

NINETEENTH  
R E P O R T  
OF THE  
COMMISSIONERS  
OF  
Inquiry into the Collection and Management  
OF THE  
REVENUE  
ARISING IN IRELAND AND GREAT BRITAIN.

(Dated 5th June 1829.)

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POST-OFFICE REVENUE, UNITED KINGDOM:  
PART II.—IRELAND.

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*Ordered, by The House of Commons, to be Printed,  
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# XIX.

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

## THE NINETEENTH REPORT

OF THE

### COMMISSIONERS

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

#### POST-OFFICE REVENUE, UNITED KINGDOM.

#### Part II.—IRELAND.

IN submitting the results of our Examinations into the Department of the Post-Office in *Ireland*, we have again to regret the protracted interval which has taken place between the dates of our Report and of the examinations on which it is principally founded. The causes of this delay in the present case are so nearly the same as those to which we have already adverted in our Fifteenth Report, (on Stamps, Scotland,) that it seems to be only necessary to state that our examinations into the Post-Office of Ireland commenced in the year 1823, and were continued till the end of that year, in conjunction with inquiries into several of the other Departments of that country; that in the year 1826, when two of our members were deputed to Dublin on a subject of special reference, the examinations into the Post-Office were resumed; and that we have been in occasional communication with Sir Edward Lees on the business of his department up to the present time.

Fifteenth Report,  
p. 1.

The delay to which we have alluded, together with our unavoidable absence from the seat of the business which is the subject of our remarks, must obviously have a disadvantageous effect on the preparation of our Report, both as regards the general accuracy and fullness of its details, and also the applicability of our observations to the actual state of the business or to the conduct of the individuals to which they relate, although these disadvantages have been in a material degree remedied by the prompt and satisfactory manner in which all our requisitions for documents or other official information have been attended to by the Secretary to the Department.

Taking, however, into consideration the principal and immediate object of this Report, which is to submit the grounds for recommending that the Departments of England and Ireland should, with respect to management, be consolidated, and as a consequence of that recommendation, that the general practice for the united

Department should be framed upon that which has been found to be beneficially adopted in the former country, we have thought it advisable to permit our inquiries into the details of practice in Ireland to remain in many respects incomplete, rather than to take the obvious measures for supplying those deficiencies by a renewal of our examinations in Dublin, at the expense of material inconvenience and interruption to the other objects upon which we are engaged.

With respect, therefore, to those offices in Ireland comprised in the ensuing examination which may require a more full explanation as to the nature or objects of their respective establishments, we shall beg leave to refer to the explanatory statements on the corresponding branches of the Department in England, trusting, at the same time, that the examinations which we annex, and the observations by which they are accompanied, whilst they afford abundant grounds for the expediency of the consolidation which we shall recommend, will also be found to present a view sufficiently accurate and full for all general purposes of the state and conduct of the Department during the progress of our inquiries.

In describing the course pursued in our examinations in Dublin, it may be proper to observe, that our proceedings were in some measure affected by a communication made to us by order of the Lord Lieutenant shortly after our arrival, requesting that we would undertake the investigation of a case relating to the conduct of an officer of the Department, who had been suspended under circumstances which had attracted considerable attention on the part of the Government. Upon this inquiry, which extended itself into much detail of conflicting evidence, we were occupied for some weeks, and the documents relating to the subject are of so voluminous a nature, that we have felt it would be inexpedient to insert the whole of them in the Appendix to this Report. It will be seen, however, that incidental to the direct object of inquiry, many of the examinations which were taken on this occasion contain also much information on the duties and ordinary practice of the offices to which they relate. These examinations will be found in the Appendix, and we shall have occasion to call your Lordships' attention to them, as containing a striking illustration of the inconveniences resulting in practice from the existing constitution of the office of Postmaster-General, upon which we propose hereafter to offer some remarks.

On proceeding to the more regular examination of the several offices, we found it expedient to obtain the assistance of some practical officers from the English Department, who would be competent to investigate in detail the practice of the various offices in Dublin, and to point out immediately the instances of variation from the regulations observed in England. On our application to the Postmaster-General for this purpose, his Lordship deputed Mr. C. Johnson, the superintendent of mail-coaches, and Mr. J. Hume, the inspector of franks, to attend upon the Commissioners in Dublin; and we have every reason to be satisfied with the zeal and attention displayed by these officers in the course of their investigations under our direction, and shall have frequent occasion to refer to their reports and examinations.

Your Lordships are aware that in the year 1809, a comprehensive and minute examination of the Post-Office in Ireland was undertaken by the Commissioners appointed to inquire into the fees, gratuities and perquisites which are or have been lately received in certain public offices in Ireland, &c.; and we beg to refer to their Ninth Report (ordered by the House of Commons to be printed on the 2d and 6th February 1810), which contains the result of that examination, and presents full details on the state of the office in its various branches at that period. A short time previous to that investigation, namely, in the year 1807, the Department had undergone a complete revision, in the course of which nearly every office is stated to have been remodelled by the exertions of Lords Clancarty and O'Neill, who had been then recently appointed joint Postmaster-General. On the 10th November 1807, their Lordships addressed to the Government of Ireland a detailed statement on the actual situation of the Department, and on the steps which they proposed to take for its amelioration, and more especially for the assimilation of its practice to that of the corresponding offices in England. This document contains so full and satisfactory a representation of the whole subject, and will be found to bear so materially on many of the points referred to in our subsequent examinations, that we have thought it desirable to annex a copy of the statement and observations, with the reply transmitted by order of the Lord Lieutenant.

Appendix,  
No. 11.

Ninth Report of  
Commissioners of  
Inquiry into Fees  
and Gratuities.

Appendix,  
No. 1.

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We have given in the margin a list of the principal statutes now in force affecting the Post-Office of Ireland; the first on the list being that by which a separate Post-Office for Ireland was first established, and by which the principal officers, namely, Postmaster-General, Secretary, Treasurer or Receiver-General, Accountant-General, Resident Surveyor and Comptroller of the Sorting-office were directed to be appointed, by letters patent, under the great seal of Ireland. The remaining statutes do not affect the general constitution or establishment of the office, but relate chiefly to alterations in the rates of postage, privileges of franking, and other local or temporary objects.

In our remarks upon the several offices we shall have occasion to notice various changes and improvements in the system of administration which have been effected by the successive Postmasters-General under the authority of the local Government of Ireland. We shall here only call attention to two alterations which have occurred since the date of the former Report, and have necessarily had an extensive effect upon the administration of the Department; these are

1st. The erection of the new Post-Office, which gave occasion for a new and improved system of arrangement and classification of duties amongst the officers of the Department, and has effectually removed the serious inconvenience alluded to in the Report of the Commissioners of Fees and Gratuities, namely, "the want of sufficient room for doing the business of the Inland-Office with ease, convenience and regularity."

2dly. The establishment of Steam-packets for the conveyance of the correspondence between England and Ireland, which, from the increased dispatch and certainty of arrival and departure, have necessarily afforded the means of improved regularity and precision in the performance of business in the Office.

## ESTABLISHMENT.

The following Statements will show the Extent of the Establishment as it stood at the close of our Examination in 1833 and on the 31st January last.

Establishment in 1833.	Establishment in 1834.
Postmaster-General (held jointly by two persons).	The same.
Secretary's Office: Secretary and five clerks.	ditto.
Letter-Bill Office: Two clerks.	ditto.
Receiver-General's Office: Receiver-General and two clerks.	ditto.
Accountant-General's Office: Accountant General and three clerks.	ditto.
Inland Office: A president and two vice-presidents. Clerk of blind directions. Charge deliverer. An inspector of franks. Eight taxing clerks. Clerk of the money-book. Five senior sorters. Eight junior sorters. Tick clerk. A bagman. Collector of ship letters. Fourteen probationary sorters.	ditto. ditto. Ten taxing clerks. Six senior sorters. The same. ditto. ditto. ditto. Six messengers.
British Mail Office: A comptroller. A clerk. One senior sorter. Two junior sorters.	The same. One senior clerk. The same. ditto.

North Report of  
Commissioners of  
Inquiry into Fees  
and Gratuities.

Establishment in 1883.	Establishment in 1883.
Alphabet and Post-paid Window : Superintendent. Four clerks.	Comptroller. ditto.
Bye, Dead and Missed Letter Office : Superintendent. Four senior clerks. Two junior ditto.	ditto. Two senior clerks. Three junior ditto.
Mail Coach Office : Surveyor and superintendent. An assistant. One clerk.	ditto. ditto. ditto. Surgeon.
Surveyor's Office : One resident surveyor. Four riding surveyors. Two extra surveyors.	ditto. ditto. ditto.
Solicitor.	ditto.
Packet Agents : One at Howth. One at Damages.	ditto. ditto.
Letter-Carrier's Office : Inspector of letter-carriers. Fifteen letter-carriers of the 1st class. Eight - - ditto - - 2d ditto. Ten - - - ditto - - 3d ditto. Thirteen - ditto - - 4th ditto. Fourteen - ditto - - 5th ditto. Seven messengers for carrying letters from the receiving-houses to the General Post-Office. Fifteen general letter receiving-houses.	One at Kingstown.  The same. ditto. ditto. ditto. ditto. ditto.
Housekeeper's Department : One housekeeper. Four door porters. Eight housemaids. Two fire-lighters. Two lamp-lighters.	ditto. Three door porters. ditto. ditto. ditto.
Also, One state messenger. One messenger for the Inland-Office. Four office messengers and One door porter.	
Penny Post-Office : One comptroller. One president and chief clerk. One collector. Two senior sorters. Two junior ditto. Two windowmen. Two stampers. One porter. Ten carriers of the 1st class. Ten - ditto - 2d ditto. Eleven ditto - 3d ditto. Eleven ditto - 4th ditto. Fifteen ditto - 5th ditto.	The same. One chief clerk and collector.  The same. ditto. One windowman. The same. ditto. ditto. ditto. ditto. ditto. ditto.
Also, Eighty-two penny-post receiving-houses.	ditto.
Writing Office : Two clerks and One folder.	
Mail Guard's Establishment.	Eighty-five mail-guards.

We have annexed in the Appendix a Return of the above establishment as it stood in the year 1797; also the official Return, which was supplied to us by command of the Postmaster-General in the month of August 1823, and the Return for the year ended 5th January 1829. These Returns contain the usual particulars of names of officers, nature of office, date of appointment, duties performed, attendance, salary or fixed allowance, all other emoluments or advantages, with the deductions therefrom, and net emoluments received by each; together with the attendance required, and annual value derived from any other emolument, place, pension or annuity held by any of the officers of the General Post-Office, and payable out of the public Revenue; and it will be seen from the former, that in the year 1823 the total number of individuals employed in the Post-Office of Dublin was 339, the total amount of salaries and emoluments received by them, £28,374. 8s. 3½d., whilst the gross annual amount of the Revenue, upon the collection of which these officers were employed, was, upon an average of the previous five years, £178,008. 18s. 8d. The number of individuals at present employed appears from the latter Return to be 318; the amount of their salaries and emoluments, £28,439. 13s. 4½d.; and the gross annual revenue, upon an average of the last five years, £214,066. 0s. 0½d.

In offering this Statement we are far from meaning to infer, that in the class of public Departments to which the Irish Post-Office belongs, the amount of Revenue received can be taken as a fair measure of the scale of establishment to be employed, or of annual expense to be incurred. It is obvious that many other considerations, besides the balance of receipt and expenditure, must be taken into account before we can pronounce such an establishment to be disproportionately large to the objects required from it. That such, however, is the case with respect to the Department under consideration, we apprehend will sufficiently appear in the course of our detailed remarks on the several offices. That the view which we have taken on this part of the subject is borne out by the opinion of some at least of those who have the best means of forming a judgment, will be seen by the following quotation of an official document communicated to us by Sir Edward Lees.

Extract from a Report to the Earl of Rosse by Sir Edward S. Lees,  
dated August 1821.

"By a statement furnished to me, it appears that there pass daily through the Inland-Office in London, on an average, 58,000 letters, viz. 28,500 to, and 31,500 from the interior; and there are 546 post towns, for which bags are prepared and accounts arranged. On Mondays the average is 78,000 letters.

"Through the Inland-Office here the average number is 13,702 daily, viz. 7,268 to, and 6,416 from the interior, and there are 420 post towns. The number of letters that went through the office on Monday the 2d instant amounted to 17,734, viz. inwards, 9,756, and outwards, 7,978. In this last is to be included the residue of the British mail that did not form part of the dispatch of Sunday evening. Upon this calculation, therefore, it would seem that the proportion of letters on Mondays between the two offices is as 4  $\frac{1}{4}$  more in favour of London, and on ordinary days the average proportion is as 4  $\frac{1}{2}$ .

"By a statement furnished to me, it appears that exclusively of the superintending situations of president and vice-presidents of the officers concerned in the inspection of free table proceedings, exclusively of the stamping officers, who are messengers, and 15 in number, there are engaged each evening 16 taxing clerks and 26 sorters, making a total of 42 officers, who are assisted at the close of the evening by 16 of the most intelligent of the letter-carriers, who aid the whole in the previous assortment of the public correspondence.

"The arrangements of the Inland-Office here require to be employed, exclusive of those in control, of the inspector of franks, of the clerks of blind directions, and of a clerk for the assistance of the president, no less than 38 persons.

"Thus then it seems that, with more than four times the number of letters, the London-Office has only four more regular officers than what are on our Establishment; the remainder of its assistants is composed of messengers and letter-carriers.

"But, as I before observed, in fairly estimating the proportional quantum of labour, it is necessary to keep in view the remaining duties to be performed, distinct

" distinct from the mere assortment, stamping and taxing of the letters. We  
 " must also consider the number of post towns and accounts and revenue to be  
 " calculated from and brought in charge; and the most effectual way of doing this  
 " is to submit to your Lordship the facts ascertained under my own eye.

" In the London-Office the arrangements divide its business into 16 principal  
 " divisions, according to the routes of the different mail-coaches. Here we divide  
 " the kingdom into eight, and upon the same principle. Of the relative propor-  
 " tion of business which comprises this part of the business of the two offices,  
 " your Lordship will be able to form some judgment from the following Table, the  
 " result of one of the evenings which I attended the Inland-Office, in Lombard-  
 " street, viz.

" TABLE, showing the principal Divisions of the INLAND-OFFICE, with the  
 " number of Post Towns, the Revenue charged, and number of Officers  
 " employed, on Monday the 30th April 1821.

MAIL	TOWNS.	POSTAGE	OFFICERS.
		<i>£. s. d.</i>	
Ipswich - - - - -	33	95 15 6	2
Norwich - - - - -	25	63 15 1	1
Bristol - - - - -	16	97 8 11	1
Gloucester - - - - -	24	39 10 3	1
Leeds - - - - -	18	54 6 11	1
Manchester - - - - -	27	111 8 6	2
Dover - - - - -	29	90 4 3	2
Portsmouth - - - - -	24	75 10 4	2
Pool - - - - -	20	64 4 3	1
Chester - - - - -	25	32 10 4	1
Liverpool - - - - -	41	157 10 8	3
Glasgow - - - - -	58	82 2 8	2
Worcester - - - - -	26	41 10 8	1
Shrewsbury - - - - -	37	68 7 7	2
York - - - - -	42	168 11 4	4
Exeter - - - - -	75	141 5 9	3
Brighton - - - - -	23	75 10 11	2
Seotland - - - - -	8	130 7 -	1
Inland - - - - -	5	73 9 -	1
	547	1,808 17 -	33

" Corresponding Table for the IRISH INLAND-OFFICE, on the same Evening.

MAIL	TOWNS.	POSTAGE	OFFICERS.
		<i>£. s. d.</i>	
Limerick - - - - -	61	31 8 6	4
Cork - - - - -	47	30 4 5	4
Derry - - - - -	33	14 6 1	3
Waterford - - - - -	40	21 7 1	3
Enniskillen - - - - -	35	12 13 0	3
Wexford - - - - -	18	8 19 6	2
Galway - - - - -	26	50 3 5	5
Belfast - - - - -	22	31 8 10	4
	414	309 18 1	28

" From the above, it appears, that to prepare 547 bags, and accounts on which  
 " there was a postage of 1,658*l.*, 33 officers were engaged, with the assistance of  
 " 16 letter-carriers and 15 messengers at the close of the evening; and on the  
 " same night to prepare 414 bags, with a postage of 200*l.* there were employed  
 " 28 officers in the Inland-Office here, exclusive of those engaged in sorting and  
 " stamping. The number of letters that went through the London-Office on the  
 " evening

"evening in question amounted to 40,887, and the number that passed through this office amounted to 7,978."

With respect to the annual produce of the head of revenue in question, and the rate per cent at which it has been collected, we beg to refer to the Table at the commencement of our preceding Report, in which those particulars are included for a period comprising the three years prior to, and the three years subsequent to the commencement of our inquiries in 1823.

### POSTMASTER-GENERAL.

IN Ireland, as in England, equal salaries were paid to both Postmasters-General until the year 1822, when under the resolution of the House of Commons, already referred to, the salary to one of them was suppressed. Upon that occasion it was arranged that Lord O'Neill, as the senior Postmaster-General, should be left in the exclusive receipt of his former salary, and that Lord Rosse should, without emolument, continue in the discharge of his share of the duties of the office, and in the exercise of the patronage attached to it. The existing letters patent bear date the 1st day of December 1809, and thereby "the Right Honourable Charles Henry St. John, Earl O'Neill, and the Right Honourable Lawrence Parsons, Earl of Rosse, are appointed Postmaster-General in that part of Our said United Kingdom, called Ireland, with full power and authority jointly and severally, as Postmaster-General of that part of Our said United Kingdom, called Ireland, to do any matter, act and thing necessary and proper for carrying into effectual execution the intentions and purposes of the Acts of Parliament passed in Ireland for establishing a Post-Office."

Eighteenth Re-  
port, p. 10.

Appendix,  
No. 2.

On the passing of the Act of 1784, by which this office was created, it evidently appears to have been in contemplation that the appointment should be held by an individual; and some doubts have been entertained how far the nomination of two persons to perform the duties jointly and severally can in strictness be considered as an appointment duly made under the statute. On our consulting Mr. Thompson, the solicitor to the Department, on this point, he stated, "the Act recognizes only a Postmaster-General, it does not say Postmasters; we have always considered that the office has been in commission when there have been two Postmasters." In case there should be any probability of recurring to an appointment in the present form on some future occasion, it would be important that measures should be taken for removing the doubts and objections to which such a constitution of the office is obviously liable; we apprehend, however, that such a probability cannot under the existing circumstances be contemplated; and we will therefore only add, that in the course of our ensuing observations on the performance of the duties of Postmaster-General in Ireland, it will be sufficiently apparent that those inconveniences which might so obviously be anticipated as likely to result from conferring a joint office on two persons, with equal powers to act separately, have actually occurred in practice, to a degree which would render an alteration in the form of appointment indispensable.

No. 15f.

At the time of our arrival in Dublin, Earl O'Neill, the senior Postmaster-General, was absent in England, and we accordingly commenced our examination into the joint office with the Earl of Rosse. For this purpose his Lordship attended us on the 11th August, the 6th and 11th November 1823, and on the 10th October 1826; and the examinations of the Earl O'Neill took place on the 18th August 1823, and 9th October 1826. The whole of these examinations are annexed in the Appendix. The duties belonging to the office of Postmaster-General in Ireland may in general terms be described in the words of Lord Rosse, viz. "to superintend the whole management of the Post-Office;" and it may be further stated (generally), that this superintendence is to be exercised in the same manner as that which is entrusted to the corresponding officer in the English Department.

No. 26.

A more detailed statement of the duties of the Postmasters-General, as well as of the several subordinate officers, is annexed to their names in the official Return of the whole establishment. This Return, it will be seen, purports to be made under the signature of the Secretary, "by command;" and as it was evidently of the first importance that this document, upon which the course of our future examination

No. 34.

would necessarily in great measure depend, should be duly authenticated, as applied to Lord Rosse for information how far this Return was to be considered as made under his authority. Lord Rosse, it will be seen, disclaimed all knowledge of the Return, or of the authority under which it was made, which appears to be the more worthy of remark, because he shortly after stated his distinct impression that the principal management of the office was intended by the Government to be entrusted individually to himself. We have alluded to this circumstance as an instance occurring in the outset of our inquiries, showing the tendency of the "joint and several" constitution of the office not only to detract from the general feeling of official responsibility, but also to obstruct the objects of inquiry, by rendering it difficult to fix upon the authority under which official measures have been adopted.

Appendix,  
No. 96.

The understanding under which Lord Rosse states himself to have acted in assuming the chief management of the Department is described as having been derived from repeated communications with the Government, and that, in his opinion, it would be impossible to carry on the system "if two Postmasters-General were acting together, as they might often vary in opinion."

Ibid.

His Lordship further stated, that in the discharge of the duties of his office he had acted upon this impression; and he gave an instance of an important (and, as it appears, a highly beneficial) change in the system, respecting the issue of money from the Bank, which he stated to have been carried into effect by his sole suggestion and authority, without any communication with his colleague. Previously to this change it appears that money could be drawn from the Bank in any sums the Secretary thought fit, merely by putting his initials to an order for that purpose. By Lord Rosse's regulation, which he stated to have been acted upon ever since, no money could be drawn from the Bank without a warrant signed by both Postmasters-General, except only in the case of payments by the Post-Office to the Treasury on account of Government, for which payments the signature of one is deemed sufficient.

Ibid.

Lord Rosse further stated his belief, that in all cases the Postmasters-General had the power of acting separately, and that the signature of one carried with it the authority of both. This is evidently inconsistent with the regulation as to the issue of money above referred to; and Lord Rosse stated a strong example of the practical inconvenience to which this constitution of the office had led. Having consented to try the experiment of running a second mail-coach to Cork, he found in a short time the measure was altogether unadvisable, and subjected the Department to great loss; but upon giving directions that it should be discontinued, he was informed that his directions could not be complied with, as Lord O'Neill had, in his absence, signed an agreement with a contractor, which was binding for twenty-one years. This contract accordingly still subsists, upon terms as advantageous to the contractor as they have been injurious to the public, although it is stated by Earl O'Neill, in his evidence of the 5th October 1826, to have become more beneficial than it was at first. In order to prevent the recurrence of such a proceeding, Lord Rosse stated that no contract had been subsequently permitted to be made without his sanction, and that he had never on those contracts found any obstruction from his colleague until latterly, in the case of the Limerick mail, which at the time of his examination remained in suspense, in consequence of a difference of opinion between the Postmasters-General. Lord Rosse further stated that he personally exercised a control over all the expenditure of the Department, and that he examined every account, including the incidents. That this control, however, could not be very effectual, for the object of checking expenditure will be apparent from the further evidence that expenses were frequently incurred in the Department to which he had objected, and though the incidents were brought under his consideration, he was not always consulted before the expenditure was incurred.

Ibid.

It also appears that the powers delegated to the secretary, upon whom the management of the Department necessarily devolved in the absence of the Postmasters-General, were by no means sufficiently defined or regulated. His Lordship stated, that regulations binding upon the office were occasionally made by the secretary, not only without the sanction of the Postmasters-General at the time they were issued, but which were not afterwards regularly brought under their notice; and that he was sometimes only made acquainted with such regulations by direct communications from other officers of the Department, made to him without the knowledge of the secretary.

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We feel it to be unnecessary to urge any argument against such a mode of administering the Department; its objectionable tendency will be placed in the strongest light by an instance which Lord Rosse adduced, and to which we beg to call your Lordships' attention, with a few prefatory remarks by way of explanation.

There has been always established in the Dublin Post-Office what is called an "Alphabet," being an office in which letters directed to merchants who choose to subscribe to the institution, are collected at the first sorting and placed under the initials of their names, ready for delivery to the applicants, as soon as they can be arranged, instead of being sent out with the mass of letters by the letter-carriers, by which means the merchants obtain their correspondence earlier and with greater convenience than they could do by the regular delivery.

Appendix,  
No. 26.

The officer who kept the alphabet was in the habit of going with an assistant from his own office into the English-Office on the arrival of the mail, to assist in sorting the letters and in selecting those that were for the alphabet, which he took to his own office for delivery, after the amount of postage had been checked by an officer of the British Mail.

Brid.

Shortly before our arrival in Dublin this practice was put an end to by an order issued by the Secretary, that no officer should go into either of the sorting offices while the letters were sorting, except he belonged to that office. By this order the officers of the alphabet were excluded, and the consequence was a very considerable delay in the delivery of the merchants' letters. This change had created considerable sensation amongst the merchants, and we received strong memorials on the subject. We accordingly directed our inquiries into the circumstances of the case; and we beg particularly to refer to the statements of Lord Rosse in answer to these inquiries. From these statements it will be seen that Lord Rosse expressed to the Secretary his strong disapprobation of the order which had been issued, in the expectation that it would be rescinded; that instead of rescinding it, the Secretary wrote in reply arguments in favour of his order; that these arguments being deemed insufficient by Lord Rosse, the Secretary by a further letter undertook that the old practice should be restored by the following day, Monday; that the day before the period thus fixed, Lord O'Neill arrived in Dublin, who rescinded the order of his colleague in favour of the order made by the Secretary, which was accordingly performed. Lord Rosse further stated, that Lord O'Neill had never before taken any active part in the duties of the office. In the subsequent examination of the Secretary, to which we shall hereafter refer, his explanation of this proceeding will be seen, to which we do not further advert in this place, because we have called attention to the circumstances, not with a view of giving any opinion on the comparative merits of either of the regulations in question as matter of practice (reserving such opinion for our remarks on the respective offices to which the practice relates), or on the conduct of the individuals concerned, but merely as affording the most practical illustration of the evils arising from the conflicting powers of the persons at the head of the Department.

Brid.

No. 106.

With a similar object we proceed to advert to the detailed explanation given by Lord Rosse, of the circumstances attending the case to which we have already alluded as having been specially referred to us for inquiry, and report by the Lord Lieutenant. The examinations, however, which are annexed, present the full particulars of the case, and of the result of our inquiries into it, of which the following is a brief outline:—

No. 96.

It is the duty of the Comptroller of the British Mail to sort and arrange the correspondence arriving from England for distribution in Dublin, or for dispatch into the interior by the mails, which also carry the letters collected in Dublin. When the packet arrived sufficiently early in the day, the dispatch took place the same evening; but the arrival of the British mail was occasionally too late for this purpose.

On the 8th March 1823 the mail arrived at about seven o'clock, and the Comptroller conceived that by exertion he could dispatch the letters to the interior by the mails of that evening, which at that period left Dublin at eight o'clock. With this view he made application to the Secretary for the assistance of some of the officers of the Department who were not otherwise employed. This assistance was refused, and the English letters and newspapers consequently failed of being dispatched to the interior that evening. The Comptroller conceiving that this delay

might have been obviated by the co-operation of the Secretary in the manner he had requested, preferred a complaint on the subject to the Postmaster-General, and also mentioned the circumstance to one of the Lord Lieutenant's household. A communication on the subject was in consequence made to the Secretary, apprising him of the complaint, and that officer immediately required that an inquiry into the circumstances should take place. This inquiry was accordingly undertaken by Lord Rosse, as acting Postmaster-General, who, after a regular and full investigation of all the facts of the case, and an examination of the parties concerned, pronounced his decision in a written minute. By this document he acquitted the Secretary from all blame on the occasion, but at the same time commended the zeal which had been displayed by the Comptroller of the British mail. The Secretary, it appears, had conceived that the conduct of the Comptroller on this occasion had, in great measure, originated in personal hostility towards himself, and that the complaint had been made maliciously and in an irregular manner, and under that impression he called upon Lord Rosse for the dismissal of the Comptroller. This application was declined, and Sir Edward Lees stated, that Lord Rosse having left Dublin the day after the investigation, he (the Secretary) not feeling satisfied in continuing in his office under such circumstances, applied to the Lord Lieutenant for leave to absent himself, which His Excellency immediately granted, and he sent for the two Postmasters to come up immediately to Dublin. On being asked what was the result of that direction, he stated Lord Rosse did not come up; Lord O'Neill sent up a medical certificate that he could not come. About the same time the Secretary transmitted to Lord O'Neill, who was in England, a statement of the case, accompanied by his own observations. In consequence of this communication, Lord O'Neill sent from England an order contradicting the minute made by his colleague, and expressing a strong censure against the Comptroller. On the receipt of this order, the Secretary took upon himself to suspend the Comptroller from his duty and salary, and we found him under suspension on our arrival in Dublin. The Comptroller, Mr. Hanson, having appealed to the government of Ireland against this suspension, the whole matter, as we have stated, was by His Excellency's direction referred to us; and after a minute examination into all the facts and details, and after taking on oath the evidence of a great variety of parties concerned in the transaction, we formed the opinion which is expressed in our Report already referred to. In conformity with this opinion, the suspension of the Comptroller was removed, and he was restored to the duty and emoluments of his office.

We have thought it right to enter into the above particulars of a transaction to which a large portion of the examinations, not only of Lord Rosse, but of his colleague Lord O'Neill, and of many other witnesses, has reference, and which necessarily occupied much of our time and attention, and which, although the subject was itself of a temporary and personal nature, we consider of importance, as serving to afford strong evidence of the practical evils resulting from the manner in which the office of Postmaster-General has been constituted. We here see the independent powers vested in the joint patentees of the office exerted in direct counteraction of each other, and producing at the same time interruption to the business of the office, and embarrassment to the government, with an inevitable tendency to subvert all regular subordination and discipline in the Department.

The subsequent examinations of Lord Rosse, both in the year 1823 and 1826, relate principally to matters of general regulation, and to various points connected with the subordinate offices; and to these examinations we shall have to refer when observing upon the topics to which they relate.

From the examinations of Lord O'Neill it will be seen that a considerable difference of understanding existed between the two Postmasters-General in regard to the view entertained by Lord Rosse, that he was to be the acting Postmaster-General, and primarily responsible for the general discharge of the duties of the office. Lord O'Neill disclaimed, with equal distinctness, the being party to any such arrangement as that referred to by his colleague, and stated, on the contrary, that he understood the duties and responsibility of the two offices were equal; and he added, at the conclusion of his first examination, "I trust it is understood by this Board that I never had reason to believe, until the present time, that there was intended on the part of Government to be any distinction between myself and the other Postmaster-General in respect of interference and responsibility; had I been informed

Appendix,  
No. 13.

No. 106.

No. 14.

No. 12.

No. 15.

No. 99.

"informed of such a distinction I would not have remained Postmaster-General a single day."

It seems scarcely possible to offer evidence more conclusive of the defects, both in the original constitution of the office, and also in the manner in which the business of it has been conducted, than the mere fact that such a misunderstanding as is admitted by the above extract should have existed for so many years. It is, indeed, difficult to conceive how, under these circumstances, the duties of the department could be carried on by the subordinate officers with any degree of consistency or regularity.

Upon applying for explanation on this subject to the Secretary, with whom the executive duties of the office principally rest, he stated that when he first knew the office, Boards were held, at which both Postmasters-General attended, but that these Boards had been discontinued, and for two years no regular Boards had taken place; that neither of the Postmasters-General were in the habit of interfering personally, the business of the office being carried on by correspondence between himself and both of them; that he principally communicated with Lord Rosse, on the understanding that it was the intention of the Government that he should take a more active part in the duties of the office; that there had been a good deal of difference of opinion between the Postmasters-General; that he (the Secretary) had experienced great difficulty on that account; that in some instances, on such occasions, the business remained in abeyance, and in others he acted on his own responsibility; that if both the Postmasters-General were to take an active interest in the office, and should be in the habit of differing on the points coming before them, it would be impossible, consistently with the constitution of the office, to carry on the business at all; the only alternative left to the Secretary in such a case being application to the Lord Lieutenant.

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No. 105.

In order to account for the circumstance that this misunderstanding should never have been cleared up, as might have been expected by the personal communications between the Postmasters-General, it should be added that these officers were never in the habit of meeting. In the last examination of Lord Rosse, his Lordship states, that from the time of the contract for the Limerick mail-coach, which was previous to his first examination, up to the time at which he was speaking, he had not seen his colleague.

No. 174.

Lord O'Neill also stated, that for some years the Postmasters-General had not met in the board-room, and appeared to have some doubt whether such a meeting had occurred since Lord Rosse came into office.

No. 173.

The evils resulting in practice from a constitution of the office under consideration, such as is here described, are placed in so strong a light in the following extract from the annexed "Observations of Sir Edward Lees on various branches of the Post-Office of Ireland," that we conceive the insertion of it will preclude the necessity of any further observations of our own on this topic.

No. 11.

#### " POSTMASTER-GENERAL.

"THE present system of conducting the business of the Board is highly inconvenient; transmitting every document to each Postmaster-General for consideration and signature productive of delay and loss. They are frequently mutilated, and never received back; the warrants for expenditure of money often lost or mislaid. I have known four distinct warrants from such causes made out one after another for the same sum. Lord Clancarty particularly objected to this practice. The system, to be operative, should have residence, and if residence cannot be obtained, periodical visits should be made, and all accounts and documents requiring the signatures of the Postmasters-General should be previously prepared. Situated as the Postmasters-General are now, it requires seven days to obtain their consideration and decision on any important document which is transmitted to them. If the same documents were transmitted to London I should receive them back in six days. Each Postmaster-General legislating at a distance of 180 miles from each other, and never meeting, and often disagreeing, while the Secretary is in danger of acting in contradiction to both, is an absurd anomaly. I have not seen the present Postmasters-General in the

" same room together but once (and that once was at Parnestown) since the  
" existence of their patent."

The officers of the London Post-Office, in their Report upon the various offices of the Department in Dublin, also stated, " The noble persons who held the office  
" in Ireland have often been at great distances from each other, and there are sub-  
" jects and matters of business on which much time and pains have been bestowed,  
" but which apparently, from the want of a better method and better understanding,  
" have been brought to no conclusion."

The representations contained in the above extracts with respect to the constitution of the office of Postmaster-General, and its effects upon the Department of which it is the head, are entirely in accordance with the opinions which we had formed as the result of our own observations and inquiries; and our conviction of the objections to the office, as thus held and administered, is so decided, that we should feel bound to recommend, even independently of any object of a consolidation of the English and Irish branches of the Department, that the present patent should be revoked, with a view to the placing of the office on a totally different footing.

We come to this conclusion with the less hesitation, on finding it to be that which was formed by the Commissioners of Fees and Gratuities after their minute examination of the same office nearly twenty years ago; for although there is no doubt that during that period much has been done to alter and improve various branches of the Department, we are confident that a perusal of the examinations to which we have above principally referred, those namely of the two Postmasters-General and the Secretary, will be sufficient to show your Lordships, that in the subsequent conduct of the office there is no circumstance to weaken those grounds upon which the Commissioners then came to the conclusion, that " if the duties of the Post-  
" master-General can be so discharged, with advantage to the public, it would seem  
" to follow that the office might be abolished."

We may add, that if our views had been confined to the formation of an independent establishment for Ireland, we should also have been disposed to concur in the recommendation of those Commissioners as to the nature of the presiding authority to be substituted for the joint Postmaster-General, namely, a Board of three Commissioners, under some such regulations as they have suggested; but as for the reasons given in another place, we do not contemplate the continuance of the Irish Post-Office in the character of a separate establishment, it would be superfluous to enlarge further on a point having reference to it in that character only.

In conformity with the opinion expressed in our Report on the English Department, the general object of our recommendation with respect to the future discharge of the duties of the Postmaster-General in Ireland, will be to constitute one superintending authority for the whole of the United Kingdom, making, at the same time, provision for more immediate superintendence in Dublin, by the residence of a member of the General Board of Management in that city. The particulars of the establishment which we shall suggest for that purpose will be found in the conclusion of this Report. It may be sufficient in this place to add, that on the adoption of the change founded on this recommendation, the repeal of the statute establishing the separate office in Dublin would become necessary, as well as the revocation of the patent under which the joint office of Postmaster-General in Ireland is at present held, arrangements being at the same time made under the sanction of His Majesty's Government for the retirement of the existing patentees.

## SECRETARY'S OFFICE.

The Establishment of the Secretary's Office is stated to consist of the following Officers:

	SALARY.	OTHER EMOLUMENTS.	TOTAL SALARY and EMOLUMENTS.
	£. s. d.	£. s. d.	£. s. d.
Secretary - - - - -	389 18 8	- - -	3,416 19 3
Compensation under the regula- tions of 1802, as clerk of a road - - - - -	- - -	637 18 9	
Profits on Irish newspapers - - -	- - -	745 16 4	
Duties on English ditto - - - - -	- - -	201 15 6	
Fees on appointments of Post- masters, &c. - - - - -	- - -	31 10 -	
Furnished apartments, - - - - -	- - -	- - -	
Chief clerk - - - - -	321 10 8	- - -	3,289 18 9½
Compensation under the regula- tions of 1802, as clerk of a road - - - - -	- - -	175 4 6½	
Profits on Irish newspapers - - -	- - -	173 14 4½	
Duties on English - - - - -	- - -	137 15 10½	
Fees on expenses - - - - -	- - -	48 3 4	
Fees on appointments of Post- masters, &c. - - - - -	- - -	31 10 -	
For care of Lord Lieutenant's letters - - - - -	- - -	10 - -	
Packer, searcher and ganger of the Port of Wexford - - - - -	- - -	504 - -	
Senior clerk - - - - -	303 1 6	- - -	735 6 11
Profits on English newspapers - -	- - -	333 9 7	
Fees on appointments of letter- carriers, &c. - - - - -	- - -	14 3 6	
Taking-clerk in Infant-office - - -	- - -	184 12 4	
Minute-clerk - - - - -	290 15 8	- - -	555 15 8
Fees - - - - -	- - -	25 - -	
Second senior clerk - - - - -	115 8 -	- - -	225 8 -
Junior clerk - - - - -	64 15 4	6 3 -	70 18 4
TOTAL - - - - -	1,835 6 10	2,648 17 1½	3,884 3 11½

Sir Edward Smith Lees has held the office of Secretary from the year 1801, having been appointed by patent, dated the 25th March of that year, as joint Secretary with Mr. John Lees, his father, and the terms of the patent conferring a benefit of survivorship, he has continued sole Secretary from the death of his father.

Appendix,  
No. 3.

The official return in the Appendix contains a summary of the ordinary duties of the Secretary, and to this summary we beg to refer, as giving, in reference to the duties of the corresponding office of the Department in England, a sufficiently accurate description of the duties of Secretary to the Irish-Office.

No. 34.

In former Reports we have observed upon the general importance of the duties of Secretary to a Revenue Board, as being the official organ of communication of such Board, and the person through whose agency the executive business with which it is charged is principally performed. This observation applies with peculiar force to the Department now under consideration, which is officially described as being under the direction of a Board, and in which the Secretary must be considered not only as discharging the duties belonging to officers of the same class in

the service of the respective Boards, but also as being practically entrusted with a large share in the management of the business of the Department in his own person.

From the circumstances under which the office has been executed in Ireland, the devolution of authority to the Secretary, individually, has prevailed for many years to a very extensive degree, and a system of administration has in consequence arisen, which appears to be objectionable, not only as being incompatible with the due superintendence of the Department, but also as being contrary to the intention of the Legislature at the original formation of the office.

23 & 24 Geo. 3.

The statute, by which the Post-office of Ireland was established, simply enacts that there shall be a person from time to time appointed as the master of such office, and that there shall be a Secretary and other officers, therein named, without any declaration as to the respective powers or duties of such officers. In the absence of any definition on the subject, it may perhaps be assumed as the intention of the Legislature, that the duties of Secretary should, in character, be similar to those of officers standing in the same relation to other public departments; but whatever may have been the original intention, we think there can be no doubt of the fact, that the office of Secretary to the Post-Office has assumed a character essentially different from that which belongs to the same office under other Boards, and that in consequence either of the nature of the appointment to the superior offices, or of the manner in which the functions belonging to these offices have in general been executed, the effect has been to throw the actual discharge of the business of the Department in a great degree into the hands of the Secretary, not as the substitute merely of his superiors, but as the person primarily entrusted with the administration.

Ninth Report of  
Commissioners of  
Fees and Gratui-  
ties, 1823, p. 25.

The Commissioners of Fees and Gratities, in their Report of 1810, have stated that, in consequence of the frequent absences from Dublin of the Postmasters-General, the business of the office was for months together "wholly under the control of the Secretary, whose orders on the daily reports made to him of the official transactions of the office are acted upon and held as valid as those of the Postmasters-General. To him it belongs, during their absence, to maintain the discipline of the office, and to see that the officers of each department are attentive in the discharge of their several duties, to take care that the revenue is duly collected, and faithfully accounted for; and upon his discretion depends the amount of a great portion of the contingent expenditure, he being the sole judge of the propriety of incurring the expense and of the reasonableness of the charge. In like manner, in the absence of the Secretary, similar powers are exercised by the Chief Clerk in his office."

Ibid. p. 26.

On this statement the Commissioners remark, that "to impose such a weight of responsibility upon the Secretary, was certainly never intended by the original constitution of the office."

The above extracts, it will be observed, refer to the state of the Department in regard to its principal officers, as it existed at a period more than thirteen years prior to the date of our examinations; we are, however, satisfied that a reference to those examinations, and to the other documents which we have cited in a former part of this Report, will afford abundant evidence that the statements above quoted, as to the manner in which the duties of Postmaster-General and Secretary respectively were discharged, and as to the effects produced on the business of the Department by that system, are equally applicable to the state of the Post-Office of Ireland in 1823 as they were in 1809. The examinations also of the two Postmasters-General and of the Secretary taken in 1826, will show that no material alteration in the manner of discharging the duties of those offices had taken place up to that time.

Appendix,  
Nos. 173-177.

Under these circumstances, we have only to express our entire concurrence in the opinion of the Commissioners of Fees and Gratities as to the objectionable nature of the system of administration thus described; although we should at the same time state our conviction that no responsibility or blame can in this respect fairly attach to the individual by whom the office of Secretary has been held during the whole of the period to which the above description applies. We have reason to know that Sir Edward Lees has for many years strongly felt the inconveniences of the system; and the difficulties under which he has been placed in the execution

of the ordinary duties of his office, from the want of that constant and confidential communication between him and his principals (which is so indispensable to the due execution of those duties), are strongly insisted upon in the observations of the Secretary on the office of Postmaster-General, to which we have already referred; indeed, the evidences of these difficulties so perpetually recur in the course of his examination, that it appears to have been only by great zeal and exertion that he has been enabled to maintain a degree of regularity and subordination in the establishment, sufficient to carry on the ordinary business of his office, in such a manner as to afford very general satisfaction.

Appendix,  
No. 11.

On comparing the conduct of the business of the Secretary's office in Ireland with the corresponding office in England, the principal point of dissimilarity appears to be the want of that habitual and daily communication with the Postmasters-General, which is stated to be carried on in England by means of daily reports and letters, and which is described by the officers from the London-Office as attended with advantages which could not be found in any other mode. As this observation might seem to imply a preference of a system of written communication between the Secretary and the Postmaster-General, to a superintendence habitually exercised in person and on the spot, we think it right to observe, that we by no means concur in such an opinion, as it is obvious that all the advantages which are alluded to as belonging to the former system, might be equally secured to the latter, merely by the practice of keeping written minutes of all the proceedings on which any decisions or directions are issued; and we are therefore decidedly of opinion, that any system of daily reports should be only subsidiary to a system of personal communication, and not in supercession of it.

No. 161.

Another material point of distinction between the offices as executed in England and Ireland respectively, arises from the different degrees of responsibility acknowledged as belonging to the Secretary in each. It is stated in the examination of the English practical officers, that according to the practice of their office, the Secretary considers himself as responsible for the general good conduct of the office; and they proceed to remark, that "if Sir Edward Lees has stated that he conceives himself not to be responsible, but that the heads of the Departments in the office are the persons that are responsible to the Postmasters-General for the conduct of each of his separate Department, that would form a striking practical difference between the English and Irish offices."

Ibid.

The representations, however, contained in the examination of Sir Edward Lees on this subject, are to the effect above stated. In speaking of the President of the Inland-Office, he says, "acting for the Postmaster-General, I hold the head of the Inland-Office responsible for his own duties. I have no power over him at any time. I would not interfere with his responsibility. I would not interfere against the opinion of the head of the office." And further, on being asked why, upon a certain occasion, he did not enforce what he had stated to be the rule of the office, he says, "My reason is, that I would not take the responsibility; each was to act on his own responsibility."

No. 104.

Ibid.

It appears difficult to reconcile the description thus given by Sir Edward Lees of the manner in which the powers of the Secretary have been exercised by him, with the statement in the official Return of the duties of the Secretary, and his own explanation of that statement. The Return states, "That in the absence of the Postmasters-General the management of the Department devolves on him (the Secretary);" and in commenting upon this passage, Sir Edward Lees observes, "I am bound by my instructions from the Crown to execute any power of the Postmasters-General, if they are not there themselves." And it is also apparent, from the examinations to which we have already referred in our observations on the office of Postmasters-General, and from numerous statements in the examinations of the Secretary himself, that he has been constantly in the habit of deciding upon measures connected with the general management of the Department on his own authority, and without reference to that of the Postmasters-General.

No. 24.

We have already sufficiently expressed our opinion, that under any circumstances such an alteration should take place in the constitution of the office of Postmaster-General, or in the manner of executing it, as would relieve the Secretary from the necessity under which he has been placed, of assuming an immediate and inde-

pendent authority, in order to carry on the ordinary business of the Department. We are aware that cases may arise in which, in consequence of some sudden emergency or accident, the Secretary, as being the chief executive officer, and constantly resident at the seat of business, may be called upon to decide or act, where a reference to his superiors would be impossible; but such cases could not be of frequent occurrence, and being considered as exceptions to the ordinary system of management, would have no tendency to produce any of that uncertainty, inconsistency and want of subordination which we have found to prevail under the system which we have been describing.

Eighteenth Report,  
pp. 29, 31.

