the scale descending so low as 1*d.* (that is to half the present total charge) is that it would offer temptations to commit the petty fraud of writing in a newspaper or other printed paper, matter which ought to constitute a letter, or of even concealing a letter within the folds ; frauds at present too frequent in newspapers coming from the United States.

Again, Lord Elgin cannot consent to the proposed division of the postage for such matter, since, for reasons already given in the case of letters, this partition would give too small a share to the United Kingdom.

His Lordship is willing to abide by the Duke of Argyll's proposal on this point, made in the letter of February 1857, or he would consent to divide the postage in the same proportion as that which he offers for letters, viz. :—

	Parts.
British Inland postage - - - - -	- 1
Sea postage - - - - -	- 4
United States Inland postage - - - - -	- 1
Total	- 6

TRANSIT LETTERS, &c.

Lord Elgin offers no objection to your proposal to charge for the conveyance of transit letters, &c., in closed mails, by a scale varying according to distance ; and he would approve of rendering the application of the principle yet more complete by making the charge a certain sum for every 500 miles, instead of leaping from 500 to 2,000 miles.

Lord Elgin proposes that the rate of charge shall be 2*d.* per ounce for every 500 miles or portion of 500 miles for letters, and 2*d.* per pound for printed papers, including newspapers and books ; with a limit of 2*s.* per ounce for letters, and 2*s.* per pound for printed papers ;

the same rates and the same limits to apply both to land and sea conveyance.

While in no respect, so far as Lord Elgin can judge, would this arrangement act prejudicially to the United States, it would in two particulars, viz., in placing sea conveyance, the more expensive service of the two, on an equality with that by land, and in fixing a maximum charge, be to the advantage of that country ; since British packets convey the greatest number of letters, &c. sent by sea, and the distances by sea often exceed the maximum allowed for ; while in very few instances would this maximum be exceeded in the distances travelled by land.

Lord Elgin thinks that, as regards territorial conveyance at least, the distances, to avoid doubt and frequent changes, should be measured in a straight line, on the plan adopted in several postal conventions concluded by France.

Although the principle of charge according to distance might cause too much complexity if an attempt were made to carry it into operation with regard to every line of territorial transit, there would be no difficulty in making minute calculations for a few lines, and from these calculations to form an *average* for all distances to serve till either country called for a revision.

This arrangement would, of course, affect only the accounts *between office and office* ; as the charge to the public might be invariable.

If, on full consideration, you should be prepared to agree to these proposals, as a basis for a new Convention, Lord Elgin will submit for your approval a complete set of articles, and will indulge the hope that everything will be in readiness for bringing the new Convention into operation at the beginning of the next financial year, viz., on the 1st April 1860. Should you, however, be not so prepared, his Lordship proposes that a commissioner be sent over to this country, possessing a full knowledge of the facts relating to the United States Post Office, and authorized to negotiate a Convention, on the understanding that if it be found impracticable to agree on the terms, the points of difference shall be referred to the arbitration of the Postmaster-General of some other State or other authority to be mutually agreed upon ; neither party, however, to be in that case bound by its present offer.

Lord Elgin feels sure that you will agree with him in opinion, that should it unfortunately become necessary to call in a third party, such a step could more readily be taken at London than Washington.

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

APPENDIX (K.)

LETTER from CHAMBER of COMMERCE of HULL ; with REPLY thereto.*

CHAMBER of Commerce and Shipping, Hull,
June 7, 1859.
MY LORD,
WITH reference to my letter of 22d September last, on the subject of accelerating the delivery here of the London Day Mail,

* As this letter and the reply treat fully the question referred to in the text, the other letters mentioned herein are not inserted.

and to your Lordship's communication, under date 31st January (No. 38,066) declining to grant that application on the ground that "the amount of correspondence which would be benefited by the measure will not warrant the additional expense," I have to inform your Lordship that at a public meeting called by this Chamber, of merchants, shipowners, and others interested in the question (which was both numerous and respectably attended), the following resolutions were passed, which as Chairman of said meeting and President of the Chamber, I take the liberty of handing to your Lordship.

We observe by the Fifth Report on the Post Office, recently issued by your Lordship, that the net revenue thereof in 1858 showed a deficiency, as compared with 1857, of 153,471*l.*, and that this large deficiency has arisen chiefly from a more extended use of the rail, and also from an important acceleration of the mails, particularly that to Scotland, at an annual charge of 15,000*l.*

We cannot view this large expenditure, incurred for the purpose of accelerating that mail, without contrasting the very small sacrifice of revenue required to expedite the most important mail, in a commercial point of view, arriving at this port, inasmuch as it brings nearly the whole of our foreign correspondence.

Referring to the application of the rule "not to grant our application, unless the amount of correspondence gives a fair claim to the alteration, or that the improvement will probably lead to such an increase of correspondence as to make up the additional expense," we cannot help considering that the case of Hull ought to be viewed as exceptional. It is quite true your Lordship cannot investigate between the comparative value of different *classes* of letters; but we submit that such inquiry in our case is scarcely required.

Your Lordship will be aware that the London Day Mail brings *all our foreign correspondence*, with the exception of that from America; that such correspondence is almost wholly of a mercantile character; that it contains orders for goods, instructions for insurance, advice of drafts, rates of exchange, bills of lading, arrivals of shipping, casualties as to markets, solvency of firms, &c. &c., all of which is of the deepest importance, but very partially, if at all, available that day, in consequence of the delivery of the letters at an hour (4.15 p.m.) when the banks, Customs, and other public offices are closed for business.

Referring to your Lordship's illustration of the comparative value of the classes of letters, we submit that there can be no class of letters more important to the country at large, and especially to great seaports like Hull, than those by which our communication with foreign countries is conducted, and which may justly be said to give rise to thousands of other letters, and thus contribute greatly, both directly and indirectly, to the revenue of the Department over which your Lordship so ably presides, and to the opulence and the prosperity of this great country.

The suggestion of its being open to us to pay the difference between the amount which your Lordship considers yourself warranted in expending and the actual cost of the service, causes us equal surprise and regret, as it seems to militate against the principle which appears to guide your Lordship in other cases, when the acceleration of mails, even at very considerable expense has been determined on, and as at variance with the object of that national measure "the penny postage."

The port of Hull is an increasing port, and now contains upwards of 100,000 inhabitants, nearly all of whom are, one way or other, dependent on our intercourse with the continent of Europe. The surplus revenue of our post office probably exceeds 6,000*l.* per annum, and to refuse the advantage of an early delivery of the Day Mail in question, unless the town contribute 200*l.* towards the expense, appears to us inconsistent with the principle recognized in the administration of your Department, viz., the accommodation of the public and not increase of revenue.

In conformity with that portion of resolutions of the public meeting appointing a deputation to your Lordship, I solicit the favour of your naming as early a day as convenient for an interview; but I trust the statement I have the honour to lay before you as the opinions of the meeting referred to, will supersede the necessity of one, and that your Lordship will be pleased to avail yourself of the offer of the Manchester, Sheffield, and Lincolnshire Railway Company (of which we have procured a renewal,) to grant us the important boon applied for.

I have, &c.

(Signed) C. M. NORWOOD,

President.

The Right Hon. Lord Colchester,
Postmaster-General.

Enclosure in foregoing Letter.

At a public meeting called by the Hull Chamber of Commerce and Shipping, of merchants, shipowners, and others interested in the acceleration of the London Day Mail, held at the Exchange on Thursday the 2d June 1859, it was resolved:—

1st. That this meeting is of opinion that the extent and importance of the commercial transactions, and the steam passenger and other traffic between this port and the continent of Europe, entitles it to the *delivery* of the said mail (by which the foreign correspondence is received) at a period not later than 2.30. P.M., which, by the existing offer of the Manchester, Sheffield, and Lincolnshire Railway Company to the Postmaster-General can be accomplished at a very moderate expense.

2d. That the directors of the Chamber of Commerce and Shipping be requested to renew their application to the Postmaster-General, and to press the subject, if necessary, by means of a deputation, accompanied by the members for the town and East Riding, and that a copy of these resolutions be forwarded to the Postmaster-General.

(Signed) C. M. NORWOOD,
Chairman,

and on behalf of the Meeting.

SIR,

June 13th, 1859.

THE Postmaster-General has had before him your letter of the 7th instant, together with the resolutions passed at the public meeting of merchants, shipowners, and others, recently called by the Hull Chamber of Commerce and Shipping, respecting the question of accelerating the arrival of the London Day Mail at that town by means of a quick train from Retford to New Holland, with a packet service across the Humber.

Lord Colchester cannot admit that this case forms an exception to the rule to which you refer in the last annual Report on the Post Office. His Lordship has no doubt, from what you state, that many of the letters in question are important, but so also are many other letters for which additional expenditure is asked, though the comparative importance of different letters, or classes of letters, is a matter of which it is impossible for his Lordship to judge.

The fair arrangement, as it seems to Lord Colchester, is for the Post Office to expend, with regard to every class of letters, such sum as the amount of postage will warrant; but when the improvement applied for exceeds this sum, to leave it to those who would be specially benefited to make up the difference.

Even if the Legislature had determined that the Post Office should cease to be a source of revenue (which is not the case), all that could be done would be to expend on every class of letters the whole amount of postage, unless, indeed, Parliament were prepared to levy new taxes, sufficient, not only to make up the present postal net revenue, but also a deficiency; and in consenting to pay an additional 200*l.* per annum in the conveyance of the letters in question, the Department treads closely on the line of self-support, even if it does not go beyond it.

If the concession now asked for were made, those interested in all other classes of letters at Hull, and at every other town and village, would, as it appears to Lord Colchester, have cause of complaint that more money was not expended to expedite the conveyance or delivery of their letters; and thus the simple and just rule being departed from, endless trouble and dissatisfaction might be the result.

The object of the system of "penny postage," as Lord Colchester understands it, was, by simplification and economy, to admit of letters generally being conveyed and delivered, at a charge which, while it not only defrayed the expense incurred, but yielded a surplus, should be small and uniform; and this principle is, Lord Colchester conceives, in no way infringed by the decision in question.

With regard to the expense of the late acceleration of the Night Mail to and from the north, his Lordship directs me to inform you, that the cost of that measure, although very large, was fully warranted by the vast amount of correspondence benefited; and that in dealing with the question as regards the Day Mail for Hull, his Lordship has been guided by principles equally liberal with those upon which that acceleration was carried out.

After carefully considering the whole subject, and giving full weight to all the reasons which have been urged in favour of the measure, his Lordship cannot depart from his first decision; but although he regrets that he can thus hold out no hope on the subject, he will nevertheless be happy to afford an interview to the proposed deputation, should it still be the desire of the Chamber of Commerce.

C. M. Norwood, Esq.

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

APPENDIX (L.)

MEDICAL OFFICER'S REPORTS for the Year 1859.

Medical Department,
General Post Office, London,
7th February 1860.

SIR,

It is with much satisfaction that I present this my Fifth Report on the health of the officers for the past year, exhibiting as it does the very high sanitary condition of the Department, as proved by the lowest rate of mortality hitherto attained.

AVERAGE NUMBER OF OFFICERS ATTACHED TO THE CHIEF MONEY ORDER OFFICES.

Clerks.—Class A.	-	-	-	266
„ Class B.	-	-	-	265
				<hr/>
				531
				<hr/>
Minor establishment	-	-	-	1,007

CANDIDATES EXAMINED.

Clerks.—22, four of whom were rejected as unfit.

Minor officials.—287 candidates for the office of letter carrier in London presented themselves for examination during the year. Of this number 73, or 25 per cent, were found not to be properly qualified.

PREVIOUS OCCUPATIONS OF THE CANDIDATES.

Of 255 candidates for the office of letter carrier, who last year obtained nominations, had been engaged in the following occupations up to that time—

Porters and messengers	-	-	-	-	37
Domestic and other servants	-	-	-	-	34
Drapers and shopmen	-	-	-	-	28
Shoemakers	-	-	-	-	27
Operatives of various kinds	-	-	-	-	24
Clerks in counting-houses	-	-	-	-	19
Farm labourers	-	-	-	-	13
Carpenters and upholsterers	-	-	-	-	11
Gardeners	-	-	-	-	9
Retail dealers	-	-	-	-	9
Tailors	-	-	-	-	7
Butchers and bakers	-	-	-	-	7
Grocers	-	-	-	-	5
Schoolmasters and pupil-teachers	-	-	-	-	5
Booksellers and printers	-	-	-	-	5
Plumbers and painters	-	-	-	-	4
Soldiers and sailors	-	-	-	-	3
No occupation or unknown	-	-	-	-	11

With regard to this subject, I have to repeat my opinion that it is desirable, in filling up these appointments, that young men from the country, accustomed to out-door labour, should be generally preferred to London shopboys, tradesmen's assistants, &c.

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GENERAL HEALTH OF THE OFFICERS.

The total number of cases of illness throughout the establishment has been about the same as that of the previous year. A much larger proportion of them, however, have been of a slight description, officers of all classes having now learned that it is much easier to cure disease in its earlier stages than after it has been allowed to gain strength by a longer sojourn in the system.

This is one of the most important laws of hygiene, and can nowhere be more systematically and perfectly carried out, than in a large public department like this.

The subjoined Table shows the number of clerks, and of minor officials who presented themselves for medical advice during the year, specifying the more ordinary complaints.

CASES OF SICKNESS DURING THE YEAR 1859.

	Clerks.	Others.	Total.	Diarrhoea.	Rheumatism.	Boils.	Sore Throat.
January - - -	18	93	111	1	13	1	6
February - - -	19	87	106	2	7	1	9
March - - -	15	84	99	2	7	2	8
April - - -	4	100	104	1	6	1	6
May - - -	14	85	99	4	3	3	6
June - - -	19	78	97	6	4	—	3
July - - -	19	135	154	47	9	1	7
August - - -	22	120	142	36	7	—	2
September - - -	8	82	90	5	4	2	6
October - - -	7	76	83	4	6	—	1
November - - -	10	76	86	4	5	1	5
December - - -	11	89	100	2	9	—	2
Total - - -	166	1,105	1,271	114	80	12	61

234 visits were paid to officers at their own houses, when too ill to attend at the office. This number is less by 100 than in the previous year, and by 200 than in the year 1857.

EPIDEMICS.