In our observations on the office of Secretary to the Department in England, we have intimated our opinion as to the manner in which that office should in future be constituted, under the new system of management which we have been led to recommend. These observations will, we apprehend, be found equally applicable to the corresponding office in Ireland, where, according to our view, the duties will be executed under the general superintendence of the same Board of Management, and under the immediate control of one of the members of that Board delegated for the purpose. Under such a constitution, a considerable portion both of the labour and responsibility belonging to the office will necessarily cease. But in our view, the duties of the Secretary in Ireland must continue to be of a highly important and confidential character; and for their due discharge, more especially at the commencement of the change of system, a large share of local information and of official experience will be essentially requisite. We have no doubt that an officer possessed of these qualifications would be found in the present Department; and we need only add to what we have already expressed as to the mode of remuneration, that it should be by direct salary, exclusive of all other sources of profit; and with reference to the amount proposed for the office of Secretary in England, we would recommend that the salary should be fixed at £. 800 per annum. We would also recommend that the mode of appointment should be similar in both countries, and that for this purpose the patent appointment to the office in Ireland should be definitively revoked.

#### CHIEF CLERK.

Appendix,  
Nos. 24, 102, 116.

Mr. Thomas Orde Lees, brother to the Secretary, has held the above office since the year 1814, having been in the Department in subordinate situations from the year 1805. The duties of his office, as specified in the official Return, and in his own examination and that of the Secretary, may be described generally as those of assistant to the Secretary in all the branches of his duty when present, and in case of his absence, as the officer upon whom the duties and powers devolve. In England, as your Lordships are aware, there is a distinct appointment of Assistant Secretary, whose duties appear in general to be analogous to those of the Chief Clerk in Ireland. The salary and emoluments of Mr. Lees greatly exceed those of any officer bearing the same title in England, and we presume them to have been fixed with a view to his position as assistant to the Secretary. At the period of our inquiries, in 1823, they amounted to the sum of £. 887. 5s. 5d. Irish, and they are stated in the Return of the Establishment to the 5th January last at £. 1,289. 18s. 9d.

Nos. 24, 35.

It also appears that, besides his situation in the Post-Office, Mr. Lees holds the office of joint Searcher, Packer and Gauger of the port of Wexford, the salary or emolument of which was in 1823 stated at £. 273 per annum, but is now valued at £. 504 per annum, the office itself being a sinecure, and such business as nominally belongs to it being wholly performed by deputy. By a reference to our Tenth Report it will be seen that under the new establishment which we there proposed for the port of Wexford, the office in question was recommended to be wholly abolished.

Tenth Report,  
p. 33.

Appendix,  
No. 117.

In the discharge of the most important branch of his duty, namely, that which devolves upon him when acting as pro Secretary, Mr. Lees appears to entertain the same notion as his brother respecting the power and responsibility thus vested in him. When acting for the Secretary he considers himself as succeeding to the powers of that officer, and like him to be entrusted with the general superintendence

of the Department; but still, on the ground that each chief is responsible for the conduct of that office, he considers himself so far exempted from responsibility, as to render it unnecessary for him to take the most effectual means of ascertaining the actual state of the office, viz. by personal inspection and inquiry.

We have already intimated that, in our opinion, this view of the Secretary's duty is erroneous, and inconsistent with a due subordination throughout the Department.

We shall have further occasion to refer to the evidence of Mr. Lees on the above point, and on some other subjects of examination.

We should, however, in this place express our opinion, that in case our recommendations for the new constitution of the superior offices of the Department should be adopted, one of the consequences would necessarily be to occasion a diminution in the general business, as well as the responsibility of the office of Secretary, to such an extent as would permit the separate appointment of Chief Clerk to be wholly discontinued;—as we have no doubt that any peculiar duties which have hitherto been assigned to that officer, as assistant to the Secretary, might be transferred to one of the senior Clerks; and we have accordingly, in our proposed establishment, omitted the title of Chief Clerk.

#### FIRST SENIOR CLERK.

The official title of the person holding this situation is stated to be that of Remittance Clerk; the important duty of receiving and acknowledging the revenue collected by the Deputy Postmasters throughout the country being in Ireland, as in England, entrusted to one of the clerks in the Secretary's office.

Appendix,  
No. 119.

Mr. Thomas George Harrison, who has held this office ever since the year 1804, in his examination gives a minute detail of the manner in which the remittances are made, acknowledged, recorded and paid over to the Receiver-General. This payment takes place immediately after the remittances are received, the officer being merely the channel of receiving them, and keeping no account except a cash-book, in which each remittance is entered as it comes up, and against each entry the Receiver-General signs his initials, as a discharge to the Remittance Clerk. This book is examined once a week by the Accountant-General, and by means of it he checks the accounts of the Receiver-General. The practice, as described by Mr. Harrison, is stated to be the same as that pursued in the English office; and the business appears, from the evidence of the English officers, to have been performed with regularity and attention, except that the officer did not "appear to be quite so active as he ought to be in applying to the Postmasters who had not remitted their instalments with punctuality."

164.

No. 165.

Mr. Harrison's statement of his mode of proceeding in this respect will be found in his examination and in that of the Secretary, who describes the difficulties in which the office has been placed in preventing the accumulation of arrears in the hands of the Deputy Postmasters. We have had occasion to hear so much of these difficulties, that we conceive great allowance must be made for any apparent want of exertion on the part of the officer whose duty it is to call in the first instance for the remittances.

No. 166, 119.

On reference to the last examination of Mr. Harrison, it will be seen that some measures had been then recently adopted for the purpose of securing greater regularity in the periodical remittances by the Deputy Postmasters, and that, in the opinion of that officer, these measures had already produced a good effect.

No. 173.

The only other duties described by Mr. Harrison as belonging to him as Clerk in the Secretary's Office, are those of Storekeeper, the business of which consists in receiving and giving out articles of stationery for the supply of the several offices on the Establishment. He does not, however, for this purpose, keep any stock himself, but, on receiving a requisition for a supply, he sends an order, which he steps to be for very limited quantities of such articles as may be required, using at the same time his own discretion as to whether the demand is required for the public service. The only persons who have fixed allowances are, the captains of packets and the surgeons. Our observations on this head did not lead us to

No. 175.

Appendix,  
No. 173.

suppose that any of the extravagance in the article of stationery existed in the Post-Office which had been found to prevail in some of the other departments in Ireland; but at the same time we think it apparent, from the description given by Mr. Harrison, especially in his last examination, of the manner in which this part of his duty is executed, that if there should be a disposition in any branch of the office to obtain more of the articles issued than was required for official purposes, such an abuse might be practised to a considerable extent, without any check from the Storekeeper. That officer at present appears habitually to sign the requisitions, without inquiry as to the necessity of the supply. Whilst that is the case, it is obvious that the intervention of such an officer answers no good purpose; and it would perhaps be better to leave it to the heads of the departments to obtain their respective supplies on their own responsibility. Mr. Harrison states, that he has already effected an important saving in this branch of expenditure; and in order to continue this benefit, and to prevent the recurrence of unnecessary consumption, it seems desirable that in future an estimate should be made for each office, which should not be exceeded without special sanction.

No. 23.

The amount of salary or fixed allowance enjoyed by Mr. Harrison is stated at £. 203. 1 s. 6 d. per annum; and he also stands on the Establishment as a Taxing Clerk in the Inland-Office, at a further salary of £. 184. 12 s. 4 d. per annum; in addition to which he derives other emoluments, amounting to £. 333. 9 s. 7 d. from the circulation of British newspapers sent by express, and not paid out of the public revenue, and to about £. 14 from fees on appointments of letter-carriers, mail-guards and messengers; the total amount of his salary and emoluments, for the year ending 5th January last, having been £. 735. 6 s. 11 d.

No. 34.

According to the statement in the official Return, the attendance required of Mr. Harrison in the Inland-Office is confined to periods of the morning and evening prior to the hour when the business of Remittance Clerk commences, or subsequent to that at which it closes. Mr. Harrison, however, stated, that for some years preceding the date of his examination in 1823, his health had been unequal to the performance of the duty of both situations; and that consequently the business in the Inland-Office had been wholly discharged by deputy, for which purpose a probationer was employed, who received a guinea per week, which was stopped out of the salary of the principal, who was retained as continually absent on leave, under a sick certificate.

No. 129.

The inconsistency of an officer's name appearing as absent from one office on the ground of ill health, whilst he is in the daily discharge of very important duties in another department, is too obvious to require comment; and it seems equally unnecessary to enlarge upon the numerous objections to the system of permitting the continued absence of officers from their duty on their paying a deputy to act for them. That this practice has prevailed to a considerable extent will be seen by the two official Returns in the Appendix, the first entitled, "A Return of the Names of any individuals who have been absent during the years of 1820, 1821 and 1822, and whose duties have been performed by substitute; the amount of the Salary and Emoluments of the Individual so absent; and the Sums paid to the Substitute;" and the second, "A Return, showing the absence, and cause of absence, of the Officers of the Inland-Office; the gross Salary of each Officer; and the Amount stopped for absence, from 5th January to 5th July 1826."

No. 25.

No. 54.

By these documents it will be seen, that Mr. Harrison's absence was continued throughout the whole of the period embraced in each of them, and that the cause assigned has been sickness. The only ground of justification suggested for this practice in the case of Mr. Harrison is, that it is resorted to as a means of making up an adequate salary for the situation of Remittance Clerk. Such a mode of payment, however, appears to us to be most objectionable on principle; and we entirely concur in the opinion expressed by the English officers, that "undoubtedly he ought to belong to one department, and to be paid for his services in that department to which he belongs." In their detailed Report on the offices, referring to Mr. Harrison's situation, they observe, "according to the regulations he should therefore be in attendance twelve hours daily, six of them being passed in the early and late duties of the Inland Department. We submit that an officer with such labours

No. 9. 161.

"labours imposed on him cannot be expected to carry into both offices sufficiently active facilities to discharge all the duties well."

We beg also to refer to the last examination of Lord Rosse on the subject of Mr. Harrison's absence, which it will be seen confirms the above statements of the facts of the case, and offers no explanation except that the Department were waiting the result of our examinations before they attempted any new arrangements with a view to the improvement of this and other parts of the existing system which might be found to be defective. Sir Edward Lees, in his Practical Observations, states, "upon any vacancy in the situation of Remittance Clerk, whose salary is at present £.200, a junior clerk would be appointed at a salary of only £.70. With such a salary he could not obtain security, and if he did obtain it, I am convinced it would be dangerous to entrust him with so much responsibility. A revenue of £.100,000, passes through his hands. This should be guarded against in time. He now gives £.2,000. security. I would recommend, when the vacancy shall happen, that a junior clerk may be appointed, but that he shall not be charged with the receipt of the revenue, but that under a new distribution of the duties of the entire office, the deputies remittances shall come to the Chief Clerk and be managed by him in lieu of his other duties."

Appendix,  
No. 174.

No. 11.

We entirely concur in the opinion expressed by the Secretary as to the inexpediency of entrusting so much responsibility to a junior clerk at a salary of only £.70. a-year; but as we have entered fully, in treating of the head office in London, into the subject of the management of the remittances, it will only be necessary here to refer to the observations there submitted, in order that the practice for the future in the Dublin-Office may be assimilated to that in London, by which means a still further reduction will be effected in the duties to be performed by the Clerks in the Secretary's Office.

#### SECOND SENIOR AND JUNIOR CLERK.

Mr. Anthony Lyster, who stands on the official Return of the Establishment of 1823, as filling this office, had been removed to that of Superintendent of the Alphabet, previously to the time of his examination.

No. 34.

The circumstances attending his removal are stated in the examination of Lord Rosse, who alludes to them as affording an instance of the evils arising from the disunion and conflicting proceedings which had taken place in regard to the Alphabet-Office. Mr. Lyster is mentioned as having been a party to the arrangement established by Lord Rosse, and he appears to have given up his situation in the Secretary's Office, on condition of being appointed to that in the Alphabet, on the footing of that arrangement.

No. 96.

No. 181.

The situation made by the Secretary under the sanction of the other Postmaster-General, after it had continued for a year, by diminishing the inducement to subscribe to the Alphabet, has proportionally lessened the value of the appointment, and in that respect been prejudicial to him. We shall further allude to this subject in remarking on the Alphabet.

The office of Second Senior Clerk is now held by Mr. Hartwell, who appears to have been appointed to it on the 9th June 1823. The duties performed by him and by the Junior Clerk, as described in the official Return, and also in the evidence of Sir Edward Lees, appear to be confined to that of general assistants to the Secretary, and did not call for particular observation from ourselves, or from the English officers who examined into the practice of this branch of the Establishment.

No. 102, 161.

#### MINUTE CLERK.

The title of this officer describes a highly important branch, but by no means the whole of the duties entrusted to him. These duties, it will be seen from the official Return, are of the most extensive, and at the same time of a very confidential nature. Upon one part of these duties, namely, those which relate to the management of the Suspension Fund, we shall offer some observations under a distinct head.

No. 34.

Appendix,  
No. 124.

At the period of our inquiries in 1823, the situation of Minute Clerk was held by Mr. John Burrowes, who was appointed to it in the year 1810. The salary attached to the office on his first taking it was £. 100 a-year, but had been increased in 1823 to £. 200, in addition to which Mr. Burrowes had two other sources of annual emolument, averaging about £. 50 a-year each, the one being an allowance for collecting and forwarding to the magistrates throughout the country the Acts passed in each session of Parliament, the other a per-centage on the fines and other payments which compose the Suspension Fund; he has also the advantage of a residence within the Post-Office. The office is at present held by Mr. Edward C. Sheell, at a salary or fixed allowance of £. 230. 15s. 8d. per annum, with emoluments amounting to about £. 25 per annum, arising from fees not paid out of the public revenue. The duties of the office are mentioned in detail in the official Return of 1823, and will be found clearly explained in the several examinations of Mr. Burrowes, who described his attendance as constant, and generally from nine o'clock in the morning until five or six o'clock in the evening. We had no reason to doubt the correctness of this statement; and our inquiries led us to the conviction that the executive part of the general business of the office was in great measure performed by him.

Eighteenth Report,  
p. 22-21.

There is no corresponding appointment to that of Minute Clerk in the English office, nor, as will have been seen from the observations in our 18th Report, are the same duties which may be considered as the primary part of the duties of Mr. Burrowes, namely, the preparation of the minutes which constitute the record of all official proceedings at the Post-Office, executed by any individual in the English-Office. These proceedings, as we have already intimated, all purport to have taken place at Boards; but Mr. Burrowes observed, "Literally speaking, there is no such thing as a Board held at the Post-Office. All the communications of any importance are minuted by me, and sent off to the Postmaster-General by the night's post." And as it is his duty to attend all Boards, being asked whether he recollected having attended any, he replied, "The last which may be denominated a Board, the Postmaster-General did not attend, but Mr. Crofton, the counsel for the Post-Office, attended for his lordship."

Appendix,  
No. 123.

*Ibid.*

Having had reason to make some inquiries respecting the appointment to the office of Clerk of the Munster road, which is held by Mr. Thomas Lees, we requested the production of the minute made upon that occasion. Mr. Burrowes accordingly exhibited his minute-book, which on the day in question (16th June 1814) contained an entry made by putting in a plain sheet of paper, having a short form of appointment, in the hand-writing of Lord Rosse, headed "Present the Earl," and purported to be a minute made at a Board held; but, in fact, it was merely a note sent by post from Lord Rosse's country seat, no Board having been held upon the occasion, and no further communication made by the Secretary.

*Ibid.*

Mr. Burrowes described the minutes which it was his duty to prepare, as comprising the substance of "all official letters of any consequence addressed either to the Postmaster-General or which come officially into the Secretary's-Office, together with the particulars of all payments out of the Revenue, and the particulars of any orders issued, either by the Postmasters or the Secretary, either of appointment or suspension, every thing in fact which is conceived necessary for the correct management of the Department; at the conclusion of each day they (namely the minutes) are sent to one or other of the Postmasters-General; and if his Lordship approves of them he subscribes his signature; when returned by him they are transmitted to the other Postmaster-General, and signed by him." Upon being asked whether they were habitually returned, he added, some cases "occur where they are not so returned;" and he further stated, that any order made by the Secretary for the conduct of the Department would also appear in these minutes, and that on receiving the daily reports from the several officers, the Secretary very frequently made a minute upon the subject of any irregularity appearing on such report, which was copied into the minute of the day. Mr. Burrowes also stated, that the minutes thus made were in general acted upon without the interference of the Postmasters-General.

*Ibid.*

In our observations on the offices of Postmaster-General and Secretary, we have already intimated our opinion as to the inconvenience and objections which must attend a system of conducting the business of a Department requiring constant and immediate superintendence, wholly by means of written communications between parties residing in separate and frequently in remote parts of the kingdom. We

used

need not proceed to suggest how much the evils of such a system must be increased by such irregularities in making these communications as are described in the examination of Mr. Burrows. From his account it is evidently discretionary and uncertain whether the minutes upon which proceedings are taken shall be communicated to the several superintending authorities or not, and the parties who are charged with the execution of measures directed under such minutes, must consequently be in doubt as to the nature and extent of the authority under which they act, and must also be subjected to receive the most conflicting and inconsistent directions for their conduct.

In thus stating our objections to the practice of carrying on business by a system of minutes such as we have described, we are far from undervaluing the importance of minutes in their more legitimate sense, namely, as a constant and authentic record of every official proceeding; but for this purpose it is obviously essential that they should in every particular contain a faithful and accurate description of the proceeding which they purport to record.

Under any constitution of the office, it certainly appears desirable that the business of Minute Clerk should be performed by one of the clerks specially selected for that purpose in the Secretary's Office, and that the individual so selected should be employed exclusively upon the duties arising in that branch of the establishment.

The extent of establishment which will in future be required for the performance of the duties of the Secretary's Office, must necessarily depend in a great measure upon the adoption of our several suggestions in reference more especially to the consolidation of the Departments in Great Britain and Ireland. The following establishment will, we think, be found sufficient for the discharge of the duties which, according to our view, will in future be required to be executed in this office; and in submitting this establishment, we beg to draw your Lordships attention to the opinion we have expressed in treating of the corresponding branch of the office in London; and in concurrence with the recommendation of the Committee of Finance in 1797, viz. that the officers should "have fixed salaries in lieu of fees, perquisites and emoluments;" and that by putting an end to all arbitrary receipts, and to all irregular or extra-official sources of profit and emolument, they should be placed upon a footing more consistent with official principle and the interests of the Revenue.

Eighteenth Report,  
p. 30.

#### PROPOSED ESTABLISHMENT.

FIXED SALARY.	Scale of Increase from length of Service:			
	Under 5 Years.	After 5 Years.	After 10 Years.	After 15 Years.
	£. s. d.	£. s. d.	£. s. d.	£. s. d.
Secretary	300 — —	— — —	— — —	— — —
Senior clerk	— — —	250 — —	350 — —	400 — —
Four junior clerks, each	— — —	20 — —	110 — —	150 — —

#### SOLICITOR'S OFFICE:

Salary, £. 92. 8. 4. with Bills of Costs.

MR. THOMAS THOMPSON has held the office of Solicitor since the year 1801, and appears to have performed the duties with zeal and ability. A summary of these duties will be found in the official Return, and more explanatory statements respecting them in his several examinations. The salary of £. 92. 8s. 4d. is stated to be in the nature of a retainer fee, and as covering his remuneration for daily attendance at the Post-Office, and for carrying on that part of the ordinary correspondence which is issued from the office in the name of the Solicitor; this appears

Appendix,  
Nos. 24, 125, 126, 127,  
128.

to consist almost entirely of letters respecting the securities and the arrears of Deputy-Postmasters. A return being made to the Solicitor every quarter from the Secretary's Office of such Postmasters as are in arrear, he as a matter of course writes to their respective sureties, calling upon them to pay up such arrears. He also writes numerous letters to various parts of the country, for the purpose of obtaining information as to the solvency of persons proposed as securities for Postmasters. The letters under these two heads he describes as amounting from twelve to sixteen hundred annually, for all of which no charge is made. The great source, however, of emolument to the Solicitor and expense to the Department, are his bills of costs, arising chiefly from criminal proceedings in cases of mail robberies, or of embezzlement, or stealing money out of letters. The prosecution of mail-robbers usually takes place at the country assizes; and, as is well known, such proceedings are in Ireland attended with very heavy expenses from the difficulties in the way of procuring evidence, and the necessity of supporting nearly all persons brought forward as witnesses. From an inspection of some of the bills of costs, it appears that such prosecutions, though not marked with any peculiar circumstances, have frequently been carried on at a cost to the Department of not less than £. 200.

Appendix,  
No. 32.

The other general heads of criminal proceedings are those relating to the embezzlement or secreting of property enclosed in letters or robbed from the mails; the expense of which, in cases where they have been carried on in distant parts of the country, appear frequently to have exceeded £. 100. These proceedings being, however, in a great degree confined to Dublin, are not in general attended with so heavy an expense; but still, from the frequency of their occurrence, and the difficulty of obtaining evidence, and especially of tracing the property to the delinquent, they necessarily tend very much to swell the amount of the bills of costs. Our examination of these bills did not lead us to think that the charges were unreasonably high, with reference to the business appearing to have been done; and it should be observed, that they are subjected to a double taxation; first, by a Deputy Clerk of the Crown-Office, in respect principally to the criminal proceedings, and secondly, by the Taxing-officer of the Commissioners of Imprest. In the Appendix will be found a general statement of the law expenses defrayed by the Department for the three years immediately succeeding the date of our inquiries, from which a considerable decrease will appear in the amount of charge under this head in the two latter years.

No. 29, 50.

No. 156.

From the evidence of Mr. Thompson, it appears that a change had taken place immediately before the date of our inquiry, with respect to the practice of the Department as to the securities of the Deputy Postmasters, by which a considerable saving of expense had accrued. This had been effected by the Act for regulating the practice of the Court of Exchequer, under which the expense of registering the bond given as a security for a Deputy Postmaster is limited to 18 s. instead of £. 3, which had formerly been the charge. The bonds also, instead of being left in the custody of the Solicitor, are under this Act filed in the office of the Chief Remembrancer of the Court of Exchequer, the effect of which is to give to the bond the operation of a judgment against the property, as well real as personal, of the individual entering into the security. There can be no doubt as to the improvement thus effected, both as it regards the diminution of expense and the increased security accruing to the public; but it remains to be seen in practice whether, when this operation of a Post-Office bond becomes generally known, it will not increase the difficulty which already exists of obtaining eligible securities for Postmasters, to such a degree as to call for some further alteration of practice.

No. 10.

The Return in the Appendix, of the arrears due from Deputy Postmasters, and especially the fact of the same names being found as defaulters for so many successive years, sufficiently prove that the applications of the Solicitor have been far from completely effectual, although we have no doubt that they have tended in a considerable degree to prevent an accumulation. We should, however, add our opinion, that his exertions for this purpose do not appear to have been seconded, on the part of his superiors in the Department, to the extent which the importance of the object required. The Solicitor stated that he continued to make his applications to the sureties, quarter after quarter, so long as the deputy was returned to be in arrear, and that he was aware that a great many had continued a long time in arrear without any further proceedings having been taken. He further stated, that

No. 136.

when,

when, notwithstanding these applications, the arrears of the deputies continued stationary or increased, he inferred that the securities must also be insolvent; and we fear that from the whole of his evidence, taken together with the list of arrears, the presumption must be that a very large proportion of the sureties are in this predicament. We are aware that it would be in vain to expect that all accumulation of arrears should in practice be avoided, especially in the remote districts; but we are satisfied that much of what has occurred might have been prevented by a more systematic attention to this object on the part of the heads of the Department. The Solicitor gave it as his decided opinion, "that if the established rule of the Post-Office was strictly adhered to, there would be no arrear grow up; and that is, to write to the securities of deputies in arrear, and not to allow any deputy to go in arrear more than one or two instalments; and if on writing to those securities the arrear was not found to be diminished, or if it appeared to be increasing, it is quite clear to my mind that the sureties are insolvent, and other securities are required; and if that was steadily adhered to, and people were removed on an arrear, the Postmasters of all the country would know the consequence of getting into arrear, and would not do it." The Solicitor stated himself to be unable to explain why the regulation to which he had referred had not been acted upon, unless that it had been occasioned by a feeling of leniency towards the defaulters.

Appendix,  
No. 196.

Ibid.

The other branch of ordinary duty, to which the first examination of the Solicitor applies, is the preparation of mail-coach contracts. The agreement being in the first instance entered into between the Postmasters-General and the contractor, the particulars are sent to the Solicitor, in order to be put into legal form. We have already stated our opinion as to the objectionable nature of these contracts, on account of the length of the term for which they are made to run, and of the extent of the service for which they stipulate. The Solicitor referred to an endeavour to introduce the English system on this subject, but stated his opinion that it would be difficult to find contractors on similar terms. Upon this opinion, we need only repeat our former suggestion, that although this difficulty would in all probability prevail on the first attempt at assimilation, yet that it ought not to prevent such attempt from being made.

Ibid.

The net emoluments received by the Solicitor in the year ended 5th January last are stated to have amounted to £1,428. 5s. 7d. In answer to an inquiry as to the check exercised in the Department over these expenses, Sir Edward Lees stated, that he (the Solicitor) "never proceeds on a service in which he is not specially directed." It is evident, however, from the examination of the Solicitor, that this statement must be taken with a good deal of latitude. It is true that it is distinctly asserted that no prosecution is commenced in the country without a written order from the Secretary; but it is equally clear, that there are many of the services for which charges will be found in the bills of costs, particularly with respect to tracing lost bank notes, taking the opinion of counsel, and other proceedings which are conducted in Dublin, in which the Solicitor relies (in the first instance at least) altogether on his own discretion. We are aware that in an office of this description such a discretion must in some degree exist; but this necessity forms with us a strong additional argument against the system of paying solicitors to public Departments by bills of costs. Having in former Reports offered our sentiments on this subject, we only think it necessary in this place to observe, that there does not appear to be anything in the nature of the business arising in the Post-Office in Ireland which should prevent the application of the same principle of remuneration which has been found expedient in the other Departments of Great Britain and Ireland; and we accordingly recommend for the future establishment of the Solicitor a fixed salary in lieu of all other emoluments, except a stated allowance for travelling expenses and subsistence out of Dublin, when actually employed by directions of the Postmaster-General. We should also recommend, that he should be allowed two clerks, to be placed upon the establishment, and that he should be provided with an office under the roof of the Post-Office. Under this arrangement the bills of costs will of course include only expenses actually "out of pocket," as they are termed, and these expenses must be incurred on the personal responsibility of the Solicitor, the bills of costs being, as at present, subject to taxation and reduction. This taxation should be performed by the regular taxing officers appointed by the Crown, and not by any individual who is himself a practising

No. 25.

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No. 126.

attorney or solicitor. The Solicitor so appointed should also, in our opinion, be restrained from all private practice; and it should be distinctly understood that the services of himself and his clerks are wholly engaged for the general business of the Department, whether or not such business shall be of a nature usually styled professional.

Appendix,  
No. 130.

It will be seen that the opinion of Sir Edward Lees is rather adverse to the principle of paying the Solicitor by salary. The ground of his objection appears to be merely that which has been already frequently considered in similar cases, namely, the want of stimulus to due exertion. We apprehend, however, that if due caution be exercised in selecting the person to fill the office, a sufficient security for exertion will be found in the private and professional character of the person so selected, combined with the requisite zeal and attention on the part of his superiors; and we will only add, that in carrying such an arrangement into effect, and especially at its commencement, the most effectual and unremitting superintendence and attention will be required on the part of the superior officers of the Department, a superintendence which, under the present habitual absence of the Postmasters-General from the seat of business, could not in our view be exercised.

The proposed Establishment under this head would be as follows.

	FIXED SALARY.	Scale of Increase from length of Service :							
		Under 5 Years.		After 5 Years.		After 10 Years.		After 15 Years.	
		£.	s. d.	£.	s. d.	£.	s. d.	£.	s. d.
Solicitor - - -	1,000 - -	—	—	—	—	—	—	—	—
With travelling allowance of 2s. per mile, and subsistence out of Dublin at 2s. per day.									
First clerk - - -	- - -	800	- -	830	- -	860	- -	890	- -
Second clerk - - -	- - -	50	- -	110	- -	130	- -	150	- -

No. 134.

The last examination of Mr. Thompson contains much additional information on the subject of the arrears of the Deputy Postmasters, and the state of their securities; under both of which heads considerable improvements appear to have been effected since the date of our first inquiries. He also enters into more detailed explanations respecting the mode of charge and taxation as to his bills of costs, the consideration of which tends to confirm us in the opinion we have expressed as to the mode of remuneration of that officer. We would, however, particularly call attention to the statement of Mr. Thompson, with respect to some points in which legislative measures appear to be required for the purpose of removing doubts as to the operation of the law in England and Ireland. We allude especially to the laws respecting the transmission of letters by private ships, either under the authority of the Ship-Letter Acts, or without any legal sanction, and to their illicit conveyance by other private means. With respect to the former mode of conveyance, we propose to offer some observations in a subsequent Report; as to the latter, we only think it necessary to refer to Mr. Thompson's statements, expressing at the same time our conviction of the expediency of taking immediate steps to remedy the uncertainty which, according to the opinion of the Attorney-General, at present exists in the law on this subject.

## RECEIVER-GENERAL, OR TREASURER.

	SALARY.	OTHER EMOLUMENTS.	TOTAL SALARY and EMOLUMENTS.
	£. s. d.	£. s. d.	£. s. d.
Receiver-General - - - -	553 17 -	150 - -	703 17 -
First clerk - - - - -	184 10 4	- - -	184 12 4
Second clerk - - - - -	101 18 8	- - -	
Sorter in Inland-Office - - -	- - -	115 8 -	217 6 8
	£. 840 8 -	265 8 -	1,105 16 -

The office of Treasurer or Receiver-General is one of the patent appointments under the original Post-Office Act of 1784, and was accordingly conferred on Mr. Graves Chamney Swan, by letters patent, dated 28th January 1808. The duties attached to the office, and which are distributed between the Receiver-General and his two clerks, are very fully described in the official return; and it is stated by the officers from England, after their examination into the practical discharge of these duties, that the offices in the two countries are executed very much in the same manner. In the examination of Mr. Swan will be found a very clear and candid statement of the degree in which he personally interferes in the business of the office; from which it is evident, that the situation in his hands is one of rank and responsibility merely, and that the actual duties of the office might be equally well provided for by the assistance of his two clerks, without any distinct appointment to the place of Treasurer or Receiver-General. The Secretary appears to have concurred in this view of the office, and to have been of opinion, that in case the security given by Mr. Swan, amounting to £. 15,000 for himself and £. 1,000 for his first clerk, could be otherwise obtained, the office of Receiver-General might be altogether dispensed with, and the duty assigned to him attached to some other efficient situation on the establishment. Sir Edward Lees has expressed his opinion on this subject more in detail in the written observations already referred to, and we beg to annex his suggestions under the joint head of Accountant-General's and Receiver-General's Offices.

Appendix.  
Nos. 4, 101.

No. 127.

No. 103.

No. 11.

" On any vacancy in the first-mentioned of these Departments, I would make the Receiver Accountant-General, and would not fill up the Treasurer's place at all. I would make the Bank of Ireland the place of immediate deposit of all parts of the Post-Office revenue, from whatever source it is derived, each Department to preserve its separate accounts, and the Accountant-General to preserve his check on the whole, and submit his reports to the Board three times in place of once each week. It is the practice of the Treasurer at present to draw from the Bank at once, and transfer it to his private account, the amount of our different establishments for salaries and mail-coaches; they may amount to £. 10,000. He discharges each person's share by a private draft of his own against his private account. In the event of being deprived of our present Treasurer, this practice ought to be discontinued. The duty of signing the drafts on the Bank for the various payments under the minutes of the Board, and under all existing checks, I would impose on the Secretary. I do not apprehend these drafts exceed 200 each quarter, and by a proper arrangement of the duties it would not occupy him four hours altogether. By this arrangement a responsible officer, without great trouble, would be accountable for the issues from the Bank, without, however, having the power of withdrawing from it any greater sum than the salary of each individual, and not even that, without the authority of the Postmasters-General and the counter-check of the Accountant-General. If necessary, I do not see why it could not be done by the Postmasters-General even then; I do not apprehend they would have to subscribe their names one third as frequently as the Postmasters-General of England have at present."

Appendix,  
No. 36.

7 & 8 Geo. 4, c. 23.  
Appendix,  
No. 127.

22 & 24 Geo. 2.  
43 Geo. 3, c. 6.

Appendix,  
No. 102.

No. 161.

No. 127.

On this suggestion we have to observe, that we entirely concur in the principle of the arrangement, so far as it is proposed, to discontinue the office of Receiver-General as now constituted; but with respect to the details of any such arrangement, they must obviously be reserved for future consideration, more especially with a view to the establishment of the English office. In addition to his salary, the Receiver-General had, at the date of our inquiries in 1823, emoluments amounting on an average to £. 150 a year, arising from an allowance of one per cent upon the sums which he remitted quarterly to England on account of the balance between the English and Irish Post-Offices. The gross amount of this per-centage he estimated at £. 200 a year, out of which an allowance of one quarter per cent was made to the bankers, who accepted and paid the bills by which the money was remitted to England. This head of emoluments has, however, altogether ceased, as a consequence of the Act by which the accounts between the English and Irish Post-Offices was wholly abolished. It should also be observed, that Mr. Swan describes himself as being engaged in very extensive private business as a receiver of rents, and an agent for landed property, and also as a banker, for the purpose principally of supplying persons going to England with letters of credit or remittances. We have not alluded to this private business in reference so much to its incompatibility with the due execution of the duties of Receiver-General, but rather with the view of calling your Lordships' attention to the privilege of franking, as exercised by that officer. The Receiver-General or Treasurer is not one of the officers upon whom this privilege was originally conferred by the Act which constituted the office, but he derives the power under a subsequent Act, namely, the 42 Geo. 3, c. 6, in which his office is included in a list with various others, the holders of which are thereby empowered "to send and receive letters and packets by the post in Ireland, free from the duty of postage, in the same manner, and under such restrictions as certain officers in Ireland have been accustomed in respect of their offices to send and receive letters and packets, under and by virtue of an Act of Parliament made in the 40th year of his present Majesty's reign." The Act thus referred to, which is an Act of the Irish Parliament, confers the privilege on the same terms as the Post-Office Act of 1734, which confines it to letters and packets "sent from any of the said officers for the time being, from and to any place in this kingdom, which shall relate to the business of their respective offices, or to their own private concerns only."

We have been wholly unable to discover the reason for conferring the privilege in the instance in question; and upon applying to Sir Edward Lees for information on the subject, he stated distinctly that he knew of no grounds of public utility or convenience, as it respects the public service, for which that privilege was enjoyed by the Receiver-General, who, he remarked, "to my knowledge has no correspondence once whatever in official matters."

The officers from England were also unable to offer any reason why the privilege should be continued to the Treasurer; but whatever may have been the reason for granting the privilege, we think it may be assumed that it could not have been the intention of the Legislature that it should be exercised for the purposes and in the manner described in the examination of Mr. Swan. The Receiver-General, it will be seen, candidly admitted that, with some few exceptions, the whole correspondence of his general agency concern was sent and received free under his Post-Office privilege; that a large proportion of his correspondence was above weight, and there was no reserve as to the weight of parcels; that he had a partner in his private business, who also, in a great degree, participated in the privilege; that the nature of his business was such as to require an extensive interchange of correspondence; that the privilege as Receiver-General covered all the correspondence arising out of his business, either as an estate agent or as a banker or money agent in Ireland; and that the correspondence required for carrying on the last-mentioned branch of business in England was carried on under the privilege of the Secretary of the Post-Office.

We are satisfied that your Lordships will agree with us, that a privilege of franking, exercised in the manner described in the examination above referred to, must be considered as an official abuse, the continuance of which ought not, under any modification of the office, to be permitted. Independently of the manifest injury to the Revenue arising from an exemption thus exercised, we also consider it to be liable to strong objection, as converting a public appointment into a means

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of conferring on a private business additional profits and undue advantages over competitors engaged in similar concerns.

From the statement in the official Return, it will be seen that the actual discharge of the duties of the Receiver-General's office has rested principally with Mr. Symes, the first clerk; and it should be remarked as forming a serious objection to the principle upon which the business of this office is arranged, that both the Receiver-General and the Secretary concur in describing the business performed by Mr. Symes to be such as no other individual could get through, and it was only under particular circumstances that that officer and himself were enabled to perform it. The Receiver-General stated, that from the circumstance of Mr. Symes also holding a situation in the Bank of Ireland, where much of the business of the Receiver-General's office is necessarily transacted, he was enabled to carry through that business in a manner which could not be done by another person; this appears to have arisen partly from superior facility and favour shown to him as a member of the establishment in making his lodgements, and partly from assistance afforded him by his fellow clerks in the Bank in getting through the other business of the Accountant's office.

Sir Edward Lees ascribed the dispatch of Mr. Symes's business to the assistance given him by members of his own family; and added, that he did not know of any person who could supply his place. This over-pressure of duty on the senior clerk is the more worthy of notice, because the junior, Mr. Harrison, appears also on the establishment as a Sorter in the Inland-Office. We have already expressed our objection to an arrangement of this kind, where a second appointment is held in order to make up the inadequacy of the salary attached to the first; If (as appears from the evidence referred to) the business properly belonging to the office of Receiver-General is amply sufficient for the employment of two efficient officers, we certainly should think it to be desirable that the services of Mr. Symes and Mr. Harrison should be confined to the business of the office in question, at sufficient salaries to each, exclusively charged on that branch of the establishment.

We offer this suggestion under the impression that the change to which we have already adverted, of suppressing altogether the distinct appointment of the Receiver-General, would not occasion much difference as to the nature or the amount of the business which is actually transacted under the name of that officer; the executive part of the duty, which consists in receiving, acknowledging and lodging at the Bank the revenue collected, and in preparing and issuing the orders or warrants for the periodical and incidental payments and expenses incurred in the Department, and in the other details referred to by the official Return, would remain equally to be performed, although the responsibility and general superintendence of the office should be transferred to an officer in some other branch of the establishment.

The examinations of 1826, as to this branch of the office, do not offer any additional grounds for comment; in the interval Mr. Robert Harrison had succeeded to Mr. Symes as senior clerk, and we beg to refer to his evidence as containing further details and explanations with respect to the ordinary practice and duties of the office; and we would especially call attention to his remarks on the delays occasioned to the business of the office by the difficulties interposed by the regulations of the Bank of Ireland as to the receipt of the remittances. In keeping its accounts with the Bank, the Department, as it appears to us, has a right to look to a nearer approximation to the facilities which would be afforded in this respect by an individual banker. Mr. Swan, the Receiver-General, although the state of his health did not permit a detailed examination on that occasion, stated that no alteration had taken place in the general management of his office since he attended on the Commission in 1823.

Although the future establishment of this office must, as we have already observed, depend in great measure on the course which may be adopted with respect to the corresponding branch of the establishment in England, we are satisfied that the actual business of the office in Ireland, whether it shall continue to be confined to the service in that country, or shall form a part of the consolidated establishment for the whole kingdom, would be sufficiently provided for by two efficient clerks, at adequate salaries, to command their exclusive attention to the office in question; and we accordingly suggest the following

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Proposed

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## Proposed Establishment.

	FIXED SALARY.	Scale of Increase from length of Service:			
		Under 5 Years.	After 5 Years.	After 10 Years.	After 15 Years.
	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.
First clerk or cashier -	- - -	250 - -	300 - -	350 - -	400 - -
Second clerk -	- - -	90 - -	110 - -	150 - -	200 - -

## ACCOUNTANT-GENERAL'S OFFICE.

	SALARY.	OTHER EMOLUMENTS.	TOTAL SALARY and EMOLUMENTS.
	£. s. d.	£. s. d.	£. s. d.
Accountant-General - - -	461 10 8	- - -	461 10 8
Chief clerk - - - - -	138 9 4	- - -	138 9 4
Second clerk - - - - -	117 14 4	- - -	117 14 4
Third clerk - - - - -	90 - -	- - -	- - -
Probationary Secretary in Island-Office	- - -	48 - -	138 - -
With an allowance of 5s. per diem to each clerk when employed out of office-hours in preparing Par- liamentary papers.			
£.	807 14 4	48 - -	855 14 4

In offering the results of our inquiries into this office, it is necessary that we should advert to the change which has taken place in the relative situation of the persons holding since the date of our inquiries in 1823. Mr. Shaw, the Accountant-General, had at that time been but recently appointed, and not having had the advantage of any previous experience or instruction in the peculiar branch of business over which he was to preside, it was thought necessary, with a view to provide for the efficient discharge of duties of such obvious and general importance, that a special arrangement should be made, with the sanction of the Postmaster-General, under which the principal superintendence of the business in the Accountant-General's Office should be entrusted to a person of acknowledged competence and experience; with this object, as Sir Edward Lees stated, it was agreed that Mr. Mills (the Chief Clerk) should execute the principal "duties that I reported" did properly belong to the Accountant-General himself, and that Mr. Shaw "should out of his salary make a suitable remuneration to Mr. Mills for so doing."

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No. 102.

Nos. 128, 129, 130.

The explanations given by Mr. Shaw and Mr. Mills on this subject agree in substance with that of the Secretary; and it will be seen, that they both represented the transaction as being of a nature entirely private; and Mr. Mills added, that it was wished that it should not be made known.

The arrangement thus made we understood to continue at the time of our inquiry; although it must be assumed that the ground on which it was adopted, namely, the inexperience and alleged incompetence of the principal officer himself, no longer existed;

existed; and it is due to Mr. Shaw to refer to his examinations, as evincing a strong disposition to take an active and efficient part in the discharge of the duties of his office in his own person, so far as was compatible with the above arrangements.

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No. 118.

That under this agreement, the business of the office has been discharged in an efficient and satisfactory manner we have evidence, both in the examinations of the Postmaster-General and Secretary, above referred to, and also in that of the practical officers from England, who state "we went carefully through the office of the Accountant-General, and found the books modelled very much after those used in the Accountant-General's Office in England, and they appeared to be kept with great care and accuracy. We saw no reason to doubt the industry or vigilance of this Department; and there appeared to be a sufficient authority for every article of charge and discharge in all the accounts." They add, "that it did not occur to them, that an accountant and three clerks were more than enough for the business of the Department; there are 433 quarterly accounts current to keep with Postmasters."

No. 162.

Whilst, however, we are disposed to admit that the heads of the Department may have been justified in the course adopted on this occasion, by the circumstances of the office, and by the results (so far as the business of that office is concerned) which have attended its adoption, we do not feel ourselves to be the less called upon to state, that in our opinion the strongest objections exist, both against the principle of the arrangement itself, and also against the constitution of the office which rendered such an arrangement necessary, in order to carry on its ordinary business. Notwithstanding the sanction of the Postmaster-General, the transaction was in effect a private bargain between two individuals in the office for the conduct of the business, and the distribution of the emoluments in a manner different from that recognized on the establishment; the heads of the Department, though privy to the agreement, have no legal means of compelling its observance against the inclination of the parties, who were thus in some important respects withdrawn from the control of their immediate official superiors. The established routine of the office was rendered continually liable to interruption and change by the disagreement of the officers employed in it, whilst at the same time, from the very nature of the arrangement, the regular gradations of rank and official subordination were wholly overthrown, and the principal responsibility made to attach in a quarter where it cannot be effectually enforced.

The objection to this constitution of the office becomes the more important, because it appears from the examination of Mr. Mills, already referred to, that bargains of a similar nature had been entered into with former Accountants-General; and it may therefore be considered in the light of an habitual abuse. The appointment being by patent, is altogether taken out of the hands of the Postmaster-General; and as Lord Rouse states, he is thereby prevented from adhering to the rule upon which, so far as depends on himself, he constantly acts, of advancing officers according to their merits or their time of service. Sir Edward Lees also strongly expresses his opinion as to the advantages which would result to the Department from the removal of the bar presented by the patent appointments, to the adoption of a system of selecting officers for confidential situations of tried merits and experience. In the present instance, however, we would submit, that the mere fact that it was necessary to the due discharge of the business of the Accountant-General, that a private bargain, with respect to official duties, should be made between the persons employed in that office, affords sufficient ground for recommending that the constitution of the office out of which that necessity arose should be altered, although in this case the alteration cannot be effected without the intervention of the Legislature.

No. 5. 36.

No. 103.

The ordinary duties performed by the Accountant-General and his three clerks are fully described in the official Return, this distribution of the business having been made by Sir Edward Lees on his return from examining the office in London; and he states the business in the two offices to be conducted on the same principle, varying only from the greater extent of the English Department.

No. 34.

No. 103.

The testimony of the officers from England confirms the above representations of Sir Edward Lees, both as to the similarity of the mode of conducting the business in the offices of London and Dublin, and also as to the regularity and accuracy with which the accounts are kept in the latter; they at the same time offer suggestions for improvements on several points in the practice of this office, to which we

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separately refer, in order that the attention of the heads of the departments may be drawn to these suggestions, although we are not, as to all of them, prepared, without further and more detailed inquiries into the subject, to offer a decided opinion as to the expediency of their adoption. The first relates to the manner in which the accounts of the bye-letter charges and credits for dead and re-directed letters are kept. These accounts are described as entered in books in the offices where the account is first taken, and such books are transmitted backwards and forwards between those offices and that of the Accountant-General. The English officers recommended, that in lieu of this practice, the accounts should be furnished to the Accountant-General in monthly sheets, which should remain in his hands, on the principle, which certainly appears a sound one, that the Accountant-General should not part with any account or voucher once delivered to him.

Ibid.

The next was a suggestion, originating with the Chief Clerk in the Accountant-General's office, that that office should be furnished quarterly with a complete account of the Deputy Postmaster's credits for salary and horse-posts, in which recommendations the English officers concurred.

Ibid.

The third suggestion also relates to the accounts of the Deputy Postmasters, and especially to the statement of the balances due from them. The sums thus reported have, it appears, been considerably increased beyond the amount strictly due, by the practice of not giving immediate credit to the Postmasters for sums actually paid by them, under certain Acts of Parliament, to soldiers wives for travelling allowances. The delay in giving this credit is stated to arise from some informality in passing the receipts or certificates taken by the Deputy Postmasters. That considerable hardship and vexation to the Deputy Postmasters and their sureties may result from the present mode of keeping this account, will be seen from the examination of Mr. Mills, who states, that he has known instances in which a balance has been reported against a Deputy Postmaster, and his securities have been written to, when, on production of the receipts for payments to soldiers wives, there was actually a balance due to him.

No. 159.

No. 161.

The English officers also describe this part of the system as productive of embarrassment, not only to the Postmasters, but also to the public: and they recommend that some arrangement should immediately be made between the Post Office and that Department which it concerns, to cause the certificates to be paid. In this recommendation we cannot hesitate to concur.

The next suggestion respecting this branch of the Department, relates to a subject on which we have already observed in some detail: namely, the want of an additional check on the Remittance-Clerk with respect to the receipt of money from the deputies. On this point we have already called attention to the detailed observations of the Secretary, and in this place merely refer to the suggestions of the English officers, as they are not decided in recommending its adoption, from the impression that it would occasion the necessity of employing an additional clerk in the Accountant-General's office, whilst from the illiterate character of many of the Deputy Postmasters, the additional check they propose could not be generally imposed in practice.

No. 71.

From the prefixed statement it will be seen that extra charges are made by the clerks of this office for making out the Parliamentary accounts required from the Deputy Postmasters. Considering these returns as forming part of the regular duty of the office, we submit that some arrangement should be made, under which all such accounts should be furnished by the proper officers on the establishment, without any extra charge.

The last suggestion relates to an item appearing in the Accountant-General's weekly account, under the head of "Balance due from the Alphabet."

This balance is represented as being formed partly of sums due for postage by the Customs and other public Departments, and partly of postage due by the merchants who may have accounts with the keeper of the alphabet. This part of the account appears to be liable to three distinct objections, to which the attention of the Department should be directed with a view to their correction.

1st. That the balance being returned in one sum, the Accountant General cannot know what part is due from the public offices, and what from private individuals.

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2dly. That the credit of a week is unnecessarily long, and occasions inconvenience in making up the account, and that the public offices should be called upon to pay their postage at least three times a week, as is practised in the London-Office.

3dly. That an account kept in the name of the office with private merchants is objectionable in principle, and that therefore all credit given to such merchants ought to be so given by the alphabet-keeper or window-man on his own account, after having advanced the postage in due course.

In addition to the above suggestions and remarks, we would especially refer to the examinations of Mr. Mills, as containing much practical information on the present system pursued in the office, with his opinion on those parts of the system which appear to be susceptible of improvement.

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Nos. 129, 130.

On the renewed inquiry into this Department in 1826, Mr. Shaw and Mr. Mills were both re-examined at considerable length as to the general course of business in their office, and especially as to any alterations which had taken place since the former inquiry. The former, it will be seen, stated that no change had taken place as to the general conduct of the office, except what arose from the greater share of personal interference assumed by himself. This effect was the natural result of the improved knowledge of his duties and increased practical experience, of which his last examination affords sufficient evidence; and by a communication which we have recently received, we find that it has led to a determination on the part of Mr. Shaw to put an end to the arrangement with Mr. Mills, to which we have alluded at the commencement of these observations. This was one of the inconveniences to which we referred, in commenting upon that arrangement; and as it appears to us to be doubtful whether the Postmasters-General possess the means of making any adjustment which is likely to be satisfactory to the parties, it is probable that resort must be had to a special interference on the part of the Government. Whilst on the one hand we consider Mr. Shaw to be fully justified in withdrawing the allowance out of his own fixed salary, which was made under the circumstances which are above explained, we feel on the other that there is much foundation on the part of Mr. Mills, considering his public services and character, for the strong remonstrance which we understand he has made against this material diminution of his official income. As we have already intimated an opinion, that presuming the head of the office to be fully competent to the personal discharge of his own duties, we do not consider that a salary of £. 250 would be more than adequate to the situation of a chief-clerk who had attained to Mr. Mills's period of service. We would accordingly recommend that a salary to that amount should be granted to him from the time that his allowance from Mr. Shaw was discontinued. There seems, however, ground to apprehend, that under such a constitution of this office the services of the third clerk might be dispensed with; for it is to be observed that not only will the office have received the accession of the personal services of its chief, which have been formerly comparatively unavailable, but also that the general business of the Accountant-General's Department must be very materially relieved by the abolition under the recent statute of the complicated accounts which were kept between the Post-Offices of England and Ireland.

Nos. 179, 180.

No. 179.

No. 21.

In the examination of Mr. Shaw many additional details are given respecting the mode of accounting with the Deputy Postmasters, and the nature of the checks on their remittances. It will be seen that he gives a decided opinion in favour of such a change in the mode of conducting the business of his office as would permit of a direct correspondence between himself and the Deputy Postmasters on the subject of their accounts, and more especially with a view to the correction of errors. Mr. Mills appears to be of the same opinion in this respect; and he states that the practice had been in conformity thereto until about the time of Mr. Shaw's appointment, when all correspondence direct between the Deputy Postmaster and the Accountant-General was put an end to, upon grounds which he was unable to explain. The expediency of this practice has been the subject of much discussion; and we insert in the Appendix copies of some correspondence relative thereto between the officers of the Accountant-General and the Secretary, which took place shortly after the date of our first inquiries. This correspondence is annexed to a Report on the accounts of the Deputy Postmasters, and the general state of the

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No. 180.

No. 20.

Accountant-General's office, which was presented about the same time by Mr. Mills when acting.

In our Report on the Accountant-General's office in England we shall have occasion to advert to the subject of the communication between that officer and the Deputy Postmasters, and to some of the other principal points which are brought forward in the report and examination of Mr. Mills; and we therefore refrain from adding in this place to the observations which we have already submitted on the practice of this branch of the Post-Office, except with regard to a part of the business which is rather incidental to the office of Accountant-General, and depends upon another department, the constitution of which is peculiar to Ireland. We allude to the Office for the audit of Public Accounts. It will be seen that Lord Rosse very naturally complains of the difficulty and delay which has attended the audit of the accounts of his Department before the Commissioners of Imprest Accounts. The last account passed appears to have been so long ago as the year 1817, and the delay is stated to have arisen from a disallowance at that time made by the Commissioners of Accounts of certain large payments made by the direction of the Postmaster-General to the surveyors of new lines of mail-coach roads. The circumstances attending the expenses thus incurred are fully detailed by Lord Rosse, and he states that the propriety of the expense was sanctioned by the opinion of the Crown lawyers. The Commissioners, however, have refused to pass the account without an express order from the Government; and the consequence is, that all the subsequent accounts have remained unaudited, to the serious inconvenience of the Department. Mr. Shaw and Mr. Mills both concur in the statements of the Postmaster-General respecting the circumstances attending the audit, and the disadvantages experienced by their office from the delay which has occurred, which certainly does not appear to be in any degree attributable to any want of exertion on their part. There can be no doubt of the importance of obtaining a decision on the point in dispute, and of taking steps for bringing down the audit to the present time; although for this purpose, in consequence of the accumulation of arrears, it is probable that special and temporary provision must be made in the Office of Audit. On this subject it should be observed, that the Board of Commissioners of Imprest Accounts in Ireland are constituted altogether differently from the Board of Public Accounts in England. According to the explanation of Mr. Herbert, one of the Commissioners, the only Revenue Department in Ireland which is enjoined to submit its accounts for annual audit is that of the Stamps. With respect to all other public accountants or departments, he states that no accounts are received for audit without an express direction from the Government in Ireland, and that under such directions the accounts of the Post-Office have been audited from the year 1811 to the 5th of January 1817, in which year the disallowance was made, which has been above referred to, and that since that time no further accounts have been received, and that it is not the duty of his office to call for them. Mr. Herbert further states, that he sees no reason why the subsequent accounts should not be passed, as far as possible, reserving the question as to the balance arising out of the above-mentioned disallowance. Concurring in this view of the subject, we repeat our suggestion that directions should be immediately issued for this purpose.

We refrain from offering, in addition to the above observations, any more precise recommendations for the future regulation of the business of the office of Accountant-General, since it is obvious that the details of the business must from time to time be framed to meet the alterations in practice, which upon the general revision of the Department it may be found expedient to introduce into the several other offices of account; and we therefore conclude our observations under this head, by repeating our suggestion, that the Accountant-General should be required to be practically as well as nominally the chief accountant in his office, and that with this view the appointment should be made in the same way as with respect to other officers from whom efficient services are expected, and that an arrangement should be made under which the Chief Clerk should receive from the Department the amount of salary which he now enjoys under the agreement before described. The Establishment to stand as follows:

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No. 201.

	FIXED SALARY.	Scale of Increase from length of Service :			
		Under 5 Years.	After 5 Years.	After 10 Years.	After 15 Years.
	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.
Accountant-general -	400 - -	-	-	-	-
Chief clerk - - -	- - -	150 - -	180 - -	210 - -	250 - -
Junior clerk - - -	- - -	90 - -	100 - -	120 - -	140 - -

## LETTER BILL OFFICE.

	SALARY	OTHER EMOLUMENTS.	TOTAL SALARY and other EMOLUMENTS.
	£. s. d.	£. s. d.	£. s. d.
Senior clerk - - - -	120 4 8	- - -	203 1 8
Junior sorter in Inland-Office - - - -	- - -	73 17 -	
Second clerk - - - -	123 9 4	- - -	123 9 4
	£. 253 14 -	73 17 -	326 11 -

ALTHOUGH the salaries of the two clerks are stated in the Establishment as nearly equal in amount, the Senior Clerk also holds the appointment of a Junior Sorter in the Inland-Office, at a salary of £. 73 a year. As this second appointment appears to be held merely as a means of making up a sufficient salary, the same observation applies here which has been offered under the head of Remittance Clerk, viz. that it would be better that a salary adequate to the situation of Senior Clerk should be annexed to that situation.

The duty performed by these officers was in the official Return first transmitted to us described as follows, viz. "to check and enter in their proper books the daily accounts of the various letter bills from the several Deputy Postmasters, from which they prepare monthly Returns of the revenue arising from all the general letters, paid and unpaid, passing through each post town in Ireland, which monthly Returns, after receiving the Secretary's signature, are by him sent to the Accountant-General, to be charged by his officers against the several Deputy Postmasters in their respective quarterly accounts."

This statement, it will be observed, refers to the practice of the office at a time prior to our first inquiries, and describes the business as it was then discharged; and accordingly the explanations and remarks of Sir Edward Lees, and of other persons who were examined as to this branch of the office (prior to the last examination in 1825), will be considered as referrible to the system described in the above extract.

In the first examination of Sir Edward Lees he gives a full detail of the business of this office; in the course of which he admits that the existing system for bringing to account, in the Letter Bill Office, the postage received by the Deputy-Postmasters throughout the country, does not afford complete security for the due receipt of those heads of revenue. On a subsequent occasion he more particularly points out the defects in the arrangements of this part of the Establishment; and he adds, that "if an officer there was disposed to enter into a connivance with any of the Deputy Postmasters, he may do it to almost any amount before it is detected."

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No. 34.

No. 100.

No. 103.

"The remedy which he there suggests is a periodical examination and comparison of the dockets sent from the Post-Office, and returned again by the Postmasters, with the entries in the books of the Letter Bill Office. These dockets, he states, amount in number to one thousand every day, and it therefore would not be possible to examine them all; but he apprehends that the knowledge that an examination occasionally took place would form a check upon any attempt at such a connivance between the Deputy Postmasters and the Clerks of the Letter Bill Office, as he had alluded to as being possible.

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Nos. 11, 115.

This suggestion is repeated by Sir Edward Lees in his final examination of the year 1825; and his written observations on various branches of the Post-Office, submitted in the subsequent year, contain the following remarks, under the head of "Letter Bill Office," which appear to be well worthy of attention.

No. 11.

"As a check upon the remittances of the Deputy Postmasters, I would require a daily return to be made from this office to the Accountant-General of all sums remitted by them. At present the remittances are directed to the Secretary, in order that they may come free of postage; they are opened and entered in a book by a clerk in his office; a return is made accordingly to the Accountant-General; but suppose the Remittance Clerk is dishonest, or suppose the Secretary connives at such, there is no check whatever. The Accountant-General must be ignorant of the remittance. By the Letter Bill Office making a return, the Accountant-General becomes a check on both the Secretary and his clerk. The receipts of postage brought in charge in our Letter Bill Office are the principal source of our revenue. The whole of our internal revenue depends on the honesty and correctness of the two officers in this branch of the Department. If their integrity can be tampered with, we are undone. They may plunder to any extent if they connive with the Deputy Postmasters, and detection is scarcely possible.

"I would suggest two additional and distinct checks; viz. that the President and Vice-Presidents of the Inland-Office shall attend the office alternately each day, and have a power of calling for and examining the Letter Bill books and dockets, and that a regular daily return from the Inland-Office shall be signed and certified by the President and Vice-Presidents to the Accountant-General, of the charges against the Deputy Postmasters for paid and unpaid letters. The Accountant-General, by comparing this return with that which he receives at the termination of each month from the Letter Bill Office, countersigned by the Secretary, will be able to ascertain if there is any connivance between the Deputy Postmasters and the Letter Bill Office. It will operate besides as a still further check; for supposing the Letter Bill clerks to be perfectly honest, and the clerks in the Accountant's office to be fraudulent and in connivance with the Deputy Postmasters, the Inland-Office would in that case be a check on both offices, and each be a check on the other. In neither office, however, should a clerk be appointed who was a relation or connexion of a Deputy Postmaster."

No. 161.

The practical officers from England report as the result of their examination of this branch of the Department: "We have no particular observation to make upon the Letter-Bill Office, the duties of which appear to be very accurately performed; in fact they are of a very simple nature, but require a strict attention, inasmuch as any frauds by short returns of the letter bills cannot be discovered, except by a report from the observation of the clerks employed here."

Ibid.

It being stated that the monthly charges made up against the Deputy Postmasters by the clerks of this office were brought to the Secretary for his signature, we inquired as to the object and effect of such signature; the English officers, however, were unable to offer any reason for this form: they state that it is impossible for the Secretary to have any accurate knowledge of the correctness of these voluminous accounts; and they presume his signature to be merely as a satisfaction to the Accountant-General, that the Secretary believes the duties of this office to have been regularly and properly performed. They add, that in London these accounts do not pass through the hands of the Secretary at all; and they conceive the practice to be preferable when they go directly to the Accountant-General with the signature of the Chief Clerk of the Department, who is responsible for the accuracy of what he states. As it appears from the explanation of Sir Edward Lees on this point, that the view taken by the English officers was correct, and that in fact

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fact the signature of the Secretary did not imply any real examination or revision of the accounts, but that the account came to him merely as a channel of communication with the Accountant-General, we would recommend that the practice of such signature should be discontinued, and that the accounts should be transmitted at once from the chief Clerk of the Letter Bill Office, and on his responsibility, to the Accountant-General; and that in lieu of the merely formal signature by the Secretary in their passage to the Accountant-General, the letter bill books should be submitted periodically to an effective examination, as suggested by Sir Edward Lees, in the presence of the Secretary, the Accountant-General, the President of the Inland-Office, and the Receiver-General, and be signed by such of these officers as have made the examination.

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The importance of the business transacted in the office under consideration will be obvious, when it is recollected that the dockets or letter bills which are there registered, form the basis upon which the charge for the principal part of the Post-Office Revenue is raised; and we therefore think it right, in this part of our Report, to call your Lordships' attention to a practice which we found to have prevailed for some years in the Department, which has manifestly a tendency to falsify the accounts taken in the Letter Bill Office, and consequently to destroy the efficacy of the checks which may be devised, with a view to secure the due receipt of the revenue by means of those accounts. From the evidence which we have taken on the subject, we think there is no doubt that the practice of which we speak has been permitted to prevail to an almost unlimited extent, until within a short period of the commencement of our inquiries; and we feel bound the more particularly to advert to the circumstance of its having (as stated) so continued without the knowledge of the superior officers of the Department, as affording an additional proof of the injurious effects of the want of general superintendence over the various offices, and of communication and concert between the superintending officers to which we have already adverted.

We allude to the custom of allowing the numerous clerks and officers employed on the establishment of the Post-Office to take all letters which they may claim as belonging to themselves upon the opening of the bags, without check or account of any kind. Having received intimation of the existence of such a practice, we examined the officers whose duties more particularly led them to be present at the time of opening the bags, viz. the Taxing Clerks and Sorters, out of which class it seems some are specially deputed to act as Bag-openers.

Mr. A. B. West, who had twelve years acted as Inspector of Franks, and also as a Taxing-Clerk, stated, that when he acted in the latter capacity, if letters came for any persons in the office, they were sent to them without being brought to account or paid for; that this applied to every person in the office, from the highest to the lowest, and whether the letters were large or small; that this practice he considered must have destroyed the check arising out of the bills sent from the country, and that the postage never was accounted for; but then they contrived to make it agree, by adding the postage upon letters so taken to the country account. The witness also explained the manner in which the accounts were made nominally to agree; and added, that although he had for several years ceased to act as Taxing-Clerk, he believed that the practice had existed until very lately. Mr. Thomas Fisher, who was also an officer of long standing, and had been in the habit of acting both as Taxing-Clerk and Sorter, stated, that when he found any letter directed to a clerk in the office, "if the person was near me, I gave him the letter" that was directed to him, or if I met with one of my own, I would take it. "I beg to say, that until latterly that has been the case; until some few months ago;" that this was the usual practice of the office; that he did it both as Sorter and as Taxing-Clerk; that the Bag-opener, or the Taxing-Clerk, or the Sorter, or any person who found the letter, did it, whether the letter was single or double. This witness concluded, by admitting that the practice was "first to take the letters, and then that it might tally to falsify the account." Mr. Nevil McGowan, also a Taxing-Clerk, stated, that up to a late period, that is still within two or three weeks of the time of his examination, it was the habit to hand the letters to the persons to whom they were directed, both single and double letters.

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No. 137.

Mr. Moulds, another Taxing Clerk, gave evidence to the same effect, and described the manner in which the account was made to tally with the accounts from the Deputy Postmasters.

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In a further examination of Mr. Moulds, he stated, that when he performed the duty of a Bag-opener, the custom in the office was as above described, and that it was practised by the Bag-opener, Taxing-Clerks, Sorter and Stamper. This officer, it appears, is also a practising attorney; and although he stated that a sense of propriety prevented him from receiving letters on the business of his office under his privilege as a Sorter, he admitted that there was no official check that would prevent him as to single letters. This witness also admitted, that with respect to the clerks' letters, the practice involved a falsification of the accounts, by taking off a sum of money which was not brought to account.

No. 140.

From the examination of Mr. Maley, one of the senior Sorters, it also is apparent, that notwithstanding the order against this practice, the clerks had the power, which the witness admitted would be exercised by him, of taking their own letters, or those of their friends, without bringing them to any account. This witness, it should be observed, is also in the profession of the law as an attorney.

No. 141.

Mr. Henry Lesby, another of the Sorters, and acting occasionally as Taxing Clerk and Bag-opener, who had been on the establishment only two years and a half, described the same practice to have been general; and, being also a practising attorney, he admitted there was nothing but his own forbearance to have prevented the whole correspondence of himself and partner from being carried on under his privilege. On the same subject, we may further refer to the examination of Mr. Cullen, who also unites the business of an attorney to that of a Taxing Clerk, and to the examination of Mr. Adam Fuller, who was on the establishment as a Sorter, and at the same time was apprenticed to a surgeon.

No. 139.

No. 145.

No. 105.

The various opportunities for official irregularity and abuse to which a practice such as that which is described in the preceding extracts must give rise, are sufficiently obvious; and the practice becomes the more objectionable from having (as it appears) prevailed without the knowledge or consent of the Secretary; for it will be seen, that on our bringing the results of the above examinations under the notice of Sir Edward Lees, he professed himself to have been but just before apprised of the existence of this abuse, which he conceived had been suppressed some years ago. We have already stated that we felt it to be our duty to allude to the circumstance of this practice having continued without the knowledge of the Secretary, as a strong instance of the want of official superintendence and communication throughout the Department. It will be understood that it is not against the custom of permitting clerks to receive the letters addressed to themselves free of postage that we are stating our objections, but against the indiscriminate habit of taking such letters as they may claim without any check or account; the allowance of their postage on their single letters is also an allowance made to the clerks in the London-Office; and under the restrictions and regulations there practised, does not appear to be liable to objections; the letters, though ultimately allowed, being all brought to account, and sold up as part of the number of unpaid letters contained in the bag; and the officers in the first instance pay for their letters, but on producing such letters at the end of the quarter, the postage, when not beyond a moderate amount to each individual, is refunded. This system, it will be seen, does not interfere with any of those official checks or accounts, with the maintenance of which the practice described to have prevailed in the Dublin Office is wholly incompatible. There can be no hesitation in recommending that, in this respect, the two offices should observe the same regulations.

No. 103.

No. 183.

Mr. Henry Beare, the Chief of this office, is described by Sir Edward Lees as a regular and attentive officer; and we beg especially to refer to Mr. Beare's last examination in 1826, as containing a full and accurate detail of the duties performed in his office, which, although of a simple nature, evidently require unremitting personal attention.

We have already stated our objections to the salary of this officer being made up by the appointment to another office, the duties of which he is unable to perform; and we beg to repeat our opinion, that both the labour and responsibility attached to the appointment in the Letter Bill-Office are such as fully to justify a salary equal to the whole of that which is now received by Mr. Beare from both appointments; and we have annexed a salary to that amount in the following revised establishment, which we propose.

	FIXED SALARY.	Scale of Increase from length of Service:			
		Under 5 Years.	After 5 Years.	After 10 Years.	After 15 Years.
	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.
Senior clerk - - -	300 - -	- - -	- - -	- - -	- - -
Junior clerk - - -	- - -	90 - -	110 - -	140 - -	160 - -

## INLAND OFFICE.

	SALARY.	OTHER EMOLUMENTS.	TOTAL SALARY and EMOLUMENTS.
	£. s. d.	£. s. d.	£. s. d.
President - - - - -	375 18 6	- - -	- - -
For transmitting public statistics -	- - -	69 4 8	348 3 2
Apartment, coals and candles.	- - -	- - -	- - -
Vice-president and clerk of a road -	607 13 10	- - -	- - -
Compensation, under regulations of Government in 1802, as clerk of a road -	- - -	306 11 3	- - -
Profits on Irish newspapers - - -	- - -	176 11 10	- - -
Ditto on British newspapers - - -	- - -	49 9 7	750 6 8
Vice-president and clerk of a road -	207 13 10	- - -	- - -
Compensation, under regulations of Government in 1802, as clerk of a road -	- - -	159 1 5	- - -
Profits on Irish newspapers - - -	- - -	217 10 11	- - -
Ditto, British newspapers - - -	- - -	75 6 9	660 1 11
Clerk of blind directions and clerk of express papers - - -	184 12 4	- - -	- - -
Profits on British newspapers - - -	- - -	606 19 3	851 11 7
First taxing clerk and second clerk of express papers - - -	184 12 4	- - -	- - -
Profits of British newspapers - - -	- - -	333 9 7	- - -
Senior clerk in secretary's-office -	- - -	217 5 -	735 6 11
Second taxing clerk - - - - -	184 12 4	- - -	- - -
First clerk in dead-letter-office - -	- - -	184 12 4	369 4 8
Third taxing clerk - - - - -	184 12 4	- - -	184 12 4
Fourth taxing clerk - - - - -	173 10 10	- - -	- - -
Superintendent dead-letter-office -	- - -	230 15 6	404 6 4
Fifth taxing clerk - - - - -	173 8 4	- - -	173 8 4
Sixth taxing clerk - - - - -	184 12 4	- - -	184 12 4
Seventh ditto - - - - -	161 9 -	- - -	- - -
Attending mid-day mail - - - - -	39 5 -	- - -	- - -
Pension from Ordnance department -	- - -	64 12 3	257 19 3
Eighth taxing clerk - - - - -	156 - -	- - -	156 - -
Ninth ditto - - - - -	156 18 8	- - -	156 18 8
Tenth ditto - - - - -	161 10 10	- - -	161 10 10
First sorter - - - - -	115 8 -	- - -	115 8 -
Second ditto - - - - -	115 8 -	- - -	- - -
Registry clerk - - - - -	- - -	64 12 4	180 - 4
Third sorter - - - - -	115 8 -	- - -	- - -
Attending mid-day mail - - - - -	13 8 6	- - -	157 10 6
Fourth sorter - - - - -	115 8 -	- - -	- - -
Attending mid-day mail - - - - -	13 13 0	- - -	159 1 2
Fifth sorter - - - - -	115 8 -	- - -	- - -
Clerk in impost-office - - - - -	- - -	92 6 0	207 14 2
Sixth sorter - - - - -	115 8 -	- - -	- - -
Clerk in receive-general's post-office -	- - -	101 18 8	217 6 8

	SALARY.	OTHER EMOLUMENTS.	TOTAL SALARY and EMOLUMENTS.
	£. s. d.	£. s. d.	£. s. d.
First junior scribe - - - - -	73 17 -	- - -	- - -
Senior clerk in letter-hill office - - -	- - -	129 4 8	993 1 8
Second junior scribe - - - - -	73 17 -	- - -	73 17 -
Third ditto - - - - -	73 17 -	- - -	73 17 -
Fourth ditto - - - - -	64 13 4	- - -	- - -
Clerk in the dead-letter-office - - -	- - -	64 12 4	120 4 8
Fifth junior scribe - - - - -	64 12 4	- - -	64 12 4
Sixth ditto - - - - -	64 12 4	- - -	- - -
Penman writer - - - - -	- - -	138 9 8	203 1 6
Seventh ditto - - - - -	64 12 4	- - -	64 12 4
Eighth ditto - - - - -	64 12 4	- - -	64 12 4
First probationary scribe - - - - -	48 - - -	- - -	48 - - -
Second ditto - - - - -	48 - - -	- - -	- - -
Clerk in commissary-general's office - -	- - -	136 17 6	184 17 6
Third probationary scribe - - - - -	48 - - -	- - -	48 - - -
Fourth ditto - - - - -	48 - - -	- - -	- - -
Clerk in accountant-general's office - -	- - -	90 - - -	138 - - -
Fifth probationary scribe - - - - -	48 - - -	- - -	48 - - -
Sixth ditto - - - - -	48 - - -	- - -	48 - - -
Seventh ditto - - - - -	48 - - -	- - -	48 - - -
Eighth ditto - - - - -	48 - - -	- - -	48 - - -
Ninth ditto - - - - -	48 - - -	- - -	48 - - -
Tenth ditto - - - - -	48 - - -	- - -	48 - - -
Eleventh ditto - - - - -	48 - - -	- - -	48 - - -
Twelfth ditto - - - - -	48 - - -	- - -	- - -
Paid-window penny-post - - - - -	- - -	64 12 4	112 12 4
Thirteenth probationary scribe - - - -	48 - - -	- - -	48 - - -
Fourteenth ditto - - - - -	48 - - -	- - -	48 - - -
Tuck clerk - - - - -	92 6 4	- - -	92 6 4
Bagman - - - - -	55 8 -	- - -	55 8 -
Post messenger - - - - -	36 18 6	- - -	- - -
Wrote paper and late letters - - - -	- - -	57 4 -	94 2 6
Second messenger - - - - -	36 18 6	- - -	- - -
Late letters - - - - -	- - -	26 - - -	62 18 6
Third messenger - - - - -	36 18 6	- - -	- - -
Late letters - - - - -	- - -	26 - - -	62 18 6
Fourth messenger - - - - -	27 14 8	- - -	- - -
Late letters - - - - -	- - -	26 - - -	53 14 8
Fifth messenger - - - - -	27 14 8	- - -	- - -
Late letters - - - - -	- - -	26 - - -	53 14 8
Sixth messenger - - - - -	27 14 8	- - -	- - -
Late letters - - - - -	- - -	26 - - -	53 14 8
£.	4,906 13 8	3,801 16 6	8,708 10 2

The above Establishment, comprising fifty distinct officers at salaries and emoluments amounting together to more than £. 8,600, forms a part only of what should properly be included under the head of the Inland-Office, since the three following offices, namely, the British Mail Office, containing five officers, at salaries and emoluments amounting to more than £. 1,200 per annum; the Alphabet and Paid Window Office, with five officers, at salaries and emoluments amounting to upwards of £. 974 per annum; and the Letter-Carriers Office, comprising an Inspector and sixty letter-carriers, with salaries and emoluments amounting to more than £. 3,500 per annum, ought, with reference both to the nature of the business transacted in these offices, and from analogy to the arrangement of the corresponding part of the English Department, to be classed under the same head of Establishment, which would then show an aggregate for the Inland-Office, exclusive of the Letter-Carriers, of sixty officers, at salaries and emoluments amounting to £. 10,770, and including the Letter-Carriers, of 120 officers, at salaries and emoluments of upwards of £. 14,200. We have not been able to obtain an explanation as to the motives

motives of this separation of offices, except that it took place under circumstances of the Department very different from the present.

The result of our examinations, however, and especially the numerous details which were brought before us in the course of our investigations of the special case referred to us, has led us to the conclusion that the subdivision is objectionable, both as increasing the general expenses of management, and also as being disadvantageous to the existence of a due system of control and subordination. In this opinion, it will be seen, the Secretary concurred, and expressed his conviction, that a consolidation of these four offices under one head would be attended with general benefit.

The reformation of the Inland-Office appears to have been a leading object in the general revision of the Department by Lord Clancarty in 1807. At that period this branch of the Post-Office was nominally presided over by one of the patent officers appointed under the act of 1784, by the title of Comptroller of the Sorting Office. For an efficient exercise of the control which the title implied, it is obvious that extensive official experience, and a complete acquaintance with minute practical details, were peculiarly requisite, and the appointment of an officer to this duty, without a previous connection with the Department, must have afforded a strong example of the evils to which we have already adverted as arising from patent appointments to places of this description. Accordingly, it was found that the superintendence thus exercised was insufficient for the ordinary government of the office, and on the representation of Lord Clancarty, the Government of Ireland consented to waive the appointment to the patent office of Comptroller, and to permit such patent to remain in abeyance, and it was at the same time stipulated, that "no person should be appointed to the head of the Sorting Office, unless "he had served somewhere in the Post-Office for a period of ten years." It was also settled, that the President thus appointed, should be assisted in the general superintendence of the office by two Vice-presidents, who should have passed by gradation through every rank in the office, where they should have served for a period of at least eight years.

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Ibid.

In pursuance of this arrangement, Mr. Dejeuncourt, formerly Clerk in the Secretary's Office, was appointed the first President of the Inland-Office, and upon his death, about the year 1815, Mr. Donlevy, who was then one of the Vice-Presidents, succeeded to that situation. Upon the retirement of Mr. Donlevy, Mr. John Berrowes, of the Secretary's Office, was appointed to the situation in the month of February 1828.

The change thus introduced into the mode of superintending this office appears to have been adopted in conformity with the system pursued in the corresponding branch of the Department in England. It seems indeed obvious, that the nature and objects of the duties performed in both countries being the same, with no other variation than that which arises from the greater extent and pressure of business in the latter, the same mode of regulation would be applicable to both. How far, however, the system of superintendence which has been thus adopted appears in its practical application to be calculated for the objects in view, will be seen from our observations on the English Department, to which we beg to refer as bearing equally upon this portion of the Irish Establishment.

Our further remarks in this place will be directed to several points of regulation or practice which are peculiar to the latter, and which, in our view, require a further reformation, as being, on a comparison with the London-Office, disadvantageous to the individuals employed in Dublin, without any corresponding benefit to the service. Our first observation applies to the number and class of officers returned on the establishment of the Inland-Office. The number of individuals to whom specific duties are assigned for the daily routine of the office (exclusive of the Presidents and Vice-Presidents,) is twenty-eight; but it will be seen that there are fourteen additional officers on the establishment, (forming one-third part of the whole number employed,) under the title of probationer. It is necessary to remark, that this designation (according to the present practice of the office,) by no means implies, as might be supposed, a class of extra or supernumerary officers, with occasional employment only, since we find that the probationers have for some years been regularly and constantly employed in the office, and are indiscriminately engaged with the clerks, having specific titles, in the most important and

confidential objects of the daily duty; still less does the above designation import, what would obviously be surmised, that the officers in question are appointed conditionally, or on trial as candidates, to supply vacancies which might occur in the ranks of the office, since we find that the probationers form a part of the regular establishment, and that a considerable proportion of their number have served under that title without (as far as appears) any alteration in the nature of their duties, or the amount of their salary, from the year immediately succeeding the reformation of the Inland-Office to the present time.

We have been unable to obtain any sufficient explanation of the reason which led to such a constitution of the Establishment; we conclude, however, that it may have originated in a wish to place the office, at the time of its reformation, on the most economical footing, by limiting the specific designations of duty to as few hands as possible, and by providing at the same time for temporary assistance by a class of officers who, though placed on the Establishment, were at very inferior rates of salary.

This arrangement, however, though it probably answered its object on the formation of the present office, appears to be ill calculated for the permanent and regular discharge of its business. For this purpose, the most obvious course would seem to have been, that as soon as the extent and ordinary course of such business had been sufficiently ascertained by experience, a number of officers, adequate to the discharge of the several specific duties, should have been permanently placed on this part of the Establishment, at salaries which might be considered as suitable to the labour and responsibility arising out of those duties, for the due discharge of which these individuals should be held as primarily answerable. Provision should at the same time have been made for such reliefs or changes of duty as the same experience should have shown to be necessary, the leading object, however, being that the business to be discharged, and the salaries to be paid, should be distributed amongst the persons actually performing the duties to which they were appointed, instead of leaving those duties, as at present, to be indiscriminately executed by any of the various descriptions of clerks employed either casually or permanently, whilst the salaries are in great measure received by persons who do not even nominally discharge any of the duties to which those salaries are annexed.

The examinations to which we shall refer on this branch of the Department will sufficiently show that the above description is applicable to the present constitution and conduct of business in the office in question, and that the result, in addition to the objectionable nature of such a system of administration, has been inapplicable to the permanent conduct of the business, and has also, in our opinion, been the infliction of much unnecessary hardship and privation on some of the officers employed.

The nature of the service required in the Inland-Office in Ireland is in general similar to that of England; and it calls for the daily attendance of the officers at six o'clock in the morning, and at five in the evening; and the business at both periods appear to average, in the whole, about six hours daily.

Previously to the reform in 1807, the duty had been distributed amongst the Establishment alternately, so that each clerk took the early duty (which is obviously the most severe) only every other morning, in conformity with the invariable practice in the English Department. At the time, however, of the revision above alluded to, a daily attendance throughout the year was required from the whole Establishment, and has been nominally enforced from that time to the present. It should also be remarked, that the severity of this attendance is materially increased by the duty of the Inland-Office in Ireland (contrary also to the known practice in England) being performed on a Sunday equally with the other days of the week; so that each officer in turn is called upon to devote every third Sunday throughout the year to the labour of his office.

We have received many representations and statements (in the justice of which, in a great degree, we concur) of the general severity of this attendance, more especially as affecting the older officers of the Establishment. This feeling appears to have been participated in by the heads of the Department, and to have led to their connivance in a practice upon which we have elsewhere remarked as being, in our opinion, highly objectionable. We allude to the habitual absence from duty of several of the officers in this branch of the Department. In addition to the other disadvantages

disadvantages attending this practice, it should here be remarked, that the effect has necessarily been to sanction the employment of a number of supernumerary hands under the title of Extra-Probationers. These persons are not placed on the Establishment, but are still regularly retained by the Postmasters-General for the discharge of the duties of such officer as may be absent. Their number appears to be generally about twenty, of whom a considerable portion are constantly employed as substitutes, and occasionally on the most confidential and important duties.

This delegation of duties, designed to be entrusted to persons of tried fidelity, and who have entered into the securities for responsibility prescribed by the regulations of the office, to young men not on the Establishment, and from whom none of the ordinary safeguards are required, is obviously liable to serious objections. We, however, more particularly allude to the practice here, in reference to the effect it has upon the interests of the other class of probationers who are included in the above Establishment. A reference to the official Return will show, that the last-named officers are in general of long standing in the service, and that a large proportion of them have received no other official remuneration than the salary of £54, which, by the assimilation of the currency now stands at £48 per annum. On the general inadequacy of this salary to the services required under the actual constitution of the office, no comment is necessary; but the want of due remuneration will be placed in a more striking view, when it is considered that these individuals, though employed in the most important duties in the Inland-Office, and amongst the oldest officers in point of service, are precluded from the ordinary chances of succession to superior rank, and more adequate pay, by this habitual employment of substitutes, and the consequent retaining, on some of the superior posts of the Establishment, of persons habitually absent from their duty, and who should long since have been called upon, either to take their due share in the business, or to have made way for others in the same branch of the Department, where length of service and efficiency may have given them a fair claim to succeed to their situations.

It is also worthy of remark, as another injurious effect of the practice in question, that the extra probationers, when fully employed under the above-mentioned system of delegation, are actually in the receipt of salaries superior to those of a whole class of officers regularly on the Establishment, the pay of a substitute serving the whole year, which is frequently the case, being fixed at one guinea per week, whilst that of the probationers amounts only to 18s. 5½d.

The system of stoppages, and the habitual employment of substitutes upon all occasions of absence, prevails throughout the Inland-Office, and will be found to bear with peculiar severity on the class of Probationers, any one of these officers being absent from whatever cause, at the prescribed time of daily attendance, is immediately subjected to a fine of 3s. 6d., which is more than the amount of his daily pay; and he may thus, in a case of protracted illness, be subjected not only to the loss of his whole salary, but may be called upon for the payment in addition of a considerable sum, under the name, however absurdly applied in such a case, of stoppage for absence. There are various other inconsistencies and defects of system in the mode of conducting the business of the Inland-Office, which we apprehend will be apparent from the evidence and statements to which we proceed to call attention.

At the time of our examination in 1823, in conformity with the arrangement before described, Mr. Donlevy, one of the oldest officers on the establishment, was the President of the Inland-Office, he also held a situation in the Bank of Ireland, which occupies him from ten o'clock till three. The prescribed attendance in the Inland-Office for the President and Vice-Presidents, who take the duty alternately, two each day, is stated to be from six o'clock in the morning until the dispatch of the letter-carriers, and from five o'clock in the evening until the dispatch of the mails. We were however informed by Sir Edward Lees, that in the management of this office it was intended that the personal superintendence of the President should be continued during the day, but that this had been dispensed with in a great measure in the case of Mr. Donlevy. It certainly appears to be inconsistent with the object of the arrangement, which was avowedly made for the purpose of securing an efficient personal superintendence over the business of the Inland-Office, and which to be efficient must necessarily also be constant; that any considerable portion of the duties of that office should be discharged in the absence of the person

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so appointed to preside; and we should add, that the habitual want of attendance on the part of the chief, could not in our opinion be satisfactorily supplied by his deputies, we accordingly think that the holding of such an employment as that held by Mr. Donlery out of the Department, decidedly objectionable.

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The attention of the practical officers from England having been especially directed to this part of the Establishment, it will be seen that they entirely concur in the opinion which we have intimated against the expediency of the separation of these offices. In speaking of the several branches of the Inland-Office, they state, "We conceive that there should be but one department; neither expedition, regularity, security or economy appear to us to be obtained by such a division of the business, all and every part of which, Inland Clerks and Sorters, ought to be able to perform;" and they add, "that such a consolidation has the advantage of simplicity, of a more efficient control, and of economy." With respect to the general amount of business to be performed in this office, they observe, "the inland mails average about 6,000 letters in the morning, and 6,000 in the evening; the number of post towns is 433; the operations are much encumbered by the registry of paid and of all double, treble and weight letters, still there are twenty-nine regular officers and fourteen probationary, out of fifty-five persons on the establishment, in constant attendance; and we do not hesitate to say, that thirty-three persons employed with the same activity as in London, and in the same method, would easily perform the duties of all these Departments, and probably be equal to a considerable increase. This number is meant to be adequate to proper reliefs; for it is out of the question that all the officers should be compelled to a daily attendance morning and evening."

No. 115.

That the opinions which we have submitted or referred to on this part of the subject are not at variance with those of the principal practical officer of the Department, will be seen by the following extracts from his concluding examination in 1823, and also from his written observations subsequently submitted to us. In the former he states, "I think the whole of the Inland-Office should be revised, it is at too great an expense, not arising altogether from so large an establishment, but also on the principle of the establishment as laid down by Lord Clancarty. We found that the principle of that Office was alternate attending, only every second day, he put the whole together, and did not take sufficient time to ascertain what establishment would be necessary for the entire class of officers he had created; for instance he fixed ten of them at once under the class of Taxing Clerks, and the salaries of the Taxing Clerks, of which one half would be sufficient, he fixed according to the length of service of each in the class, from £. 70 up to £. 200, so that at one moment the Taxing Clerks might come to £. 2,000 a year, whereas if there were only a sufficient number of Taxing Clerks it might not be necessary they should cost above £. 1,000. I am of opinion that with the keeping a small establishment to meet the arrival of the English mail, after a certain hour, four Taxing Clerks should tax all the letters which pass through the Post-Office; in the place of ten, certainly five ought to do the business." And in a further part of the same examination he adds, "When an opportunity offers I would certainly unite the Inland, British Mail, Letter-carriers and Alphabet Offices under one effective control." The recommendations submitted in the above extracts are, after further consideration, repeated by Sir Edward Lees in his written observations on the offices in question, with some farther details, which we also extract.

Ibid.

No. 11.

"In 1807 the salaries of the four persons who superintended those offices (the Inland, British Mail, Letter-carrier and Alphabet) amounted to about £. 400 a year, they now amount to £. 730; and if I add the salaries of the two Vice-Presidents, they reach £. 1,230 per annum. I would restore to the Crown the patent office of Comptroller, in the confident belief that a fit and zealous chief officer will be appointed. He should be well paid; and in addition to his salary I would allow him £. 100 for a house, only on consideration that he resided in Sackville street, or one of the streets adjoining the building. The British Mail Office, as a separate branch, I would entirely abolish, and add its duties to those of the Inland Office. Its officers are, by regulation, already secured their rank in it, and their succession to the privileges of Clerks of Records is also secured to them, they cannot therefore complain. To the Comptroller I would allow his salary until the Postmaster-General can provide him some other situation. I would transfer the fees of the Alphabet Office to the Comptroller of the Sorting-Office, and by that means make his income respectable. This arrangement would

" would give this officer about £. 750 a year, of which £. 500 would be his salary;  
 " I would then raise two Taxing Clerks in the Inland-Office to the rank of Vice-  
 " Presidents; and those, with the two already on the Establishment, ought to be  
 " sufficient, if not more than sufficient, to superintend those four branches of the  
 " Department; I would then form an entire new establishment for this Depart-  
 " ment. It is at present on a great and unnecessarily expensive scale; I would  
 " newly arrange its gradation of rank, and only appoint to each class the number  
 " sufficient for the entire correspondence of Ireland; I would pursue the system  
 " throughout the remaining offices, giving to each his precise title according to the  
 " duty he had to perform. I see no advantage in the distinction between senior  
 " and junior Sorters, and probationary Sorters; I have known the probationary  
 " Sorters in many instances permitted to become Taxing Clerks for the time being.  
 " The Establishment ought to consist merely of the following gradation of rank:

" Comptroller,	" Clerks of Roads,
" Deputy Comptroller,	" Assistant Clerks of Roads,
" Inspector of Franks,	" Sorters
" Blind Man and Charge Deliverer,	" and
" Tick Clerk,	" Stampers."

We have thought it right to insert this extract, as containing the opinion of an officer who, from practical knowledge and long experience, is particularly well qualified to take a correct view of the subject on which it is offered; and although we do not feel prepared to speak definitively on all the details of his proposed arrangements, we have no hesitation in expressing a concurrence with the general principle of them, and the consolidation of the several branches of the Inland-Office.

Our remarks on the several distinct heads of office at present included under the above Establishment may be more briefly disposed of; the duties assigned to each are in great measure described by the name of the office, and any further details will be found in the official Return.

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No. 24.

The Vice-Presidents are merely described as general assistants to the President in the superintendence of the office. The salaries annexed to these officers are £. 207. 13s. 10d. a year each; but they also derive other considerable emoluments, the nature and amount of which will be seen from the Statement which is prefixed to these observations. At the time of our investigation we found Mr. Leet in the situation of acting Comptroller of the British Mail-office, during the suspension of Mr. Homan, and it happened that he was also President of the night on which the transactions occurred which gave occasion to that suspension; he was consequently a material witness on the inquiry into those circumstances, and his examinations were taken principally with a view to that case, in our Report on which they are accordingly referred to; but we may also refer to them with a view to the general state of the office, as affording abundant proof of the want of a good understanding and a regular system of subordination in the several branches of the Inland-Office. We shall also have occasion to refer again to the first examination of Mr. Leet on the subject of the appointment of Express Clerks. The junior Vice-President, Mr. Dejoncourt, is the son of the person already mentioned as having been the first President of the Inland-Office.

No. 132, 134.

The officers next to the Vice-President are—  
 Clerk of Blind Directions.  
 Charge Deliverer.  
 Inspector of Franks.

The duty of the first is to examine all such letters as have doubtful or imperfect directions, and, when it is possible, to supply the deficiencies, and forward them to their destination; of the second, to revise the computation of postage made by the other Taxing Clerks previous to the letters being made over to the letter-carriers for delivery, such computation being what is called the Charge, for the amount of which the carriers are made responsible; and of the third, to examine all letters and packets intended to pass free of postage. These three offices appear to be in all respects analogous to similar situations in the English Department, and being situations of peculiar trust, they are filled by the senior officers of the class of Taxing Clerks. Sir Edward Lees states that he has never known an instance of the rôle of seniority being departed from, and before attaining the situation the individual

No. 103.