In the month of April small-pox broke out among the female servants. There is reason to believe the disease was imported into this portion of the establishment by a person who supplied the housekeeper's department with milk, and one of whose children died of that complaint. As soon as the nature of the illness was manifest, every sanitary precaution to check the spread of the contagion was at once adopted. The two patients who were attacked were separated from all the other servants, except those who had previously had the disease.

The other female servants were immediately re-vaccinated. All the apartments and corridors used by these domestics were thoroughly cleansed, limewashed, and disinfected by chlorine, &c., and the freest possible circulation of fresh air established day and night.

These means, I am happy to say, were quite successful, the epidemic having been confined to the two original cases. Finding that the sleeping-rooms of that portion of the building were more crowded than was

consistent with good health, and insufficiently aerated, advantage was taken of this outbreak of a zymotic disease to diminish those evils. Those rooms are now in a satisfactory state, and I believe the improvements then introduced have exercised a beneficial influence on the health of the occupants. At any rate, there have been fewer applications for medical assistance from them since that time, than I have known since I have had medical charge of the establishment.

AVERAGE DURATION OF ILLNESS.

Clerks.

The number of heads of departments, clerks, and inspectors in the Chief and Money Order Offices during the year has averaged 531, viz., 266 in Class A. and 265 in Class B. Of this number 224 have been off duty from illness during some portion of the year; some of them more than once. There have in fact been 382 cases among that number. Thus about two-fifths of the whole number of clerks have been attacked with illness requiring their temporary absence from duty.

The 382 cases of illness required a total of 4,902 days' absence, making an average of $12\frac{1}{2}$ days for each case. But 3,107 of this number of days' absence have been caused by accidents and illness happening to only 16 of these officers, some of whom have had to leave the service, in consequence of being thereby disabled. If allowance be made for these 16 special cases, the average absence from duty caused by each case of sickness will be reduced to less than 5 days, while the average absence of each clerk in the office will have been $3\frac{1}{2}$ days only.

The average duration of each case of illness has been greater among the heads of departments and senior clerks than among the juniors. This is naturally accounted for by the more advanced ages of the former.

Minor Establishment.

The number of officers in Class C. during the year has averaged 1,007. Among these there have been 1,105 cases of illness, most of them, as I have stated, of a very slight character; only 399 of these officers having required to absent themselves from duty from this cause. They have been absent on the whole 10,225, or rather more than 9 days for each case. But this amount of absence is unduly swollen by the prolonged absence of 30 men who have been away 3,783 of the total number of days. Several of these had been pensioned, but were retained on the list of active officers while their claims were being considered at the Treasury, and from other causes. If deduction be made, therefore, for these cases, the average duration of each case of illness in this class will be found to be $6\frac{1}{2}$ days.

General Body of Officers.

While the average number of officers on the establishment during the year has been 1,538, there have been 1,646 who have been connected with it during some portion of the year. The difference is accounted for by the transfer of some of the officers from the chief to the various district offices. Of this latter number 623 have been off

duty from illness during some portion of the year ; while 1,039 cases of sickness have been attended to that required no absence. The average number of days that any officer was off duty through illness, including in the calculation the whole body of officers (1,538), amounts to $9\frac{1}{2}$. But if correction be made for the exceptional cases above alluded to, the average total absence will be exactly $5\frac{1}{2}$ days for each officer.

DEATHS IN CLASSES A. and B.*

(*Clerks, Inspectors, &c.*)

Nature of Disease.	Age at Death.	
	Between 40 and 50.	
Heart - - -	1	
Brain - - -	1	
Total - - -	2	

These two deaths occurring among 521 officers give a mortality of less than 4 per 1,000 ; an extremely low death rate.

DEATHS in CLASS C.

(*Letter Carriers, Sorters, Stampers, &c.*)

Disease.	Age at Death.			Total.
	Between 20 and 30.	Between 30 and 40.	Between 40 and 50.	
Consumption - -	—	1	1	2
Inflammation of Heart -	1	—	—	1
Brain - - -	1	—	—	1
Bright's disease - -	—	—	1	1
Erysipelas - - -	—	1	—	1
Total - - -	2	2	2	6

The number of persons among whom these 6 deaths took place being 1,007, it follows that the mortality for the year in this class is below 6 per 1,000 ; the death rate for the whole establishment being under 5 per 1,000. This is a remarkably favourable return, being only one-third of the mortality of the previous year. Yet even that proportion of deaths, viz. 14.5 per 1,000, showed a favourable state of things

* The deaths among the superannuated officers are not included in the tables given, as it was difficult to distinguish those who had been attached to the chief office from the others.

when compared with the average mortality of males in London aged 20 and upwards, which is 24·2 per 1,000.

The most noteworthy point with respect to the causes of the deaths is the great diminution in the amount of consumption. Whereas in former years this dire disease has never borne a less ratio than 50 per cent. of the whole mortality of the office, in the past year it has fallen to half that amount.

I am afraid I cannot anticipate that so low a death rate will often recur in my annual reports.

SUPERANNUATIONS.

Clerks.

Ten officers in classes A. and B. have retired from the service during the year. Their average age was 54, and their average length of service 31 years.

The following list contains the causes of their retirement :—

Disease of the brain and nervous system	-	-	4
" chest	-	-	1
Failure of eyesight	-	-	1
Accident	-	-	1
Being above 60 years of age	-	-	3

Letter Carriers, &c.

43 men in the minor establishment were superannuated on account of ill-health or old age, viz:—

Disease of the lungs	-	-	-	6
" heart	-	-	-	4
" brain and nerves	-	-	-	7
" stomach	-	-	-	1
Defective vision	-	-	-	7
Rheumatism	-	-	-	5
Failure of legs and feet	-	-	-	2
Rupture	-	-	-	1
Cancer	-	-	-	1
Being above 60 years of age	-	-	-	9

Their average age was 52, and their average length of service 26 years. One man continued in the efficient discharge of his duties till he was more than 68 years of age.

REMOVABLE CAUSES OF DISEASE.

On the 8th of August last, I made a special report to the effect that there was an unusual amount of diarrhoea prevailing among the officers of the minor establishment. I gave it as my opinion, that while a portion of this was probably caused by the sudden variations of temperature, and other atmospheric conditions, I had reason to think a considerable part was due to the quality of the water consumed in the office by the men engaged in sorting duties.

The water supplied to these officers had for many years been obtained from the neighbouring pump belonging to the Goldsmiths' Company. It was considered, not only by our own officers, but, as I was informed, by nearly all the persons residing in the neighbourhood, to be particularly pure, sweet, cool, and pleasant. I felt certain, however, that though it might be cool, and grateful to the palate,

especially in hot weather, this might arise from other circumstances than its purity. It was indeed impossible that the soil in which the well was sunk, surrounded, as it had been for centuries, with cesspools, with the contents of which it must have been strongly contaminated, could remain in contact with water without imparting to that fluid a large amount of the materials from these reservoirs. It is well known that the fluids from cesspools and drains percolate porous soils to a very considerable distance. In all probability "the cool and pleasant" properties ascribed to the water of the well in question were due to the presence of carbonic acid gas, nitre, and nitrates, resulting from the decomposition of the animal matters in solution and suspension in the fluid. Some of this water was therefore sent to Dr. Hassall for analysis. He found, after having left it at rest for some hours to allow the matters in suspension to be deposited, that the supernatant fluid became clear and transparent. The clear portion being examined with a microscope showed the presence of some animalcules belonging to the genus *monas*.

In addition to these living organisms, an imperial gallon contained,—

	Grains.
Organic matter - - - -	- 9·20
Soluble salts - - - -	- 17·20
Insoluble salts, chiefly lime and magnesia -	33·50
Total -	<u>59·90</u>

The nitrates were very abundant.—This analysis clearly showed that the water was very bad, and quite unfit for drinking purposes. In hot weather especially, water so impure would tend to cause intestinal derangements. I therefore recommended that "no more water from the " pump belonging to the Goldsmiths' Company be allowed to be brought " into the building for the consumption of the men, but that the water " now supplied to the Department by the New River Company, previously filtered by passing through solid carbon, be forthwith substituted for it." You approved of this course being taken, and orders were issued on the same day to that effect. Almost simultaneously with this being done, the number of cases of diarrhoea underwent a marked diminution.

I may remark, in reference to this suggestion, that I had no other resource than to recommend the New River Company's water, although this is by no means so pure a water as the inhabitants of this or any other town should employ for drinking purposes; nevertheless, when compared with the water of the Goldsmiths' Company it had a decided superiority. The latter, as the above table shows, was charged with nearly 60 grains of foreign matter per imperial gallon, while the former was found to contain less than one-fourth of that quantity, viz., 14·80 grains; but in the New River Company's water the microscope showed the presence of various living organic productions, both animal and vegetable. These included several species of infusoria, desmidiæ, and diatomaceæ, as well as threads of a fungus, which were rather abundant. This was the condition of the New River Company's water as supplied to the establishment by the company.

But when it is passed through filters of solid carbon, as is done, I believe, in the public drinking fountains now erected in various parts of London and other towns, nearly all the organic productions are kept back, although but little diminution is effected in the quantity of the salts.

The water contained in all the surface wells of London is quite unfit for drinking purposes, but this is more especially the case in the older parts of the town.

The deleterious effect produced by organic matters is well illustrated by the history of the Lambeth and Vauxhall Water Companies (which supply water to the same district on the south side of the Thames) during the cholera epidemics of 1848 and 1854. In the former year both companies derived their supply from the Thames at Battersea, and both the districts supplied by these companies suffered equally from cholera. But in the year 1854 the Lambeth Company obtained its supply from Thames Ditton, beyond the influence of the tide. At this time 24,000 houses, with 167,000 inhabitants, were supplied by the Lambeth Company; and 40,000 houses, with 268,000 inhabitants, were supplied by Vauxhall Company, which still obtained its water from the same impure source. In the former district 611 persons died of cholera, being at the rate of 37 deaths in 1,000 persons living, whilst among the latter there were 3,476 deaths, or 130 deaths for every 1,000 living. Thus the number of persons who died in the houses where the most impure water was drunk was $3\frac{1}{2}$ times greater than that in the houses where the purer water was supplied. This instance is only one of a large number where it has been shown that cholera has been most fatal where the drinking water of the people has been most impure. I would also call attention to the fact, that it is not only the *amount*, but the *kind* of impurity that influences this agency of water. In all cases it appears that the contamination which arises from human and animal excretions exercises a more injurious influence than the mere presence of animal and vegetable impurities of other kinds.

Now, the *organic* matters found in the surface wells of London are of precisely the same nature as those in rivers which are the receptacles of house sewage. The most observable difference arises from the fact, that the water passing into the wells undergoes a process of filtration, so that the animal matters are more perfectly dissolved and decomposed than they generally are in the river water. Hence the surface well waters are clearer, whilst the carbonic acid of the decomposed matter makes them sparkling, and the nitrates they contain give them a pleasant coolness to the taste. Nothing could be better adapted to lure their victims to destruction than the external qualities of these waters; hence the worst of them are the most popular for drinking purposes.

I have taken this statement of the relative effects of the waters of the Lambeth and Vauxhall Companies in 1848 and 1854 from Dr. Lankester's report to the vestry of St. James's, Westminster, of which parish he is the medical officer of health. Dr. Lankester cites an example from his own district, which shows that the partiality of our officers for the contaminated water of the Goldsmiths' Company is by no means a unique instance. He says—"the most impure water in this, St. James's parish, is that of the Broad Street pump, and it is altogether the most popular.

"The large amount of mortality from cholera in this parish in 1854 arose from the popularity of the water of that pump. Persons sending from a distance to obtain it, and dying of cholera wherever it was drunk."

Before quitting the subject of water supply, I would add, that there is only one opinion on this point among all the medical officers of health of the metropolis. In the words of Mr. Simon, of the Privy Council Office, "Pumps supplying such water can never in London be otherwise than dangerous sources of supply. They are situated in a

"soil which abounds with putrid and putrifiable matter. The waters invariably contain products of organic decomposition, more or less oxidised, and it is a mere chance, beyond the power of water-drinkers, to measure or control whether that oxidation shall at all times be so incomplete as to have left the water still capable of a very dangerous kind of fermentation."

There is now, I am happy to state, a continuous supply of filtered water in the large room of the Inland Office, and I should be glad to see this system carried out in the other offices where it is required. The London District and the Newspaper Offices especially would benefit thereby. The new District Offices should also be supplied in the same manner.*

EXTENSION OF MEDICAL ASSISTANCE TO THE DISTRICT OFFICES.

Until the commencement of Michaelmas Quarter, 1859, official medical aid in case of sickness or accident was only given to such officers as were attached to the Chief and Money Order Offices. But in the course of the year, on the application of the letter carriers attached to the District Offices in London, the Postmaster-General recommended to the Lords of the Treasury the extension of such assistance to the men connected with the nine postal districts. Their Lordships were pleased to sanction that recommendation.

I was consequently requested to make such arrangements as would, in my opinion, afford the best means for carrying into effect their Lordships' wishes.

It was clear that I could not myself attend at so many different parts of the town, without neglect of my duties at the Chief Office, nor could any one physician visit, at their own dwellings, men scattered over all portions of the metropolis and its suburbs.

I therefore proposed, while taking charge of the Western Central District myself, in addition to the Chief Office, that eight medical practitioners of reputation and respectability, resident in the immediate neighbourhood of the District Offices, should be engaged to attend to them and to the men employed in them. The Postmaster-General, assenting to this arrangement, was pleased to make the following appointments, at my recommendation :—

NORTHERN DISTRICT	-	Dr. Bradford, 4, York Place, Islington Green, N.
NORTH EASTERN DISTRICT		W. T. King, Esq., 7, Thurlow Place, Hackney Road, N.E.
EASTERN DISTRICT	-	H. Taynton, Esq., 7, Bedford Place, Commercial Road East, E.
SOUTH EASTERN DISTRICT		Messrs. Evans and Ebsworth, 11, Trinity Street, Southwark, S.E.
SOUTHERN DISTRICT	-	Messrs. Jeffree and Carpenter, 54, Paradise Street, Lambeth, S.
SOUTH WESTERN DISTRICT		J. Sharp, Esq., 21, Grosvenor Street West, S.W.
WESTERN DISTRICT	-	Messrs. Easson and Hare, 23, Princes Street, Cavendish Square, W.
NORTH WESTERN DISTRICT		W. Adams, Esq., 37, Harrington Square, N.W.