" must have been at least" five-and-twenty years passing through the different gradations of that office before they come to the performance of those duties.

We have already referred to the examination of Mr. West, the Inspector of Franks, and shall have occasion to recur to it under the distinct head of Franking.

#### TAXING CLERKS.

IN our general remarks on the establishment of this part of the Department we have referred to the opinion of the Secretary that the number of this class of officers might, with advantage, be reduced one half, and also to his suggestions that the Taxing Clerks and Sorters, the nature of whose duties is precisely similar, should in future be classed under one denomination. Our further examination into this branch of officers convinced us of the propriety of both of these recommendations; in fact, it appears that under the existing arrangements the title of Taxing Clerks is kept up, as importing a certain rank or gradation in the Department, rather than as implying the obligation to perform the duties which are stated to belong to that description of officer. These duties appear to be entrusted promiscuously to the Taxing Clerks, senior and junior Sorters, Probationers and extra Probationers, almost wholly at the discretion of the officers themselves.

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No. 109.

We have already had occasion to advert to the habitual absence of some of this class of officers, and it will be seen that the observation strongly applies to those on the above establishment as regular Taxing Clerks. The first on the list is Mr. William Heron, who in the year 1822 is returned as having been 294 days absent. At the period of our examination, in 1823, this officer also held an important situation in the Customs; and the result, with regard to the Post-Office, was, that receiving a salary of £.200 a year for the discharge of duties, which by the regulations are entrusted to persons of a certain rank and standing in the Department, he was permitted to make over those confidential duties to a person, not of the prescribed rank or standing, paying to such substitute fifty-two guineas a year, and receiving the remainder of his salary as the profits of a sinecure.

No. 151.

The next on the list, Mr. Hebden, was until the year preceding his examination in a situation still more liable to objection, holding an office in the Custom-house in addition to two distinct appointments in the Post-Office. In the year 1822 he stated that he was superseded in the Custom-House; and that since that time he had personally attended to the duties of both of his situations in the Post-Office, which he represented as employing him from half-past five o'clock in the morning till eight o'clock at night, without any interval except meals. We think there can be no doubt of the objections to the arrangements which require such an attendance from any individual. The examination of Mr. Hebden contains so striking an account of the manner in which the appointments in the Post-Office were formerly bestowed, that we beg particularly to refer to it.

With respect to the remaining six Taxing Clerks, it may be sufficient to state that at the time of our examination Mr. Moulds and Mr. Callon were returned, as being also practising attorneys and solicitors, and Mr. J. O'Neill as serving his time to an attorney, and being also President in the Penny Post-Office, with an attendance, according to regulation, from eight A.M. to five P.M.

#### CLERK OF THE MONEY BOOK.

No. 109.

No. 15 54.

MR. GARRET WALL, who held this situation, the duties of which are also of a confidential nature, as forming the check on the receipts in the Paid Letter Office, and keeping the account of all property and money letters, appeared at the time of our examination in 1823 to have performed those duties wholly by substitute for the previous three years, at the commencement of which period he had been recommended for superannuation on account of the state of his health, and Sir Edward Lees observed, " I consider him as out of the office." It will be seen, however, from the annexed Return of absences for the six months to 5th July 1826, and from the Return of the Establishment to 5th January last, that Mr. Garret Wall has continued upon the establishment of the office up to the present time upon the same objectionable footing, his duties being still performed by substitute, a deduction being made from his salary of £.70 a year for that purpose.

## SORTERS.

THIS branch of Officers is at present distinguished into three classes of senior, junior, and probationary Sorters, comprising altogether twenty-seven individuals. It appears, however, from the official Return, that there is no distinction as to the duties performed by each class, which is described as that of "sorting and forwarding letters to the respective divisions, examining, counting and charging the amount of postage against the several Deputy Postmasters and Letter-carriers; they keep an account of the same, which they daily return to the President; they also receive and regulate in the mornings, and dispatch in the evenings the several Inland Mails throughout the kingdom."

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No. 34.

We have already referred to the opinions of Sir Edward Lees, that this branch of the establishment is unnecessarily large, and also that there is no advantage in the distinction into classes, whilst, according to the present practice, the officers from the highest to the lowest are indiscriminately employed in the same duties. Some additional details on this point will be found in a further examination of Sir Edward Lees, to which, however, we would more particularly refer, as containing a remarkable instance of the disadvantage of these nominal distinctions, being the case of a clerk in the office, who was tried on a capital charge of embezzling a money-letter, and who escaped conviction, notwithstanding the proof of his guilt is represented as having been of the clearest kind, on the ground of contradictory evidence as to the fact of his being employed on the night in question under the official denomination of a Sorter. In the same examination Sir Edward Lees states, that frequently junior Sorters are employed in the most important departments of taxing; and he admits that if a Sorter is dishonest there are very imperfect means of detecting him.

No. 304.

In a subsequent examination relating to the same branch of the Department, the Secretary thus expresses himself: "My idea is, that if any new modelling of that office took place, we should ascertain by practical experiment what number of officers is sufficient to do each part of the business, what number to tax the letters, what number to sort them and to throw them forward, and so on; not to give a man an amount of salary for a service which the public service does not require; all that can be ascertained only by experience, by having a man in the first place understanding the business, and in the next having seal and resolution to go about it." Entirely concurring in the justice of the above suggestions, we have only to recommend that they may be practically applied in the revision of this branch of the Department, the necessity for which must, we apprehend, be apparent from the statements and evidence already submitted.

No. 115.

## TICK CLERK.

THE duty of this Officer is thus described by the Secretary. On the arrival of the coaches the mail-bags "are received by an officer, who is denominated the Tick Clerk, whose duty it is to compare the bags that he receives with the printed list of all the post towns attached to that distinct mail coach; he checks off the bags, and any deficiency in the number he immediately represents to the President or Vice-President on duty." The duty thus described is evidently insufficient for the sole occupation of an officer on the Establishment; and a similar observation applies to the office next on the list, that of Bagman, who it appears receives a salary of £. 60, for "examining," on their arrival in Dublin, all the mail-bags, and preparing them for the dispatch.

No. 300.

## BRITISH MAIL OFFICE.

	SALARY.	OTHER EMOLUMENTS.	TOTAL SALARY and EMOLUMENTS.
	£. s. d.	£. s. d.	£. s. d.
Comptroller - - - - -	147 14 -	- - -	147 14 -
Senior clerk - - - - -	184 12 4	- - -	- - -
Fees on late letters - - - - -	- - -	23 4 1	227 16 5
Senior sorter - - - - -	163 17 -	- - -	- - -
Fees on late letters - - - - -	- - -	24 5 1	188 2 1
First Junior sorter - - - - -	64 12 4	- - -	- - -
Fees on late letters - - - - -	- - -	23 4 1	- - -
Collector of ship letters - - - - -	- - -	55 7 9	- - -
Contractor for the row boats at Howth to attend Post-office pack- ets, out of which he has to provide two boats and maintain a com- mander and a crew of four men -	- - -	207 13 8	410 17 10
Second Junior sorter - - - - -	64 12 4	- - -	- - -
Fees on late letters - - - - -	- - -	23 4 1	87 16 5
£.	625 8 -	416-18 9	1,042 6 9

Appendix,  
No. 100.

THIS part of the Establishment obviously cannot be considered with reference to any analogous branch of the English Department; it was made a distinct branch under Lord Clancarty's arrangement, and it is stated that very good reasons existed for the separation at the time it took place. Without intending to throw any doubt on the existence of such reasons at the period alluded to, we are satisfied that they do not at present continue; in this opinion, (it will be seen from references and extracts already made,) we are confirmed, as well by Sir Edward Lees as by the officers from England, who all concur in recommending that the British Mail and Inland Offices should be reunited under one chief.

No. 34.

Mr. Frederick Homan, who held the office of Comptroller at the time of our examination, had been appointed in the year 1811, at a salary of £. 140. This salary, which is less in amount than that of the first Clerk in the office, struck us as disproportionably low, with reference both to the nature and to the extent of the services to which it is attached. The duties of the office are detailed in the official Return, and may be described summarily as the management of the whole correspondence by post between England and Ireland; and when it is considered that this description comprises that portion of the business of the Irish Post-Office which, both in a political and a commercial point of view, must be looked upon as the most important, it is difficult to account for the low rate of rank and salary which has been annexed to this office.

No. 144.

The attendance also stated in the Return as being required from the Comptroller equally with his clerks, is such as appears to call for a higher degree of remuneration. The hours prescribed are from six, A.M. to eleven, P.M.; and though it is obvious that a personal attendance cannot be expected during the whole of this time, which is intended to include the business arising from the dispatch of the mails to England at seven in the morning, and the receipt of them from thence in the evening, and the distribution of the letters to Dublin and the interior of Ireland; yet it is evident that superintendence and attention to the office are required during a great portion of the day, both morning and evening. Mr. Homan stated, that since he had a residence in the Post-office his attendance had been constant; and it appears, that in addition to the business of the morning and evening, the Superintendent and

and all his clerks are obliged "to be in waiting at half-past one o'clock each day, whether the mail arrives or not."

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No. 100.

On applying to the Secretary for explanation as to the rank and salary of this officer, he stated that he does not consider "the head of the British Mail-room as equal in rank with the heads of the Inland-Office, and that he should rank him the lowest upon the establishment; at the same time he gave his opinion, that there is no department of the whole Post-Office where there should be more confidence placed than in that room; that the whole safety of the Government may depend upon the faithful discharge of its duties," and that "it is fully as important as the head of the Inland-Office;" he added, that he had recommended to Government, through the Postmaster-General, to increase the salary.

The opinions of the Secretary above quoted, and some further expressions to a similar effect in the same examination, have an appearance of inconsistency, which may be explained by remarking, that Sir Edward Lees appears to have offered these observations with reference rather to the qualifications and character of the individual at that time holding the office of Comptroller than to the nature of the office itself; at the same time we should add, in justice to Sir Edward Lees, that he appears always to have been forward in recommending the claims of Mr. Homan to a more adequate official remuneration. We have already intimated our opinion, that there are good grounds for these claims, although no part of these grounds are supplied by the expectations which are represented as having been held out to Mr. Homan at the time he accepted the appointment.

We refrain from suggesting any precise amount of increase, because we conceive that the office in question should no longer be permitted to exist as a separate office, but should be merged in that of the chief of the Inland-Office; but with reference to the claims of Mr. Homan, and to such arrangements as may be made with respect to him personally on the final settlement of his office, we think it right to express our opinion, that in a favourable consideration of his case he should have the benefit of a rate of salary at least during some of the last years of his holding office, estimated at not less than the amount proposed by Sir Edward Lees, viz. £. 250 per annum.

With respect to the actual performance of the duties of this office, the details were principally brought before us in the numerous examinations occasioned by the special reference above mentioned; and although from these examinations it is evident that the personal dissensions which are there alluded to had necessarily interfered with the satisfactory discharge of this branch of the business, we should at the same time state, that we had no reason to think that there had been any want of zeal or attention on the part of the officers principally in charge. It is stated by Lord Rosse, that although the Comptroller had been "for some years very frequently absent in consequence of the state of his health," since he has had apartments in the office, he has thought him a well-conducted and diligent officer.

No. 95.

The English practical officers reported as the result of their examination of this part of the Department, "We did not consider that the manner of performing the duties in the British Mail Office was itself particularly objectionable, but it was not near so rapid as we thought it possible to make it."

No. 161.

This want of dispatch, a defect of a nature so peculiarly important in the office in question, is stated to have arisen from two causes; first, the insufficient number of sorters belonging to the office; and secondly, the practice of registering double letters and letters supposed to inclose property.

From the following extract from the examinations of the English officers it will be seen, that under their directions a material saving of time was effected in the dispatch of the letters from the British Mail-Office, but that in order to accomplish this improvement the registry of double letters was dispensed with, and two additional Sorters were obtained, "considering it an object of so much importance, after all the arrangements made for expediting the conveyance of the mails to Dublin, to expedite by all possible means the delivery of the letters in Dublin; arising as they frequently do, so nearly on the change hour, we applied ourselves to this point, and requested an experiment to be made for a week of sorting the mail by six instead of four persons, and by an omission of the registry of double letters

Ibid.

"The result was a delivery effected in about forty minutes, sometimes forty-five, and at most fifty. Since that it has been suggested to put what are called the state-letters in a separate bag in London, to save the time consumed in picking them out from the bulk of the mail. We have also dispensed with the re-taxing of the letters in Dublin, having suggested to the Secretary in London the possibility of their being taxed with sufficient accuracy there. In point of fact, we found they had been very accurately taxed. The Secretary not being willing to dispense with the principle of re-examination, has caused them to be re-examined in London, therefore the Sorters have nothing to do in Dublin now but to select the state-letters and tell up the remainder of the mail in correct charges against the letter-carriers. The consequence has been for the last two or three days a despatch of the letter-carriers in about thirty minutes only after the receipt of the bags, instead of an hour and three quarters, or two hours, which it very frequently took."

The improvement thus effected is obviously an object of so much public importance, that we do not hesitate to recommend that the two additional Sorters should be permanently employed in this duty, more especially as it appears that no increase of general establishment would be required on that account, since the English officers farther state, "in reckoning six in the Mail Office, we include them in the thirty-three, whom we consider as necessary for the general conduct of the business."

With regard to the other alteration, by which the above-mentioned improvement was effected, namely, the omission of the registry of double-letters. The Secretary represented the experiment which had been made of registering all double-letters to have been attended with success, and that it had not occasioned any delay which could be considered as of importance, in comparison with the additional security to property, which had been afforded; and although the English officers expressed their opinion, that the operations of the Inland-Office generally were much incumbered by this registry, and that the loss of time was not compensated by the additional protection, we have reason to believe that subsequent experience has tended to confirm the utility of the registry in question; the expediency, however, of its continuance, upon the consolidation of the respective departments in England and Ireland, must be left to the further experience and ultimate decision of the persons to whom the official superintendence of the Department shall in future be entrusted.

It will be seen from the prefixed statement of the salaries and emoluments of the officers of the British Mail-Office, that the first junior Sorter enjoys, in addition to his fixed salary and other sources of emolument, a further salary of £55. 7s. 9d. under the title of "Collector of Ship Letters." From the evidence of Sir Edward Lees it appears, that under a regulation made shortly before the date of our inquiries in 1823, the duty of collecting the ship letters had been transferred from the Post-Office to the Custom-House, an officer of the latter Department having been appointed to receive the letters from the captains, and to deposit them in bags to be periodically delivered in the Post-Office. The obvious remark upon this statement is an expression of surprise that the arrangement under which the duties of the office were entirely superseded, did not also provide for the cessation of the office itself.

In the examination above referred to, the Secretary states, that in consequence of the alteration, "he apprehends the Collector of Ship Letters will not have any thing to do at all now;" and we still find this individual returned with the same duties, and a salary of £55 on the establishment of 1829. It is hardly necessary to add, that immediate steps should be taken either for the employment of the officer on some other branch of the service, or for his retirement on an allowance.

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No. 105.

Collector of Ship  
Letters.

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No. 104.

No. 105.

## ALPHABET AND PAID WINDOW OFFICE.

	SALARY.	OTHER EMOLUMENTS.	TOTAL SALARY and EMOLUMENTS.
	£. s. d.	£. s. d.	£. s.
Comptroller - - -	184 18 4	—	—
Fees from merchants - - -	- - -	566 18 3	451 10 7
First clerk - - -	122 6 4	—	—
Fees from merchants - - -	- - -	133 9 2	555 15 6
Second clerk - - -	100 - -	- - -	100 - -
Third clerk - - -	87 14 -	—	—
Fees on late letters - - -	- - -	5 - -	55 14 -
Fourth clerk - - -	73 17 -	—	—
Fees on late letters - - -	- - -	5 - -	78 17 -
£.	568 9 8	410 7 5	978 17 1

IN addition to the description of the duties performed by the Superintendent and his four clerks, as contained in the official Return, we collect the following particulars from the examination of Sir Edward Lees: "That room has the charge of all letters, properly speaking, that are directed to the Post-Office till called for; that is the real meaning of the office; but in the progress of time it has extended itself to other and very important purposes; it has become, since, a regular depository of all letters for some of the principal merchants in Dublin, who, by fees they pay to the officers, choose to have their letters left there;" it "has also the charge of the postage of letters to the different public offices, which form a very large proportion of the revenue received." The letters for the public offices, it appears, are charged with the general letters in the Inland-Office, from whence they are sent to the Alphabet-Keeper, who takes an account of the aggregate charge against each office, and sends them on; the same officers send their correspondence which is to go forward to the Alphabet-Keeper, with an account of the postage which is chargeable upon them. With this amount the Alphabet-Keeper credits himself, and pays it in weekly. By the former practice these payments were required to be made three times a week; but as we have described in a former part of the Report, the regulations have been relaxed in favour of the existing Alphabet-Keeper. We have already submitted an opinion that there is no necessity for this length of credit, and that the public offices in question should be required so to arrange their accounts as to allow of the payments being made at least every other day. The serious case of fraud detailed by Sir Edward Lees affords an additional argument for keeping these accounts as closely as possible.

Appendix,  
No. 24.  
No. 100.

Ibid.

The most important branch of this office is that which is called the Paid Window, which exists also in London, but with this material distinction, that it is there merely a branch of the Inland-Office, and not as in Ireland a separate department.

We have already intimated our opinion that in this respect the two establishments should be assimilated. The duty of the third and fourth clerks appear to be confined to the window, where they are stated to attend for ten hours every day, viz. from ten in the morning until eight in the evening; these officers are required to enter in books every letter that is "post paid;" these books are checked every evening in the Inland-Office for the Irish post, and by the officers of the British Mail Department for the British post. The Presidents of these offices, after examining the correctness of the account thus delivered, sign a docket which is returned to the Accountant-General to bring into charge against the officer who states the amount. The checks upon these accounts are however admitted to be far from complete;

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and Sir Edward Lees appears to consider it as impossible to devise any which shall be completely effectual.

There are two obvious opportunities for fraud in this part of the office, which were noticed by the former Commissioners in their Ninth Report, p. 7; the one by the Windowman destroying the letter upon which postage has been paid, the other by omitting to mark it as post-paid and forwarding it as an unpaid letter, and in both cases appropriating the payment to himself. They propose, as a security against both these frauds, that after the letter has been marked as post-paid, and the money paid, the letter should be returned to the person bringing it, to be by him put into a receiver detached from the window, and to which the officers stationed there should have no access; a distinct officer being appointed to take charge of this box, and to take a daily account of the letters there deposited, which should be furnished to the Accountant-General. This suggestion appears to be so simple, and at the same time so effectual, that we were surprised that it had not been carried into practice. On questioning Sir Edward Lees on the subject, he fully admitted the practicability of the measure proposed; but stated, "that he considered it as somewhat objectionable, inasmuch as it would open a door to forgery and unfounded complaints." Unless there should be some practical difficulty (of which we are not aware), the apprehension thus stated certainly does not appear to afford sufficient ground for omitting to try the experiment.

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No. 101.

The Alphabet-Keeper gives security amounting to £. 2,000, having been increased to that extent from £. 500. As we have stated there is in London no appointment corresponding to that of Alphabet-Keeper, the duty assigned to him in Ireland is performed by a clerk selected from the Inland-Office for that purpose, under the title of Windowman, who is the person immediately responsible to and in account with the Inland-Office. We think it obvious that the security in Ireland is materially diminished by the division of responsibility between the clerks and the person at the head of the Department, instead of its being confined, as in London, to the person who actually performs the duty and receives the postage. This consideration appears to form a strong additional argument in favour of the assimilation recommended. The disbursements made by the Alphabet-Keeper for overcharges on letters appear to be on the same principle as in the London-Office; the letters are brought to the Secretary's-Office at certain hours of the day for examination, and if the overcharge is found to have taken place, an order is made on the back of the letter, which goes to the Alphabet-Keeper, who allows the postage out of his daily receipts; on the production of the covers initialed by the Secretary's clerk to the President of the Inland-Office, the Alphabet-Keeper is entitled to credit for the amount in his daily account. In a manner nearly similar, this officer disburses and obtains credit for the allowances made to letter-carriers for postage on letters directed to persons who have left Dublin; and from our examinations there does not appear to be any other head of disbursements from this office in Ireland.

The daily charge against the Alphabet-Keeper under the two heads of post-paid letters and letters paid in the morning through the Inland-Office, are stated "to be entered in gross in the Alphabet-book, which is checked in the Inland-Office at night."

The letters from the paid window, on being brought into the Inland Office, are counted by one of the clerks of that department as a check on the officer in the window; the effect of this check is diminished, and the possibility of collusion increased, by this duty being performed habitually by the same individual; and we accordingly entirely concur in the recommendation of the English officers, that the duty of taking this account should not be performed by any one individual, but by different clerks, to be selected by the President as the duty occurs; and the docket of the amount of the letters to be told should not be given to the officer appointed to tell them, but to the President, who should compare it with the amount as told by the person taking the check.

No. 100.

In addition to the grounds we have already submitted for a reformation of this branch of the office, it will be seen that Sir Edward Lees represented this and the three other offices connected with it, as having remained without any efficient control at all. He added, that he had "repeatedly brought the state of this office before Lord Rosse. I have long since left in Lord Rosse's hands the responsibility of this office. In February 1822 I told Mr. Gregory that I could not

" he

"be longer responsible for it, and at his suggestion I waited on Lord Wellesley, and told his Excellency the same."

In concluding our remarks upon this branch of the Department, it is only necessary to add our recommendation of a strict adherence in future to the regulation of the English Office, which enjoins that there should be no partial delivery; no delivery from the window until the letter-carriers are ready to go out.

## LETTER-CARRIERS ESTABLISHMENT.

	SALARY.	OTHER EMOLUMENTS.	TOTAL SALARY and EMOLUMENTS.
	£. s. d.	£. s. d.	£. s. d.
Inspector - - - - -	92 6 4	14 - -	106 6 4
Sixty letter-carriers :			
15 at £.43. 6. 8. - - -	650 - -	706 4 7	1,356 4 7
8 at £.40. 19. 0. - - -	327 18 -	129 17 2	457 9 2
10 at £.38. 11. 4. - - -	385 13 4	144 18 1	530 11 5
13 at £.36. 3. 8. - - -	470 7 8	112 18 6	583 6 8
14 at £.33. 11. 8. - - -	470 3 4	85 10 -	555 13 4
	£. 2,296 8 8	1,193 8 4	3,490 11 -

It appears from the examination of Sir Edward Lees, that of the sixty letter-carriers forty are appropriated to the Irish and twenty to the English correspondence. He states himself, however, to be unable to offer any further explanation of the classification according to which their salaries are fixed. This division he represents as having been made in 1807, and to have been since adhered to for the purpose of gradation of salary, though he is not aware of any other object to which it is applicable; and even with respect to emoluments the gradation seems to be interfered with by other causes, as will be evident from the above examinations; and, indeed, from an inspection of the return of Establishment; some part of the increased emoluments is derived from the privilege of collecting letters in the streets as bellmen; this privilege ought clearly to be more under official control than from the Secretary's account it appears to be at present; and indeed it is evident that the whole of this part of the Establishment requires to be revised and newly arranged. Upon this subject we would beg to refer to the observations which are submitted in our Eighteenth Report upon the corresponding branch of the Department in England.

Appendix,  
No. 100.

No. 35.

Eighteenth Report,  
p. 74.

The manner in which the forty letter-carriers, who deliver the letters coming by the Irish mails, perform their daily duty, and the mode in which they are made to account for the amount of postage, or, as it is termed, the charge, entrusted to each, are described in a subsequent examination, and appear in principle to conform to the regulations observed on the like occasions in England. It should however be observed, that in Ireland there is no institution like that of the early delivery in London.

Appendix,  
No. 101.

A further reason for recommending an immediate revision of this branch of the Establishment arises from its present unnecessary amount in point of numbers. Having directed a particular inquiry to be made on this point, the result was the following statement, extracted from the evidence of the English officers: "After the fullest consideration of this subject with the officers in Dublin, we have come to the conclusion that thirty instead of sixty would be quite sufficient for all the mails, including those from England; of the number at present employed many are very inefficient. The town may be divided into thirty walks; and if those were served with young and active men, there is no doubt that the reduc-

No. 102.

"tion might be made without any inconvenience whatever to the population of "Dublin." It had already been practically shown what could be done by a selection of letter-carriers and an active superintendence, in the experiment made with the concurrence of Sir Edward Lees, when the operation, preparatory to the dispatch of the letter-carriers, was performed for two or three days in one-fourth part of the time which had been usually occupied for a similar purpose.

Appendix,  
No. 11.

Sir Edward Lees also, in his written observations on the Department, has strongly enforced the necessity of a revision of the several classes of letter-carriers. He suggests, however, the necessity of retaining a few probationary letter-carriers, to be employed occasionally in the delivery of letters improperly returned to the office, and to assist the regular carriers when two or more British mails may arrive together, and in other cases of emergency. From this suggestion we see no reason to dissent, leaving it as a matter of detail for future regulation by the Department.

With regard to the salaries of the letter-carriers, we are of opinion that they are upon too low a scale for the increased intelligence and activity which, in our view, will in future be required of them; and we would recommend that they should be placed upon the same scale of remuneration as that which we have recommended in our Eighteenth Report for the letter-carriers attached to the London-Office.

This being the last of the four offices which we have suggested should, for all purposes of official management and control, be incorporated under the general head of the Inland-Office, we have here only to repeat that recommendation, as the result of our examination of each of the several Departments which will be affected by it.

No. 176.

On our renewed inquiries into this branch of the Department, we did not find any reason for altering the opinions which we have above expressed with respect to the general state of the Inland-Office. It will be seen, however, that in the interval since his former examination, and especially within a few months of the renewed inquiry, the Secretary considered that a material improvement had taken place in the state of that office, although he still forcibly points out the mischief arising from the irregularity in the attendance of the officers. On this point he states that on many occasions there have been twenty clerks, forming one half of the Establishment, absent at once; that it has happened that a great portion of the letters for England have in consequence been left behind; and that he has made frequent representations to the Postmaster-General on the subject, but that no measures have been taken to enforce a better state of discipline. The want of attention to these representations he attributes to too great a disposition to lenity on the part of his superiors, and also to the embarrassing situation in which their Lordships have been placed, from the manner in which their joint duties have been executed.

No. 172, 174.

We beg especially to call attention to the explanations given by Lords O'Neill and Rosse in their renewed examination on this subject. It will be seen that they both appeared to concur with the Secretary as to the objectionable state of the Inland-Office, and as to the expediency of taking measures for effecting a complete reform in its constitution and discipline; but they represent that they have for some time refrained from the adoption of any such measures, in consequence of their expectation of our Report; and to the same cause they attribute the delay which has occurred in coming to a decision on the individual cases of those officers who have for a long period been reported as habitually absent from their duty in this branch of the office. In addition to the explanations offered by the Postmaster-General and the Secretary on these cases, we beg especially to call attention to the subsequent examinations of the several clerks who have been the most prominently noticed as absentees, who were separately examined as to the causes of their absence, and as to their respective situations and services in the Department. These individuals are all officers of long standing in the Department, varying at the time of their examination (1826) from thirteen to nineteen years service. Mr. Davies, the last on the list, states his salary when on duty to be £. 46 (which probably should be £. 48); that in the course of the last year he had been off duty, in consequence of illness brought on by over exertion, for which he obtained leave of absence from the Postmaster-General; that previous to that illness he had never, during his ser-

No. 178, 184, 185.

vices

vice of thirteen years, been absent from duty; that in consequence of his absence his whole salary was stopped, the fines amounting to more than the income; and that for five months he received nothing, after which, having memorialled the Postmaster-General, he was allowed £.1 per week, being (as he states) an act of charity. He added, that he had no other situation or employment, either public or private. The particulars which we have thus submitted offer a case of hardship and privation, to which we are satisfied that your Lordships will concur with us in thinking that no public officer should be subjected; and we should add, that we have reason to believe that many other instances might be produced from the same Department, which would equally call for public consideration. The situations of the other officers named in the margin differ from that of Mr. Davies, from the circumstance of their having all of them other employments, either of an official or a private nature, which afford additional sources of subsistence; but they all concur with him in attributing their absence from the duties of the Inland-Office to severe illness, brought on by the unremitted attendance which it requires.

We have already submitted some remarks on the union of other avocations, and especially those of solicitors or attorneys, with the daily duties of the clerks in the Inland-Office. In addition to those remarks, we would refer to the subsequent examination of Sir Edward Lees, who strongly urges the objection to the employment of professional men in the Sorting-Office, on account of "the knowledge" which it gives them of the names and residences of individuals against whom they "may be concerned in serving process." He adds, "that it gives them an undue advantage over individuals, and gives them a particular advantage in their profession over others." He also states, that writs are frequently sent by the post, and that a solicitor, in the course of his duty as a sorter, obtaining a knowledge of such a writ, has the full opportunity of making an improper use of the knowledge so obtained. He, on the same occasion, expresses a decided opinion, that "the Sorting-Officers of the Post-Office, and every part of the Department connected with the distribution of letters, ought to be kept as exempt as possible from all distinct professions and private interests, either mercantile or any other, but particularly of a legal nature."

Appendix,  
No. 177.

Concurring entirely in this opinion, it is at the same time necessary to observe that, under the present constitution and scale of salaries in the Inland-Office, it would be obviously impracticable to enforce a regulation in conformity with it. And this consideration affords a strong additional inducement for recommending such a change in the establishment of this Office as would obviate the necessity of the officers resorting to other employment as a means of adequate subsistence, and would permit their whole time and attention to be devoted to the duties to which they are appointed. The difficulties in the way of such an alteration, arising from the pressure of the business necessarily taking place at detached hours in the morning and evening, might, we have no doubt, be in a great degree overcome by a new and comprehensive arrangement of all the branches of duty, which, though now assigned to offices under separate denominations, ought to be considered as properly belonging to the Inland-Office. According to this arrangement, the services of the whole body of clerks might be combined under one general classification, so as to be made available to every part of the business requiring throughout the day, according to a regular distribution or tour of duty; which, whilst it provided for a constant attendance of qualified persons, would also afford sufficient relief with respect to those parts of the attendance which are found to be most severe. This distribution of duty should of course be accompanied by an entirely new arrangement of the salaries annexed to this Office. A provision should be made that an adequate remuneration should be received by every officer for the duties which he actually performs, and that the lowest rate of payment should be sufficient to command the exclusive services of each.

Our preceding observations and statements will have sufficiently shown that the Establishment, under its existing regulations, provides for neither of the above essential objects of regular attendance or of adequate remuneration. On the supposition that the officers returned to us as exercising prescribed duties were regularly at their posts, it will be found that the scale of salaries annexed to these duties would not provide a uniform rate of remuneration for more than two thirds of the number actually employed on the daily business of the office; and on this ground it is obvious that a new scale of salaries should be framed, having a more accurate

relation to the number of persons who are to be remunerated. The necessity of such a revision, however, becomes the more apparent when it is recollected that it sufficiently appears, from the examination above referred to, that in point of fact but a small proportion of the officers on this part of the Establishment actually perform the duties assigned to them, leaving those duties to be habitually discharged in a great degree on allowances made to probationers or extra probationers.

In submitting our recommendations for the revision of the Inland-Office, we have in some measure confined ourselves to general terms, (from a conviction that the details of any such revision should be made to correspond (as nearly as the nature and extent of the two services would permit) with the regulations adopted in the corresponding branch of the English-Office; and we accordingly beg leave to refer to the observations submitted under the same head in our Report on that Department. We propose, however, at the conclusion of this head of our present Report, to submit a scheme for the future Establishment of the Inland-Office in Ireland, framed on a consideration of the several examinations and statements before referred to, as relating peculiarly to that part of the United Kingdom, and at the same time keeping in view the principles upon which we have proceeded in our recommendations for the regulation of the corresponding office in England.

Eighteenth Report,  
pp. 41—90.

In addition to the observations which we have offered with respect to the lowness of the rate of some of the salaries in the Inland and other Offices in the Irish Department, we feel bound to call Your Lordships attention to a more general view of that part of our subject, not only on account of the numerous and urgent representations which, in the course of our inquiries, we have received from the parties interested, but also on account of the special reference made to us by Your Lordships directions, of certain memorials addressed to Your Lordships on behalf of several classes of the officers in this Department. The memorials to which we refer bring forward the representation, not only of lowness of salary generally, but also the loss already sustained by many of the memorialists, and the prospective injury to others by the suspension, under Your Lordships orders, of the increase which had been attainable on many of the established salaries by length of service. This benefit of increase was confined to the period of the general revision of the Department in 1807, and was probably established in conformity with a similar regulation in the English-Office, and also with reference to the increased regularity of attendance and efficiency of service which was at that time prescribed in Ireland. The rates and periods of increase, as applicable to the various offices, will be seen by reference to the Return of Establishment in the Appendix; and according to this regulation the salaries were received by the several individuals included in it, until by Your Lordships minute, signified by Mr. Harrison's letter of the 11th April 1821, the Postmasters-General were requested to give directions "that all payments to individuals in your department on account of any increased salary to which they may hereafter become entitled from length of service, according to existing regulations, may be suspended until their Lordships shall have considered the several scales of increase, and shall have come to some determination thereon."

The first of the memorials transmitted to us under your Lordships direction is from those officers of the General Post-Office, who were affected by the suspension of the increase of salary, and who at the date of their representation had been deprived of that benefit for more than three years, a deprivation which by the interval since elapsed, has been more than doubled. We annex an official return, dated 18th October 1826.—"Of all officers and clerks in the different branches of the Post-Office who have been deprived of the benefit of an increase of salary for length of service, by the Treasury Minute of the 11th April 1821, the periods when they became entitled to such increase, and the amount thereof, and also the amount of increase to which at the present time they would be entitled."

We have not thought it necessary to call for a completion of this return up to the present time, because whenever a consideration of these claims with a view to their final adjustment shall be decided upon, it will of course be necessary to make up the return to the period of such adjustment, taking into account the various changes with respect to the situation of the claimants, which may in the interval have taken place.

The

Appendix,  
Nos. 24, 25.

No. 24.

No. 25.

No. 26.

The next of the memorials on this subject, to which we would specially refer, is that of the officers of the Dublin Penny-Post; the claims brought forward in this memorial appear to rest on peculiar grounds, in addition to those on which they are supported in common with the other branch of the Department. The revision and new arrangement of the Establishment for the Penny-Post took place in 1809, at which time the existing scale of salaries for the officers was sanctioned by the Irish Government; to this scale a proportionate increase for length of service was annexed, but under the recommendation of the Postmasters-General, it was determined that the benefit from such increase should not be enjoyed until the Establishment of the Penny-Post should produce a net surplus revenue.

Appendix,  
No. 25.

We annex in the Appendix, a statement, showing the amount of postage on letters circulated through the Penny-Post-Office in the year ended 5th January 1828, by which it appears that the total receipt of revenue arising from the Penny-Post amounted in that year to £4,150. 14s. whilst the annual expenses of that part of the Establishment, under the several heads of Salaries to Officers, Salaries to Letter-Carriers, Salaries to Receiving-house Keepers, and Allowances further to Receiving-house Keepers, was £3,559. 3s. 9d., being a clear balance in favour of the public in that year of £611. 10s. 3d. In a memorial from the Comptroller of this Department, which is also annexed, will be found a statement, showing the annual amount of Penny-Postage, from the commencement of the new Establishment in 1810 to the year 1826, whereby it appears that the first year in which the receipts exceeded the expenses above stated was, that ending 5th January 1824, from which period the increase appears to have been progressive. It would seem from the letter of Sir Edward Lees, accompanying the above memorials to your Lordships, that the Postmasters-General, although they recognized the justice of the claims of the officers of the Penny-Post to the benefit of increase from the period when the revenue exceeded the expenditure, had felt themselves debarred, under the instructions contained in your Lordship's Minute, from acceding to those claims.

Ibid.

Appendix,  
No. 24.

On a consideration of the above memorials, and of the facts and circumstances brought before us in relation thereto, in the course of our examinations into the offices to which both classes of memorialists belong, it certainly appears to us that a strong case is made out for compensation, on account of the loss sustained by the suspension of the benefit of increase; and we would accordingly submit, that whatever may be the decision with regard to future salaries, the amount which would have been received under the former scale for increase for length of service, should now be allowed to both of the abovementioned classes; viz. to the officers of the General Post, from the date of the suspension, and to those of the Penny-Post, from the 5th January 1824.

With respect to the other class of memorials, namely, those representing generally the severity of attendance, or the inadequacy of salaries, we think it sufficient, out of the number which we have received, as well from classes of officers as from individuals, to refer specially to the three following, which are inserted in the Appendix:—1st. "The Memorial of the officers of the Inland Department in the General Post-Office, Dublin." The object of this class of officers is generally to be placed on the footing of the similar class in the London-Office, more especially with respect to alternate attendance only, and to exemption from duty on Sundays. As to the former point, it may be sufficient to refer to our observations in a former page, in which we express our opinion as to the propriety of assimilation of the practice in this office, whether in Dublin or in London; as to the attendance on Sundays, we should not, without a more immediate inquiry, directed specially to this subject, be prepared to express a decisive opinion, although, as far as our information on this point has extended, we have been led to an impression that the dispatch of the inland mails on Sunday from Dublin cannot be an object of so much importance, as to call for a deviation from the practice of London.

No. 26.

The 2d is, "The Memorial of that part of the Establishment of the Inland-Office, General Post-Office, Dublin, designated Probationary Clerks." The purport of this memorial, being a general statement of the hardships under which this class of officers labour, both from severity of attendance, and more especially from

No. 27.

from lowness of salary, has already been sufficiently adverted to at the commencement of our remarks on this branch of the Department; and it is only necessary to refer to the opinion there submitted, that in the revision of the office, (having reference to the arrangement of the Inland-Office in England,) the officers in question should be placed on the footing of regular clerks, and on salaries adequate to their respective situations and services. In fixing these salaries, it certainly appears reasonable, as a general principle, that regard should be had to the length of the service of the several individuals, taking at the same time into account any peculiar circumstances relating to their respective cases; for this purpose it is obvious that a minute and immediate inquiry into each case would be required, and without such an inquiry we are not prepared to offer any precise recommendations applicable to the several individuals who will be interested in this arrangement.

Appendix,  
No. 25. 25.

The last of the memorials to which we refer is that of the letter-carriers of the General and Penny-Post-Offices. An inspection of the return of Establishment, stating the salaries payable to these memorialists under different classes, at the rate (in British currency,) of 12*s.* 11*d.* per week to the lowest, and 16*s.* 8*d.* to the highest class, must, we apprehend, be sufficient to show that this is a strong case for relief, which, as it appears to us, would be most properly extended on the terms which are prayed, namely, by placing the petitioners on the same footing with the corresponding class in London.

Subject to the foregoing observations and suggestions, the following is the establishment which we would propose for the future conduct of the business at present executed in the Inland, British Mail, Alphabet and Letter-carriers Offices respectively:

	FIXED SALARY.	Scale of Increase from length of Service:			
		Under 5 Years.	After 5 Years.	After 10 Years.	After 15 Years.
	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.
Two Presidents, each -	500 - -	- - -	- - -	- - -	- - -
Two senior clerks, each -	- - -	125 - -	150 - -	175 - -	200 - -
Twelve assistant clerks, each - - -	- - -	140 - -	160 - -	180 - -	200 - -
Eighteen junior clerks, each - - -	- - -	90 - -	100 - -	110 - -	120 - -
One Inspector of letter- carriers - - -	- - -	200 - -	225 - -	250 - -	300 - -
Thirty letter-carriers, each	- - -	50 - -	60 - -	70 - -	80 - -
Four messengers, each 30 <i>s.</i> per week.	- - -	- - -	- - -	- - -	- - -

## BYE, DEAD, AND MIS-SENT LETTER OFFICE.

## ESTABLISHMENT:

	SALARY.	OTHER EMOLUMENTS.	TOTAL SALARY and EMOLUMENTS.
	£. s. d.	£. s. d.	£. s. d.
Superintendent - - - -	230 15 6	—	—
Taxing clerk Inland-Office - - -	- - -	173 10 10	404 6 4
First clerk - - - -	184 12 4	—	—
Taxing clerk Inland-Office - - -	- - -	184 12 4	369 4 8
Second clerk - - - -	135 - - -	- - -	135 - - -
First junior clerk - - - -	64 12 4	—	—
Sorter Inland-Office - - - -	- - -	64 12 4	129 4 8
Second junior clerk - - - -	64 12 4	- - -	64 12 4
Third junior clerk - - - -	64 12 4	- - -	64 12 4
£.	774 4 10	422 15 6	1,197 - 4

THIS is a branch of the Department in which there appears to be numerous opportunities for fraud, for which it is very difficult to suggest any effectual remedy. There seems reason to apprehend, that it is a practice of frequent occurrence for Deputy-Postmasters to combine together in undercharging the amount of postage on letters passing from one office to another not coming through Dublin. Sir Edward Lees states, that they have the power of doing that, both on the unpaid and post-paid letters; that several cases of this kind had been detected, and that more were under consideration at the time of his examination. He adds, that after giving every attention to the subject, he does not think anything can operate as a complete check on the persons thus combined; he suggests, however, a regulation that the dockets which accompany such letters should be immediately sent up to Dublin for the purpose of examination. It certainly seems desirable, for the reasons which he adduces, that this suggestion should be adopted, though probably the greater security will be found in the increased vigilance of the office, and more especially of the District Surveyor. From the examination of the English officers into this subject, it was found that the forms by which it was intended to check the claims of the Deputies for re-directed letters by cross-posts had not been sufficiently examined. A determination was, however, expressed, to cause a very accurate examination of those forms to be made in future. The business of the Dead Letter-Office in Dublin was represented to be conducted nearly on the same principle as that of the corresponding office in London, and the accounts kept for the purpose of charging the Deputies in the country for the postage on bye-letters, and for allowing them credit for dead, mis-sent, overcharged and re-directed letters, are stated to be in the same forms in both countries. In the course of our inquiries we had reason to believe that the number of letters brought into this office as dead, mis-sent and overcharged, was far greater in proportion than the same description of letters received in the corresponding office in London; it is therefore necessary that the attention of the Department should be particularly directed to the allowances under these heads, either to Deputies or to Letter-Carriers, and also to the receipts in the office for the numerous letters returned there as dead or unknown, and which are subsequently claimed and the postage paid for them.

The duties of the Superintendent, and of the five Clerks over whom he presides, are fully stated in the official Return under the name of each of those individuals. The Superintendent, the first Clerk, and the first junior Clerk have other situations in the Inland Office; and under that head we have offered some observations on the accumulation of their employments.

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From

Appendix,  
No. 110.

No. 161.

No. 34.

Appendix,  
No. 24.

No. 151.

Ibid.

From the official Statement it appears that some of the most important duties of the Department, and the largest part of those which concern the necessary communications with the public, are entrusted to the two junior Clerks, who, in addition to the daily attendance from ten till four o'clock, are required "to attend the Inland-Office at six o'clock three mornings in each week, to check the credits for re-directed letters for, and passing through, Dublin, a duty attached to him as one of the two junior Clerks of this Department, and for which he receives no additional remuneration." The salaries received by these two, of £ 64. 12s. 4d. each, appear to be too low for the nature and amount of the duties allotted to them; but whilst this official arrangement continues in force, it is obviously essential that a regular performance of those duties should be insisted upon. It appeared, however, on our inquiry, that the duty above described of a morning attendance in the Inland-Office had been altogether neglected, by which a delay and inconvenience were occasioned to the public, which might in some cases be attended with very serious consequences. This subject, we have no doubt, has been remedied on the circumstance having been brought under the notice of the Secretary. There was another point relating to the practice of this office upon which the officers from England offered a suggestion, in which also we decidedly concur. They observe, that "letters of value, and others which are returned to this office as dead, are delivered from thence if subsequently applied for, and the postage is then received in this Department; it does not amount to much, but has not been under sufficient check; the time allowed for the delivery of these letters is from ten to twelve o'clock, which is not sufficient, and ought to be extended as long as the clerks are there."

We regret that it is our duty to make some further observations under the head of this office, which apply personally to the officer standing the last on the Establishment. Having received information that the office of second junior Clerk in this Department, at the time of our examination held by Mr. W. H. Kellett, had been made the subject of an illegal bargain between that officer and Mr. Henry Parsons, whom he succeeded in the office, we directed a particular inquiry into the circumstances of the case, the result of which was, to leave no doubt on our minds that a sum of £. 300 had been received by Mr. Parsons, as a consideration for his resigning the office in favour of Mr. Kellett. The facts of the case are fully detailed in the examinations of Sir Edward Lees, and also of Lord Rosse, and it seems unnecessary to submit any farther observations on these statements beyond the repetition of an opinion which we have already offered on a former occasion, as to the necessity of visiting with severity all such instances of a breach of the law, although we must at the same time express our regret that Mr. Kellett himself should be involved in the penalty, as there appeared to be every reason for believing that he was unconscious of the corrupt bargain which was negotiated on his account. The examinations of Lord Rosse and Sir Edward Lees above cited, refer to some other cases of suspicion relative to similar transactions in the Post-Office, but respecting which, the information brought before us was not of a nature to induce a more complete investigation.

Appendix,  
Nos. 97-113, 114.

Seventeenth Report.

Appendix,  
No. 133.

The examination of the Superintendent of this office in 1826, had reference principally to the subject of bye-letters, or the cross-post communication throughout the country. Mr. Hobden enters into various details and explanations respecting the nature of the vouchers required from the several Deputy-Postmasters, and the mode of checking them in the Dublin-Office. He describes this to be a very laborious part of the duties of his Department, but is unable to suggest any mode by which that labour could be diminished. From his statement, it is evident that there has been very general negligence in the discharge of this part of the business of the country Postmasters, and that great opportunities for frauds have (as we have already observed) been consequently afforded. For the prevention or detection of such frauds, we have only to repeat our former remarks as to the necessity of increased vigilance in superintendence, and more especially on the part of the District Surveyors, in an efficient performance of whose duties Mr. Hobden admits the best security for the proper conduct of the service is to be looked for.