* Arrangements are being made with the view of supplying all the offices with the filtered water.

These gentlemen, under the title of "District Medical Officers," are to be paid a fixed sum per annum for each man, this sum to include medicine and attendance, with such instruments as may be required. At the same time it is understood that "the Medical Officer to the Department must still be held generally responsible for the medical supervision of the men attached to the District Offices, and it will be his duty to inspect these offices from time to time, and to make inquiry, in order to satisfy himself that every proper attention is paid to the sick, and that the medicines, &c. are of the best quality."

I have reason to know that these arrangements have given great satisfaction to the men; and I believe, when the system comes fairly and fully into work, it will be found to be the means, not only of curing, but by the cases being seen early and attended to promptly and regularly, of *preventing* much sickness among our officers.

At the present moment, I am sorry to say there is a large proportion of illness in some of the districts. I have no doubt that this is owing to the sufferers having hitherto neglected to have recourse to medical assistance, as they would have had to pay for it. Several of these cases have unfortunately become chronic and confirmed, and in some instances incurable. When these shall have been disposed of by superseding those who are incapable, and time has allowed the full development of the principle "of preventive treatment," I have no doubt that the health of the district officers will not bear an unfavourable comparison with that of the men attached to this office. Indeed the situations of the District Offices, the less crowded state of the rooms in which the men work, their better ventilation, and other advantages connected with them, lead me to expect a higher state of health there than is to be looked for in the building in St. Martin's-le-Grand.

The new District Offices that are already erected are, in my opinion, nearly all that can be required in a hygienic point of view. They are lofty, with roofs well contrived for ventilation, and for affording plenty of daylight, and, when completed, will no doubt be provided with proper apparatus for warmth during the cold season.

I beg to call attention to the state of the temporary offices in some of the districts where permanent offices have not yet been erected. I allude more particularly to the southern, south-eastern, and south-western offices. It is very desirable that no time should be lost in replacing these by more healthy buildings.

I have, &c.

(Signed) WALLER LEWIS, M.B., Cantab.,
M.R.C.P., F.G.S., &c.,
Foreign Secretary, Epidemiological Society.

MEDICAL OFFICER'S REPORT on the HEALTH of the POST OFFICE ESTABLISHMENT in DUBLIN—from 25th May 1858 to 31st December 1859.

SIR, General Post Office, Dublin.
I HAVE now the honour of presenting this my First Report on the health of the Officers of this Department.

NUMBER OF OFFICERS UNDER MEDICAL CHARGE.

I was informed that on the 14th June 1858, the number of sub-sorters, stampers, letter carriers, &c., to be under my medical charge

was 176. On the 7th December 1859, upon inquiry, I found the number was increased to 219. In addition to the above class, the heads of departments, clerks, and other officers are to have the privilege of my official medical advice in case of epidemics.

VENTILATION.

After my appointment, I reported on the very imperfect state of ventilation in the bag-room, where about one hundred letter carriers, sub-sorters, &c. are employed. In this room there are 80 gas lights, which tended much to vitiate the atmosphere. I am now happy to state that the perforated gratings which have been placed in the basement story of the building have perfectly answered the intended purpose, and have given complete satisfaction. When the tubes are perfected, which are to carry off the unconsumed gas, I have no doubt that then the ventilation will be perfect.

GENERAL HEALTH.

The general health of the officers under my charge is now in a very satisfactory state. Since my appointment there have occurred the following 133 cases of illness :—

Chest Affections	-	-	-	-	-	36
Stomach „	-	-	-	-	-	25
Rheumatism and Gout	-	-	-	-	-	10
Sore Throat	-	-	-	-	-	13
Fever	-	-	-	-	-	13
Diarrhœa	-	-	-	-	-	10
Boils, Ulcers, &c.	-	-	-	-	-	11
Sprains, Contusions, &c.	-	-	-	-	-	10
Erysipelas	-	-	-	-	-	3
Small Pox	-	-	-	-	-	2
						<hr/> 133 <hr/>

257 visits were paid to officers at their own dwellings, when too ill to attend at my house ; 161 medical visits were made at my residence ; 59 were visited at their dwellings by official directions, for the purpose of reporting upon the state of their health ; 28 attended at my house, whose state of health was examined and reported on by me.

It will be observed that the majority of cases of disease in the above list is chest affections, arising, I consider, from the very sudden changes to which the atmosphere in this country is liable.

I recommended that large filters should be put up, to ensure a supply of pure water for drinking purposes, which recommendation was promptly attended to, and few cases of diarrhœa have since occurred.

DEATHS.

						Age.
1	Consumption	-	-	-	-	50
2	Do.	-	-	-	-	35
						<hr/> 3 <hr/>

I attended only two of the above, and that only for a few days.

CANDIDATES EXAMINED.

Clerks	-	-	-	-	-	-	30
Letter Carriers	-	-	-	-	-	-	48
Mail Guards	-	-	-	-	-	-	2

Average age of 48 letter carriers and two mail guards, 21 years ;
average height, 5 ft. 5½ in.

PREVIOUS TRADES and OCCUPATIONS of 48 LETTER CARRIERS.

Agriculturists	-	-	-	-	-	-	10
Clerks	-	-	-	-	-	-	10
Porters and Messengers	-	-	-	-	-	-	6
Servants	-	-	-	-	-	-	3
Upholsterers	-	-	-	-	-	-	3
Police	-	-	-	-	-	-	2
Schoolmasters	-	-	-	-	-	-	2
Druggist	-	-	-	-	-	-	1
Iron Turner	-	-	-	-	-	-	1
Saddler	-	-	-	-	-	-	1
Trunkmaker	-	-	-	-	-	-	1
Draper	-	-	-	-	-	-	1
Car Driver	-	-	-	-	-	-	1
Gardener	-	-	-	-	-	-	1
Hatter	-	-	-	-	-	-	1
No occupation	-	-	-	-	-	-	4

48

ABSENCE FROM DUTY CAUSED BY ILLNESS.

The absence from duty caused by the illness of 72 officers under my care was 332 days ; average 4½. This number does not include two cases of consumption, one of which proved fatal.

SUPERANNUATIONS.

There have been 11 letter carriers and 4 clerks superannuated. The causes of their retirement from the service were—

LETTER CARRIERS.

General Debility	-	-	-	-	-	-	3
Affections of the Brain and Nervous System	-	-	-	-	-	-	3
Disease of Lungs	-	-	-	-	-	-	4
Old Age and Hernia	-	-	-	-	-	-	1

11

The age of the youngest was 35 ; that of the oldest 67. Their average age at the period of retirement was 48; their length of service was 21 years. The shortest 6 ; the longest 42 years.

CLERKS.

Old Age	-	-	-	-	-	-	1
Cerebral Disease	-	-	-	-	-	-	2
Chest Affection	-	-	-	-	-	-	1

4

The age of the youngest was 40; that of the oldest 69; average age at the period of retirement 50. Length of service averaged $27\frac{1}{2}$ years; the shortest 16; the longest 50 years.