## PROPOSED ESTABLISHMENT:

	FIXED SALARY.	Scale of increase from length of Service:			
		Under 5 Years.	After 5 Years.	After 10 Years.	After 15 Years.
	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.
Superintendent - -	250 - -	—	—	—	—
Two senior clerks, each -	- - -	140 - -	160 - -	180 - -	200 - -
Three junior clerks, each	- - -	90 - -	100 - -	110 - -	120 - -

## WRITING OFFICE.

## ESTABLISHMENT:

	SALARY.	OTHER EMOLUMENTS.	TOTAL SALARY and EMOLUMENTS.
	£. s. d.	£. s. d.	£. s. d.
First clerk - - - -	52 6 -	- - -	52 6 -
Second clerk - - - -	64 12 4	- - -	64 12 4
	£. 117 18 4	- - -	117 18 4

FROM the examinations of Mr. Lee and Mr. Irvine, the first and second Clerks, it appears that this office was established about the year 1820, for the purpose of effecting a check on the heavy expense incurred for the numerous printed documents and forms used in the various branches of the Department. A great number of these papers are required for the Deputy-Postmasters, and it is stated to have been formerly the custom of the printer, on the mere application of these officers, to supply them without keeping any check on the quantity used. These forms are now supplied through the Writing-Office, where also a variety of books used in the other offices, the printing of which was found to be difficult and expensive, are prepared with proper titles and headings.

Appendix,  
Nos. 159, 160.

From the statements of Mr. Lee, it would seem that the experiment has been attended with great success, as a comparison of this head of expense in the year immediately preceding the formation of that office, with that in the year immediately subsequent to it, shows a reduction in favour of the latter of £. 1,698. 9s. 7½d.

Having received various intimations of the supposed existence of an abuse in this office, by the employment of the clerks for purposes not official, a considerable portion of the examinations of Mr. Lee and Mr. Irvine will be found to relate to the subject of those intimations, upon which, however, we do not think it necessary to remark further, than that the result of these inquiries was a conviction, that the representations made to us conveyed a very exaggerated statement of the practice alluded to, although we think it will be apparent from both of the examinations above referred to, and especially from that of Mr. Irvine, that more ground was afforded for the representation in question than was consistent with strict official regularity.

Another portion of Mr. Irvine's examination, and the whole of that of two other officers, will be found to relate to another case of a pecuniary compensation offered for the resignation of an appointment held in the Post-Office.

Nos. 122, 150, 160.

The nature of this transaction, however, and the extent to which it proceeded, were not such as to induce us to make it the subject of a special report. In the event of its being deemed expedient to continue this office, after the consolidation of the respective Departments in England and Ireland shall have been effected, we are of opinion that the following would be a proper scale of remuneration for the individuals employed, viz.

SALARY.	Scale of Increase from length of Service :			
	Under 5 Years.	After 5 Years.	After 20 Years.	After 25 Years.
	£. s. d.	£. s. d.	£. s. d.	£. s. d.
Two clerks, each - - -	50 - -	100 - -	120 - -	150 - -

## MAIL COACH OFFICE.

## ESTABLISHMENT :

	SALARY.	OTHER EMOLUMENTS.	TOTAL SALARY and EMOLUMENTS.
	£. s. d.	£. s. d.	£. s. d.
Superintendent - - -	389 4 8	—	—
On money orders - - -	—	148 - -	537 4 8
Assistant - - -	109 12 4	—	109 12 4
Clerk - - -	96 3 4	—	—
Half-pay surgeon, R. N. - -	—	106 8 8	202 12 -
£.	575 - 4	254 8 8	829 9 -

Appendix,  
No. 34.

No. 161.

FROM the description of the duties in the Official Return it will be seen that those of the Superintendent, and his assistants, are almost wholly performed in Dublin, it being only on special occasions, such as the establishment of new mail-coaches, and the alteration of existing arrangements, that the superintendence is ever exercised in the country districts. It appears that the Superintendent had formerly a salary of £200, but that a considerable portion of his time being employed in travelling about the country in the performance of his duty, he had on that account the usual travelling allowances; it is stated that the discontinuance of the practice of travelling was in consequence of a remark on this part of the Department, contained in the Ninth Report of the Commissioners on Fees and Gratuities, in 1810. Since that period it seems that the travelling allowances are considered to have ceased, whilst the regular salary has been doubled in amount.

In the absence of precise information as to the grounds of this arrangement, we feel bound to express our opinion that it appears to have been concluded without due attention to the interests of the public. The Report of the former Commissioners it should be observed, after offering an opinion that the office of Superintendent might in the very limited state of the mail-coach establishment have been dispensed with, proceeds to suggest that such part of that officer's duty as is performed in Dublin might be as effectually discharged by a clerk in the Secretary's Office, and that the duties which require attendance in various parts of the country might be assigned to the District Surveyors.

On applying to Sir Edward Lees for his explanation as to the results of this recommendation, and as to the arrangement consequent upon it, he stated that although

Ninth Report of  
Commissioners of  
Inquiry into Fees  
and Gratuities,  
1810—1817.

although the salary of the Superintendent had been increased, "the public expense has not; for the additional £.200 a year is given to him in lieu of all travelling expenses, of all mileage, and he is obliged to travel at his own expense."

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No. 100.

In order to make this explanation satisfactory, it should be shown that the whole of the duties assigned to the Superintendent, under the former arrangement, had been equally provided for under the new one; this, however, is so far from being the case that the Superintendent is described as only going out of Dublin on special emergencies, leaving the ordinary business which was discharged by him altogether unprovided for.

The English Officers, after their examinations of this part of the Department, state that the Superintendent has no assistant or subordinate officers who travel under his direction, although in their opinion such officers were really essential to the regularity of every mail-coach system.

No. 101.

In addition to the superintendence of the mail-coaches, the duty of enforcing regularity in the numerous horse-posts throughout Ireland belongs also to this officer; and it is obvious that for the purposes of an effectual control in both of these services, the presence of the person entrusted with it in various parts of the country must be continually requisite, and we must, therefore, repeat, that we consider that arrangement as highly objectionable under which, whilst the Department has been charged with a double amount of salary, it has been deprived of those services for which the increase was professedly allowed. It will be seen by the following extract from the written observations, by Sir Edward Lees, that he in great measure concurs in the opinion expressed by the former Commissioners on this part of the Department, "Mail-Coach Office." "I consider the charge of a Superintendent of mail-coaches, at a salary of £.400 a year, as unnecessarily expensive; I do not deem that any responsibility that belongs to him, or any duty that is required of him merits such an extravagant charge. In this country we have no extent of interest to control, such as the corresponding officer in England has to watch over. On a single line of road in England there are more contractors to keep in check than in all Ireland put together. Upon any vacancy in this office I would not fill it up at all; I would vest the chief responsibility of the guards, and the arrangement of the mail-coach lines, in the present excellent Assistant, and I would transfer all the duties of the cross-posts in the kingdom, and the examination of all the time-bills that regulate them, to the District Surveyors, and hold them responsible for their regularity. Each surveyor should send up a weekly report of the state of his district."

No. 11.

The arrangement here proposed for the management of the business, both of the mail-coaches and of the cross-posts, is very much the same as that which is recommended by the English officers, and with this concurrence of authority we would suggest the expediency of its adoption as soon as circumstances will permit.

No. 101.

That some alteration is required in the general system upon which this branch of the Department is at present conducted, will, we think, be sufficiently apparent from the further evidence and observations on the subject, which we proceed to submit.

We had especially directed the attention of Mr. Johnston, both in Dublin and in various parts of the country, to this head of inquiry, under the impression that from his extensive information and long practical experience he was peculiarly qualified to bring before us the most complete and accurate details on the subject.

The general principles upon which the mail-coach system is conducted in Ireland are professedly similar to those adopted for the corresponding Department in England; but in carrying this system into practice in the former country, there are numerous deviations from the course pursued in the latter, and the service is in consequence far from being performed with the same regularity and despatch. We are aware that these deviations in some respects arise from circumstances which are not within the control of the Department; but there are also several points on which, as it has appeared to us, the practice of England might with advantage have been more closely followed.

One of the most material points of difference between the two countries, is, that which relates to the harpains made with the persons who contract for the carriage of the mails; a statement of the course pursued on the establishment of a mail-coach

Appendix,  
No. 109.

in Ireland will be found in the examinations of Sir Edward Lees; and although from this description, the preliminary proceedings necessary to the establishment of a mail-coach appear to be regularly conducted, it will be seen that at the time of our Inquiry, the contracts for three important lines of road were altogether suspended and left in uncertainty, in consequence of the want of co-operation and arrangement between the heads of the Department.

No. 97.

It is stated by Lord Rosse, that the contract for the Limerick mail had been depending for two years or two years and a half, so as to occasion great inconvenience, and that this had arisen from the conflicting authority of the Postmaster-General; that the advertisement for a contract was inserted in some of the papers without any previous communication with him, and that he did not suppose there was any with Lord O'Neill, who at the time in question was in England; and that although notice was given that the proposals were to be sealed proposals in writing, to be opened on the 1st of July, in the presence of the Postmaster-General, he (Lord Rosse) had heard nothing of this from the Secretary until the 2d July, when he received a letter, acquainting him that Mr. O'Connor's proposals were the lowest. It is unnecessary to dwell further upon the various evils which must result both to the public and to the Department from a mode such as is here described, of conducting one of the most important branches of the business of the office. We have already alluded to the case of the second mail to Cork, as affording an instance of the injurious conflict of authorities in the exercise of the general duties of the Postmaster-General, and we would further here call attention to the examination of the Postmaster-General and Secretary above referred to, and also to the examination of Mr. Anthony O'Connor, Mr. Charles Dean Oliver, and Mr. Alexander Johnston, who were severally parties engaged in contracts for mail-coaches. A perusal of this evidence would we apprehend furnish abundant ground for recommending a revision of this part of the system, and for the adoption of measures under which the proceedings on such contracts may be subjected to some certain course of regulation and authority, and which may give no occasion to the suspicions of collusion and unfair dealings, which are necessarily excited by some of the details in the examinations above referred to. One of the greatest obstacles to the improvement of the mail-coach system in Ireland, appears to have consisted in the protracted periods for which the contracts were made. The disadvantages attending a bargain for twenty or thirty years, in a service which must in a great measure be undertaken as an experiment, are sufficiently obvious; and these disadvantages are aggravated in the greatest degree by the circumstance of the contracts being in Ireland in very few hands, it being usual for one person or one company to contract for the whole line of road allotted to a mail-coach, instead of that distance of road being subdivided as in England amongst numerous individuals resident in the district.

No. 166. 170.

No. 102.

Sir Edward Lees appeared to be perfectly sensible of the inconvenience of the course which had been pursued, and stated, that it was intended that a considerable alteration should take place in the form of their contracts.

No. 161.

The opinion of the English officers is, that the system is decidedly objectionable, as inasmuch as the contracts have been so exceedingly expensive, and the rate of travelling till lately so slow, and at this moment they are obliged to maintain one mail-coach which is almost useless; in other cases they are impeded by the length of their contracts from making any improvements whatever; they never can effect an improvement without the consent of the parties."

Whilst we are fully aware that the Department in Ireland have to contend with many difficulties in conducting this branch of their service, which do not exist to the same extent in the corresponding branch in England, we must at the same time express our opinion, that such means as were equally available in both countries have not, in the former, been employed to the best advantage. The contracts do not appear to have been held out to any real competition; it seems that what is called taking the lowest offer has seldom included more than a single one. It does not appear that any previous examination has been made, or any attempt to find out persons willing to work the mails for particular districts; but they have contracted in the wholesale manner with one or two persons for the entire line of road, although there is a regular superintendent of mail-coaches on the Establishment, whose duty, in conformity with that of the corresponding officer in England, should have been to report upon and give his advice to the Postmaster-General on all matters relating to the subject of mail-coach contracts. This officer

in

Appendix,  
No. 16a.

in Ireland seems "not to be employed in negotiating for a contract at all. "The contracts have sometimes been made by the Secretary, sometimes by the Chief Clerk, and it appears in some instances by one of the Postmasters-General, "without consulting with any other person."

The contractors in Ireland supply the coaches as well as the horses, instead of taking them, as in England, from a Government contractor; and although, under such an arrangement, it would be impracticable to insist upon the same uniformity of construction and appearance as is secured by the English system, yet as the Department in Ireland profess to require that the coaches should be built according to their own directions, some additional interference appears to be requisite for the purpose of enforcing a greater degree of uniformity than that which has been hitherto observed. The English officers observe, that both the dimensions and fitting up are left in great measure to the fancy or judgment of the contractors; that the contracts contain no specifications as to weight, size or fitting up; that there is a sort of model which does not appear to be strictly adhered to. And with regard to examination with a view to ascertain that they are in perfect repair, on which object such scrupulous attention is very properly bestowed in England, Mr. Johnston states, "they are subject to no other inspection, than I am aware of, "but that of the Superintendent, and he does not appear to consider himself "possessed of much authority in that respect."

Ibid.

The expense at which the mails in Ireland are contracted to be carried, is stated to vary from 6 d. to 15 d. per double mile, the great bulk of the mails in England being conveyed at 3 d. The comparative economy with which this service is performed in England is placed in a very striking light, when it is considered that the price paid by the Department to the contractors is generally the same as the rate paid by the latter to the former, for the use of the coaches which are supplied by the Government builder at a similar charge of 3 d. for the double mile; and when it is farther considered, that besides this last payment the contractors are also subject to the heavy addition of 5 d. per double mile for the tax payable to the revenue of stamps. The mail-coaches in Ireland, it is true, are liable to one heavy charge from which those in England are exempt, being that of turnpike tolls. This is a tax varying very much in amount upon different lines of road; but even on those which are taxed the heaviest, we apprehend that the amount falls very far short of that of the stamp duty, from which all Irish coaches are wholly free. It should also be observed, that Ireland has a constant advantage in the comparative cheapness of some of the articles most required for the service. Mr. Johnston states, "there "is no doubt that a mail or a stage-coach might be worked cheaper in Ireland than "in England, on account of the cheapness of provender and labour."

Ibid.

The eight mail-coaches belonging to the establishment of Dublin are stated to work 1,450 double miles, at a total expense for mileage, guards and tolls, of £. 30,438 Irish per annum; whilst in England the expense of the same number of miles would be about £. 7,500 British.

Ibid.

However much the circumstances of the two countries may have accounted for the striking difference in the terms on which the same service is performed in each, it does not appear that sufficient advantage has been taken by the Department of the progress which has of late been so obviously made in the removal of those local differences by the great increase of intercourse, and the consequent assimilation of customs and institutions throughout the United Kingdom. The principles of encouraging, on the one hand, the most open and unrestricted competition, and on the other, of exercising a constant and uniform supervision over every part of the service, must be equally applicable to both countries, under whatever circumstances; and we have little doubt that, with an active and zealous superintendence, an assimilation both of the practice and of the results of this branch of the Department might be effected, in a much greater degree, than appears hitherto to have been thought practicable.

We conclude our observations under this head by repeating our reference to the whole of the evidence of the officers from England on this subject, annexed to this Report; and we beg also to refer to the observations and evidence under the similar head in the Report on the English Department.

Appendix,  
Nos. 161, 162.Eighteenth Report,  
p. 22-38.

The other division of duty which is described as belonging to the superintendent of mail-coaches, the examination, namely, of the accounts of the riding-posts  
353. I throughout

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No. 111.

throughout the kingdom, is a duty of a very limited description, and from the manner in which it is executed by this officer must, we apprehend, be of little benefit to the service in the way of actual superintendence or check. The superintendent, it appears, merely has the charge of the horse-post way-bills, which are returned to his office for examination; but he does not take any part in making the contracts, or arrangement for the rides, which seem to be left altogether to the arrangement of the Deputy-Postmasters in the country districts, to whom a fixed allowance of 5*d.* per mile is made for the conveyance of the horse-posts, leaving it to them "to get the service performed, whether it costs him more or less." This system, especially in the absence of all local superintendence and control, must, we apprehend, be open to much irregularity and abuse; and we entirely concur with the officers from England, that the practice of their Department is in all respects preferable, under which the District Surveyors are made responsible for the regularity of the horse-posts; and instead of leaving the service to be provided for by the Deputy-Postmasters, every ride or cross-post is made the subject of a distinct and special agreement on the part of the Department, after being informed of the local circumstances by competent examination and reports. The adoption of the English practice, in this respect, is also entirely in accordance with the recommendation of Sir Edward Lees, as expressed in the extract quoted in a former page.

No. 112.

Another difficulty to be considered, in any attempt to assimilate the system of Ireland with that of England in the arrangements of the country-posts, arises from the present state both of the law and the practice in the former country with respect to the construction and maintenance of the Public Roads. Upon this subject our observations will be confined to those points upon which we received information in the course of our inquiries in Dublin, without entering upon any general view of that branch of law which has of late years been repeatedly under the consideration of the Legislature, and which indeed appears at present to be reserved for immediate further discussion and regulation. The aggregate amount of miles travelled by the eight mail-coaches now established in Ireland has already been stated at about 1,450 double miles; of this number, about 570 are estimated to be on roads kept in repair by turnpike tolls, and the remaining 880 on roads maintained by presentments in the several counties through which they pass. It is stated by Sir Edward Lees, that prior to the year 1789 mail-coaches in Ireland were as in England, exempt from tolls, but that in that year they were generally subjected to those charges by an Act of the Irish Parliament. This Act he represents to have been passed in consequence of Memorials to the House from certain mail-coach contractors, who set forth their inability to perform the contracts which they had entered into for the conveyance of the mails, in consequence of the bad state of the roads; the contracts were in consequence suspended, and the mails conveyed on horseback, until provision was made for the repair of the roads by tolls, to which the Post-Office was in the first instance made liable.

38 Geo. 3. c. 83.  
Ireland.

Appendix,  
No. 171.

No. 113.

The tolls established by the statute of 1789 were vested in an individual of the name of Bourne, who it is believed still holds them, the term of thirty-one years for which they were granted having by a subsequent statute in 1798 been extended to fifty years; the conditions of the grant were the outlay of a considerable sum of money at the outset, and an engagement under penalties to keep the surface of the road in repair. By an Act of the same year (1798) another important branch of road, including about 22 miles, over which three mail-coaches constantly travel, is also vested in certain individuals for a term of fifty years, under a similar contract, the terms of which are detailed in the examination of one of the proprietors, to which we refer as containing much useful information on this subject, and also for the purpose of recommending to attention a paper delivered by the witness at the time of his examination, purporting to be "the outline of a proposal for the perpetual support of the post-roads in Ireland, particularly those roads on which the mails are conveyed by wheeled carriages." The consequence of the partial imposition of tolls, and of their being the property of individuals, and of course liable to be made the subject of private bargains, necessarily increases the difficulty and uncertainty of fixing the terms of mail-coach contractors. Sir Edward Lees states his belief, that "generally speaking the stage-coaches do not pay anything like what the mail-coaches pay in this country." He also mentions a case in which a proprietor of a mail-coach, with whom the agreement was made to pay his own tolls, paid less than by subsequent contracts the Post Office was liable to pay.

He refers also to an Act passed in 1821, establishing tolls on the road from Cork to Skibbereen, and adds, that the contractor was himself the principal person in obtaining the Act, whereby it was specially provided, that the Post-Office should not at that time or afterwards be subject to any toll. The decision respecting the revival of the mail-coach between Limerick and Cork, which was represented to us as being an object of great public interest, was stated to be suspended on account of a question as to which of the parties were to be subjected to the tolls.

The remaining portion of the post-roads travelled over by the mail-coaches are those which are constructed and maintained by presentments of the grand juries in the several counties through which they pass.

By the Act of the 45 Geo. 3, c. 43, the Postmasters-General were empowered to cause surveys to be made of all the lines of road on which the mail-coaches then travelled, or on which it was proposed they should travel, with estimates of the expenses of such repairs or improvements as should be deemed expedient, which estimates were to be submitted to the grand juries of the several counties, and if approved of by them the necessary expenses were to be received in the usual way by presentments. In pursuance of this Act, it is stated by Sir Edward Lees that one principal engineer and six assistants were appointed; that the expense of the surveys, including all charges, was five guineas per mile, and that the principal engineer was also allowed a salary of five hundred guineas a year; that the total charge paid out of the Post-Office incidents on these accounts had been for surveys and re-surveys, £. 40,410. 13 s. 5 d., and for the salary £. 9,100.

In addition to the sums raised by the counties for the expenses of the roads, large advances are occasionally made in the shape of Parliamentary Grants from the Consolidated Fund; the sums so granted appear to be applied for and expended at the discretion of the several counties, without any interference on the part of the Postmasters-General; and Sir Edward Lees states, there is no security whatever that the roads should be laid out strictly according to the survey, and constructed according to the plan laid down by the engineer as "the county may dispose of the money in whatever way they think proper;" and he adds, that in several instances the roads have not been laid out or constructed on the plan recommended. It also appears, that in consequence of the delay in the presentment by the grand juries, many important lines of road are left incomplete, and in several cases the objects of the Act have been defeated. Where a line passes through several counties, by some of them presenting for the whole, and the others not presenting their portion, and in some cases by the same county presenting for part and refusing the remainder; Sir Edward Lees instances the line of the Waterford mail passing through the counties of Wicklow, Carlow and Wexford, "the two extreme points of the road have been presented for, and the centre has remained unprovided for, so that the county of Wicklow has been at an enormous expense, I think £. 20,000, for that portion of the line uselessly to this moment."

It appears that the total amount of the original estimates was £. 1,934,732, of which £. 559,560 has been hitherto expended, leaving it in the power of the Grand Juries to present for the difference, and consequently to call for advances of money amounting to almost a million and a half.

Sir Edward Lees states that he is not aware that any steps are taking by the counties to proceed to execute any of the roads; that "the whole plan has been suspended for the last eighteen months from finding the expense so heavy upon our own funds, and finding the difficulties we had to encounter from the obstinacy of the Grand Juries, our surveys became so much waste paper." For further details on this subject, we refer to the whole of the examination of Sir Edward Lees, and also to that of Mr. William Duncan, the Engineer, who had been principally employed under Major Taylor in the Post-Office surveys and estimates, from the time of passing the Act in 1805. This latter evidence fully supports the representations of Sir Edward Lees, and supplies much practical information on the subject; and we have no doubt that the facts detailed will be found to afford additional motives for directing the attention of the Legislature to a general revision of this branch of the Law.

In addition to the former evidence on the subject of the Mail-coach Office, we have to refer the subsequent examination of Mr. Urquhart, the Assistant Superintendent, who gives further information on various details connected with the office, especially

45 Geo. 3, c. 43.

Appendix,  
No. 110.

No. 110. 375.

No. 120.

especially with respect to the mail-coach contracts and the general rate of travelling; but his statements are not such as to call for any addition to our observations already submitted under this head.

## PROPOSED ESTABLISHMENT.

	FIXED SALARY.	Increase from length of Service :			
		Under 5 Years.	After 5 Years.	After 10 Years.	After 15 Years.
	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.
Superintendent of mail coach " " "	300 - -	—	—	—	—
One clerk " " "	" " "	50 - -	100 - -	110 - -	120 - -

## SURVEYOR'S OFFICE.

## ESTABLISHMENT.

	SALARY.	OTHER EMOLUMENTS.	TOTAL SALARY and EMOLUMENTS.
	£. s. d.	£. s. d.	£. s. d.
Resident surveyor - - - -	295 7 8	- - -	295 7 8
Four riding surveyors:			
One at - - - -	92 6 4	—	—
Travelling allowance of 1 l. 4 s. per day, and 11 d. per mile when on duty - - - -	- - -	388 10 3	480 16 7
One at - - - -	92 6 4	—	—
Allowances as above - -	- - -	170 8 2	262 14 6
One at - - - -	92 6 4	—	—
Allowances as above - -	- - -	460 9 4	542 15 8
One at - - - -	92 6 4	—	—
Allowances as above - -	- - -	277 1 5	369 7 9
Two extra surveyors:			
One at - - - -	—	—	—
Allowances as above - -	- - -	254 10 10	254 10 10
One at - - - -	—	—	—
Half pay lieutenant in the army	- - -	80 1 5	—
Allowances as above - -	- - -	233 4 6	313 5 11
£.	664 13 -	1,854 5 11	2,518 18 11

THE Resident Surveyor is the title of one of the offices, which, by the original Post-Office Act, were directed to be created by letters patent. Mr. Bushe appears to have held this office ever since the year 1793, being within ten years of its original creation. It will be seen from the official Return that no duty whatever is attached to the situation; and in explanation of this circumstance, it may be sufficient to quote the following passage from the Report of Lords O'Neill and Clancarty in 1807.

" With

" With respect to the Resident Surveyorship and Comptroller of Bye-Letters, two officers of considerable importance and perfectly distinct in themselves, these were united into one, and granted by patent during good behaviour in the year 1793, at a salary of £.319. 19s. 8d. to Mr. Bushe, who, on a Return of the Post-Office Establishment made in 1801 to Government, in consequence of a requisition from their Chief Secretary, declares that the grant was made to him as a total and absolute sinecure, in reward for the services of his father, and that it would be impossible for him to do any duty. Certain it is, that, since the appointment of Mr. Bushe, no attendance whatever has been given by the principal officer of these combined though distinct and separate offices.

" The duties of the Resident Surveyor, with the exception of that connected with the mail-coach system, we propose to have transacted as in England in the Secretary's office; and in the event of the determination of Mr. Bushe's patent, we should suggest the propriety of appointing the Secretary Resident Surveyor, without however attaching to this officer any additional salary, although the increase of one clerk in his department may perhaps on this account hereafter become necessary."

The suggestions contained in the above extract appear to have been adopted, since we found the office of Resident Surveyor in the situation which is there described, the duty being imposed upon the Secretary, and Mr. Bushe continuing to receive the salary annexed as a mere sinecure, and having, upon the application of Sir Edward Lees, distinctly refused to take part in the business of his office.

No. 107.

We may suppose the acquiescence of the Postmasters-General in such an arrangement to have been founded on some peculiar reasons which existed at the period when it took place: of these reasons, however, we have not obtained any knowledge; and in the absence of such information we do not hesitate to state, that on general grounds the arrangement appears to be objectionable in various respects. There is a manifest impropriety in permitting the name of an individual to remain on the official Establishment as filling an important office, the business of which has been wholly transferred to another branch of the Department; and we would suggest that Mr. Bushe should be distinctly called upon either to perform the duties belonging to the situation of Resident Surveyor, or to surrender his patent. In the latter case it will be for His Majesty's Government to consider and decide upon the claims he may have to receive, in the shape of retired allowance or compensation, the whole or any part of the salary which he now enjoys. We also think there is much objection to the transfer of the duties of the office in question to that of the Secretary, because such an union of offices necessarily interferes with the general classification and division of business established throughout the Department, and seems to be incompatible with the character of the office of Secretary, which is understood to be constituted as the general organ of communication, and for the purposes of superintendence with respect to all the other offices, rather than as charged with the executive business of any branch of the Department. In what the peculiar duties belonging to the office of Resident Surveyor at present consist, our inquiries have not enabled us to state. The description given in the official return of the duties falling upon the Secretary, from the circumstance of his acting also in the capacity of Resident Surveyor, appear to be such as would in great measure equally belong to the ordinary duties of Secretary, if the additional office had remained in other hands. We allude particularly to the "receiving, examining" and transmitting to the Postmaster-General the applications for new post-towns, "and proposals for mail-coaches, and to the correspondence with District Surveyors and Inspectors." It is very probable that at the time when the Irish Post-Office was first constituted as a separate establishment, the services of a Resident Surveyor were thought necessary to assist in carrying into effect the arrangements consequent upon the formation or re-modelling of the various provincial communications, or the appointment may have been decided upon with a view to conformity with the English Department, which at that time had also its Resident Surveyor as a distinct officer. We are satisfied, however, that neither of these reasons will be found to afford any grounds for the continuance of the office. The more executive and local branches of the duty have now, for a long period, been committed to the District Surveyor, whilst that consisting in correspondence and general superintendence has naturally become united with the ordinary business of the Secretary. The object of uniformity with the practice of England will be equally found to fail as a reason for

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a continuance of the office, since it is stated by the English officers that no such office at present exists in their Department, "the duties of the Resident Surveyor" having merged in the Secretary's Department."

As the circumstance of the office of Resident Surveyor, having both in England and Ireland, become united to that of Secretary, might lead to the impression that some object of official convenience was gained by such an union, it may be proper to observe, that in both instances the arrangement appears to have been adopted from motives rather of a personal than an official character. In the case of Ireland, the duty seems to have been thrown upon the Secretary, on account of the admitted impossibility of procuring its execution by the person charged with the office; and in that of England, the Secretary, at the time of his appointment, holding the office of Resident Surveyor, was permitted to retain it, from considerations personal to himself.

Under the arrangements above described, it may be stated, that the whole executive part of the business of the Surveyor's Department has been left to the District and Extra Surveyors, upon whose offices we proceed to remark.

For a description of the nature and of the importance of the duties entrusted to this class of officers, we perhaps cannot do better than refer to the following extract from the Report addressed to us by Messrs. Johnson and Hume, and which will be found to be fully confirmed by their examination on the same subject in the Appendix.

#### " SURVEYORS OFFICE.

No. 9.

" The efficiency and regularity of the Post-Office very much depends upon these officers. They can hardly travel too much through their districts, if they industriously apply themselves to their duties. The opening of bags, and sorting and examining of letters and of letter-bills in every office which the Surveyor visits, is the surest method of preventing frauds between the Postmasters and their clerks, which it appears have been practised in Ireland in a way not known in England. The Surveyor has also then the means of ascertaining if the letters are taxed with the full rates, and probably may make considerable advances on them. He also can correct any irregularities of franking through the cross-posts, or any mistakes or neglects of the Dublin-Office. He should examine the Deputies' accounts, and report any arrears, and should examine the dead and returned letters, to see whether due diligence has been used for their delivery, or whether any of them have been opened before their return. His mind should be directed to every minute detail of the regular course of business; and he should besides consider whether, in every case, public accommodation has been carried to the just extent, and report whether any and what arrangements can be made for the posts. When to all this is considered the difficulty of keeping in exact order and celerity the circulation of letters between more than 400 post towns, exclusive of their connection with the capital, and that the fixing and maintaining the proper routes for such circulation is the business of the District Surveyors, it will be seen that these are objects amply sufficient to call for their almost continual perambulations, and that the connecting links of the great chain of correspondence are under their especial charge. There are in Ireland four Riding Surveyors and two extra. We are of opinion, that if the four were actively employed they would be found quite sufficient. There are only two in Scotland, and in England seven."

No. 159, 153, 154.

With respect to the actual performance in Ireland of the duties described in the above extract, we beg to refer to the examinations before us of Mr. William Cupples, a Surveyor on the Establishment, and of Mr. Hugh Lang and Mr. A. W. Webb, extra Surveyors; and we think it will be apparent, from a consideration of their examinations, that the Department has failed of availing itself of their services to the extent which an adequate performance of the duties above described would have required. It will also, we think, be manifest from the above evidence, that this failure is not to be attributed to any personal deficiency in the Surveyors, since it appears that very little discretion of employing themselves as occasion might require is left to them; and that, under the regulations of their office, every duty upon which they are employed must be the result of a specific order transmitted through the Secretary. This regulation appears to be carried to an extent which

must

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must, in a great degree, deprive the service of the benefit to be derived from the residence of these officers in or near what ought to be the scene of their activity; and indeed Sir Edward Lees expresses an opinion, that the Surveyors might as well be resident in Dublin. This opinion must have reference to the insufficient manner in which the Surveyors have been employed; but we apprehend it could hardly be entertained with reference to that class of officers, if they were entrusted with the means of performing their duties with that degree of promptitude and effect which, in our opinion, the importance of those duties would require. For this purpose, however, it is obviously essential that more confidence should be reposed, and more discretion vested in the District Surveyors, than appears hitherto to have been the practice of the Department.

Having had reason to suppose that the due employment of the regular Surveyors was interfered with by a custom which had obtained in the Post-Office of sending clerks from Dublin to do the duties of Surveyors in various parts of the country, we called for a return of the employment of that class of officers, distinguished into Surveyors, Extra Surveyors, and Acting Surveyors. From this account it will be seen, that during portions of the years 1819, 1820, 1821 and 1822, whilst the regular and the extra Surveyors were unemployed, persons were sent from Dublin to perform their duties in the country, thereby occasioning a loss of emolument to the regular officer, and an inconvenience, if not a loss, to the Department, by taking a clerk from the performance of other duties in Dublin. It had been represented to us that this custom had prevailed to an extensive degree, and, as was stated, from motives of personal partiality, we therefore directed some particular inquiries to the subject. The result of these inquiries, and especially of the examinations of the several Surveyors above referred to, and also of Mr. Burrows, the Minute Clerk, has been to satisfy us that the practice above alluded to has been permitted to prevail to an undue extent, and in such a manner as to afford grounds for the suspicion above alluded to, although we should at the same time state that upon the attention of Sir Edward Lees being called to the point, he disclaimed all knowledge of such substitutions having been resorted to unnecessarily, and with a view to the interest of the individual employed rather than to the convenience of the public. We do not think it necessary to pursue this subject into further details, being satisfied that a perusal of the examinations above referred to will be sufficient to draw the attention of the Department to the expediency of taking measures for preventing the existence of a practice which has given occasion to much complaint, and which cannot but interfere with the established regulation and distribution of duties in the several offices.

We have only to add under this head our conviction that four active Surveyors will, under efficient direction and distribution of duty be sufficient for the service of this branch of the Department in Ireland.

On the renewed inquiry into the Department, one other of the established district Surveyors was examined, principally with respect to an individual case of complaint, to which we do not think it necessary at present more particularly to advert. We refer, however, to this examination as containing additional particulars and explanations with respect to the irregularities of country Postmasters, and especially as to the opportunities for fraud by the collusion of those who have accounts with each other. Mr. Featherstone states that he is in the constant habit of examining the taxation of letters in the country, and that he corrects numerous mistakes by that means; but he seems to admit that that can be no complete protection against deliberate frauds of this description.

The following is the Establishment we would propose for the future conduct of the business of the Surveyors-Office:

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No. 120.

	FIXED SALARY.	Increase from length of Service:			
		Under 5 Years.	After 5 Years.	After 10 Years.	After 15 Years.
		£ s. d.	£ s. d.	£ s. d.	£ s. d.
Four surveyors, each - - -	- - -	100 - -	115 - -	150 - -	200 - -
With travelling allow- ances 11 s. per mile, and of 21 s. per day, when on duty.					

## PENNY POST OFFICE.

	SALARY.	OTHER EMOLUMENTS.	TOTAL SALARY and EMOLUMENTS.
	£. s. d.	£. s. d.	£. s. d.
Comptroller - - - - -	184 12 4	- - -	184 12 4
With apartments, coals and candles.			
Chief clerk and collector - -	138 9 4	- - -	138 9 4
Senior sorters :			
One at - - - - -	83 1 8	- - -	83 1 8
One at - - - - -	83 1 8	- - -	- - -
Registry clerk of double-post re- gistry letters - - - - -	- - -	20 - -	103 1 8
Junior sorters :			
One at - - - - -	64 12 4	- - -	64 12 4
One at - - - - -	64 12 4	- - -	64 12 4
Windowman - - - - -	64 12 4	- - -	- - -
Probationary Inland-office - -	- - -	48 - -	112 12 4
Stampers :			
One at - - - - -	27 14 -	- - -	27 14 -
One at - - - - -	27 14 -	- - -	27 14 -
Porter - - - - -	35 18 8	- - -	35 18 8
Receiving-house-keepers, eighty-two at £. 4. 12 s. 4 d. - - - -	378 11 4	- - -	378 11 4
Letter carriers :			
10 at 16/8 per week - - -	433 6 8	- - -	2,168 16 8
10 at 15/9 - - - - -	409 10 -		
11 at 14/10 - - - - -	414 4 8		
11 at 13/11 - - - - -	398 - 4		
15 at 12/11 - - - - -	503 15 -		
£	3,321 16 8	68 - -	3,390 16 8

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Nos. 34, 35.

A DESCRIPTION of the duties attached to the several appointments above specified will be found in the Appendix, with full particulars of the officers by whom they were held at the date of the return.

By

By the statute which provided for the establishment of a General Post-Office in Ireland, it was enacted, that it should be lawful "to and for the said Postmaster-General for the time being to settle and establish an office, to be called the Penny-Post-Office, in some convenient place within the said city of Dublin, and other offices, to be called receiving-houses for penny-post letters in the said city or county of the same city, and in parts adjacent to the said city and suburbs, not more than four miles distant from the General Post-Office therein."

23 &amp; 24 Geo. 2.

The Penny-Post-Office, which was constituted in pursuance of this Act, formed part of the establishment which was examined by the former Commissioners of Inquiry, who by their Report, after noticing generally the defective system of management, as well as the unproductiveness of this branch of the Department, express a hope that those defects would be remedied without delay. This expectation appears to have been justified by the complete re-modelling of the office, which took place in 1810, under the direction of Lord Clancarty. The deliveries, which were originally only two in the day, were increased to four, and they have since been extended to six, and additional receiving-houses and letter-carriers have been successively appointed, to the amount stated on the above establishment.

North Report of  
Commissioners of  
Inquiry into Fees  
and Gustafson,  
p. 16.

Mr. Baynes, the present Comptroller, was appointed to that office at the period when these improvements took place; and in his examination will be found a full description of the state of his office, and of the regulations under which it is carried on. From this examination it appears that two of the practices, upon which, in observing on other parts of the Department, we have already commented as being open to much objection, prevails also in the Penny-Post-Office; we allude particularly, first, to the practice of permitting the regular letter-carriers on the establishment to absent themselves habitually from their duty on employing a substitute taken from among the supernumeraries in the office at a reduced weekly payment, a practice which becomes the more objectionable, from the circumstance that (in the instances before us) the persons to whom it is permitted, are also holding situations in other public establishments totally distinct from the Post-Office. Secondly, to the liberty allowed to the sorters and other persons belonging to the office, of sending and receiving their own letters and those of their friends without charge; and especially of those who are present at the opening of the bags being permitted to help themselves to such letters as they may claim, without check or account.

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This examination also refers to the practice of circulating through the Penny-Post, newspapers and other periodical publications, for the benefit of the Clerks of the Roads and the Express Clerks, upon which we shall offer some remarks under the head of those offices.

Ibid.

The general expenses of this Department are stated by Mr. Baynes to have continued at the same amount from the time of its formation under Lord Clancarty. This expenditure had, up to the year preceding the date of his examination, exceeded the amount of receipts in the last year, the one being about £. 3,700, and the other £. 3,400; the receipts, however, are mentioned to be progressively increasing.

In further illustration of Mr. Baynes's examinations, two accounts were, at our desire, annexed: 1st, A Return of newspapers sent free through the Penny-Post-Office, under the privilege of the Clerks of the Roads, from January 1810 to 1st October 1823; 2dly, A Return, stating the number of letters put into the Penny-Post receiving-houses for six months, from 6th January to 5th July 1823, and the tenths receivable by each keeper. In the examinations of Sir Edward Lees on this subject, he confirms the anticipation of the Comptroller as to the improving state of this branch of revenue, and at the same time decidedly expresses his opinion that the establishment is larger than is required. He also states that the Postmasters-General have a power, by Act of Parliament, of extending the deliveries of the Penny-Post from four miles to six round Dublin; but he does not think that the amount of correspondence is such as to justify such an extension, except in one or two instances, with respect to which he adds that such extension may be limited. He appears to admit the extent of the practice which has prevailed of sending letters and publications by the Express Clerks and other officers through the Penny-Post; for which, however, he does not offer any authority, but merely states his belief that it has been permitted for want of being observed upon. The representations of

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Sir Edward Lees and the Comptroller with respect to this part of the office are in general confirmed by the testimony of the English officers, who, under our direction, inquired into all the details of the Penny-Post Office in Dublin. They state, that "in the spring of 1822, the deliveries, which had been previously four, were made six; they had stood at four since 1810, when the Penny-Post was newly modelled, and fifty-seven letter-carriers were then appointed. The expenditure has till very lately exceeded the produce, though the produce has greatly increased. The six deliveries were made without the appointment of any additional number of letter-carriers, and this alteration has produced an increase, which appears to be regularly augmenting. For the half year ending the 31st April 1823, the produce was £1,989, the expense £1,921, showing for the first time a small profit. In the second quarter of 1822, the gross receipt was £1,799; in the third quarter, £1,853; the fourth quarter, £1,891; the first quarter of 1823, £1,975; the second ditto, £1,917. This consecutive increase shows that the public value and make use of the additional convenience of the Penny-Post, and through a more moderate establishment might yield a greater net gain; yet finding the Dublin Penny-Post constituted as it is, and affording so great a public accommodation, apparently also containing the elements of greater profit to the revenue, we do not think it would be wise to contract the number of deliveries or of letter-carriers. The Penny-Post also affords a great facility to the delivery and collection of General Post letters beyond the Circular Road, and of course has a tendency to increase the General Post revenue." These officers, it will be seen, were also of opinion that the establishment of this Department was not too large to provide for the requisite attendance, which, with respect to the window-men, is necessarily required for the whole day. Sir Edward Lees, on the other hand, both in his examination, already cited, and also in the written observations subsequently laid before us, expressed his conviction that a considerable part of the above-mentioned establishment might be dispensed with. It will be seen, however, that the reduction which he contemplates is proposed to be in part effected by uniting the window department of the Penny-Post to that of the General-Post, which will obviate the difficulty as to providing a necessary relief for the persons on duty at the window. We extract the whole of Sir Edward Lees's written observations on the Penny-Post-Office. "This branch of the Department was newly modelled in 1809, and in every respect assimilated as nearly as possible with the corresponding Department in England. The scale of its expense is beyond its produce, and I am convinced is far beyond its wants. I am sure there is a great redundancy of officers in the management of it; and I would recommend the gradual reduction of them all, except the Comptroller, Collector, Sorters and Stampers, and the Messengers. The present Chief Clerk and President holds a situation in the Inland-Office; the principal Window-man does the same. I consider them to be in a great measure incompatible with each other. I am of opinion that the postage paid on Penny-Post letters may just as easily be paid at the General Post paid-window. It is as near the Penny-Post sorting-table as the window is where the penny postage is at present paid. The country part of this establishment I would also revise: deliveries are, I am sure, extended to places and receiving-houses established where there are few or no letters to distribute at or collect from."

No. 11.

We have only, in addition, to express our concurrence with the view taken of this branch of the office in the above remarks, and to recommend that, as soon as circumstances will permit, a revision and reformation of the Penny-Post-Office should be carried into effect, in conformity with the suggestions which are therein contained.

No. 155, 156.

Our renewed inquiry into this branch of the Department included the examination of Mr. Baynes, the Comptroller, and Mr. O'Neill, the Chief Clerk and President. It will be seen from the former that some alterations had taken place, which were suggested as improvements at the former examination. We allude especially to the change on the Establishment, by the reduction of the two window-men, one of whom however remains on the establishment of the office, although doing duty in the Alphabet-Office. Mr. Baynes also states that steps have been taken to put an end to the practice which we had formerly remarked upon, of allowing the employment of substitutes by letter-carriers. Mr. Neal John O'Neill, the Chief Clerk and President, who had not been previously examined, supplies

same

some further details on the practice of his office, especially with respect to unknown or refused letters, and to the privilege of franking through the Penny-Post. This privilege, it appears, is not exercised under the authority of any statute, except that which relates to the circulation of charity letters, &c. From Mr. O'Neill's statement it would certainly seem that the privilege allowed in this respect has been carried to an undue extent, to the serious injury of the revenue. The exercise of it should, we think, be strictly confined to the provisions of the Act of Parliament.

In our preceding Report we have adverted generally to the advantages which might be derived from uniting the distinct classes of General and Twopenny-Post letter-carriers into one body, so that their services might be made generally available for the delivery of both description of letters. On a consideration of this subject, with reference to the Irish Establishments, we are satisfied that all the reasons in favour of such a combination, with regard to London, would be found to apply with equal, if not greater force, in the case of Dublin, with the strong additional argument in the latter case, arising from the comparative uncertainty in the times of the arrival of the British mails, which necessarily form so large a proportion of the general delivery. We defer going into any details on the subject of this recommendation, until we shall have submitted a subsequent Report, which will specially relate to the establishment of the Twopenny-Post in London. In suggesting, therefore, the following scale of proposed Establishment, it must be understood as recommended for adoption only pending the consideration of the extent to which further reductions may be made in it, in the event of the arrangements above contemplated being carried into effect.

Eighteenth Report.

	FIXED SALARY.	Scale of Increase from length of Service.			
		Under 5 Years.	After 5 Years.	After 10 Years.	After 15 Years.
	£. s. £.	£. s. £.	£. s. £.	£. s. £.	£. s. £.
Comptroller - - -	250 - -	-	-	-	-
One senior clerk - - -	- - -	140 - -	160 - -	180 - -	200 - -
Four junior clerks, each	- - -	90 - -	100 - -	110 - -	120 - -
Fifty-seven letter-carriers, each - - -	- - -	50 - -	60 - -	70 - -	80 - -
One messenger at 20s. per week.	- - -	-	-	-	-

## SURGEON.

	SALARY.	OTHER EMOLUMENTS.	TOTAL SALARY and EMOLUMENTS.
	£. s. d.	£. s. d.	£. s. d.
One surgeon - - - - -	98 6 4	- - -	98 6 4

THE official Return of Establishment in 1823 did not comprise an officer under the above title; this, however, appears to have been an omission, as the subsequent Returns, both for 1826 and the present year, include such an appointment on the regular Establishment of the Inland-Office. By the examination of Mr. Kerin, in the course of our renewed inquiry, it appears that he has held the situation since the year 1815; that on his first appointment his salary "was only £.60 per

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Nos. 24, 25.