In conclusion I beg to state that the letter carriers expressed gratitude towards the Postmaster-General for the boon conferred upon them of having their complaints attended to at their own houses by a paid Medical Officer, as they considered it a great privilege to receive the care and attention of their own families during their illness.

Many who could ill afford it, cheerfully paid for medicine in order to avail themselves of my services. I can safely affirm that, and believe, there is not an equal number of men in any department of the Civil Service so remarkable for sobriety and morality as the letter carriers of the Dublin Post Office.

I am, &c.

(Signed) JOHN TOLER,
M.B., F.C.D., and F.R.C.S., Ireland.,

G. C. Cornwall, Esq.,
&c. &c.

**MEDICAL OFFICER'S REPORT on the HEALTH of the POST OFFICE
ESTABLISHMENT in EDINBURGH for the Year 1859.**

SIR,

Edinburgh, 19th January 1860.

In the Report I have now to submit I shall confine myself to a statement of the occurrences in the Medical Department during the past year.

A trifling increase has been made in the number of the officers entitled to my services, the number of sorters including messengers, labourers, &c., being 150. The number of mail guards has been increased from 7 to 10.

Of these 160 persons, 70 have been on the sick list during the year, 60 of whom were off duty for a longer or shorter period. It is to the latter class of cases I shall chiefly refer, as the other 10 persons were for the most part but slightly affected, and required only occasional advice at my residence; nine of those thus invalided suffered more than once during the year; giving a total of 73 cases of sickness.

I shall not at present enter into the details of the cases which were under treatment; suffice it to say that no epidemic disease has prevailed, and the diseases have been almost without exception slight; 45 of the cases consisting of slight febrile attacks, influenza, catarrhal affections, and various disorders of the digestive system, such as diarrhoea, colic, and dyspepsia, and 9 cases of slight injuries disabling the subjects of them from 5 to 10 days, and in one instance 31 days.

The amount of absence caused by cases of organic and incurable diseases deserves careful attention, as this is a class of cases against which the Department ought to be protected in some measure. A certain amount of absence from such cases is inevitable; but it may be hoped that they will occur chiefly among men of long standing in the service. By deaths and retirements during the past year the number of officers thus affected has been reduced to a very small proportion of the staff, and they are men who have been 20 to 30 years in the service; and though a considerable proportion of absence has been caused by such cases, there is reason to expect it may be less hereafter.

In connexion with the nature of the diseases which occur, the actual amount of absence from sickness is one of the most important subjects relating to the medical charge of the department ; but this is not in every instance under the control of the medical officer ; for example, in cases recommended for superannuation the men may stand on the sick list from the date of being certified unfit for service till their pension is granted. In this category I class 3 of my cases, involving an absence of 340 days.* The entire absence from sickness was 929 days, or about 5·8 days to each of the 160 men under my charge ; but if allowance be made for 220 days arising out of cases superannuated, the average absence for each officer would be 4·4 days.

The number of medical visits required by the cases has been 448, of which 204 were given at the houses of the patients. Two deaths have occurred during the year ; one from tubercular phthisis, and one from accident to a mail guard. Eight officers have retired from the service, viz., two superannuated ; one pensioned, owing to paralysis of the lower limbs ; and one in consequence of incapacity as a mail messenger, the result of repeated severe accidents. These men had been from 20 to 36 years in the service. Two letter carriers retired ; one in consequence of the existence of consumption, who had been only 4 years in the service. In two instances† the appointments of letter carriers have been cancelled at the end of the probationary period of six months, owing to the appearance of chest symptoms. Nine candidates for the office of letter carrier presented themselves to me for examination. Of these 4 only were reported as having unexceptionable physical qualifications, while 5 were reported as not incapacitated, though defective in their physical qualifications. Seven of these men have been appointed ; two are not yet confirmed in their appointments.

Various other matters have been brought under my notice during the year, not at present demanding special report ; besides, their real importance will be better estimated hereafter, when more numerous facts shall have been observed.

The events of the past year do not afford data for estimating conclusively the influence of local circumstances upon the health of the establishment. As already stated, no epidemic disease has prevailed, and this is true also of the community at large ; nor can I point to any cases of importance manifestly arising from the state of the buildings, or contiguous burying ground.

It is, perhaps, worthy of remark, that of the 73 cases of sickness, 31 consisted of influenza, catarrhal colds, ephemeral fever, inflammations of the throat, lumbago, and erysipelas of the face. I do not regard this as a very large proportion, in the circumstances of the men ; but the attacks were in many instances referable to the state of the office in regard to overheating and defective ventilation, to which there is a great liability still, notwithstanding the improvements effected a few years ago. I may be permitted to mention also that, with scarcely one exception, the more severe and acute cases of sickness have occurred to the lobby porters, who are much exposed in the lobby,

* 120 days may be deducted from this number during which the patients were under treatment antecedent to being reported unfit for service.

† These cases show the importance of the regulation established on the recommendation of Dr. Waller Lewis, the Medical Officer in London, to the effect that candidates should not be confirmed in their appointments till a probation of six months had shown that they were physically equal to the duties.

and in passing from the overheated offices to the open air. There are three of these men, and in the course of 19 months they have suffered from attacks of pleuro-pneumonia, pleurisy, acute dysentery, cholera, and erysipelas of the face. Two of them have been off duty during the last-mentioned period 30 and 40 days respectively, and the third is invalided at present, probably for 10 or 15 days, from an attack of acute pleurisy.

I have, &c.,
A. HALLIDAY DOUGLAS.

Francis Abbott, Esq.
&c. &c.

APPENDIX (M.)

LIFE INSURANCE.

To those Officers of the Post Office who are now wholly employed in the service of the Department.

1. The Postmaster-General has reason to believe that the difficulty of paying the whole annual premium, on a policy of insurance, out of a salary which is received monthly, or wages which are received weekly, has hitherto prevented many officers of the Post Office from insuring their lives, who, but for this difficulty, would gladly have made that provision for their families.

2. With a view to remove this difficulty, the Postmaster-General has authorized such weekly or monthly deductions to be made from the wages or salaries of those amongst his officers who shall prefer the arrangement, as will annually make up the premiums upon the sums for which those officers now are, or desire to be, insured.

3. In order that the officers who, under this arrangement, may be about to insure their lives for the first time, and the officers who may wish to effect insurances in addition to those which they have already effected, may not have to wait until the first year's premium has been saved by weekly or monthly deductions from their wages or salaries, but may attain their object at once, the Postmaster-General has requested certain Insurance Offices to enter into an arrangement which will presently be described.

4. It must be distinctly understood that, in selecting the offices to which this application was made, the Postmaster-General was guided solely by the fact that those offices had been selected more frequently than any others by the officers of the department who were already insured.

5. The Postmaster-General could have no knowledge of, and could give no opinion upon, any Insurance Office, but he believed that the offices which had already been selected by a very large proportion of the insured officers of the Post Office would, in all probability, be selected also by those whose lives were yet to be insured, and he accordingly, and upon no other ground whatever, applied to those offices. It is, of course, open to other Insurance Offices to submit proposals on the subject for the consideration of the Postmaster-General.