No. 195.

"year," but that the services which he rendered to the Establishment "induced the Postmaster-General to increase it by degrees, till it came to be a hundred a year Irish." The duties performed for this salary he describes as follows: "I attend, if called upon, all the sick in the Establishment; I inspect all the letter-carriers and guards previous to their appointment, and attend them when unwell; I report upon them when from illness they are unfit for duty, and I have again to report upon them when they are well enough to resume their business." With regard to the clerks, "I have to report upon and attend them when called on, in case of illness or absence from duty; I mean, that it is my duty to state whether their absence is caused by illness or not." He also examines the charges for medical attendance on mail guards in the country, and reports upon the cases of officers applying for superannuation. The services above described are further urged by Mr. Kerin in a memorial which we have inserted in the Appendix, in which he prays for an increase of salary on the ground of the smallness of its amount in comparison with those paid to the medical officers of other public establishments. The information which we have received on this subject does not enable us to offer an opinion as to the adequacy of the present salary; and indeed we should be unwilling to interfere with the discretion which, in such a case, would be properly left with the Postmaster-General, even if there had not been other reasons which induce us to refrain from submitting any specific recommendation with respect to this appointment. The office of Surgeon, your Lordships will observe, does not appear on the Establishment of the English Department. We have no doubt that, under the general assimilation which we propose with respect to the situation of the officers in both countries, the same grounds on which such an appointment has been dispensed with in London would be found equally applicable to Dublin. In offering this opinion we are far from intending to imply, that at the period when the appointment was originally made, it was not sufficiently called for by the circumstances of the Establishment, more especially with reference to the extent to which the system of habitual absence from duty has been allowed to prevail. In this respect, however, the interference of the Surgeon appears to have produced but little practical check; for although his certificate may have been required, in the first instance, on giving leave of absence, no renewal of such certificate appears to have been called for in cases in which the absence has been protracted much beyond the time applied for. Another strong ground, in the Irish Department, for providing medical assistance at the public expense, may have also arisen from the severity of attendance and inferiority of salary, as compared with the English Office, to which a large proportion of its officers were subject; as a leading object of our recommendation is, as we have already stated, to do away with all such distinctions, and with them the reasons for medical assistance in the one office, which do not exist in the other, must in great measure cease. Having received several representations with respect to the injurious effects on the health of the clerks of the evening duty in the Inland-Office, we particularly examined the Surgeon on this point; and from his examination, and also from a letter annexed, in which he details the result of a special inspection of the office, it will be seen that, although he thinks some improvement may be made, especially with respect to the ventilation of the office, he attributes generally any injurious consequences that may have been experienced rather to the severity of the daily work required, than to any defects in the building in which it is carried on.

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## HOUSEKEEPER'S DEPARTMENT.

	SALARY	OTHER EMOLUMENTS.	TOTAL SALARY and EMOLUMENTS.
	£. s. d.	£. s. d.	£. s. d.
Housekeeper - - - -	92 6 4	- - -	92 6 4
Two door-porters at £.48. - -	96 - -	- - -	96 - -
One - - - - at £.36. - -	36 - -	- - -	36 - -
Two fire-lighters at £.31. 4. - -	62 8 -	- - -	62 8 -
One lamp-lighter at £.36. 16. 8. -	36 16 8	- - -	36 16 8
One ditto - - at £.16. 4. - -	16 4 -	- - -	16 4 -
Eight housemaids at £.27. 14. -	221 12 -	- - -	221 12 -
£.	501 7 -	- - -	501 7 -

OUR inquiries have not led to any particular observations under the above-mentioned head of Establishment, with respect to which we have only to recommend the adoption, so far as circumstances will permit, of the principle of assimilation, both as to duties and emoluments, with the corresponding offices in the English Department.

With this recommendation we conclude the remarks which have been suggested by our examinations of the various offices included in the Establishment of the Post-Office in Ireland, considered as a distinct and independent Department. Our remaining observations will apply to the same Department as subsidiary to, and forming a part of, the Post-Office Establishment for the general and indiscriminate service of all parts of the United Kingdom.

## CLERKS OF THE ROADS AND EXPRESS CLERKS.

THESE appointments are not classed among the offices returned upon the Post-Office Establishment, because, although the individuals who hold them are regular clerks of the Department, the business upon which they are employed, and the emoluments which they receive under the above titles, are considered as concerns of a nature altogether private. This intermixture of public and private capacities, which we think is in itself objectionable on general principles, becomes infinitely more so by the complicated and injurious arrangements to which it has given rise. The offices in question were the subject of a minute investigation by the Commissioners of Fees and Gratuities; and the whole of the Supplement of their Ninth Report is devoted to a detailed explanation of the circumstances under which the offices were at that time held. Referring to the above Report for more full particulars, it may be sufficient to preface our own observations on this branch of the Department, by a brief summary of the principal facts connected with the situation in which we found it at the date of our inquiries.

Ninth Report of  
Commissioners of  
Fees and Gratuities,  
and Supplement.

The title of Clerk of the Roads was originally attached to the four senior officers of the Sorting-Office, one of whom presided over each of the roads or districts into which the kingdom was for Post-Office purposes divided; the Irish Post-Office Act having exempted from postage such printed votes or proceedings in Parliament, or printed newspapers, as should be sent without covers, or in covers open at the sides, signed by a Member of Parliament, "or directed to any such member, which shall be sent by certain officers in the office of His Majesty's Postmaster-General, who shall be thereunto licensed by the said Postmaster-General respectively," the privilege became attached to the four Clerks of the Roads, under the license of the Postmaster-General. On the new modelling of the Sorting-Office (to which we

13 & 24 Geo. 2.  
c. 17.

have before alluded) the title of Clerk of the Roads ceased to be attached to any officer doing actual duty, and was retained merely as the designation of those clerks who continued to enjoy the privilege which had belonged to that appointment.

For some time, however, previous to the period when the Sorting-Office was new modelled, two of the four Clerks of Roads had ceased to belong to that office; one of these officers having been appointed Secretary, and another Keeper of the Alphabet; but in addition to the two remaining clerks in the Sorting, or (as it was called) the Inland-Office, who continued to hold the above-mentioned privilege, a further privilege was granted to two other clerks in the same office, under the title of Express Clerks, consisting in an exclusive power of delivering in Dublin, as soon as might be after the arrival of the British mails, lottery slips and British newspapers, hence termed Express Papers. This latter privilege was subsequently extended by allowing to the same persons the free dispatch of British newspapers throughout Ireland, the circulation through the Clerks of the Roads, which had included British newspapers, being at the same time confined to those published in Ireland. Shortly after the Act of Union, the circulation of newspapers through the Clerks of the Roads, and consequently the emoluments of those officers, were found to be very materially diminished, and the memorial (a copy of which is inserted in the Appendix) was presented to the Postmasters-General, for the purpose of obtaining compensation for the loss of income to which the holders of the privilege were thereby subjected. In consequence of the representations in this memorial, it was thought right that a compensation should be made to the four Clerks of the Roads, by guaranteeing to each of them an amount of income equivalent to what they had derived from their salaries and the profits on the circulation of newspapers, taken on an average of three years, ending in 1801. This arrangement was accordingly carried into effect, and continued to exist at the period of the inquiries by the Commissioners in 1809. In the course of these inquiries the Commissioners found reason to believe, that the returns of profits upon which the amount of compensation to the Clerks of the Roads had been calculated, were made out on an incorrect principle, carrying with it strong appearances of fraud; and they accordingly applied themselves to minute investigation of all the details relating to the above calculation; and the results of that examination are fully stated in their Supplemental Report already referred to.

In consequence of these disclosures, the arrangement which was stated to have been thus fraudulently acted upon was wholly put an end to; and two of the Clerks of the Roads who were thought to have been the most implicated in making out the erroneous returns were dismissed from their situations. About the same time another of these officers having died, three new Clerks of the Roads were appointed, in addition to the Secretary, who continued to hold the clerkship of the Leicester Road.

From the termination of the arrangement in 1809, until the following year, no further settlement having taken place, the Clerks of the Roads were left to make what they could of their several privileges, which are stated to have been "very handsome indeed, far beyond the average of 1802." In 1810, however, an Act of Parliament was passed, at the instigation of the then Government of Ireland, the effect of which was to reduce very materially the profits thus made. This result was produced by extending the time at which newspapers might be put into the Post-Office by the public for dispatch by each night's mail, from six o'clock until the time at which the receivers were closed to the public for letters, by which means the editors generally had the same advantage in respect to time as had been previously confined to the persons having the privilege. As soon as this diminution of profit was experienced, the Clerks of the Roads joined in addressing a further memorial to the Postmasters-General, praying for compensation on account of the losses to which they had been subjected by this Act of the Legislature. These memorials were transmitted to the Irish Government by the Postmasters-General, accompanied by their own recommendations, that a new arrangement should be made with the memorialists; according to which, an annual sum should be guaranteed to each of these officers, equal in amount to the sum which had been returned as their respective profits in 1802; and that in case the future profits should exceed those sums, the parties should have the benefit of such excess. By a subsequent letter, in the same year, the Postmaster-General recommended that in addition to the terms before suggested, a further compensation should be made to the

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the officers in question, on account of the losses they had incurred from the effects of the above-mentioned Act of Parliament.

By the letter of the Secretary to the Irish Government in answer to the above representations, it will be seen that the Lord Lieutenant acquiesced in the arrangement, to the extent of guaranteeing the account of salaries as proposed, but declined to sanction the addition of any surplus profits, or of any further compensation.

In pursuance of the above decision it was accordingly settled, that the Clerks of the Roads, and their successors in the office, should be paid the following annual sums, to be charged on the revenue of the Irish Post-Office, viz.

	£.	s.	d.
The Clerk of the Leinster Road - - -	849.	1.	4.
The Clerk of the Connaught Road - - -	523.	6.	0.
The Clerk of the Northern Road - - -	408.	10.	0.
And the Clerk of the Munster Road - - -	378.	0.	6.

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It was also a part of this arrangement, that the officers should continue to manage the circulation of their respective roads, and to collect the payments from their subscribers as formerly, for which they were to be allowed a certain sum in addition to the guaranteed annual payment; and that after deducting such expenses of management, the remainder of the monies collected should be carried to the account of the public, to be applied in diminution of the charges for the several salaries. Separate accounts were also to be kept of the receipts and payments of each of the four roads, which should be certified once in each quarter, on the oath of the clerk or the person deputed as the manager on his behalf. In the examination of Sir Edward Lees will be found the form of one of these accounts, being the last which at that time had been passed, by which it will be seen, that after deducting the expense of management, the profit by the exercise of the privilege for the preceding quarter of a year, amounted to £ 34. 12s. 3½d., whilst the proportion of the guaranteed allowance for the same period was £ 94. 10s. 1½d., leaving a deficiency to be made good out of the revenue, in the way of compensation, of £ 59. 17s. 10½d. This account is preceded by another, showing the form in which the accounts were kept previously to the last arrangement, that is, between the years 1802 and 1809, when the accounts were only rendered once a year, and comprised a joint return from all the Clerks of the Roads.

The arrangement above described is that which is still subsisting, so far as concerns the four Clerks of the Roads, and their respective privileges of transmitting Irish newspapers; but, according to the statements of Sir Edward Lees, it does not in any degree extend to the circulation of English newspapers.

Ibid.

With respect to the latter publications, it appears that Sir Edward Lees having, as Clerk of the Leinster Road, claimed a right of circulating such papers through Dublin, this claim was resisted by the Express Clerks on the ground of its interfering with their privilege. After a long contention between these parties, which continued till the year before the commencement of our examinations, they at that period entered into an agreement under their several hands, with the sanction of the Postmaster-General, whereby it was settled that the business arising out of the privilege claimed by the four Clerks of the Roads and the two Express Clerks, of circulating lottery slips, British newspapers and periodical publications, should be carried on exclusively by Messrs. Leet and Dejoncourt, the two Express Clerks, for the joint benefit of all the six parties to the agreement, who should respectively participate in the profits, according to a proportionate rate therein specified.

Appendix,  
Nos. 18, 19.

For a more full detail of the circumstances under which the above-mentioned arrangements, with respect both to the Clerks of the Roads and the Express Clerks, have taken place, we refer especially to the examinations mentioned in the margin; and at the same time we beg to express our opinion, that a consideration of that evidence, and of the other documents to which we have referred under this head of inquiry, must lead to a conclusion against the expediency of continuing either of the above appointments on their present footing.

Nos. 95, 102, 115,  
116.

The only grounds which we have been able to discover for the maintenance of the institutions in question are those stated by Lord Rosse, namely, "that they offer a cheap way of paying so many men; one is the principal means of paying the Secretary, and the others as provisions for men who have spent a long life in

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" the Post-Office ; it is a great inducement to men to behave well, and to continue  
 " for a length of time in the Post-Office ; it adds to the respectability of the office ;  
 " and that it is a desirable mode of providing a few situations for old officers of  
 " respectability, as it does not put the public to any expense."

After the summary which we have given of facts connected with these appointments at former periods, and of the circumstances under which they are actually held, it will be unnecessary to enter into any further detail, for the purpose of showing that however applicable the statement above cited may have been to the offices in question at the time of their original institution, it ceases to convey a just description at present, when the principal argument adduced in their favour, namely, that they afford a source of profit to the officer, without expense to the public, must obviously be in great measure abandoned, inasmuch as it appears that the public has been put to expense, in order to make good the guaranteed amount to the four Clerks of the Roads ; and we may add, that from the evidence on the subject there is every reason to believe that the profits of the privilege will continue to decrease, and that consequently the charge on the public will become progressively greater. In the year preceding our examination, it appeared that the value of the privilege on the Leinster road, by far the largest in point of receipt, did but barely cover the expenses of management, and the other roads were apparently in nearly the same predicament. On applying to the Secretary for his opinion as to the expediency of continuing the arrangement under such circumstances, he stated, " as long as there is any thing received by Government upon the principle " of economy, it would be better to let the thing go on even incorrect in principle, " as I have ever considered the privilege to be."

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No. 115.

Fully concurring in this opinion as to the objectionable nature of the privilege in question, we nevertheless cannot admit that the objections to it ought to be overruled by any arguments resting merely on the economy of the practice, even if such arguments derived weight from the saving to be effected being much more considerable than from the preceding statements and the accounts referred to, it appears actually to be.

We proceed therefore to submit some of the principal grounds on which we should recommend the abolition of the privilege. Advantages derived by individuals from their official situations, which directly interfere with the course of any branch of private trade, can be justified only by some great public object of convenience ; that no such object exists in the present case is admitted on all hands ; and in answer to a direct inquiry on this subject Sir Edward Lees answered, that he saw " no advantage whatever beyond the individual himself."

No. 102.

The effect of the privilege is simply to invest the officers who exercise it with the character of newsmen, distinguished from others in the same trade only by their being at the same time public functionaries, and in that character enjoying such advantages over their competitors as may be derived from the greater facilities of dispatch and correspondence which their situations in the Post-Office may afford them.

Until the Act of 1810, already alluded to, which extended the general time for receiving newspapers at the Post-Office, these advantages were so great as nearly to exclude all competition and it appears to have been through the disclosures made in consequence of the inquiries of the Commissioners in 1809, that the fact of the great profits made by the Clerks of the Roads at the expense of the editors or proprietors of newspapers was first publicly known. The representations made to the Government on this occasion produced the measure of 1810, of the justice and propriety of which we think there can be no doubt, notwithstanding that the prospect at that time held out by the editors of great advantage to the Revenue from increase of postage has, as it is stated, been defeated by a contrivance of the parties in whose favour the concession was made. That there are, however, still advantages enjoyed by the privileged officers over the public newsmen, and more especially that the privilege confers the means of exercising control and observation over rivals in trade, will, we think, be sufficiently apparent from the examinations of the several proprietors of the principal Dublin newspapers and newsmen, which are referred to in the margin. To the objections which, as we apprehend, obviously exist to such an intermixture of public and private business as is above described on general principles, may be added an important objection arising from the peculiar situation.

No. 163 to 169.

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in which the Clerks of the Roads are placed by the arrangement now in force, namely, that as a certain sum is guaranteed to the Clerk of the Road, he has no personal object in increasing the profits derived from his privilege; and inasmuch as an extended circulation adds to the trouble and expense of management, it is rather desirable on his own account to repress such circulation; the arrangement, as Sir E. Lees expresses it, becoming a premium on indolence, and the interests of the Clerk of the Road, or of the person managing his business, being placed in direct opposition to that of the public.

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The observations above submitted refer more immediately to the situation of Clerks of the Roads; but we apprehend that all of the objections there urged against those appointments will be found to apply equally to the Express Clerks, with respect to whom there are also some additional facts which it seems necessary to state. It should be recollected that the privilege originally granted to these officers was confined to the circulation of lottery slips and British newspapers; in the course of the exercise of that privilege, however, it has been extended so as to include other printed publications, to a degree which we cannot but consider as a great abuse. We have already stated that the business of the Express Clerks has been united to that of the Clerks of the Roads, with respect to the circulation of papers other than those published in Dublin. The management of this business is entrusted to Messrs. Loet and Dejoncourt, two of the Clerks of the Inland-Office; and our attention was strongly called to a public advertisement in the names of these officers, printed at the head of the Irish Almanack, by which they solicit the patronage of the public, not only for the purchase of British and foreign newspapers, but for all periodical publications, at a certain rate above the London price. A long list of the publications is given; and it is added, "that their country correspondents will have a peculiar advantage, as upon all occasions when a packet arrives before the dispatch of the inland mails, but too late for general transmission, their newspapers, &c. will be forwarded at the last possible moment." Mr. Loet in his examination acknowledged the above as his advertisement, and that he exercised the privileges in conformity with it to the full extent. A reference to the whole of this evidence will sufficiently point out the effect likely to be produced on the general trade in books, more especially in Dublin, where, as is well known, the supply is almost wholly dependent on importation. The tendency of such an establishment to a monopoly of that supply, at least so far as concerns all publications which are principally sought for on their first appearance, was placed beyond a doubt by the examinations of two of the principal booksellers in Dublin, who respectively gave direct evidence of their having been supplanted in several instances of hitherto customers by the great facilities of supply held out by Messrs. Loet and Dejoncourt. The objection to such an interference with private trade derives much additional force when it is considered that it arises out of an abuse so unquestionable as the extension of the privilege from lottery slips and newspapers, to the list of articles specified in the advertisement.

No. 46.

No. 99.

No. 133.

No. 154, 155.

No. 100.

Independently, however, of all objections arising to the privilege in its extended exercise, there appear to us to be many reasons against its continuance, even when confined to its original limits, which would include the circulation of newspapers only. The Express Clerks, it appears, have correspondents in the London-Office, by whom the papers intended for them are put into private bags and dispatched to Dublin, where on their arrival they are delivered to a person in the private employ of the Express Clerks, and without being subjected to any control or examination in the Post-Office; the bags are left to be opened, and their contents disposed of at the discretion of the persons to whom they are consigned. Such a practice appears to us to be inconsistent with some of the most important objects of precaution and discipline in the Post-Office, and obviously offers opportunities for the greatest abuses. Sir Edward Lees indeed admits that the only security against such abuses consists in the station and character of the officers concerned; and although we have no grounds whatever for supposing that a protection of that kind has not hitherto proved effectual, we need not point out the impropriety of relying upon it as part of a general system of management.

Another, and, in our opinion, a strong objection to the existence of the express privilege, arises from the circumstance that on some occasions it places the private interest of the officer holding it in direct opposition to his public duty; we allude to the advantage which an Express Clerk has in sending out his papers on

Appendix,  
No. 104. 123.

days when the British mail may happen to arrive so late as not to admit of the circulation of the general correspondence which it brings. That this advantage is not imaginary will be seen from its being held out by Mr. Leet in his public advertisement as an inducement for subscribers in the country. Mr. Leet, indeed, admitted that he had an obvious interest in the delay of the general mails; and Sir Edward Lees could not deny that the Express Clerk had a direct advantage from such a delay, although he appears to be of opinion that he would not allow such a feeling to operate in opposition to his duty. Without intending to question the correctness of this latter opinion, we will only add our conviction that it is most desirable to avoid all such collision of private interest and public duty, both on general principles, and especially with reference to the peculiar circumstances of the case, in the investigation of which we were so much occupied, in which he cannot fail to recollect that this interest of Mr. Leet, as an Express Clerk, in opposition to his peculiar duty, not only as a President of the Inland-Office, but also as acting Comptroller of the British Mail-Office, formed one of the most prominent features.

No. 37. 99. 104.  
115. 126. 129.

On the general subject of the privileges in question, full particulars will be found in the several examinations referred to in the margin; and we have only further to express our opinion that these examinations, and the observations which we have already submitted, will be found to justify our recommendations that the establishments of Clerks of the Roads and Express Clerks should be wholly abolished, giving to the actual holders of those appointments the amount of their present incomes in the shape of direct salary, and leaving for future arrangement both the amount of salary and the persons to whom such increased emoluments shall be hereafter allowed. In offering this recommendation we would also suggest the expediency of adopting some permanent plan for the transmission of newspapers through the Post-Office, in which the interests both of the subscribers and proprietors of the papers, and also of the revenue, might be equally consulted. In one of the examinations of Sir Edward Lees he gives the particulars of such an arrangement, which he states to have met with general concurrence on the part of the editors in the first instance, but to have been ultimately defeated by the opposition of one of that body, which he describes to have taken place under circumstances of a temporary nature. The outline of this proposal is, that the Post-Office should undertake to fold up and transmit the papers upon an allowance of one penny on each paper from the editor. An arrangement of this kind he states to have actually taken place with respect to one of the papers of the greatest circulation, and he believes the experiment to have proved satisfactory to all parties. We are not prepared to suggest in detail the measures which may be requisite in order to carry into effect an arrangement of the nature above described, which must obviously depend in a great degree on local considerations and circumstances. We, however, entirely concur in the opinion that some plan might be adopted which would effectually provide for any objects of convenience or economy that are supposed to be promoted by the privileges as they now exist, without being open to the weighty objections to which those privileges in their present shape are liable.

No. 115.

#### DEPUTY POSTMASTERS.

No. 34.

THE official Return contains a list of all the Deputy Postmasters, with their respective salaries and stations. From the description of their ordinary duties, which is annexed, it may be assumed that these duties are in general the same as those of the corresponding class in England, except that the Deputy Postmasters of Ireland, as already stated, contract for the conveyance of the cross-posts. We have only here to repeat our recommendation, that this difference should be abolished, and the duty of providing for the cross-posts should be imposed upon the District Surveyor.

No. 101. 102.

In our remarks on the office of the Solicitor, we have intimated an opinion (resulting from the examination of that officer) that due attention had not been paid to the object of keeping down the accumulation of arrears, by seconding the official applications made to the deputies and their securities. This opinion derives strong confirmation from the examinations of the Secretary on the same subject. After describing the course of the office to be to permit one monthly instalment to remain in the hands of the Deputy, he adds, that in case of arrears accruing beyond that

that amount, it is his practice to make an immediate return of every such case to the Postmaster-General, offering at the same time his opinion as to the steps which should be taken with respect to the person so in default, and suggesting measures either of suspension, dismissal or proceedings against securities. It appears, however, that although these representations had continued for some years, no steps had been taken in pursuance of them until within a few months prior to the date of our inquiries in 1823. In a subsequent examination, the Secretary admitted that, in fact, there is no fixed rule with regard to the arrears, although he has more than once recommended that there should be such a rule, as being in his own opinion, and also in that of one of the Postmasters-General, essential to the security of the Revenue.

Appendix,  
No. 113.

Sir Edward Lees appears (and as we think with justice) to consider the irregularities in the accounts of the Deputy Postmasters to have arisen, in some measure, from the manner in which those officers have been appointed. He gave it as his opinion, that "probably, with very few exceptions, the nomination of the Deputy Postmasters should be confined to the principal proprietors or people principally interested in the correspondence of the place;" and he stated, the old practice of the Post-Office was, "upon any Postmaster becoming vacant, the Secretary wrote in the name of the Postmaster-General, in whose patronage the office was at the time, and in his Lordship's name the principal person interested in the place was called upon to nominate the Postmaster." Under this practice, he also stated, that it was a principle strictly adhered to, "that no parliamentary peers, or any other, should lead to a deviation from it." In the opinion of the Secretary, there is, under the system which has since prevailed with regard to the appointments in question, a departure both from the principle and practice above described. He stated, that with a view to these situations, the kingdom is divided from Dublin across to Galway, and all vacancies to the north belong to one Postmaster-General, and all on the south to the other; and he added, that "the Postmasters-General appoint, in a great many cases, as they themselves think proper, strangers to the place, and that leads to great irregularity and great arrears, and does not give satisfaction to the principal proprietors." We also entirely agree with the opinion expressed by the Secretary, that sending strangers from one particular part of the kingdom to small towns with which they have no connection, and where the salaries are very low, must lead to a suspicion that the persons taking such situations must take them with some other motive than the mere emoluments of the appointment.

Ibid.

Ibid.

Ibid.

The attention of the officers from England having also been directed to this branch of the Department, both in Dublin and in the country, we further beg to call attention to the result of their inquiries, as stated on their subsequent examination before us. They state, that of the 433 post-towns of Ireland, there are many to and from which the mail-bags frequently go and return empty, but with a very few exceptions there is a collective revenue of not less than £. 5*s*. per annum at even the smallest class of those towns. A large proportion of the post towns in Ireland are of a class which, in England, would be ranked as sub-offices dependent upon some post town; and such an arrangement we conceive to be more convenient in several respects, and especially in relieving the Inland-Office in Dublin, in some degree, from the multiplicity of small and distinct accounts. It appears, however, that such an alteration would probably be attended with an inconvenience more than commensurate to any advantage to be derived from it, and we therefore do not recommend the taking of any measures with a view to such a change, unless an occasion should occur on which it might form a part of a general classification and new arrangement of post-towns.

Appendix,  
No. 116.

The evidence of these officers with respect to the arrears of the Deputy Postmasters has confirmed the view we have taken of that subject from the information of the officers in Ireland, and we think will be found to justify our observations on the want of attention which has been shown in preventing the accumulation.

Ibid.

They state, that after examination into the state of the Deputy Postmasters arrears they found "that on the 5th July last the outstanding balances were £. 16,000, which, upon an estimate, exceeded by £. 5,800 the sums which those Depu- ties ought, by the regulations of the office for the remittance of instalments, to have had in their hands." This fact they consider very justly as leading to the presumption that a more strict attention to those who neglected to remit their instalments

instalments might have prevented a considerable portion of this excess. In addition to the above arrears from existing officers, it appears that there was more than £.14,000 due from dismissed and deceased Deputies, and that there was also above £.12,000 due from persons who, on the authority of the Solicitor, are considered as insolvent, and their debts irrecoverable.

Appendix,  
No. 50.

In the Appendix will be found an account of arrears in the hands of the Deputy Postmasters on the 3th January and 3th July 1824, 1825 and 1826, respectively; and we have only to observe, in reference either to these or to such as may have since accrued, that directions should be given to the Solicitor to exert himself to the utmost for the purpose of obtaining all such as may be recoverable; and that with regard to such as may be clearly ascertained to be desperate, we recommend that they should be altogether struck out of the accounts, which they necessarily encumber, whilst they at the same time lead to an appearance of a larger total receipt than is consistent with the fact.

Nos. 85, 87, 88.

In the Appendix will also be found several returns, to which we beg to request your Lordships' attention, as containing much valuable information in reference to the number and distribution of post towns in Ireland, their distances from Dublin, the dates of their establishment, the rates of postage to each, and the amount of revenue remitted from each, upon some of which subjects we shall have occasion, in reporting upon the corresponding branch of the Post-Office communications in England, to offer some further observations.

#### PACKET AGENTS.

	SALARY.	OTHER EMOLUMENTS.	TOTAL SALARY and EMOLUMENTS.
	£. s. d.	£. s. d.	£. s. d.
One at Howth - - - -	92 6 4	- - -	444 7 9
Deputy-postmaster - - -	- - -	27 13 10	
Harbour-master - - -	- - -	196 16 -	
Half-pay lieutenant, R. N. -	- - -	127 15 -	
One at Duncore - - - -	92 6 4	- - -	246 19 2
Deputy-postmaster - - -	- - -	45 3 10	
Half-pay lieutenant, R. N. -	- - -	109 10 -	
One at Kingstown - - - -	54 12 -	- - -	339 9 4
Harbour-master - - - -	- - -	184 15 4	
Half-pay lieutenant, R. N. -	- - -	91 5 -	
£.	239 4 8	782 11 -	1,021 15 8

¶ WE had no opportunity of personally examining these officers in Ireland. From the statements of their duties they appear to be generally the same as those of the corresponding officers in England, upon which observations at some length will be found in our Report on that Department. The agents at Howth and Duncore are also the Deputy Postmasters of those places, and the former, as also the officer at Kingstown, hold the appointments of harbour-masters.

There does not appear to be anything incompatible or otherwise objectionable in this union of duties; and we will only add that, in our opinion, much additional security for the satisfactory performance of them, and especially of those relating to the packets, is derived from the circumstance of the appointments being in the hands of officers of the royal navy.

## FRANKING.

IN a former page we have submitted some observations on what we considered instances of an abusive exercise of this privilege by persons belonging to the establishment of the Post-Office; and as in the progress of our inquiries we had been given reason to suppose that a similar latitude had been permitted in various other quarters where the exemption was claimed, we directed the special attention of the officers from England to this point, on which they were peculiarly qualified to obtain accurate information, from their general acquaintance with the English practice, and from the circumstance of one of them being at the head of that branch to which the examination of franks is entrusted. It may be mentioned, as some evidence of the feeling within the Irish Post-Office, with respect to the undue extent to which the privilege had been carried, that the immediate effect of the inquiry by the English officers was an order by the Secretary for the suspension of its exercise by a part of the officers by whom it had been long habitually enjoyed. In the examination of Mr. Hume and Mr. Johnson will be found full details as to the regulations and practice under which the privilege of franking was exercised in Ireland; and referring to that examination for more full particulars, we submit a brief summary of the principal facts to which our attention was called on that subject. The individuals who exercise the right under the original Post-Office Act are the Lord Lieutenant of Ireland, the Chief Secretary to the Lord Lieutenant, the Under Secretary in the Civil Department, the first Clerk in the Civil Department, the first Clerk in the Military Department, the joint Postmaster-General of Ireland, the Secretary to the Post-Office, the Comptroller of the Sorting Office, the Surveyor of the General Post-Office, two officers in the General Post-Office, Ireland, to frank the official letters.

Appendix,  
No. 106.  
No. 162.

By two several statutes which were passed shortly after the Act of Union, the privilege was confirmed to the several individuals above enumerated, and was granted to several additional public officers, who with some others named in separate Acts of Parliament are specified in the official return inserted in the Appendix.

41 Geo. 3, c. 83.  
43 Geo. 3, c. 58.

Appendix,  
No. 76.  
No. 162.

The principal Act of regulation is that of the 43 Geo. 3, upon which the English officers observe, "in the 12th, 14th, 15th and 22d sections of that Act, "there are restrictions altogether different from any in preceding Acts passed in "England, which are applicable to members as well as privileged persons. By "section 12, it seems, that in Ireland public officers are precluded from sending or "receiving letters which are not on the business of their respective offices or their "own private concerns; and members also are restricted by the 15th section from "receiving any letters under their cover not intended for themselves, families, or "persons resident in their houses; those regulations do not appear to have been at "all acted upon." By the strict construction of those regulations, it seems that in Ireland Members of Parliament would be precluded from giving away franks or receiving letters for their friends under their cover; whereas by the English Acts the Post-Office does not consider itself entitled to inquire into the contents of members covers, but merely to restrict them to the regulated number and weight.

The objections to placing Members of Parliament in Ireland under any restrictions to which they are not subject in England are too obvious to require any comment, and we would suggest the propriety of assimilating the provisions of the law on the subject in both countries.

A marked distinction also exists in the regulations respecting official franks. In England those persons who have the extended privilege are not under any restriction at all, except that of subscribing and dating their letters in the same manner as Members of Parliament; of course, the giving away of covers, or receiving letters under their cover, rests entirely on their own discretion. In Ireland public officers are as before stated precluded from giving or receiving free any letters which are not official or upon their own private concerns. Notwithstanding, however, the greater strictness of the law in Ireland, it is stated that the regulations do not appear to have been acted upon at any time since the passing of the Act, and that the privilege generally is exercised under much less restriction than in England. In the latter country no officers of whatever rank, with the exception of some few specially exempted, are allowed to send any letters free, unless subscribed in their own hands in the exact manner which the Act requires. In Ireland privileged officers have franked, and to a very great extent, by merely signing their

15d.

Appendix,  
No. 162.

names at the corner of the envelopes, and have been also in the habit of receiving a much larger proportion of letters under cover than officers of the same rank in England. It further appears, that persons in the Post-Office who have no privilege of franking by any Act of Parliament have certainly assumed the licence of sending and receiving letters free of postage, which they do not appear to have thought it necessary to confine to their own concerns; and it was stated to us generally, that every officer in the department has considered himself entitled to the same privilege. The Clerks of the Roads in particular are mentioned as having been permitted to exercise the privilege of franking, without restriction or limitation as to weight or number, and sometimes by the mere signature of their names or initials in the corner. Mr. T. Lees fully admitted his unrestricted use of the privilege as Clerk of the Roads, with respect to the circulation both of letters and periodical publications, and also of parcels or packages of any kind.

No. 116.

From the same examination, it also appears that as to franking, all packages are considered as letters, and would be reckoned but as one, whatever number it might enclose, which would afford the means of dispatching any number of letters under cover to some person claiming the privilege in the country by whom they might be dispersed.

No. 113.

When it is considered that there are four Clerks of the Roads and two Express Clerks, who have all been in the habit of dispersing letters and packages through the post free of charge, in the same unlimited manner as is described in the examination last above referred to, we can readily believe what indeed has been distinctly asserted by a very competent authority, that the greatest proportion of the franking which goes through the Post-Office of Ireland is by the class of officers above referred to. It should be at the same time recollected, that there is no legal authority whatever for evading any part of this amount of postage.

No. 162.

The inquiries of the English officers also led us to believe that great abuses had existed in the exercise of the privilege of franking by departments not connected with the Post-Office, the nature and extent of which will be found detailed in their examination already referred to; and that various religious and charitable societies in Ireland, about twenty-five in number, are also permitted, without authority by Act of Parliament, to circulate letters, books and papers free from postage; that this permission, "produces a great deal of trouble and inconvenience to the Post-Office, and is attended with loss to the Revenue; a great number of the letters are manuscript, and are double and treble, some of them weigh an ounce; and in order to prevent private correspondence from being sent in those letters, it is necessary to read as many of them as it is possible; and in the examination it has been found that some contained private letters; but it is impossible to read them all without delaying the business very much, or without an increase of the number of clerks, it is impossible to keep a sufficient check on a matter of that kind."

No. 105.

On applying to the Secretary for explanation on the points above referred to, he stated as to official franks, that the law in Ireland appeared to be in some respects contradictory; that as to the religious societies the privileges were obtained by applications to the Government, and distinct orders given for that purpose, in most instances by a verbal instruction from the Chief Secretary; on the subject of franking generally, he observed further, that "at the close of Lord Talbot's administration, a report was made to Mr. Grant on the subject of franking by the Post-Office;" that in the course of the correspondence on that occasion, "it was supposed, and I believe justly, that there was considerable abuse in almost every department. I entered into the nature of the abuse, and as far as I knew the instances themselves, endeavoured to account for them. Mr. Goulburn and I went over the matter, and endeavoured to regulate the principle on which the public officers should receive their letters. It was strictly confined to the different persons in the public offices, and the members of their families actually residing in the house; the abuse has since been greatly diminished."

No. 105.

Notwithstanding, however, the opinion above expressed as to the diminution in the general abuse in franking, our inquiries into the subject satisfied us that in the exercise of the privilege in Ireland, there was still much that required regulation and check. In making this observation we should add, that we intend it to apply exclusively to official franking, since we had no reason to suppose that the Parliamentary

Appendix,  
No. 103.

mentary portion of the privilege is exercised under circumstances of greater latitude in Ireland than in England. Sir Edward Lees stated, "of this I am sure, that on any single night one official packet will be tantamount to all the Parliamentary franks that go through the Post-Office in Dublin. The other evening when I was in the office, there were a number of packets of large size to go by the mails. The weight of the mail bags in consequence of this is enormous. I am told that in London such packages would not be suffered to pass, but that they would be sent back even to the offices of Government. There were the night before last thirty packages, of as large a size as the box on this table (about eighteen inches by nine, and six in height.)" On another occasion he stated, "even in my office, for every official letter I get, there are ten that I receive under cover for other purposes, many of these under the sanction of Government. It is not only the trouble but the responsibility, half of these letters contain money, and they may be lost."

No. 102.

From the examination of Mr. West, the Inspector of Franks in Ireland, it appears that he did not confine himself to the Act of Parliament, but permitted other letters to pass which have been in the habit of going free; that many letters went free under directions received by the Secretary, though the superscription was not in the writing of the person entitled to frank; that the letters containing these directions were not always in the hand-writing of the person in whose name the request was made; that sometimes very thick packages were sent free under such a direction, of which he, the Inspector, had no knowledge whether or not they contained official papers. He stated that if a frank was not conformable to the Act, if it was a Member of Parliament's letter, of course it was charged; but if not a Member's frank, they were obliged to let it go free.

No. 105.

Mr. Barrowes, who had the duty of franking all official letters in the Post-Office, stated, that his situation had led him to observe the franking which went through the Post-Office, and that he had always considered that there was an extensive abuse of the privilege.

No. 103.

In describing the course of official franking, Mr. T. O. Lees stated, that at different times representations had been made to some of the officers on the number of franks sent by them; he added, that this was done "on the occasion" of Mr. Hume, the Inspector of Franks from the London-Office, coming through "and observing that those gentlemen got letters with sealed inclosures in them," he said that would be contrary to the Act of Parliament; and he admitted that a fact which was so obvious on this occasion had probably occurred before. We beg especially to call attention to the statements of Mr. Lees respecting the effect produced by the inspection of Mr. Johnson and Mr. Hume, in causing an alteration in some points of the practice of the Department in Ireland. Upon these statements we have only to repeat, what we expressed at the time when they were made, that we desired to be distinctly understood as not interfering in any way with the executive business of the Department, except for the purposes of inquiry. On this subject we also would refer to an examination of the Secretary, in which he states that he had made some alterations since the arrival of the English officers, and in which we in consequence thought it necessary distinctly to disclaim having given authority for any such alterations. This examination will be found to contain much information on the general subject of franking, and we think will afford additional grounds for our recommendations, that both the law and the practice, with respect to the exercise of this privilege, should undergo a complete revision.

No. 116.

No. 107.

We have already intimated that there are several points in which the Statutes under which the privilege is exercised in Ireland, differ from the corresponding regulations in England, and that the construction put upon those Statutes, or rather the manner of carrying their provisions into effect in the two countries, produces still greater distinctions in practice; and it seems only necessary here to repeat our opinion as to the necessity of an assimilation of the law previous to any attempt towards placing the privilege under the same general system of regulation throughout the kingdom.

In carrying such a system into effect, it is obviously of the greatest importance that the general regulations which may be adopted should be enforced with as few deviations as possible; and we are led to this remark from a consideration of the

difficulties which, in performing this part of their duty, it is evident, from the examinations already referred to, the Post-Office of Ireland have had to contend with, in consequence of the numerous instances in which the law has been habitually dispensed with.

In some of these instances the allowance of the privilege has, in our opinion, been wholly unjustifiable, and should be withdrawn; and in others, we allude especially to public offices and charitable and religious societies, when it has been granted for some important object of public benefit or convenience, we conceive that the deviation from the law should have been limited in its object and duration, and not have been permitted to continue as an habitual exemption which (as is proved by the evidence referred to) it has been found impracticable to place under sufficient check or control.

#### SUSPENSION FUND.

Appendix,  
No. 111.

ALTHOUGH it is stated by Sir Edward Lees, that he does not regard the Institution known under the above title as being a public account, or the money belonging to it as being public money, we are satisfied that a description of the nature of the fund and of the mode of its management, will sufficiently justify our having made it the subject of inquiry.

No. 112.

The management of this fund is in the hands of Mr. T. Lees, as belonging to his office of Chief Clerk, he states that it arises from fines levied on mail-coach contractors, also on Deputy Postmasters and officers of the Post-Office, that "the disbursements are applied to the purpose of paying extra probationary officers in the room of absent officers, fines returned to mail-coach contractors, rewards to officers, payments to widows of mail-coach Guards and Letter-Carriers, and in fact any disbursement, whatever; it is a general fund." That he never recollects the accounts to have been audited but by Lord Rosse, in the year 1816 or 1817, when he called for the account, that the balance remains always in the hands of the manager, who formerly received a per centage for the management, but who has now no salary or advantage except what may be derived from the money in his hands; that he never renders any account of the fund, unless called for by the Postmaster-General. He further states, that for all the payments he could give written vouchers, or satisfactory explanations; that the balance in his hands, at the time of his examination, amounted to about £.300, that at one time it had exceeded £.900.

No. 123, 124.

Mr. Burrows, the Minute Clerk, having been represented as keeping the account of the fines and stoppages, out of which the fund is formed, we prosecuted our inquiries on this subject, chiefly with the assistance of that officer, who states, that with respect to these fines he makes out a return of the amount to be stopped from each officer, and the Secretary signs the order to have it deducted from the quarterly salary of the individual. Whenever any officer is absent, he is charged 3s. 9d. a day for his absence. Fines for other causes, such as misconduct are inflicted by the Secretary, or by his brother acting for him; these fines he represents as averaging from £.200 to £.210 a quarter, including stoppages of every kind; the fines on Postmasters, he states are, the greater part of them directed to be levied by the Superintendent of the Bye-letter Department and the Superintendent of the Mail-Coach Department.

Another species of fines is against the mail-coach contractors, for irregularity in the arrival of the mails, or for conveying a greater number of outside passengers than their contracts allow; it is generally imposed by a letter from the Secretary. He further states, that he has kept the account of fines for non-attendance since the year 1810 or 1811, that it was not a part of his official duty, and that he receives a per-centage for so doing; that the fines are by the authority of the Secretary handed over to the officer who keeps the suspension fund. The general amount of fines he states to be from the absent officers between £.800 and £.900 a year; from Postmasters it might probably be about £.100 a year, and about £.200 a year from mail-coaches; about £.200 a quarter out of this amount, it appears is paid back to the extra clerks, who do the duty of the absent officers; the fines on mail-coach contractors are stated to be frequently repaid to them.

But

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No. 185.

But, although Mr. Burrows keeps the account of the sums of which the fund is composed, he disclaims having any further knowledge of the fund itself, the account of which, he states, has never been in his possession for a moment, and that he has no possible means of knowing how the money is disposed of after it is paid to Mr. Thomas Lees; and in another place he adds, "in fact it is an account which has never in my opinion been controlled or checked in any way whatever."

Mr. Burrows, it appears, receives a per centage by way of salary, for his trouble in making out the return of fines and stoppages payable to this fund; this per centage is computed on the gross returns made out by him of the fines which ought to be paid. It frequently happens, however, that many of these fines are remitted, on which occasions he is paid a per centage on what is never paid to the fund, he admits that this is a case which very frequently happens, and that it is a most objectionable mode of remunerating an officer, he also admits that it is possible for the amount of fines to be reduced by rebates to such a degree that the per centage charged upon the original amount would be greater than the sum actually paid to the fund.

In order to avoid extending the details on this subject, we beg to refer to Mr. Burrows's evidence for further particulars respecting the mode of calculating and paying this per centage. We had every reason to think this explanation perfectly candid and satisfactory, and he fully acknowledged the objections to which this part of the system is liable, and stated that he had used his endeavour to have an alteration introduced.

The nature of the payments made out of this fund will also appear from the above examination, and that of Mr. T. O. Lees already referred to on the same subject. In a subsequent examination Mr. Burrows enters into further details with respect to the system of fines and rebates, and from his explanations it will be evident that the Suspension Fund, as at present managed, affords the opportunity for numerous abuses for which no adequate check can be suggested. On applying to the Secretary for his explanations on the subject of this fund, he stated that it had always been left in the hands of the Chief Clerk, that he (the Secretary) never in his life looked at the account; he offered explanations on several payments brought to his notice, and admitted that some ought not to have been paid out of the fund in question; he repeatedly expressed his opinion that the fund should be altogether abolished, and the money in hand transferred to the public account; he admitted the retaining of any balance, which in one instance was £. 532, in another £. 911, not to be justifiable by any utility, and further, that the fund should in every way be considered a public account.

No. 186.

No. 181.

On calling the attention of the Postmaster-General to this part of our inquiry, Lord Rosse, although aware, of course, of the existence of the fund, appeared to be very little informed as to the purposes to which it was applied, or the manner in which it was managed; and he added that the account "ought to have been looked into more minutely, probably it has been left very much to the Secretary and Chief Clerk."

No. 97.

In addition to the preceding extracts and references, we consider it to be unnecessary to offer any further observations under the above head, in order to justify our recommendations, that steps should be immediately taken for the abolition of this fund, and after applying the best examination which circumstances will permit to the accounts relating to it, that any balance remaining should be paid over to the Receiver-General on account of the public.

It is part of this recommendation, that the system of fines and stoppages described in the examinations above referred to should be also discontinued. With respect to the fines on clerks for absence, we have in a former page remarked on the strong objection which, in our opinion, may be urged against the practice which appeared to have become habitual, of permitting officers to absent themselves from duty under no other restriction than that of finding a substitute, which, as we have already stated, had produced a general system of delegation, most injurious to the regularity and discipline of the Department. As to fines on officers for misconduct, we beg to refer to our remarks on this point in our Report on the English Post-Office; those relating to the service of the mail-coaches must be considered on altogether different grounds, but it is obvious that this part of the practice also

requires revision, and especially it seems necessary that the authority for making such reductions from the stipulated price payable to the contractors, should be placed on a less questionable footing than that which existed at the period of our inquiry.

#### CONSOLIDATION.

IN our Reports on the Departments of Customs, Excise and Stamps for Ireland, we have stated the grounds on which we have recommended the consolidation of the separate Establishments belonging to those branches of the revenue with the corresponding Establishments in England. The arguments by which those recommendations were supported, appear to us to be in all respects equally applicable to the Post-Office, and it might therefore be sufficient to rest our proposal for the extension of a similar measure to that Department, on the satisfactory results which are known to have attended the change in the instances above alluded to; there are, however, some additional grounds peculiar to the Department under consideration, to which we shall briefly advert. In the first place it may be observed with respect to the Departments of Customs, Excise and Stamps, that although employed in the collection of the same branch of revenue, and generally in the conduct of the same business as is entrusted to the corresponding Department in England; yet that the revenue, and the business to which it gives occasion, may be considered in great measure as arising in and belonging wholly to Ireland; whilst in the case of the Post-Office, a comparatively small part either of the revenue or the business belongs exclusively to Ireland; the principal proportion of the correspondence, in the transmission of which it is employed, being that which is sent to or received from England; and the duties performed with respect to this correspondence in Dublin must accordingly be considered merely as the commencement or continuation of business properly belonging to the English office. Under this view, it is difficult to account for the total separation of offices which has continued to subsist between the countries, a separation which took place, as stated by the former Commissioners as being called for by the legislative independence, which was at the time asserted between these two parts of the kingdom; but which is obviously incompatible with the legislative union which has been since effected. We think there can be no doubt of the propriety of a complete re-union of these establishments, which we accordingly recommend, under a conviction, that a consolidation with respect to this branch of revenue will be more effectual than in any of the others in promoting the objects of the legislature, which in the Act by which we were appointed, are expressly stated to be the assimilation of the modes of collecting and managing the public revenues arising in Great Britain and Ireland respectively, in pursuance of the Acts for their legislative union. A second argument in favour of consolidation, peculiar to the Post-Office, is that which arises out of the instance of Scotland, with respect to which country, the Department has now for many years been conducted as a branch of that of England, and we see no reason to doubt that the general principle of the arrangement, which a long experience has shown to be applicable to Scotland, would be found to be equally adapted to the case of Ireland, although the relative situation of those countries may require some variation in the details of such arrangement.

We may further remark, that a consideration of the nature and objects of Post-Office Establishments in general would, in our opinion, afford grounds in favour of the principle of consolidation as applying more strongly to those Establishments than to any other belonging to the public revenue. In the Departments of Excise, Customs and Stamps, the collection of revenue is avowedly the primary object, and the person on whom that revenue is assessed being entitled to no corresponding service at the hands of the Department to which such collection is entrusted, are comparatively but little interested in the general system under which the Department is conducted; in the Post-Office, on the other hand, according to our view of the subject, the amount of revenue received must be considered as secondary to the other objects for which the institution is established, and which involve the performance of an important public duty, in the due discharge of which, the interests and convenience of all classes of the people are equally concerned, to whatever part of the United Kingdom they may belong.

The service which the public are entitled to expect at the hands of this Department is the general transmission of the correspondence confided to it, by means  
which

which shall combine the greatest dispatch with the greatest security and regularity ; and the benefits of such a transmission are equally due to all, at stipulated rates, without any other distinction than that which may arise from the distances necessarily travelled. For the general performance of the service thus described throughout the United Kingdom we think there can be no doubt that the utmost uniformity, both of practice and regulation, must be considered essential ; and it seems equally clear that the attainment of such uniformity of system is not to be expected when the same service is administered by separate and independent authorities in each of the component parts of this kingdom, instead of by one general presiding authority for the whole.

To the arguments above adduced on general principles, we may add those which arise out of the actual system of administration in the Irish Post-Office, as detailed in the preceding parts of this Report ; from which details it will sufficiently appear that although the present establishment in Ireland was framed expressly upon the model of that of England, and with the distinct object of assimilating the practice in every particular, and that so lately as at the time of the administration of Lord Clancarty, the deviations have been numerous and important. Whilst we fully admit that these deviations have in great measure arisen from circumstances with which the persons to whom the conduct of the Department has been more immediately entrusted are not properly chargeable, they afford sufficient evidence that general uniformity cannot be practically secured where the presiding authorities are separate and independent. On the grounds, therefore, which are above stated or referred to, we feel it our duty to recommend that the establishments of the Post-Office in Ireland shall be consolidated with those of Great Britain, and that the administration of this Department for every part of the United Kingdom shall be confided to the same superintending authority. The principle of this consolidation will be the same as that which has been applied to the establishments of the other Revenue Departments ; but it must be observed that in the present case our recommendation extends beyond that which has been offered with a similar object in our former Reports, since, with respect to the Post-Office, we not only suggest the expediency of the union of the establishments of Ireland with those of England, but we also propose that the constitution of the authorities to whom this general superintendence shall in future be committed shall be different in principle from that which has hitherto existed.

The grounds on which we have been led to think this further change would be desirable, have been already stated or referred to in our observations in the present and the preceding Report on the offices of Postmaster-General and Secretary for Ireland and England respectively, and we have therefore only further to submit, the substance of the measure which we venture to recommend is, the substitution of one general Board of Management for the administration of the posts throughout the United Kingdom, instead of the offices of Postmaster-General for Great Britain and Ireland respectively. We propose that the seat of this Board should be in London ; that it should be composed of a President or Chairman and four other Members, with a Secretary and Assistant Secretary attached to the Board ; that one member of the Board should be constantly resident in Ireland, and one other in Scotland, for the purpose of presiding over the establishments in those parts of the kingdom, which however should be considered in all respects as branches of and subordinate to the general Board in London ; that at both of these Establishments there should be a secretary and such other local officers as should be found necessary for the conduct of the business, according to the above principle of consolidation.

That the President and two other Commissioners should sit constantly in London for the daily dispatch of business, the entire practical superintendence of the Department in all its branches being considered as exclusively and immediately vested in the Board, in the same manner as the direction of the other principal branches of Revenue is entrusted to the Boards appointed for them respectively.

We annex a scheme of establishment for such a Board as we have proposed, with salaries which have appeared to us to be suitable in reference to those of the other principal Boards of Revenue, viz.

Chief Commissioner	-	-	-	-	£. 2,000
Four Commissioners (each)	-	-	-	-	- 1,400
One Secretary	-	-	-	-	- 1,000
One Assistant Secretary	-	-	-	-	- 600
One Secretary for Ireland	-	-	-	-	- 800
One - ditto - for Scotland	-	-	-	-	- 600

In offering the above suggestion for the future management of the Post-Office Establishment of the United Kingdom, our own opinion as to the general necessity for some change, and as to the particular measure by which that change should be effected, has derived much confirmation from the circumstance, that in both respects our views have been sanctioned by the recommendations, either express or implied, which have been recorded as the results of the several preceding inquiries into this Department.

Report of Commissioners of Inquiry, 1788.

The Parliamentary Commissioners appointed in 1785 to inquire into the several Public Offices, by their Report on the Post-Office, dated 30th June 1788, recommended, "that a board should be held regularly once a week at least, for the purpose of effectually superintending the management of this great branch of the revenue, and of checking the expenditure thereof;" and in the observations immediately following this recommendation, and in other parts of this Report, they distinctly point at the necessity of a constant and habitual superintendence to be personally exercised by the Postmaster-General.

Seventh Report of Select Committee of Finance, 1797, p. 188.

In the Report from the Select Committee of Finance, on the same Department, presented by Mr. Abbot (since Lord Colchester) on the 19th July 1797, which was framed with direct reference to the preceding Report above quoted; it is submitted to the House of Commons, that "it may be worthy of consideration, whether a Board of Commissioners upon the plan on which other revenue departments are conducted, would not secure the most effectual attention to the rapid and complicated business of this office, being a revenue department of extensive transactions, and much depending for its success in making its various and numerous contracts." The last Parliamentary Report on the Post-Office preceding our own inquiries, was that of the Commissioners of Fees and Gratuities to which we have already referred, and in addition to this reference we beg leave to annex their concluding observation on the general establishments of the office, as being in all respects in complete accordance with the views which we have been led to form, not only with respect to the Department to which their Report applies (that of Ireland), but also with respect to the general management of this branch of revenue for the whole of the United Kingdom. "From these considerations we recommend, that the office of Postmaster-General should be in future vested in three commissioners, two to constitute a board, and the signature of two to be necessary to the validity of any order; that a daily attendance should be given by them at the General Post-Office, for the purpose of superintending the general management of the Department, and of making themselves so acquainted with the whole of its details, as to be able to act from their own views, instead of being compelled by the want of information and experience to submit their judgment to the guidance of others. While this arrangement will, we trust, be conducive to the public advantage, by improving the administration and economizing the expenditure of this Department, we have the satisfaction of thinking that it need not occasion any additional charge to the expense of the Establishment, as we submit that the present salary would furnish ample means of remunerating the services of a board constituted as we recommend."

Ninth Report of Commissioners of Inquiry into Fees and Gratuities.

In explanation of the latter part of the above extract, which refers to the comparative expense of the proposed system of management, it should be observed, that at the date of the Report, there were two Postmasters-General, each on a salary of £. 1,500, one of which has since been reduced; and it will be recollected, that the comparison refers exclusively to Ireland. It will be seen, however, from the following scheme of present and proposed establishment, that a comparison of the same kind may be pursued with similar results, with respect to our more extended recommendation of the substitution of a Board of Commissioners, instead of the Postmasters-General in both parts of the Kingdom.

PRESENT ESTABLISHMENT.			PROPOSED ESTABLISHMENT.		
		TOTAL SALARY and EMOLUMENTS.			TOTAL SALARY and EMOLUMENTS.
		£. s. d.			£. s. d.
ENGLAND	Postmaster-General	2,500 - -	President or Chief Commissioner	-	2,000 - -
	Secretary	4,063 6 4	Two Commissioners at £1,400. each	-	2,800 - -
	Assistant Secretary	800 - -	Secretary	-	1,000 - -
SCOTLAND	Deputy Postmaster-General	800 - -	Assistant Secretary	-	600 - -
	Secretary	600 - -	One Commissioner	-	1,400 - -
IRELAND	Postmaster-General, held by two persons with one salary of (£1,500. Irish)	1,384 19 4	Secretary	-	600 - -
	Secretary	1,416 19 3	One Commissioner	-	1,400 - -
			Secretary	-	800 - -
			Proposed Establishment	-	16,500 - -
			Present Establishment	-	16,066 17 11
			Saving	-	433 17 11
		£. 11,066 17 11			

The offices comprised in the above tables, are those only which belong to the superintending branch of the Department; and it is obvious that it is in that branch that the effects of the consolidation with a view to a general reduction of expense will be less felt, than in the subordinate offices.

We should not be prepared without additional information derived from renewed and immediate inquiries, more especially in Ireland, to point out with any degree of precision the particular branches of the Establishment in which the opportunities of diminishing the existing charges of management would arise; it must, however, be sufficiently apparent, that in carrying the principle of consolidation into practice, the necessity for the repetition of various parts of the business in both countries will cease, and that several of the officers on the Irish Establishment, which belong to it in the character of a separate and independent department, will not be required on its becoming united with that of England.

It should also be stated, that there is one consideration with respect to the office in Ireland to which we have not hitherto alluded, but which must necessarily have a very extensive influence with respect to the arrangements for the future conduct of the business arising between the two countries; we allude to the existing lines of communication established for the transmission of the correspondence between Great Britain and Ireland, lines of communication which were fixed when the relative situation of the two parts of the Kingdom in regard both to the objects and facilities of intercourse was very different from that in which they are now placed, and it is obviously a highly important topic for consideration, how far the public and authorized means of correspondence are adapted to the actual circumstances of the Kingdom.

The discussion of this question however belongs to another Report, which we hope shortly to lay before your Lordships, of which the nature and extent of the Packet Establishments for the conveyance of the correspondence to and from Ireland will form the subject; and we merely advert to it in this place for the purpose of drawing attention to the effect which must necessarily be produced on the Post-Office Establishments of Dublin, in case it shall be found that the interests and convenience of both countries would be promoted by establishing additional and more direct points of intercourse between the various ports of the opposite coasts.

instead of leaving the great bulk of Irish correspondence to be transmitted as at present through the metropolis, notwithstanding the circuitry of the route, and the consequent additional expense and delay which is in some instances thereby occasioned.

WALLACE. (L. s.)

W<sup>m</sup> J<sup>rs</sup> LUSHINGTON. (L. s.)

HENRY BERENS. (L. s.)

Office of Revenue Inquiry, }  
5th June 1869. }

It is to be observed, that the signatures attached to this Report are those *only* of the three Commissioners who were present at the examinations upon which it is principally founded.

SCHEDULE  
OF  
PRESENT AND PROPOSED ESTABLISHMENT  
OF THE  
POST OFFICE, IRELAND.

## SCHEDULE

## PRESENT AND PROPOSED ESTABLISHMENT - - -

## PRESENT ESTABLISHMENT.

DESCRIPTION OF OFFICE	SALARY.	Other EMOLUMENTS.	TOTAL SALARY and EMOLUMENTS
	£. s. d.	£. s. d.	£. s. d.
JOINT POSTMASTERS GENERAL - - - (One of them only is in the receipt of salary.)	1,384 12 4	-	1,384 12 4
SECRETARY - - - - -	399 18 8	1,017 - 7	1,416 19 3
Chief Clerk - - - - -	221 10 8	1,008 8 1½	1,229 18 9½
Senior Clerk - - - - -	203 1 6	534 5 5	735 6 11
Minute Clerk - - - - -	230 15 8	95 - -	325 15 8
Second Senior Clerk - - - - -	115 8 -	- - -	115 8 -
Junior Clerk - - - - -	64 12 4	6 3 -	70 15 4
SOLICITOR - - - - -	92 6 4	1,335 17 3	1,428 3 7
RECEIVER-GENERAL - - - - -	553 17 -	150 - -	703 17 -
First Clerk - - - - -	184 12 4	- - -	184 12 4
Second Clerk - - - - -	101 18 8	115 8 -	217 6 8
ACCOUNTANT-GENERAL - - - - -	461 10 8	- - -	461 10 8
Chief Clerk - - - - -	138 9 4	- - -	138 9 4
Second Clerk - - - - -	117 14 4	- - -	117 14 4
Third Clerk - - - - -	90 - -	48 - -	138 - -
LETTER-BILL OFFICE:			
Senior Clerk - - - - -	129 4 8	73 17 -	203 1 8
Second Clerk - - - - -	123 9 4	- - -	123 9 4
INLAND OFFICE:			
President - - - - -	276 18 6	69 4 8	346 3 2
Vice President and Clerk of a Road - - -	207 13 10	512 12 8	720 6 6
Vice President and Clerk of a Road - - -	207 13 10	452 8 1	660 1 11
Clerk of Blind Directions, and Clerk of Expenses Papers - - - - -	184 12 4	663 19 3	848 11 7
First Taxing Clerk and Second Clerk of Expenses Papers - - - - -	184 12 4	550 14 7	735 6 11
Second Taxing Clerk - - - - -	184 12 4	184 12 4	369 4 8

## SCHEDULE.

## POST OFFICE, IRELAND.

## PROPOSED ESTABLISHMENT.

DESCRIPTION OF OFFICE.	FIXED SALARY.	Scale of Increase from Length of Service :			
		Under 5 Years.	After 5 Years.	After 10 Years.	After 15 Years.
One COMMISSIONER	£. s. d. 1,400 -- --	£. s. d. —	£. s. d. —	£. s. d. —	£. s. d. —
SECRETARY	800 -- --	—	—	—	—
Senior Clerk	— -- --	250 -- --	300 -- --	350 -- --	400 -- --
Four Junior Clerks	— -- --	90 -- --	110 -- --	150 -- --	200 -- --
DEPUTY	1,000 -- --	With travelling expenses of 2 s. per mile, and subsistence out of Dublin at £. s. per day.			
First Clerk	— -- --				
Second d <sup>r</sup>	— -- --	200 -- --	250 -- --	250 -- --	300 -- --
Second d <sup>r</sup>	— -- --	90 -- --	110 -- --	150 -- --	150 -- --
CASHIER	— -- --	250 -- --	300 -- --	350 -- --	400 -- --
One Clerk	— -- --	90 -- --	110 -- --	150 -- --	200 -- --
ACCOUNTANT-GENERAL	400 -- --	—	—	—	—
Chief Clerk	— -- --	150 -- --	180 -- --	210 -- --	250 -- --
Junior Clerk	— -- --	90 -- --	100 -- --	120 -- --	140 -- --
ACTING-BILL OFFICE					
Senior Clerk	200 -- --	—	—	—	—
Junior Clerk	— -- --	90 -- --	110 -- --	140 -- --	160 -- --
ISLAND OFFICE					
Two Presidents, each	300 -- --	—	—	—	—
Two Senior Clerks, each	— -- --	225 -- --	250 -- --	275 -- --	300 -- --

(continued)

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

## PRESENT ESTABLISHMENT.

DESCRIPTION OF OFFICE.	SALARY	Other EMOLUMENTS	TOTAL SALARY and EMOLUMENTS.
	£. s. d.	£. s. d.	£. s. d.
<i>Inland-Office—continued.</i>			
Third Taxing Clerk - - - - -	184 12 4	- - -	184 12 4
Fourth - d <sup>a</sup> - - - - -	173 10 10	230 15 6	404 6 4
Fifth - d <sup>a</sup> - - - - -	173 8 4	- - -	173 8 4
Sixth - d <sup>a</sup> - - - - -	184 12 4	- - -	184 12 4
Seventh - d <sup>a</sup> - - - - -	193 7 -	64 12 3	257 19 3
Eighth - d <sup>a</sup> - - - - -	156 - -	- - -	156 - -
Ninth - d <sup>a</sup> - - - - -	165 18 8	- - -	165 18 8
Tenth - d <sup>a</sup> - - - - -	161 10 10	- - -	161 10 10
First Sorter - - - - -	115 8 -	- - -	115 8 -
Second Sorter - - - - -	115 8 -	64 12 4	180 - 4
Third Sorter - - - - -	127 10 6	- - -	127 10 6
Fourth d <sup>a</sup> - - - - -	129 1 2	- - -	129 1 2
Fifth d <sup>a</sup> - - - - -	115 8 -	92 6 2	207 14 2
Sixth d <sup>a</sup> - - - - -	115 8 -	101 18 8	217 6 8
First Junior Sorter - - - - -	73 17 -	129 4 8	203 1 8
Second - d <sup>a</sup> - - - - -	73 17 -	- - -	73 17 -
Third - d <sup>a</sup> - - - - -	73 17 -	- - -	73 17 -
Fourth - d <sup>a</sup> - - - - -	64 12 4	64 12 4	129 4 8
Fifth - d <sup>a</sup> - - - - -	64 12 4	- - -	64 12 4
Sixth - d <sup>a</sup> - - - - -	64 12 4	128 9 2	203 1 6
Seventh - d <sup>a</sup> - - - - -	64 12 4	- - -	64 12 4
Eighth - d <sup>a</sup> - - - - -	64 12 4	- - -	64 12 4
First Probationary Sorter - - - - -	48 - -	- - -	48 - -
Second - - d <sup>a</sup> - - - - -	48 - -	126 17 6	184 17 6
Third - - d <sup>a</sup> - - - - -	48 - -	- - -	48 - -
Fourth - - d <sup>a</sup> - - - - -	48 - -	90 - -	128 - -
Fifth - - d <sup>a</sup> - - - - -	48 - -	- - -	48 - -
Sixth - - d <sup>a</sup> - - - - -	48 - -	- - -	48 - -
Seventh - - d <sup>a</sup> - - - - -	48 - -	- - -	48 - -
Eighth - - d <sup>a</sup> - - - - -	48 - -	- - -	48 - -
Ninth - - d <sup>a</sup> - - - - -	48 - -	- - -	48 - -
Tenth - - d <sup>a</sup> - - - - -	48 - -	- - -	48 - -
Eleventh - - d <sup>a</sup> - - - - -	48 - -	- - -	48 - -
Twelfth - - d <sup>a</sup> - - - - -	48 - -	64 12 4	112 12 4
Thirteenth - d <sup>a</sup> - - - - -	48 - -	- - -	48 - -
Fourteenth - d <sup>a</sup> - - - - -	48 - -	- - -	48 - -
Tick Clerk - - - - -	92 6 4	- - -	92 6 4
Begroom - - - - -	55 8 -	- - -	55 8 -

## PROPOSED ESTABLISHMENT.

DESCRIPTION OF OFFICE.	FIXED SALARY.	Scale of Increase from Length of Service :			
		Under 5 Years.	After 5 Years.	After 10 Years.	After 15 Years.
	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.
Twelve Assistant Clerks, each	- - -	140 - -	160 - -	180 - -	200 - -
Eighteen Junior Clerks, each	- - -	90 - -	100 - -	110 - -	120 - -

(continued)

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

## PRESENT ESTABLISHMENT.

DESCRIPTION OF OFFICE.	SALARY.	Other EMOLUMENTS.	TOTAL SALARY and EMOLUMENTS.
<b>Island Office—continued.</b>	£. s. d.	£. s. d.	£. s. d.
First Messenger - - - - -	36 18 6	57 4 -	94 2 6
Second d <sup>r</sup> - - - - -	36 18 6	25 - -	62 18 6
Third d <sup>r</sup> - - - - -	36 18 6	25 - -	62 18 6
Fourth d <sup>r</sup> - - - - -	27 14 8	25 - -	53 14 8
Fifth d <sup>r</sup> - - - - -	27 14 8	25 - -	53 14 8
Sixth d <sup>r</sup> - - - - -	27 14 8	25 - -	53 14 8
<b>COMPTROLLER OF THE BRITISH MAIL OFFICE - - -</b>	147 14 -	- - -	147 14 -
Senior Clerk - - - - -	184 12 4	23 4 1	207 16 5
Senior Sorter - - - - -	103 17 -	24 0 1	128 9 1
First Junior Sorter - - - - -	64 12 4	345 0 6	410 17 10
Second d <sup>r</sup> - - - - -	64 12 4	23 4 1	87 16 5
<b>SUPERINTENDENT OF DEAD-LETTER OFFICE - - -</b>	230 15 6	173 10 10	404 6 4
First Clerk - - - - -	184 12 4	184 12 4	369 4 8
Second d <sup>r</sup> - - - - -	135 - -	- - -	135 - -
First Junior Clerk - - - - -	64 12 4	64 12 4	129 4 8
Second and Third d <sup>r</sup> at £54. 12. 4. each - - -	129 4 8	- - -	129 4 8
<b>WRITING-OFFICE :</b>			
First Clerk - - - - -	92 6 -	- - -	92 6 -
Second d <sup>r</sup> - - - - -	64 12 4	- - -	64 12 4
<b>SUPERINTENDENT OF MAIL COACHES - - -</b>	359 4 8	148 - -	517 4 8
Assistant - d <sup>r</sup> - - - - -	109 12 4	- - -	109 12 4
Clerk - - d <sup>r</sup> - - - - -	96 3 4	106 8 8	202 12 -
<b>SURGEON - - - - -</b>	92 6 4	- - -	92 6 4
<b>COMPTROLLER OF THE ALPHABET OFFICE - - -</b>	184 12 4	266 18 3	451 10 7
First Clerk - - - - -	122 6 4	133 8 2	255 15 6
Second d <sup>r</sup> - - - - -	100 - -	- - -	100 - -
Third d <sup>r</sup> - - - - -	87 14 -	5 - -	92 14 -
Fourth d <sup>r</sup> - - - - -	73 17 -	5 - -	78 17 -

## PROPOSED ESTABLISHMENT.

DESCRIPTION OF OFFICE.	FIXED SALARY.	Scale of Increase from Length of Service:			
		Under 5 Years.	After 5 Years.	After 20 Years.	After 25 Years.
	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.
Four Messengers, each 20s. per week.					
See Inland Office.					
SUPERINTENDENT OF DEAD- LITTER-OFFICE - - - }	250 - -	- -	- -	- -	- -
Two Senior Clerks, each -	- - -	140 - -	160 - -	180 - -	200 - -
Three Junior Clerks, each -	- - -	90 - -	100 - -	110 - -	120 - -
WRITING-OFFICE.					
Two Clerks, each - - -	- - -	90 - -	100 - -	110 - -	120 - -
SUPERINTENDENT OF MAIL COACHES - - - }	300 - -	- -	- -	- -	- -
One Clerk - - -	- - -	90 - -	100 - -	110 - -	120 - -
See Inland Office.					

(continued)

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

## PRESENT ESTABLISHMENT.

DESCRIPTION OF OFFICE	SALARY.	Other EMOLUMENTS.	TOTAL SALARY and EMOLUMENTS.
<b>SURVEYORS OFFICE:</b>	£. s. d.	£. s. d.	£. s. d.
Resident Surveyor - - - - -	595 7 8	- - -	595 7 8
First Riding Surveyor - - - - -	95 6 4	388 10 3	480 16 7
Second - d <sup>r</sup> - - - - -	92 6 4	170 8 2	262 14 6
Third - d <sup>r</sup> - - - - -	92 6 4	450 9 4	542 15 8
Fourth - d <sup>r</sup> - - - - -	92 6 4	277 1 5	369 7 9
First Extra d <sup>r</sup> - - - - -	- - -	254 10 10	254 10 10
Second Extra d <sup>r</sup> - - - - -	- - -	313 5 11	313 5 11
<b>PACKET AGENT AT BOWTH - - - - -</b>	92 6 4	352 - 10	444 7 2
D <sup>r</sup> at Dunmore - - - - -	95 6 4	154 12 10	246 19 2
D <sup>r</sup> at Kingsdown - - - - -	54 12 -	276 17 4	330 9 4
<b>COMPTROLLER OF THE PENNY POST - - - - -</b>	184 12 4	- - -	184 12 4
Chief Clerk - - - - -	138 9 4	- - -	138 9 4
First Senior Sorter - - - - -	83 1 8	- - -	83 1 8
Second d <sup>r</sup> - - - - -	83 1 8	20 - -	103 1 8
Two Junior Sorters, at £.64. 12. 4. each - - -	128 4 8	- - -	128 4 8
Window-man - - - - -	64 12 4	48 - -	112 12 4
Two Stampers, at £.27. 14. each - - -	55 8 -	- - -	55 8 -
Porter - - - - -	36 18 8	- - -	36 18 8
Eighty-two Receiving Housekeepers, at £.4. 12. 4. each - - -	378 11 4	- - -	378 11 4
<b>Fifty-seven Letter-Carriers:</b>			
10 at 16/8 per week - - - - -	433 6 8	- - -	2,108 16 8
10 at 15/9 - - - - -	408 10 -		
11 at 14/10 - - - - -	424 4 8		
11 at 13/11 - - - - -	398 - 4		
15 at 12/11 - - - - -	503 15 -		

## PROPOSED ESTABLISHMENT.

DESCRIPTION OF OFFICE.	FIXED SALARY.	Scale of Increase from Length of Service :			
		Under 5 Years.	After 5 Years.	After 10 Years.	After 15 Years.
	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.
<b>SURVEYORS :</b>					
Four Surveyors, each	- - - -	100 - -	115 - -	150 - -	200 - -
With travelling allowance of 21 s. per day, and 11 d. per mile when on duty.					
<b>COMPINGLES OF THE PENNY</b>					
POST - - - -	250 - -	- - -	- - -	- - -	- - -
One Senior Clerk - -	- - -	140 - -	160 - -	180 - -	200 - -
Four Junior Clerks, each -	- - -	90 - -	100 - -	110 - -	120 - -
One Messenger, at 20 s. per week.					
57 Letter-Carriers, each -	- - -	50 - -	60 - -	70 - -	80 - -

(continued)

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

## PRESENT ESTABLISHMENT.

DESCRIPTION OF OFFICE.	SALARY.	Other EMOLUMENTS.	TOTAL SALARY and EMOLUMENTS.
LETTER-CARRIERS:	£. s. d.	£. s. d.	£. s. d.
Inspector - - - - -	98 6 4	14 - -	106 6 4
Sixty Letter-Carriers:			
15 at £. 43. 6. 8. - - - - -	650 - -	706 4 7	1,356 4 7
8 at 40. 19. 0. - - - - -	327 12 -	129 17 8	457 9 8
10 at 38. 11. 4. - - - - -	385 13 4	144 18 1	530 11 5
13 at 36. 3. 8. - - - - -	470 7 8	112 18 6	583 6 2
14 at 33. 11. 8. - - - - -	470 3 4	85 10 -	555 13 4
HOUSEKEEPER - - - - -	92 6 4	- - -	92 6 4
DOOR PORTERS:			
Two at £. 48. - - - - -	96 - -	- - -	96 - -
One at £. 36. - - - - -	36 - -	- - -	36 - -
FIRE LIGHTERS:			
Two at £. 31. 4. - - - - -	62 8 -	- - -	62 8 -
LAMP LIGHTERS:			
One at £. 36. 16. 8. - - - - -	36 16 8	- - -	36 16 8
One at £. 16. 4. - - - - -	16 4 -	- - -	16 4 -
HOUSEMAIDS:			
Eight at £. 27. 14. - - - - -	211 12 -	- - -	211 12 -

## PROPOSED ESTABLISHMENT.

DESCRIPTION OF OFFICE.	FIXED SALARY.	Scale of Increase from Length of Service:			
		Under 5 Years.	After 5 Years.	After 10 Years.	After 15 Years.
LETTER-CARRIERS	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.
One Inspector - - -	- - -	400 - -	455 - -	500 - -	500 - -
Thirty Letter-Carriers, each	- - -	50 - -	60 - -	70 - -	80 - -

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# APPENDIX TO THE NINETEENTH REPORT.

## REPORTS, PAPERS, &c.

### Appendix, No. 1.

REPRESENTATION from the Postmasters-General, to His Grace the Lord Lieutenant, on the Reform of the General Post-Office of Dublin.

General Post-Office, Dublin, Nov. 10th, 1867.

MY LORD,

CONCEIVING it essential to the performance of our duty as Postmasters-General of Ireland, that no time should be lost by us in pointing your Grace's attention to such inconveniences as have been experienced in the post-office department; we have now the honour to lay before your grace the following statement, relative to such part of the actual situation of the general post-office in Dublin, as may require the interposition of Government to ameliorate, and to suggest such circumstances as appear to us fit to be adopted, with a view to the public advantage in this important branch of his Majesty's service.

In doing this, we purpose postponing to a future opportunity, after this pressing subject shall have been disposed of, the observations which it will be our duty to make, with a view to the attainment of greater efficiency in the country deputies, and a more perfect system in the penny post-office of Dublin.

Sensible of the weight of responsibility which devolves, and in truth ought to attach on those directly concerned in the superintendence of the whole correspondence of this portion of the empire, we have been the more anxious to derive information from the best sources whence it was possible to draw it; from the numerous complaints which had reached us, of alleged mismanagement in the administration of the Irish post-office.

Immediately, therefore, on our appointment to the joint situation which we have now the honour to fill, we made application at the general post-office in London for their assistance, and have ever since maintained with that department a direct, personal and confidential communication upon the subject of such reforms here as it might be advisable to propose.

The kindness of the postmasters-general of Great Britain, the attention of their secretary, and the anxious zeal with which the principals of every subordinate department were so good as to enter with us into the most minute explanations upon every matter severally connected with their part of the management, are circumstances which we shall ever notice with gratitude; at the same time that they have enabled us, at an earlier period than would otherwise have been the case, with greater confidence to point out some of the principal matters to which we conceive the defects in the actual arrangements in the Irish post-office may be attributed.

The first defect which presents itself, is the want of a proper system of checks, both with respect to the interior management of the Dublin office, and with reference to the several deputies in the country.

These it will be unnecessary to detail; some new checks are already put in train for adoption, and upon the whole of this part of the subject, the postmasters-general are already vested with sufficient authority to correct, alter, or new model the present practice as the public service may require. It must however be remarked that some, and very important checks which it will be eligible to establish in the sorting office, and those offices dependent on it, cannot conveniently be introduced without a considerable enlargement of the rooms wherein the whole business of arrival and dispatch is conducted.

The first point then to which we should wish to solicit your grace's attention, and to which we conceive much of the irregularity and want of system is to be ascribed is, the ill construction and want of space in the sorting and letter-carrier's offices, and those dependent on them, and the want of some minor offices and accommodation connected with the arrival and dispatch of his Majesty's mails, &c.

It requires that a person should have personally witnessed the nature of the business performed in the sorting and letter-carrier's offices, to be aware of the material consequence of ample space, without which it is impossible to make a proper distribution of the persons necessarily employed, so as to detect fraud, and to promote regularity and dispatch.

The sorting-room in the Dublin office is in shape so ill adapted to the business for which it is occupied, is so confined in point of extent, so ill arranged and so dark, that the officers on duty, even under the present inadequate establishment, are considerably interrupted and impeded in their business, and every facility is afforded for the plunder of the property of individuals intrusted to the charge of the general post-office.

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Indeed,

Reports, Papers,  
&c.  
No. 1.  
Representation of  
Lord O'Neill and  
Clancarty on the  
Reform of the  
Post-office, Dublin.

Reports, Papers,  
&c.

No. 1.

Representation of  
Lord O'Neill and  
Cousins on the  
Reform of the  
Post-office, Dublin.

Indeed, so great is the temptation offered by these concurring circumstances, that numerous as the complaints have been of losses actually sustained by depredation, we are more inclined to be surprised at their having been so few, than to wonder at their multiplicity.

In addition to the extension of these offices for the general post, there is likewise a necessity for similar offices, though on a much smaller scale for the penny post-office establishment, together with an office and the necessary arrangements of sorting, &c. for the English mails and management of the Government expresses, the business of which, for the purpose of affording punctuality in the delivery and dispatch of the home letters, we should propose to separate from the inland arrangements.

Some few rooms will be likewise requisite for the attendance of guards, messengers, &c.

The late postmaster-general, Lord Donoughmore, in a letter written upon the eve of his retirement to Sir Arthur Wellesley, strongly urges that the attention of Government should immediately be directed to this point.

The necessity of extending the concerns of the general post-office in most of the respects we have mentioned, has long been felt; and with the certainty that the business cannot be conducted with security and proper dispatch without such extension, the postmaster-general conceives they cannot too forcibly press this subject on your grace's consideration, or urge too strongly the necessity of the immediate authority of Government being granted for effecting the required additions.

The ground belonging to the public at the post-office is so confined, and already so covered with the necessary offices, as not to afford space for the proposed extension of the building.

Whether it will be advisable to purchase the houses adjoining for the purpose of erecting such additional offices as may be required, or altogether to obtain ground in some other convenient situation, wherein to build an entire new office, will no doubt be ultimately decided upon by your grace, with reference to which of the two arrangements shall appear most advantageous in point of economy and public convenience.

On this point we are not prepared to give any decided opinion.

Upon the one hand, scarcely any situation for the establishment of a post-office could be found more eligible from its local position than that wherein the present office is placed; and as far as regards the main building, although more space would certainly be desirable, and although such as the present building affords is not exactly distributed in the manner in which, in the event of erecting a new office, we should have the honour to recommend; yet it is sufficiently convenient, and not altogether ill adapted for the execution of the business.

Again, of the ground adjacent to the rear which it would be requisite to procure, about the half of it is occupied by the premises of the Incorporated Society under a Captain Coleman, who we are informed is willing to grant a lease of it for ninety-nine years from the 25th September 1807, at 100*l.* per annum, and a payment to him of the difference between the rent now paid by the Incorporated Society, amounting to about 54*l.* per annum, and the rent for the last year-and-half, the whole of which payment would not exceed 80*l.*

On the other hand, Captain Coleman will not grant a perpetuity of his land, or a lease of longer duration than ninety-nine years; and considerable difficulty, it is to be feared, will be encountered in obtaining the rest of the land required, which is essential to the proposed improvements. To ascertain the facts relating to this point, inquiries are making for your grace's further information.

The increased value of the premises on which the present post-office is placed, is likewise stated to us as an argument against continuing on the present site, it being alleged that the disposal of the land and buildings of the actual post-office, would go a considerable length in reimbursing the expense of erecting an entire new building.

For our part, however, we do not much rely upon this argument, as it seldom perhaps happens that when Government is under the necessity of disposing of its property, it is able to derive much advantage from the bargain.

With respect to a new site, in the event of change, it is necessary to state that the Commissioners of Wide Streets have made a proposal to convey an ample plot of ground in perpetuity, at the rate of 1*l.* per running foot, fronting to Calcutta Bridge, and occupying the whole length of D'Olier-street; a situation very little, if at all inferior, in point of locality to that occupied by the present post-office.

And we have likewise to add that in the event of change, the public will still continue during the erection of the new office, to receive the benefit of having the business connected with the postage of its letters conducted in the existing office, which could not without increased confusion be the case, if an extension of the present building should be determined on. We are, however, upon the whole, inclined to think that if ground can be obtained at any reasonable rate adjacent to the present concerns of the post-office, sufficiently extensive for the proper enlargement of the building, so as to furnish the requisite accommodation, it will be preferable to remain upon the present site, rather than by changing, incur the public revenue with the charge of an entire new office.

Having put your grace in possession of the nature of the enlargements necessary in the buildings of the post-office, and suggested such reasoning as our present information empowers us to afford upon the advantages or disadvantages attendant upon the present situation as opposed to a change of site; we have now to call your attention to an object not less material, and to rectify which, the interposition and authority of Government are essential, viz. the inadequacy of the present establishment, both in point of numbers of officers and amount of individual emolument, to ensure an active and zealous discharge of the several duties. Much need not be said to impress your grace with the policy of affording sufficient emolument, proportioned to the several duties, to those employed in every department.

department under Government; and if this is true as a general position, it is abundantly so in its application to the post-office, in which more perhaps than in any other, the different persons employed have, generally speaking, greater trust reposed in them, are more exposed to temptation, and consequently, the different situations require to be filled by persons of peculiar good character and respectability. So important has this been felt in England, that at various times a total revision has taken place of the post-office establishment, and the salaries of the different officers have been proportionably increased.

The last arrangement of this sort, and by which, as far as applicable, we should propose, though on a moderated scale, to model what we shall have the honour of submitting to your grace, took place towards the close of Mr. Pitt's last administration, the treasury letter approving thereof, bearing date on the 29th January 1808, the increase therein authorised being to take effect from the 31st July preceding. This arrangement was, as far as the post-office establishment would admit, founded upon the principle of length of service, and a gradual scale of increased salary as applicable thereto; a principle which, combining with it, that of succession wherever eligible, we should humbly conceive would meet your grace's approbation, as carrying with it the certainty of a competency in advanced life to the deserving officers of the establishment, and rescuing them from the state of languor which a sole dependence upon generally a protracted, always an uncertain, and sometimes a visionary prospect of succession, is calculated to inflict.

In order to establish the different check adopted in the London office, and assimilate the practice of the Irish post-office with that of Great Britain, it will be necessary, in a great degree, to new model the office here, to make a different distribution of the different persons employed, and in some instances to create new subordinate departments. The paper herewith annexed will point out in detail the arrangements we propose to make in new forming the office on the principle adopted in England, for the purpose of obtaining greater safety, convenience, and dispatch in the future conveyance of letters, and of establishing additional checks for the better security of the post-office revenue.

We shall have the honour of stating under their different heads, the reasons which have induced us to propose such alterations as are now submitted for your grace's consideration.

But first it will be right to notice some pressing inconveniences which are experienced from the nature of the appointments of some of the officers, and from the mode in which the duty of these and others has been performed.

Exclusive of the postmaster-general and secretary, there are four officers in subordinate departments of the post-office, whose situations are held by patent under the great seal, viz.

The comptrollership of the sorting office.

The resident surveyorship and comptroller of bye-letters, both in one, although in their nature perfectly distinct.

The treasurer or receiver generalship.

The accountant generalship.

Of these the two first are so intimately connected with the daily management of the current business, for which the postmaster-general is responsible, that they ought never to have been taken from his direct control or placed beyond the immediate power of suspension or dismissal.

The duty of the first of these officers is to superintend the whole business connected with the dispatch, arrival, and delivery of his Majesty's mails; to take care that the proper officers duly attend at the hours appointed in the sorting office, and perform their duty with accuracy and dispatch; to report daily the time of departure and arrival of all the mails, the hour of dispatch of the letter-carriers, the number of letters sent out, the amount of postage, and any misconduct, absence of officers, or other occurrence which may take place during the hours of business, and to make such proposals thereon for the amelioration of the system as his experience may suggest.

This office was granted to the gentleman who now holds it by patent, during pleasure, in 1796, at an annual salary of 250*l.* per annum; and we have no wish, and have certainly no intention of recommending Government, in any respect, to abridge the emoluments of an officer who has long served the public with zeal and integrity.

But it being necessary, under the proposed new arrangements, of putting the management of the British mails and Government expresses on a separate establishment, to place a confidential person over this department; and it being in coincidence with the wishes of the present comptroller to take the charge of this duty, rather than to continue in the inland sorting room, we should humbly suggest that his control should, by an instruction from Government, be in future confined to the arrival and dispatch of the British mails, together with the management of the Government expresses.

We should also propose to place the business of the inland office under the guidance of an active officer, to be styled the president of the inland office, assisted by two vice-presidents, in the manner we shall hereafter detail to your grace when we come to speak of this particular branch of the business. And further, in the event of a vacancy in the patent of comptroller of the sorting office, to abolish that office altogether, and in lieu thereof, to allow the appointment of a comptroller of the British office, at a moderate salary; this officer to be appointed by the postmaster-general for the time being, and to be subject to be fined, suspended, or dismissed by him at his pleasure.

With respect to the resident surveyorship and comptroller of bye-letters, two officers of considerable importance and perfectly distinct in themselves, these were united into one, and granted by patent during good behaviour, in the year 1793, at a salary of 319*l.* 19*s.* 8*d.*, to Mr. Bushe, who, on a return of the post-office establishment made in 1801 to Government,

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in consequence of a resolution from the then chief secretary, declares that "the grant was made to him as a total and absolute sinecure, in reward for the services of his father, and that it would be impossible for him to do any duty."—Certain it is that since the appointment of Mr. Bashe, no attendance whatever has been given by the principal officer of these combined, though distinct and separate offices.

We are by no means desirous of depriving Mr. Bashe of the income he at present enjoys, as a reward for his father's meritorious services; and though it might not be inexpedient to make some other arrangement for this gentleman; yet as it appears he only looks to the income, without seeming to harbour any intention of opposing his patent to the proposals which we conceive it to be our duty to offer for the public service, we shall leave his interest to be disposed of by your grace's wisdom.

The duties of the resident surveyor, with the exception of those connected with the mail-coach system, we propose to have transacted, as in England, in the secretary's office; and in the event of the determination of Mr. Bashe's patent, we should suggest the propriety of appointing the secretary resident surveyor, without however attaching to this officer any additional salary, although the increase of one clerk in his department may, perhaps, on this account, hereafter become necessary.

The management of the bye-letter correspondence, over which Mr. Bashe is, likewise by his patent, comptroller, we propose to combine with the superintendence of the dead and mis-sent letters, for the purpose of conveniencing the public with a more punctual cross-road communication than has hitherto existed, and we entertain sanguine hopes of being able considerably to advance the public receipts in this hitherto neglected part of the post-office arrangements.

On the subject of the two other patent offices on the post-office establishment, viz. those of the treasurer and accounts-general, we have no objection to urge against their appointments continuing always to form a part of the patronage of Government.

We have, however, to observe that the anomaly so justly complained of by our predecessor, Lord Donoughmore, of allowing the business of treasurer to be performed in the office of the accounts-general, has only been in appearance obviated, for though duty of the receiver general is no longer performed in the accounts-general office, yet, in point of fact, a person in the employment of the individual who enjoys the latter office, is the actual conductor of the whole duties of the former.

We have only on this part of the subject to express a hope that on the termination of either or both of the patents in question, the re-grants may severally be made to efficient individuals who may be found thoroughly qualified to perform the respective duties attached to these most important situations in their own persons; and that of the accounts-general may hereafter be made, as was originally intended, an efficient office of check against abuses in the treasurer's department.

The annexed paper contains first, a statement of the details, with reference to the present officers which we should wish to establish for the more effectual transacting of the business; secondly, the permanent arrangements without such reference, which we should think it expedient to recommend with respect to gradation of salary.

We shall now take the honour of stating our reasons for such alterations and additions as we have thought it requisite to propose under their respective heads.

#### SECRETARY'S OFFICE.

THE reasons for our recommending the addition of one clerk in this department are:—First, on account of the great increase of the correspondence of the office; secondly, of its having the greatest part of the surveyor general's business to perform; and thirdly, on account of the additional checks which are now in a course of establishment for the security of the revenue, against the frauds of the country deputies, and which we mean for the present to conduct in this office, although in England it forms a separate establishment under the denomination of the "Letter-Bill office."

We have indeed some reasons to fear that the addition of one clerk will scarcely be found sufficient for the performance of this accession of duty; we conceive ourselves, however, bound to try the experiment, sensible that should a further addition hereafter be found requisite, your grace will give due consideration to any application we may in future prefer on this subject.

#### INLAND OFFICE.

WE fear that the immense amount of increase proposed in this department, may occasion momentary sensation of surprise, but when it is considered that the office is one where an immense amount of property must necessarily pass through the hands of most of the individuals employed in it, that the temptation is great, and that the complaints have been abundant, it may not surely be inadvisable to render it worth the while of officers, to whom so much is entrusted, to be honest.