6. Of the offices to which application was made, seven have consented to the arrangement proposed.

They are—

1. The London Assurance, of 7, Royal Exchange, Cornhill, E.C., and 7, Pall Mall. Established 1720.
2. The Mutual, of 39, King Street, Cheapside, E.C. Established in 1834.
3. The North British, of 4, Bank Buildings, Lothbury, E.C., and 64, Princes Street, Edinburgh. Established in 1809.
4. The Norwich Union, of 6, Crescent, New Bridge Street, Blackfriars, E.C. Established in 1808.
5. The Provident Clerks, of 15, Moorgate Street, E.C. Established in 1840. With a Benevolent Fund for Clerks, under which title Postmasters are included.
6. The Provident Life, of 50, Regent Street, W., and 14, Cornhill, E.C. Established in 1806.
7. The Scottish Widows' Fund, of 4, Royal Exchange Buildings, Cornhill, E.C., and 5, St. Andrew Square, Edinburgh. Established in 1815.*

7. Insurances can be effected in any one of these offices, on a scale of premiums for participation, or on a scale for non-participation in profits.

8. These seven offices have undertaken to advance policies at the ordinary yearly rates of premium, to those officers of the Post Office who are included in the arrangement, and desire to avail themselves of it; and the Insurance Offices will receive the premiums on insurances thus effected in quarterly instalments from the Receiver and Accountant General, who will collect those premiums by weekly or monthly deductions from the wages or salaries of the officers insured.

9. The customary allowance from the Void Order or Insurance Fund of 20 per cent., or one fifth, of the premiums on policies not exceeding 300*l.*, will continue to be granted to officers insuring under this arrangement; but the Postmaster-General, of course, retains the power of withholding this allowance at any future time, if he shall think fit, in part or altogether.

* Since this circular was issued, the under-mentioned offices have been added to the list :—

1. The Alliance	-	-	-	Established in 1824
2. The Britannia	-	-	-	" 1837
3. The City of Glasgow	-	-	-	" 1838
4. The Edinburgh Life	-	-	-	" 1823
5. The European	-	-	-	" 1853
6. The General	-	-	-	" 1837
7. The Globe	-	-	-	" 1803
8. The London Assurance	-	-	-	" 1720
9. The Mutual	-	-	-	" 1834
10. The North British	-	-	-	" 1809
11. The Norwich Union	-	-	-	" 1808
12. The Pelican	-	-	-	" 1797
13. The Provident Clerks	-	-	-	" 1840
14. The Provident Life	-	-	-	" 1806
15. The Reliance and East of England	-	-	-	" 1840
16. The Scottish Amicable	-	-	-	" 1826
17. The Scottish Provident	-	-	-	" 1837
18. The Scottish Widows' Fund	-	-	-	" 1815
19. The Standard	-	-	-	" 1825
20. The Union	-	-	-	" 1714
21. The United Kingdom	-	-	-	" 1834
22. The United Kingdom Provident Institution	-	-	-	" 1840

10. The following Table will show the sum which will be deducted weekly or monthly from the wages or salary of an officer who may desire, under this arrangement, to insure his life for 100*l.*, at a given age, and on the scale for participation in profits. The table is based on an average of the rates of the before-named offices, and the departmental allowance, at present authorized, of 20 per cent., or one fifth, has been deducted from the average rate thus obtained. The amount really payable by the insurer will vary very slightly from the amounts given in the Table, according as the rates of the office which he may select are higher or lower than the average.

Age of Insurer on Birthday following the Date of Policy.	Weekly Payment, which if continued from the given Age for the whole Term of Life, will insure a Sum of 100 <i>l.</i> at Death, with Participation in Profits.			Monthly Payment, which if continued from the given Age for the whole Term of Life, will insure a Sum of 100 <i>l.</i> at Death, with Participation in Profits.		
	£	s.	d.	£	s.	d.
20 Years	0	0	7½	0	2	8½
25 "	0	0	8½	0	2	11½
30 "	0	0	9½	0	3	4
35 "	0	0	10½	0	3	9½
40 "	0	1	0	0	4	4½
45 "	0	1	2½	0	5	1½
50 "	0	1	4	0	6	1½
55 "	0	1	8½	0	7	6
60 "	0	2	0½	0	8	10½

Insurances on a scale of premiums for non-participation in profits can of course be effected for a somewhat smaller weekly or monthly payment. If the policy shall exceed 300*l.*, the rate of premium will vary still further from the rates given in the above Table, as the departmental allowance extends only to the premium on 300*l.*

11. The seven before-mentioned offices have further undertaken to pay all policies not exceeding 50*l.*, and to advance 50*l.* out of policies exceeding that amount immediately upon proof of the insurer's death, and of the claimant's right to receive the amount.

12. They are also prepared to grant policies for premiums, the payment of which shall cease when the insurer attains the age of 60, an age at which, under the new Superannuation Act, many Government officers will retire from the service, and suffer a considerable loss of income.

13. If any officers of the Post Office shall be desirous of securing Deferred Annuities, or of effecting insurances on joint lives, the arrangement for the collection of the premiums in small sums will be extended to them. But in these cases the departmental allowance of 20 per cent. will not be given, unless the insurance shall be for the benefit of the insurer's family at his death.

14. Under the arrangement thus described the officers of the Post Office will have it in their power to obtain all the advantages given by good Insurance Offices, upon terms which have hitherto been offered by Benefit Societies only.

15. It is believed that the great facility now offered for the payment of the premium, and the concession of prompt payment of 50*l.* on the death of an insurer (payment having hitherto been deferred for from three to six months) cannot fail to promote Life Insurance amongst the Officers of the Post Office.

16. Officers of the Post Office may henceforth, on attaining one of their annual increments of wages or salary, employ that increment for the benefit of their families, and without any inconvenience to themselves, in effecting a policy of insurance.

17. In order that the Officers of the Department may have full information as to the various kinds of insurance which are open to them, and as to the rates of premiums charged by the seven Insurance Offices consenting to the arrangement, those Offices have, at their own cost, furnished a sufficient supply of prospectuses and tables of rates, to the Metropolitan Offices in London, Dublin, and Edinburgh, and to each Head Postmaster in the United Kingdom.

18. Officers who may desire to insure their lives under the new arrangement must notify their intention to the—

Receiver and Accountant General,
General Post Office,
London,

on one of the Forms headed "Life Insurance, A. 1.," (a supply of which is forwarded to each of the Metropolitan Offices, and to each Head Post Office), and must inform him of the Insurance Office which they have selected, of the amount for which they wish to insure, of their rank or position in the service, and of the amount of their wages or salary.

19. The Receiver and Accountant General will then forward to each intending Insurer a form of proposal to the Insurance Office selected by that Insurer.

20. The Insurer will fill up the form of proposal and return it to the Receiver and Accountant General, who will forward it to the Insurance Office selected by the Insurer.

21. When the Directors of that Insurance Office have satisfied themselves in the usual manner as to the health and constitution of the intending Insurer, they will grant him a policy, which they will forward to the Receiver and Accountant General for transmission to the Insurer.

22. The Receiver and Accountant General will forward the policy to the Insurer, will inform the Insurer of the amount which will have to be deducted from his weekly wages or monthly salary, will require the Insurer to acknowledge the receipt of the policy, and to give written authority for the proposed deduction from wages or salary, and will inform the Officer entrusted with the payment of the Insurer's wages or salary of the amount which he is to deduct, and of the manner in which he is to account for it.