It must, we believe, be recollected, that besides character, each of these persons must be qualified with approved security, must have received a certain degree of education, and even after all, that they will still have long to toil before they can acquire a comfortable provision in the arrangement here proposed; although we have nearly doubled the number of persons to be daily employed, yet we have in fact made no addition to number on the existing establishment. To explain this it is necessary to state, that the actual arrangements were made at a time when the correspondence of the country was not, in number of letters, above half, and in product of revenue, not one-third of their present amount. Fifteen persons

persons of the description of assistant clerks and sorters were then thought sufficient for the management of the business; and as the mails at that time were dispatched at eleven o'clock at night, and arrived at six on the morning, it was found impracticable to employ the same individuals in the morning receipt, who had been on duty at the dispatch of the preceding night. A double establishment therefore became necessary, and though the hour of dispatch has within these few years been changed from eleven to eight o'clock in the evening, the old system of alternate establishment has still been persevered in; and to prevent the business of increased correspondence ten letter-carriers and some of the mail guards have been called in to assist in facing, stamping and sorting the letters.

We now propose to unite the two sets of clerks, assistants and sorters, in the business of each day, which will preclude the necessity hitherto experienced of employing letter-carriers and mail guards in the interior of that office. The present salaries of those employed in this department your grace will therefore perceive has been only for half work, and we should hope those now proposed will not appear too great for the double duty hereafter to be imposed on the persons to be in future employed in the inland office.

The additional officers of a novel description proposed to be appointed are few, and our reasons for proposing them are as follow:—

#### CLERK OF THE BLIND DIRECTIONS.

THE proposed institution of a clerk of blind directions, or as he is commonly termed the blind man, is taken from the arrangement in the London office, and is suggested for the purpose of promoting expedition in the dispatch of the evening mails, and preventing the frequent mistakes which are found to arise from blind or imperfect directions. To obtain these advantages, it is proposed that the sorters, as in England, should be directed in going over the letters to throw out those of difficult or short address, in order, in the former case, to save the time which would be required for deciphering them; and in the latter to prevent, if possible, the chance of their being mis-sent. The letters so thrown out are to be collected and brought to the clerk of blind directions, who will be a person selected from those of the greatest experience in the office, to whom all sorts of hand-writing are familiar, and who is best acquainted with the general correspondence of the country; and it will be his business to correct the directions, sort the letters so referred to him, and pass them to the different divisions for the purpose of being thrown forward to the different post towns for which they are destined.

The length of service which the officer must have gone through in order to qualify himself for this situation, the establishment of which has been found of such essential advantage in the English office, induces us to hope that your grace will not deem the salary of 500*l.* per annum larger than ought to have been proposed.

#### TICK CLERK.

THE proposed establishment of this office is also taken from the London office; his business there is to tick off in a book kept for that purpose the arrival of all the bags conveyed to town by the mails, previous to their being opened: and in like manner to tick off in the evening the letter-carrier's bags, and those from the receiving houses received at the office, and to make an immediate report to the president in the event of any bags being missing; he is likewise to superintend the entry in the evening of every letter-carrier's name, noting likewise the hour of his arrival from his walk. At present the business of ticking off the morning arrival of bags is performed by the officer who arrives first as a reward for his early attendance, it being his privilege to leave the office the moment his duty is completed; so that receiving only the advantage of his performing a mechanical operation the office is thereby deprived of one of its most active members.

In the evenings there is no check at present on the arrival of the letter-carriers or bags from receiving houses, the office receives such letters as are brought without any inquiry or check to ascertain whether all the letters and all the bags which ought to have been brought in have actually reached the post-office. The situation of tick clerk is one, which though of considerable utility and requiring integrity, does not call for more than a slight degree of education in the person exercising it; it is therefore proposed that arrival at this and the situation which will be immediately afterwards spoken of, should be held out as a prospect for the reward in succession of such messengers as should have gone through their service with real and fidelity.

#### BAG AND STAMP KEEPER.

THESE situations are distinct in England, but from the small scale of our business, in comparison with theirs, we conceive that the duties of both can very well be performed by one person. In his capacity of bagman, it will be the duty of the person employed to collect and take under his charge all the bags which arrive from the country, to examine individually whether they are in a proper state for service, to make a report of such as may require repair to the president or vice-president in turn for duty, in order that immediate directions may be accordingly given, and to separate them for each division, so that they may be in readiness for evening duty.

At present there is no person to whom the custody of the bags of the office are specially entrusted; the junior clerk at each division collects the bags for the evening work; little care or attention can be paid to their state by persons who have other material duties to perform, and the consequence is a very considerable expense to the public; much greater

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than that the public will be charged with by the proposed arrangement. As stamp-keeper, it will be the duty of this officer carefully to preserve in his custody the stamps belonging to the office, to clean such as are clogged, duly to change the date of each, to keep the stamp cushions in proper state for use, and lay them and the proper stamps at each table ready for the business of each morning and evening respectively. At present the stamps are placed in a drawer in the sorting room, under the custody of no particular person, and open to the access of all those who are permitted to enter that room; little care or attention is paid to them; the stamp cushions are either overloaded or too slightly moistened with ink, so that the impressions are often blotted, and almost always imperfect.

#### CLERKS OF ROADS, &c.

BEFORE we leave the subject of the inland department, it will be right to apprise your grace that there are six very lucrative situations connected with it, four of which have been always considered as peculiarly belonging in succession to the four senior clerks in the sorting office; many of the officers attached to which it is ascertained have been induced to remain in the office on their present low salaries, on no other grounds than in the hope of some day or other succeeding to these situations. The fifth has long been enjoyed by the present secretary, and the sixth is supposed to be at the disposal of the postmaster-general to cast wherever they may think fit.

Four of these situations are termed clerkships of roads, and the emolument arises from the privilege of sending Irish newspapers into the different provinces free of postage, which produces an income at the lowest of 500*l.* per annum, and on the best of Leicester road of 800*l.* The last is the situation enjoyed by the present secretary, and although properly in the free disposal of the postmaster-general, it is proposed hereafter to annex it permanently to the office of secretary, thereby precluding all necessity of increased salary to this officer. The profits of the other two arise first from a compensation of 28*l.* per annum each, given for the relinquishment of sending English newspapers free of postage in 1784, and secondly, from the emolument arising from the privilege of sending out English newspapers and lottery lists express, immediately on the arrival of the English mail, both of which jointly produce a revenue to the clerks possessed of these privileges in the one instance of about 450*l.*, and in the other, of above 700*l.* per annum. Of the postmen enjoying these advantages upon the sorting office establishment none of them at present do any duty, but have been permitted to pay persons coming junior into the office for the discharge of the sorting business in their room. This arrangement, although it puts the public to no additional charge, yet appears defective in two particulars; first, by depriving the public of the services of the most experienced of its officers, who, if enabled, ought still to continue in the performance of their duty, and if disabled, ought to retire upon such pensions as Government should judge it expedient to grant. And secondly, by inducing persons to remain on the establishment when they are past the power of service, and thereby protracting and possibly defeating the legitimate prospects of the deserving and efficient officers next in succession to them, it is not our wish, however, to interfere with arrangements already made, but we should propose that Government should instruct us to obviate this evil in time to come, by directing that in all cases of future succession, the clerks of the roads and those possessed of the privilege of sending English newspapers and lottery lists express, should perform their duties in person; and that should their respective absence from office through illness or otherwise, in any one year, altogether amount to three calendar months, or in any two successive years to four calendar months, their situations should *ipso facto* become vacant, and be immediately enjoyed by the next in succession, unless such absence should have taken place under the special permission of Government.

It appears above, that compensation to the amount of 28*l.* per annum each was upon the separation of the Irish from the English office in 1784, granted to the persons formerly possessed of the privilege of sending out English newspapers, &c. by express; the persons to whom this compensation was originally granted are long since dead, nevertheless the amount has still been charged to the public and received by their successors. The sum is not in this instance of any material consequence, but the principle is a vicious one and directly applies to the continuance in perpetuo of a very heavy expense to the public in the following instance:—A short time subsequent to the Act of Union, the clerks of roads applied to Lord Hardwicke, then Lord Lieutenant of Ireland, for compensation to reimburse them for losses incurred by the diminished demand for Irish newspapers, in consequence of which Government directed that an average of the profits of each clerkship should be formed of three years, two preceding and one subsequent to the Union; and having thus allowed a certain annual sum to be the legitimate amount of each, an account was directed to be kept of the annual profits arising from the supply of Irish newspapers, and whatever this fell short of the average sum, the balance was directed to be paid from the post-office revenue. Under this arrangement a sum of 800*l.* in the first, and 500*l.* in the last year, was paid to the clerks of the roads to compensate their losses; which, although expected by those next in rotation, we should humbly conceive ought to be discontinued upon the death, resignation or removal of the present possessors. We should likewise propose, that upon the future succession of any of the officers on the establishment, with the exception of the secretary, for whom no increase is proposed, to the clerkship of a road, or to the emoluments from forwarding English newspapers and lottery lists express, their salaries should be respectively reduced to two-thirds of the whole sum proposed by us to be now allowed them, which will give the public some participation in the profits now enjoyed by these officers, and lighten the expense of the proposed increased establishment.

## LETTER-CARRIERS OFFICE.

We have little to add upon this subject, to what is already contained under the observations on the annexed proposed additional establishment.

In England many of the persons employed on this duty, derive an emolument of upwards of 500*l.* per annum from their walks, to which they arrive in succession; these emoluments arise from payments on early delivery, Christmas-boxes, and bell-money. The payments from the establishment proposed to be made here, are only the same as those made to the letter-carriers in the London office, yet here we have no emoluments arising from early delivery.—the Christmas-boxes are generally insignificant, and the bell-money only one penny per house, instead of one penny per letter, and of this trifling perquisite the letter-carriers are often defrauded, by a practice very prevalent among the inhabitants of this city, of sending their letters, sometimes those of an entire street, to one house for delivery to the letter-carrier.

To obviate this fraud however, and at the same time to add to the emoluments of these servants of the public, in whom very considerable confidence must necessarily be placed, we have it in contemplation so soon as a revision and correction of the situation and number of the receiving houses shall have been made, to oblige the public to pay as in England, per letter, and not as here, per house, for the letters delivered to the letter-carriers.

## SUPERINTENDENT OF MAIL-COACHES.

The object which induces us to propose the establishment of this office, is for the purpose of securing to the public, as far as practicable, the full benefit of the mail-coach system.

The necessity of some more efficient control over the coach masters contracting to carry the public mails, over the coachmen, guards, &c. has been felt by us ever since our appointment to the office. It is true that we possess the power of putting the contract in suit, of insisting on the dismissal of coachmen, and actually dismissing our guards; but these are remedies which cure the disease by killing the patient, and for the most part, whenever resorted to, are attended with vast expense and considerable inconvenience to the public service.

The duty of superintendent would be, to take every means to prevent delays from taking place, by a constant and vigilant attention to this sole object; he would have in the first place, strictly to examine each mail-coach way-bill upon its arrival, to see that each stage on the whole line was made at its proper time; in case of the reverse, to inquire minutely into the cause, to correspond for this purpose with the parties concerned in it, and if requisite, either to send his assistant or to go down himself, in order to inquire into any deviation from the contract, and personally to arrange matters on the spot, for the purpose of preventing its recurrence in future; and cautiously to distinguish between delays or other infractions of the contract arising from wantonness, neglect, or intention, and those produced by unavoidable accident.

The duties of the presiding officer will require constant attention, and the office ought to be filled by a person of uncorruptible integrity, of great industry and activity, and of some knowledge of the material features of the post-office business.

We had some thoughts of continuing the duty of controlling the mail-coach way-bills, with the clerks of the secretary's office, by whom this part of the duty has been long performed, and directing the riding surveyors to discharge such part of the business as should require the personal presence on the spot, of a controlling officer from the office; but besides the business being amply sufficient to engross the whole and undivided attention of those proposed for its performance, we find that the clerks in the secretary's office, will, under the new system of checks already in some progress towards adoption, in addition to their former duty have more employment than would possibly admit of their doing justice to this important part of the public service. And such is the ignorance of the country postmasters, such the fraud of many of them, and so constant the application for establishment of new post towns, &c., that the time of the surveyors is abundantly occupied with these objects. We trust therefore, as the mail-coach system already considerably extended is likely still further to increase, that your grace will be induced to approve of this, in our judgment, advantageous and necessary establishment.

## ALPHABET AND PAID WINDOW.

THE Alphabet is an establishment long formed for the accommodation of the public; and from which very material convenience and security are derived to many of the public officers and mercantile houses, who have their letters sorted for the alphabet and send for them by their own messengers.

The fees derived from this source amount to a handsome sum, and are received by the alphabet keeper for his own emolument. On this account, and because the present alphabet keeper is likewise clerk of a road, no additional salary is proposed for him. On the present establishment of this office there are two clerks, who it is proposed to place on the sorting establishment, and whose salaries it has consequently been proposed to raise, according to their years of service as attached to that office.

In the paid window there are, according to the existing establishment, four clerks. In this part of the office, the whole business connected with the despatch of British mails and management of Government expresses, has hitherto been conducted by these four officers; it now being proposed to separate the whole duty, as well of despatch as of arrival of the British mails, and to place this branch of the business in a distinct department, three of

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the windowmen see, under this arrangement proposed to be transferred to the British mail-office, and the fourth to the alphabet and paid window, where with the assistance of the clerks already there, it is supposed that the whole duty both of the alphabet and paid window, can be performed without additional aid.

#### BYE, DEAD AND MIS-SENT LETTER OFFICE.

THERE is in truth no increase of number suggested here, the two clerks heretofore employed in the office of resident surveyor and comptroller of bye letters, are joined to the two already in the dead and mis-sent letter office; and though the business of both is considerably increased by the checks and vouchers which have recently been adopted, and will still further be added to, yet it is conceived that under the management of the superintendent, the number of clerks will be fully sufficient for the discharge of the duties of this department.

#### BRITISH MAIL OFFICE.

It appears to us of considerable importance, that the dispatch and delivery of the inland letters, should be rendered as punctual as possible; it has therefore been our anxious endeavour to enforce the dispatch of the inland mails outwards, at eight o'clock precisely each evening, and to send the letter-carriers out with the letters for their different walks in the town delivery, at nine o'clock in the morning. In this attempt, however, we have been often disappointed, from various causes, which our efforts, coupled with some of the proposals we have the honour to submit, are calculated to obviate; but a considerable cause of our disappointment has originated in the uncertain arrival of the British mails.

Frequently these have reached the office, even during the course of our short experience, in the very middle of the evening sorting business, and thereby retarded the departure of the mails till nine, and even till a later hour; the consequence of which has been considerable detriment to the horses, the delay and impatience of the passengers, an entire departure from our regular way-bills, and a total irregularity in the arrival of post letters in every part of the island.

In the same manner, when the arrival has similarly taken place during the course of the morning sorting, it has been found impracticable to dispatch the letter-carriers with any degree of punctuality, and the town delivery has consequently been delayed, to the manifest inconvenience of the public. To prevent the necessity of so obvious a cause continuing to exist in the way of punctuality, the probable benefits resulting from a separation of the British mail from the inland establishment occurred to us, and hence has originated the proposal for this purpose, which we have now the honour of humbly submitting to your grace's consideration.

By this arrangement, the English mails will be opened and the letters sorted for the town delivery, or for the different divisions of the country, by officers appointed for this purpose, distinct from those employed in the inland office.

In this case, should an English mail arrive in the evening, by seven o'clock, or even at somewhat a later hour, the business can be placed in such a state of forwardness as to admit the dispatch of the country letters therein conveyed by the mails of the evening, without materially interfering with the officers of the inland department, who will only have to throw forward the letters and tell their amount, the whole being already sorted in the British office for the different divisions. In the same manner in the morning, should an English mail arrive by eight o'clock, the letter-carriers need not, on this account, be delayed, as the additional letters (already sorted in the British office for the different parts) they will have to set for the town delivery, will very materially affect the hour of their departure.

The very slight additional charge to the public for the attainment of an object of such material advantage, will we should hope, induce your grace to accede to the proposal we have thought it our duty to submit upon this subject.

The entire management of the Government expenses will likewise form a part of the duty of this department.

#### TREASURER, OR RECEIVER GENERAL.

WE have nothing to add with respect to our proposals on this part of the subject, to what already appears in the observations under this head in the annexed paper.

WE cannot however too forcibly endeavour to impress upon your grace the observations we have already had the honour of submitting in the foregoing part of this report, with respect to the mode in which this office and that of the accountant general are conducted, and of the necessity (whenever the state of the by-gone accounts shall permit) of placing efficient persons at the head of each, without which we despair of ever establishing that security to the post-office revenue which the public has a right to expect by making the accountant general's department one of effectual check and control over that of the treasurer.

In truth, if this desirable object is not accomplished, the office of accountant general is altogether a useless burthen upon the public purse, and ought to be abolished, the main purpose for which it was established having been utterly defeated.

#### ACCOUNTANT GENERAL.

It appears to us unnecessary to trouble your Grace with any thing further than what has already been said upon this branch of the post-office department.

\* P. 116.

† P. 116.—See also observations under head Receiver General; also Observations under proper Head in annexed Paper.

## HOUSEKEEPER, &amp;c.

We have the honour to refer your grace to the observations in the annexed increased establishment, for the detail of our proposal respecting the future salary of the housekeeper, and for our views relating to the future disposal of the emoluments she at present enjoys.

We have only therefore to assign our reasons for proposing the increase in this part of the establishment of two shillings.

This we shall shortly do, by stating that the dirt and filth of the whole post-office, its staircases, passages, rooms and offices, are such as to require the appointment of proper persons to keep them regularly cleansed; and that we do not think so large a concern to which the public has such constant access can be kept in a state of tolerable neatness by a smaller number of persons, or at a less expense than we have taken the liberty of proposing to be in future employed for that purpose.

Reports, Papers,  
&c.

No. 1.

Representation of  
Lord O'Neill and  
Clancarty on the  
Reform of the  
Post-office, Dublin.

## SUPERANNUATION OF OFFICERS.

BEFORE we conclude this report, we think it our duty to call your grace's attention to the subject of the superannuation of our officers, as well perhaps those of the country as on the town establishment, and to suggest the propriety of admitting persons who have served the public for twenty years and upwards, and possibly under some very special circumstances of another nature, of retiring upon a proportionate part, perhaps two-thirds of their actual salaries. This, however, to be done by Government, upon memorial from the postmasters-general, setting forth the length of service, or possibly such special circumstances as might render an earlier superannuation equitable, and praying such superannuation accordingly.

It has been a not very unfrequent practice of some of our predecessors to admit of the superannuation of their officers on the whole of their salaries and emoluments, with the exception only of 50*l.* per annum, which they were to pay to a substitute who came in at the bottom of the office.

This mode of proceeding has been resorted to, the rather because the expense of such superannuation producing no additional charge on the revenue, it was conceived that any resort to the approbation of Government became unnecessary.

But besides a practice of this sort being open to considerable abuse, it was vicious in itself, as possibly (and in some cases actually) depriving the public of the services of an individual still capable of the performance of his duty, and as immediately thwarting the prospects of deserving and efficient officers, who looked to the enjoyment of lucrative situations, upon the superannuation of their seniors, and for which they were willing to pay the public by their continued service.

In addition to which, under the proposed arrangements of increased salary, proportionate to the number of years service, such a practice cannot be persevered in without subjecting the revenue to considerable and uncertain changes. We should therefore humbly suggest that an instruction should be framed positively prohibiting the postmasters-general from permitting any superannuation without sanction of Government; and we should hope that for the encouragement of the officers in this department your grace will be pleased to recognize the principle of permitting the deserving officers of the public on this establishment to retire upon a moderate salary, after such a course of years service as may be thought sufficient to warrant.

We have the honour to subscribe ourselves, my Lord,

Your Grace's very faithful and obedient humble servants,

(signed) O'Neill, } Joint Postmasters-  
Clancarty, } General.

His Grace the Lord Lieutenant.

## SECRETARY'S OFFICE.

Reports, Papers,  
&c.  
—  
No. 1  
Representation of  
Lord O'Neill and  
Clerks on the  
Reform of the  
Post-office, Dublin.

	Present Salaries.	Proposed Salaries.	DIFFERENCE.
	£. s. d.	£. s. d.	£. s. d.
<b>Chief Clerks:</b>			
One chief clerk 20 years service and upwards - - - - -	648 - 11		
<b>Senior Clerks:</b>			
One 20 years service and upwards - - -	137 15 11½	200 - -	62 1 - ½
One under 15, and above 10 - - -	60 - -	185 - -	65 - -
<b>Junior Clerks:</b>			
One proposed to be appointed - - -	- - -	- - -	70 - -

## Observations.

1st. THE present salary of the chief or first clerk is 259 *l.* 19*s.* 8*d.*, of which 100 *l.* per annum terminates with the present possessor; the balance of the whole sum set down as in actual receipt, arises first from 80 *l.* per annum, compensation on loss of fees on expresses by the establishment of mail coaches, and which ought likewise to terminate with the present possessor; and secondly, from 288 *l.* 1*s.* 3*d.* fees on commissions of officers on the establishment;—deducting the two sums of 100 *l.* and 80 *l.*, there will remain 448 *l.* 0*s.* 11*d.* for the emolument of his successor, that is, supposing the fees on commissions to be permanent. Of these fees, after the interest of the actual clerk shall terminate, we should recommend an account to be kept, so as in the event of their amount becoming so small as to lower the value of the salary of chief clerk below the gradation hereafter proposed, that the difference should be made up from the incidents; and in like manner, if the same should amount to a greater sum, the salary should be proportionably diminished.

2d. The salary of this officer is but 90 *l.* per annum, the balance of 47 *l.* 18*s.* 11½*d.* is made up of 20 *l.* compensation for the loss of fees on expresses, in consequence of the establishment of mail coaches, which ought to cease with the present possessor, and 27 *l.* 18*s.* 11½*d.* from fees on appointments in the office, and private expresses, the latter sum is of such trifling amount as scarcely to be worth keeping an account of, otherwise its amount might be ascertained and applied as in the former case.

The following scale is submitted for adoption in this department, for the emoluments of the persons serving therein:

<b>Chief Clerks:</b>	
Above 20 years - - - - -	£. 400
Above 15 and not exceeding 20 years - - -	350
Under 15 - - - - -	300
<b>Senior Clerks:</b>	
Above 20 years - - - - -	200
Above 15 and not exceeding 20 - - -	150
Under 15 - - - - -	125
<b>Junior Clerks:</b>	
Above 7 years - - - - -	100
Above 3 and not exceeding 7 - - -	80
Under 3 years - - - - -	70

## INLAND OFFICE.

Reports, Papers,  
&c.

No. 1.

Representation of  
Lord O'Neill and  
Company on the  
Refuge of the  
Post-office, Dublin.

	Present Salaries.	Proposed Salaries.	Increase.
	£. s. d.	£. s. d.	£. s. d.
President :			
One - - - - -	- - -	300 - -	300 - -
Vice Presidents or Deputy Comptroller :			
One under 20 years - - - -	100 - -	100 - -	100 - -
One under 20 years - - - -	50 - -	100 - -	150 - -
Clerk of Blind Directions :			
One 34 years service - - - -	104 - -	100 - -	96 - -
Taxing and Assistant Clerks :			
One at - - - - -	110 - -		
One at - - - - -	95 - -		
Six of 20 years and upwards { one at - - - - -	90 - -	300 - -	660 - -
{ two at - - - - -	85 - -		
{ one at - - - - -	75 - -		
One above 15 years and under 20 - - - -	90 - -	170 - -	80 - -
Three under 15 years - { one at - - - - -	55 - -	150 - -	195 - -
{ two at - - - - -	50 - -		
Sorters :			
Two of 6 years and under 8 - - - -	50 - -	100 - -	100 - -
Four under 6 years - - - - -	50 - -	90 - -	100 - -
Junior Sorters :			
Three of 3 years - - - - -	50 - -	80 - -	90 - -
Five under 3 years - - - - -	50 - -	70 - -	100 - -
Probationary Sorters :			
Four - - - - -	50 - -	50 - -	8 - -
Tick Clerk :			
One tick clerk to be raised to 100 l. after 6 years - - - - -	50 - -	60 - -	10 - -
Bagman and Stamp Keeper :			
One bagman and stamp keeper - - - -	50 - -	60 - -	10 - -
Messengers :			
Three senior - - - - - { one at - - - - -	30 - -		
{ one at - - - - -	27 - -	40 - -	38 - -
{ one at - - - - -	25 - -		
Three junior - - - - - { two at - - - - -	25 - -	30 - -	40 - -
{ one at - - - - -	20 - -		

## Observations.

1st. THE salary here proposed is 50 l. per annum more than that enjoyed by the comptroller of the sorting office, whose business he would with some considerable additions, for the most part, have to perform. As it is proposed to appoint the first senior clerk from the secretary's office to this situation, who has an immediate prospect of succeeding to the chief clerkship, it is but just that he should not be deprived of the considerable advantage he naturally looks to on account of his removal; we should therefore submit that on the death, resignation, or retirement from office of the present chief clerk in the secretary's office, the

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Reports, Papers,  
&c.

No. 1.

Representation of  
Lords O'Neill and  
Clancy on the  
Reform of the  
Post-office, Dublin.

sum of 100*l.* per annum on the incidents should be added to the 300*l.* annual salary here proposed, so as to make the whole salary in that case equal to 400*l.* per annum. The additional 100*l.* to form no part of the permanent salary, but to be paid to this individual only on the grounds above stated.

ed. Although it is proposed hereafter to place the succession to the situation of tick clerk and lagman, as a reward to deserving messengers, yet there being two sorters already on the establishment more than are required, and these being persons who have, contrary to my Lord Lieutenant's instructions, been placed in the office at a more advanced period of life than ought to have been the case, it is intended for the present to fill these situations with them, giving them their option whether to accept them or leave the office altogether.

The following scale is proposed for succession and graduation in this department:

Vice Presidents of

Twenty years service and upwards	-	-	-	-	£. 225
Under 20 years	-	-	-	-	200

Taxing and Assistant Clerks:

Twenty years service and upwards	-	-	-	-	300
Above 15 and not exceeding 20	-	-	-	-	170
Fifteen years and under	-	-	-	-	150

Sorters:

Ten years and upwards	-	-	-	-	125
Eight years and under 10	-	-	-	-	110
Six years and under 8	-	-	-	-	100
Under 6 years	-	-	-	-	90

Junior Sorters:

Above 3 years	-	-	-	-	80
Under 3 years	-	-	-	-	70

Probationary Sorters:

One pound sterling per week, until put on the establishment.

LETTER CARRIERS OFFICE.

		Present Salaries.	Proposed Salaries.	Locomotive.
Inspector of Letter Carriers:		£. s. d.	£. s. d.	£. s. d.
One	- - - - -	70 - -	100 - -	30 - -
Letter Carriers:				
Fifteen	{ six at per week - - -	- 14 -	- 18 -	187 10 -
	{ six ditto - - -	- 13 -		
	{ three ditto - - -	- 12 -		
Fifteen	{ eleven at per week - - -	- 14 -	- 17 -	205 8 -
	{ four ditto - - -	- 11 -		
Fifteen	{ twelve at per week - - -	- 11 -	- 16 -	202 16 -
	{ three ditto - - -	- 10 -		
Fifteen	at per week - - -	- 10 -	- 15 -	185 - -
Fifteen	at per week - - -	- 10 -	- 14 -	156 - -

Observations.

THE number of letter-carriers here noticed, includes those upon the penny-post establishment; the number attached to which amounts to 15; and although this Report purports to confine itself to the general branch of the Dublin office, yet it has been thought expedient

to extend it in this single instance, and to propose the increase to all the letter-carriers employed at present by the post-office, for the purpose of preventing an apparent distinction (although of a temporary nature) from being made by the parties, between persons actually engaged in the same description of duty.

Should it become necessary, when the subject of the penny-post hereafter comes under consideration, to add to the number of letter-carriers attached to that department, the reasons will then be assigned for the proposed addition. Sixty are at present sufficient for the town delivery, including the mails from England.

Reports, Papers,  
&c.

No. 1.  
Representation of  
Lord O'Neill and  
Ciancarty on the  
Reform of the  
Post-office, Dublin.

#### SUPERINTENDENT OF MAIL COACHES.

	Present Salaries.	Proposed Salaries.	Increase.
	£. s. d.	£. s. d.	£. s. d.
Superintendent:			
One to be appointed - - - -	- - -	100 - -	100 - -
Assistant:			
One to be appointed - - - -	- - -	80 - -	80 - -
Clerks:			
One to be appointed - - - -	- - -	70 - -	70 - -

#### Observations.

THE establishment here proposed is entirely new in this country; the reasons which have induced us to propose it, will appear in the body of the Report.

With respect to the salaries, it is presumed (if the reasons for the establishment shall seem satisfactory) that these will not appear exorbitant. In England, where doubtless all matters connected with the mail-coach arrangement are carried on upon a much more extended scale, the salary of superintendent is placed at 800*l.*, and the actual superintendent receives 500*l.* per annum.

In an arrangement of so novel a nature, it is impossible, with any hope of correctness, to suggest an eligible gradation of increase proportionate to years service, or even to ascertain whether the establishment herein proposed, will be sufficiently ample for the object in view—experience can alone decide on these points.

In the mean time it is however hoped and believed, that the number of persons suggested will be sufficient, if judiciously selected, for the performance of duties certainly arduous in themselves, and most important as to the regular dispatch and arrival of his Majesty's mails. It is to be observed, that if this establishment shall be approved of, there will be deducted for the expense of it; first, 100*l.* per annum at present paid to a superintendent of mail guards; and secondly, 40*l.* per annum paid to an officer for the custody of the arms of the guards, neither of which it will be longer necessary to continue.

#### ALPHABET, &c. PAID WINDOW.

	Present Salaries.	Proposed Salaries.	Increase.
	£. s. d.	£. s. d.	£. s. d.
Clerks and Window Men:			
One 8 years service and under 8 -	50 - -	100 - -	50 - -
One 5 years service and under 8 -	50 - -	100 - -	50 - -
One under 3 years - - - - -	50 - -	70 - -	20 - -

#### Observations.

IT is proposed to join these two establishments, in which the clerks receive a small fee from such persons as keep their letters at the alphabet, the produce of which to them is perhaps between 50*l.* and 80*l.* per annum.

Reports, Papers,  
&c.

No. 1.  
Representation of  
Lords O'Neill and  
Clancarty on the  
Reform of the  
Post-office, Dublin.

From the considerable increase which has taken place in the sums received for postage, at the paid window, it is requisite that the security of the officers employed at the post paid window, should be very considerably increased, and it is our purpose to have additional securities required accordingly.

For the scale of gradation, see the sorting establishment.

#### BYE, DEAD, AND MIS-SENT LETTER OFFICE.

	Present Salaries.	Proposed Salaries.	Increase.
	£. s. d.	£. s. d.	£. s. d.
Superintendent:			
One 20 years service and upwards	150 - -	160 - -	90 - -
Senior Clerks:			
One 10 years service and upwards	100 - -	200 - -	100 - -
Junior Clerks:			
One above 7 years	50 - -	100 - -	50 - -
One above 3 years	50 - -	80 - -	30 - -
One under 3 years	50 - -	70 - -	20 - -

#### Observations.

THE officer who it is proposed to place over this united, extensive and important department, has been in the office upwards of 30 years, and has for some time presided over the dead and mis-sent letter office. The salary stated to be enjoyed by him at present, is in fact composed of his salary as a clerk in the sorting office, as well as that which he has received in the dead and mis-sent letter office; it is however proposed that the total of his receipt, as well as duty, should be now confined to the salary herein stated to be annexed to the superintendent, saving however to the particular individual, his rank in the sorting office, which will hereafter entitle him to succeed to the clerkship of a road, when this proposed salary will be reduced one third.

The following scale is proposed to govern the salaries in this department:

#### Senior Clerks:

Above 20 years	- - - - -	£. 100
Above 15 and not exceeding 20	- - - - -	150
Under 15 and above 10	- - - - -	125

#### Junior Clerks:

Above 7 years	- - - - -	100
Above 3 and not exceeding 7	- - - - -	80
Under 3 years	- - - - -	70

## BRITISH MAIL OFFICE.

	Present Salaries.	Proposed Salaries.	Increase.	Reports, Papers, &c. No. 1. Representation of Lords O'Neill and Clancarty on the Reform of the Post-office, Dublin.
Comptroller:	£. s. d.	£. s. d.	£. s. d.	
One above 20 years - - - -	250 - -			
Clerks:				
One 10 years and upwards - - -	95 - -	125 - -	30 - -	
Sorter:				
One under 6 years - - - -	50 - -	90 - -	40 - -	
Junior Sorters:				
One under 3 years - - - -	50 - -	70 - -	20 - -	
One to be appointed - - - -	- -	70 - -	70 - -	

## Observations.

ALTHOUGH the department herein proposed is entirely new, yet it being intended to appoint the present comptroller of the sorting office to the situation of comptroller of British mails without any alteration of salary; it has been thought right to place the increase of expense attendant on this arrangement under the head of the inland office. It is likewise to be observed, that in case of any vacancy occurring in the office of comptroller, it is proposed to diminish the salary, and that it should afterwards be governed by the following scale:

Comptroller:					
Above 25 years - - - -	-	-	-	-	£. 225
Above 20 years and under 25 - - -	-	-	-	-	200
Under 20 years - - - -	-	-	-	-	180
Clerks:					
Above 20 years - - - -	-	-	-	-	200
Above 15 years and under 20 - - -	-	-	-	-	170
Fifteen years and under - - - -	-	-	-	-	150
Sorters:					
Ten years and upwards - - - -	-	-	-	-	125
Eight years and under 10 - - - -	-	-	-	-	110
Six years and under 8 - - - -	-	-	-	-	100
Under 6 years - - - -	-	-	-	-	90
Junior Sorters:					
Above 3 years - - - -	-	-	-	-	80
Under 3 years - - - -	-	-	-	-	70

*Note.*—All the business of the dispatch of the British mails and management of the Government express, is conducted in a part of the office called the window; in consequence of the increase of duty on their account there have been four window-men; by the present arrangement one window-man will be sufficient, and the other three, whose present salaries are stated on the other side, it is proposed to add to the British office, so that in truth, the erection of this department besides the comptroller, will only occasion the addition of one office to the establishment.

Reports, Papers,  
&c.

No. 1.  
Representation of  
Lord O'Neill and  
Company on the  
Reform of the  
Post-office, Dublin.

### TREASURER AND RECEIVER GENERAL.

	Present Salaries.	Proposed Salaries.	Increase.
Chief Clerk :	£. s. d.	£. s. d.	£. s. d.
One 20 years and upwards - - -	70 - -	200 - -	130 - -
Clerks :			
One 10 years and upwards - - -	50 - -	125 - -	75 - -
One under 3 years - - - - -	50 - -	70 - -	20 - -

#### Observations.

IN addition to the importance of this office, the trust reposed in its officers, and the justice of assimilating it with the other departments in respect of prospect of emolument, the large securities necessarily required of the clerks, seems to call for proportionate emolument. In point of fact, the third clerk in this office has been long vacant, without its being possible to find a proper person, furnished with solvent and sufficient security to fill it at the present salary; and the second clerk has only been induced to accept of the situation at the personal request of the secretary; it is, however, conceived, that the salaries here proposed are sufficiently liberal, with the prospect of future increase proportionate to extent of service.

#### Clerks :

Above 20 years - - - - -	£. 200
Above 15 and not exceeding 20 - - -	150
Under 15 and above 10 - - - - -	125
Above 7 and not exceeding 10 - - -	100
Above 3 and not exceeding 7 - - - -	80
Under 3 years - - - - -	70

### ACCOUNTANT GENERAL.

	Present Salaries.	Proposed Salaries.	Increase.
Chief Clerk :	£. s. d.	£. s. d.	£. s. d.
One 15 years and under 20 - - -	70 - -	150 - -	80 - -
Clerks :			
One 15 years and under 20 - - -	50 - -	150 - -	80 - -
One 5 years and under 7 - - - -	50 - -	80 - -	30 - -

#### Observations.

THE great importance of this office as a security to the public revenue, if placed under a proper and effectual foundation would have led us to have suggested the expediency of considerably adding to the emoluments of those engaged in the discharge of its duties, abstracted from placing the clerks of this office in a similar situation, with respect to their prospects of emolument proportionate to their time of service, with those employed in the secretary's and other offices.

The same scale of increase is humbly suggested as that which should govern the salaries in the treasurer's department.

#### Clerks :

Above 20 years - - - - -	£. 200
Above 15 and not exceeding 20 - - -	150
Under 15 and above 10 - - - - -	125
Above 7 and not exceeding 10 - - -	100
Above 3 and not exceeding 7 - - - -	80
Under 3 years - - - - -	70

## HOUSEKEEPER'S ESTABLISHMENT.

Reports, Papers,  
&c.No. 1.  
Representation of  
Lords O'Neill and  
Clanmurry on the  
Reform of the  
Post-office, Dublin.

	Present Salaries.	Proposed Salaries.	Increment.
	£. s. d.	£. s. d.	£. s. d.
Housekeeper:			
One, Salary - - - £. 90 - -	33 15 -	100 - -	66 5 -
Allowance - - - 13 15 -			
Servants:			
Two, Wages - each £. 10 - -	30 - -	30 - -	60 - -
Board ditto - - - 20 - -			
Door Porter:			
One 20 years service and upwards -	15 - -	40 - -	15 - -

## Observations.

THE present housekeeper receives as a perquisite, besides the wretched salary and allowance here mentioned, a fee of 3d. upon all letters brought to the office after seven o'clock in the evening, which amounts annually to between 40 l. and 50 l.

This is objectionable in a double point of view, first, if she employs a person to collect this money who does not belong to the sorting room, an improper person and one who ought never to have access to that office is introduced to it; secondly, if she employs a person who does belong to the office for this purpose, the public loses the benefit of his services at the time when of all others it is most required.

In England the funds arising from late letters are appropriated for the purpose of adding to the emoluments and stimulating the exertions of the messengers, and is divided among them according to their deserts, and we should humbly propose that the same practice should be adopted here; and that in lieu thereof and of all other allowances, 100 l. per annum should be paid to the housekeeper as salary.

The reasons for proposing to place two servants on the housekeeper's establishment will appear in the body of the Report.

## RECAPITULATION.

	£. s. d.
Secretary's office - - - - - Page 101	157 1 - 1
Inland office - - - - - 123	2,217 - -
Letter-carrier's office - - - - - 124	976 8 -
Superintendent of mail-coaches - - - £. 350 }	
Deduct salaries as in observator, page 135, 140 }	125
Alphabet and paid window - - - - - 125	100 - -
Bye, dead and mis-sent office - - - - - 126	290 - -
British mail office - - - - - 127	150 - -
Treasurer's office - - - - - 128	625 - -
Accountant General's office - - - - - 128	300 - -
Housekeeper, &c. - - - - - 129	141 5 -
Gross Increase - - - - -	4,736 14 - 1
Deduct extra work on average of last three years	193 - -
Net proposed Increase - - - - - £.	4,543 14 - 1

General Post-office, 13th November, 1867.

Sir,

Reports, Papers,  
&c.

WE have the honour to transmit you the first report of the postmasters-general, upon such matters connected with their department as they conceive essential for the immediate consideration of Government.

No. 1.

Representation of  
Lord O'Neill and  
Clancarty on the  
Reform of the  
Post-office, Dublin.

We have to request you will lay this paper before my Lord Lieutenant, and should the suggestions, with respect to the increase of salary of the officers actually employed, receive his Grace's approbation, the postmasters-general humbly hope he will be pleased to direct that the same should take effect as from the 10th of October last; and with respect to the new establishments therein proposed, that they should have commencement from the 5th of January next.

We have the honour to be,

Your very humble servants,

O'Neill, } Joint Postmasters  
Clancarty, } General.

The Right hon. Sir Arthur Wellesley, K.G.

Dublin Castle, 17th December, 1867.

My Lords,

HIS Grace having duly considered the several proposals contained in your Lordship's representation of the 10th ultimo, for the reformation of the post-office establishment, has directed me to express his approbation thereof, and to require that the same may be established for the future regulation of the office, and may be carried into effect with all convenient expedition; the increased salaries therein recommended to take place from the 10th day of October last, and the new establishments as they shall arise, on or subsequent to the 5th day of January next.

The Lord Lieutenant is likewise pleased to approve of such necessary alterations and enlargements of the buildings of the post-office as you have recommended, and which the regular dispatch of business requires.

Upon this point I am directed to state, that the local situation of the present post-office, is in his Grace's opinion, so much more eligible and convenient for the public, than any other which could be resorted to, and the economy of adding to the actual building, rather than erecting an entirely new office in another situation so apparent, that he is induced to desire your Lordships in directing the execution of such buildings as may be required for the public service in your department, to remain upon the present site.

For this purpose his Grace is pleased to approve of your entering into a lease with Captain Coleman for ninety-nine years, on the terms proposed by that gentleman, and further directs that you will take the best means for the acquisition of such other adjoining ground as may be required for the necessary extension of the buildings, at the most moderate rate, it being however always understood, that his Grace's final approval of the terms shall be signified to you previous to your entering into any specific engagement for this purpose.

As soon as you shall, under the above directions, have obtained sufficient ground for the proposed additions, his Grace directs that you will cause accurate surveys to be made of the whole post-office premises, together with the plans of the existing building, and cause a copy thereof to be lodged in your office for the inspection of all such architects as may be willing to offer plans for the proposed additional buildings, and that you will cause advertisements to be inserted in the public newspapers in Dublin, for plans and estimates for making such alterations and additions as are required; such plans and estimates to be laid before the Lord Lieutenant for his Grace's consideration and direction, before the required buildings shall be proceeded upon.

HIS Grace in signifying his approbation of your Lordships proposals for the future arrangements of the different departments in the post-office, and the gradations of salary, according to length of service, has directed me to accompany the same with the following instructions for the guidance of your Lordships and those concerned therein.

1st.—The clerkship of the Leinster road shall at all times hereafter be considered as annexed to the office of secretary.

2d.—The sorting office shall in future be divided into two separate departments; that of the English mails and Government expresses, and that of the inland department. The controller of the sorting office is under your Lordships directions in future, to superintend all matters relating to the first, in pursuance of the proposed plan for the erection of this part of the post-office business into a separate department; and your Lordships will therefore be pleased

pleased to direct that the said comptroller shall, after the 5th of January next, confine his superintendence to the British mail department, and be exempted from all control and responsibility attending the arrangements and execution of the duties to be hereafter separately performed in the inland office.

For this purpose you will be pleased to draw up such instructions for his guidance as you shall think requisite, to enable him duly to discharge the duties he will hereafter have to perform.

3d.—In all cases of future succession to clerkships of roads, and to the privileges of sending English newspapers and lottery lists express, the persons holding them shall perform their official duties in person, and never be absent excepting by leave; and should their respective absence, even by leave, from illness or otherwise, in any one year altogether amount to three calendar months, or in any two successive years to four calendar months, their situations shall become vacant, and be immediately filled by the next in succession.

4th.—It appearing from your lordships representation, that in many cases where compensation has been granted for the loss of official emoluments, the same has been continued to the successors of the persons to whom it was originally made, it is his Grace's pleasure that in all cases of future succession to any office, wherein compensation has been derived to the former holder for losses actually incurred by him, or otherwise, that the same shall upon succession, absolutely cease and determine.

5th.—That all persons who are at present, or may hereafter become entitled to the emoluments of clerks of roads, and those enjoying the advantages arising from the privileges of sending English newspapers and lottery lists by express, shall only be entitled to two-thirds of the increased salaries, which his Grace is hereby pleased to approve.

6th.—Your lordships will be pleased to frame such regulations and instructions for the guidance of the mail-coach superintendent and those employed under him in this department, as this part of the public service may require.

7th.—Your lordships are desired to pay particular attention to the recommendation contained in the instructions of this Government for the guidance of the postmasters-general, bearing date the 16th July, 1784, respecting the ages of the persons to be by you appointed letter-carriers, clerks, and sorters, and more especially in the appointment of the latter, that you will be careful in not employing persons as such, who shall exceed the age therein recommended.

8th.—It appearing by your lordships representation, that persons in the service of the post-office, have been sometimes permitted to retire from their official duties with their full emoluments, on condition of paying a person nominated by the postmasters-general, or otherwise, to officiate in their room, his Grace absolutely prohibits this and every other mode of retirement, from any official situation in the post-office department, without the express sanction of Government; and I am at the same time directed to add, that Government will be disposed to listen favourably to such recommendations of the postmasters-general, for the superannuation of worn out officers employed in the post-office, as shall be made on sufficient grounds of meritorious conduct, coupled with length of service.

9th.—The Lord Lieutenant will attend to the recommendation of the postmasters-general respecting the appointment of the person to fill the office of comptroller of the sorting office; and you will be pleased to appoint the person to fill the office of president and vice presidents of the inland office. But his Grace at the same time desires, that no person shall hereafter be appointed to the situation of vice president who shall not have served at least eight, or of president of the inland office, who shall not have served at least ten years in some department of the post-office establishment.

10th.—I am commended to call your lordships attention particularly to that part of the instructions of 1784, which relates to the accountants-general and treasurer's departments, and to request you that his Grace approves of your suggestions on the subject of these offices, and desires that you will give proper directions for assimilating their practice to that of the corresponding offices in London.

I am also to express his reliance on your zeal for the public service, in framing such regulations as will oblige the officers at the head of these departments respectively, to perform the duties allotted to them, and render the former, as it ought to be, a full and effectual office of control over the latter.

I have the honour to be, my Lords,

Your Lordships obedient humble servant,

(signed) Arthur Wellesley.

The Right hon. the Postmasters-General,  
 &c. &c. &c.

Reports, Papers,  
 &c.

No. 1.

Representation of  
 Lords O'Neill and  
 Clancarty on the  
 Reform of the  
 Post-office, Dublin.