23. The Receiver and Accountant General will pay over to the Insurance Offices, quarterly, the premiums which he has collected by weekly or monthly deductions.

24. In the event of the death of an Insurer before the termination of any one of the years over which the collection of his premium extends, the amount remaining to be collected from his wages or salary at the date of his death will be deducted from the amount of the policy payable to his representatives.

Thus, in the case of an insurance being effected on the 1st of October in any year, and of the Insurer dying between that day and the 30th September in any succeeding year, that portion of the premium which remained to be collected from him at the date of his death would be deducted from the sum due by the Insurance Office to his representatives.

25. Insurers, under this arrangement, who may retire from the service upon a pension, will continue to enjoy the benefits of the arrangement after their retirement.

26. Insurers, under this arrangement, who may quit the service from other causes than that of superannuation, will not continue to enjoy the benefits of the arrangement, but must make their own terms with the Offices in which they are insured, according as they are disposed to maintain or to discontinue their insurances.

27. Insurers, under this arrangement, who, though they continue in the service, may be desirous of discontinuing their insurances, or of disconnecting themselves from the arrangement, may attain their object by giving written notice to the Receiver and Accountant General, who will accordingly discontinue his deductions from the Insurer's wages or salary on the anniversary (next following the date of the notice) of the day on which the Insurer came into the arrangement.

Thus an insurance effected on the 1st October in any year must be maintained (if the Insurer remains in the service) up to the 1st October in each succeeding year, and a notice of intention to discontinue that Insurance or depart from the arrangement will take effect only on the 1st October next following the date of the notice.

28. Officers who are already insured in any of the before-named Offices, or in any other Insurance Office, may have their premiums saved for them by weekly or monthly deductions from their wages or salaries.

29. Officers who may desire to avail themselves of the latter arrangement must notify their intention to the Receiver and Accountant General, General Post Office, London, on one of the forms headed "Life Insurance, B. 1." (a supply of which is forwarded to each branch of the Metropolitan offices and to each Head Post Office). On this form they will inform the Receiver and Accountant General of the name of the Office in which they are insured, of the amount of their premium, of the date on which it is payable, of their rank or position in the service, and of the amount of their wages or salary.

30. In reply, the Receiver and Accountant General will inform them of the amount to be deducted from their wages or salary (after allowing them the customary departmental assistance of 20 per cent., or one-fifth of the premium on policies not exceeding 300*l.*), and he will inform the Officers entrusted with the payment of their wages and salaries of the amount to be deducted, and of the manner in which it is to be brought to account.

31. When the Receiver and Accountant General has, under this latter arrangement, collected the whole premium due by any Officer who is already insured, he will hand it to that Insurer or pay it to the Insurance Office, according as the Insurer may desire.

32. Under the arrangement described in the last three paragraphs, the deductions from an Insurer's wages or salary will be made in *advance* of his payment to the Insurance Office. In the event of the death of an Insurer, or of his retirement from the service on any other ground than that of superannuation, the Receiver and Accountant General will refund the money collected in advance of the payment to the Insurance Office, to the Insurer's representatives or to the Insurer himself.

33. In conclusion, the Postmaster-General once more desires that it may be distinctly understood that the Department gives no opinion as to the stability of the Offices named in this Circular; that it has sought

their co-operation solely on the ground stated in paragraphs 4 and 5 ; that it cannot advise or assist its Officers in the selection of an Insurance Office ; and that the responsibility of that selection must rest entirely with the Insurers themselves.

34. It must also be understood that the whole scheme is open to be modified or altogether terminated, so far as the Post Office is concerned, by the Postmaster-General at any future time.

ROWLAND HILL,
Secretary.

General Post Office,
20th September 1859.

APPENDIX (N.)

UNFOUNDED COMPLAINTS AGAINST THE POST OFFICE RESPECTING THE LOSS OF LETTERS.

A person in Liverpool stated that he had sent to Manchester a registered letter containing a 10*l.* and a 5*l.* Bank of England note, but that the letter had been delivered without its enclosures. Upon inquiry it appeared that the notes had been abstracted before the letter was posted. The guilty person avoided a prosecution by absconding.

Complaint having been made that certain letters which had been posted in sufficient time had not reached their destination, it was found on examination that the letters were lying in the complainant's own letter-box, which had not been looked into for two days.

A complaint having been received that a letter containing a 10*l.* Bank of England note, and addressed to a firm in Liverpool, had not been received, it appeared on inquiry that the letter had been duly delivered, but had been placed in a drawer by a member of the firm, and forgotten.

A person applied for a missing letter addressed to her, and containing a money order ; but it was ascertained on inquiry that the letter had been delivered according to its address, and that the applicant's daughter had, by means of a forged receipt, obtained the amount of the order.

A person stated that a letter containing 15 dollars had been sent to her from America, but that the letter had not been received ; but the investigation which followed ended in a written admission that, prior to her complaint, she had in truth received the letter and the money it contained.

A person having stated that a letter containing a half sovereign which had been sent to him, had been delivered without the coin, became alarmed at the inquiry that was instituted, and confessed that his denial of the receipt of the letter was only a pretext to obtain another remittance.

A sailor applied for a missing letter containing a money order for 30*s.*, which he said had been sent, but had not reached him ; but when he found that strict inquiry was making into the matter, he confessed that the money had been paid to him, and that he had denied having received it in order to excuse himself for not paying a debt to the person with whom he lodged.

A person applied for a missing registered letter containing 3*l.* On inquiry it appeared that the letter had been duly delivered to the

applicant, and the receipt, which he had signed, was shown to him. He then admitted that he had received the money, and confessed that his application was but a device to enable him to deceive his wife as to the waste of other money which this remittance was intended to replace.

A postmaster in Scotland accidentally discovered a boy opening a letter, which he had been sent to post, and taking from it a draft. It did not, however, appear that the boy had any dishonest intention; but his fancy had been attracted by an engraving on the draft, which he thought would be a pretty book-mark for one of his school books.

A firm applied from time to time for missing letters addressed to them. After much inquiry it was at last found that there was a defect in the letter-box in their office door; and 15 letters, some of which had been there more than nine years, were found between the box and the door.

At the Ballymahon Petty Sessions a boy was convicted and sentenced to two months' imprisonment, for having in his possession more than 60 letters, intrusted to him at various times, with money for the necessary stamps, to post. The letters, one of which contained half bank notes, had been found at his lodgings.

APPENDIX (O.)

PUBLICATIONS BY THE POST OFFICE.

THE POSTMASTER GENERAL'S ANNUAL REPORT ON THE POST OFFICE.—This report can be purchased at the office of Messrs. Eyre and Spottiswoode, in East Harding-street, Fetter-lane, E.C., and at Mr. Hansard's office, in Great Turnstile, Holborn, W.C.

THE BRITISH POSTAL GUIDE.—Published quarterly by Messrs. Eyre and Spottiswoode, 43, Fleet-street, London, E.C.; price 1s., or by post 1s. 2d.

THE POSTAL OFFICIAL CIRCULAR.—Published by Mr. Francis Shanly, 7, Red Cross-square, London, E.C., price (post free, but payable in advance), 20s. per annum, daily edition; and 5s. per annum, weekly edition; the charge for a single copy being 1½d.

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