

POST OFFICE.

FOURTH ANNUAL REPORT

OF

**STANDING COMMITTEE ON BOY LABOUR
IN THE POST OFFICE.**

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



LONDON:

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T. FISHER UNWIN, LONDON, W.C.

1914.

[Cd. 7556.]

Price 3d.

STANDING COMMITTEE ON BOY LABOUR IN THE POST OFFICE.

TERMS OF REFERENCE.

To consider measures for:—

1. A reduction in the number of Boy Messengers by—
 - (a) substituting other labour for that of boys ;
 - (b) greater use of electrical and mechanical appliances ;
 - (c) economy of numbers, by seeing that all are fully employed.

2. The absorption of a greater number into the Post Office or other Departments of State by—
 - (a) lessening numbers taken into the Post Office by open competition ;
 - (b) arranging with War Office and Admiralty that special opportunities should be given to ex-Messengers to enter the more attractive branches of the military and naval services.

3. Increasing chances of outside employment by—
 - (a) improving education ;
 - (b) utilising labour bureaux, philanthropic societies and other institutions ;
 - (c) arranging for apprenticeship.

COMMITTEE.

Sir MATHEW NATHAN, G.C.M.G. (*Chairman*).

Sir ROBERT BRUCE, C.B.

Mr. E. K. CHAMBERS, C.B.

Mr. E. A. FRANCIS.

Mr. T. E. HARVEY, M.P.

Mr. C. W. HURCOMB.

Mr. A. MELLERSH.

Mr. R. B. COBB (*Secretary*).

Fourth Annual Report of Standing Committee.

1. Since the issue of their Third Annual Report, dated the 23rd July 1913, the Standing Committee on Boy Labour in the Post Office have at the request of the Postmaster General furnished him with an Interim Report, dated the 16th December 1913, on certain points raised by the Select (Holt) Committee on Post Office Servants (Wages and Conditions of Employment). This Report, which shows the views of the Select Committee to be in close accord with those of this Standing Committee, is printed for completeness of record and convenience of reference as Appendix A hereto.

2. In the Committee's Third Report, they recommended (paragraph 7) the bringing into full operation of the scheme proposed in their First Report by which all discharges at 16 years of age of boys fit and willing to continue in the service of the Post Office should cease. The Post Office acted on this recommendation and, except for 38 cases which occurred early in the year, no boys were sent away in 1913 at 16 for lack of prospects. In the year before the appointment of the Committee the number who left in these circumstances was 4,471.

It is true, as will be seen from Table I. at the end of the Report, that the numbers who resigned (2,042) or who were for various reasons discharged (980) are together (3,022) still somewhat in excess of the number absorbed into the public service (2,698), but they are less than half what they are estimated to have been in 1908-9 (6,185), or in 1909-10 (6,267), and while, with the growth of the Post Office, it should be possible constantly to increase the number absorbed, there are reasons, given later on in this Report, why those who leave the messenger service otherwise than by absorption should in the future gradually become less numerous.

3. The statistics of absorption as embodied in Table II. attached to this Report are satisfactory. The total number of Post Office places secured by Boy Messengers (2,593) shows an increase of about 900 on that for any previous year and exceeds the estimate contained in the Committee's Third Report of the eventual number of places likely to be actually filled by Boy Messengers.

The fact that the number of boys over 18 years of age—the minimum age for appointment as Sorter or Sorting Clerk and Telegraphist (Postal) — is still low accounts for the small number of these appointments filled direct from the messenger class. It accounts also to a large extent for the increased number of places as Assistant Postmen and Postmen obtained by Boy Messengers last year, a considerable number of the appointments as Sorter and Sorting Clerk and Telegraphist (Postal) which would otherwise have fallen to Boy Messengers having been allotted to Assistant Postmen and Postmen. Even more could have been appointed as Postmen, had boys of the necessary age been available. Ex-soldiers have, where necessary, been appointed out of turn, and some 800 places have since 1911 been so allotted to ex-soldier and ex-sailor candidates. Boy Messengers retain a claim to an equivalently greater number of places in future years, and the Post Office thus has a ready means of providing for boys at any towns where there would otherwise not be enough appointments to go round.

There has been a satisfactory increase in the number of boys entering the Engineering Department, and the Committee's former estimate of the number of places as Learner likely to be secured by Boy Messengers has also been exceeded. Provided employment in the Engineering Department continues to attract candidates, and provided work in the Stores Department can be brought more into favour with the boys, the Committee estimate the total number of permanent situations in the Post Office likely to be taken up annually by Boy Messengers at close on 2,700, against their last year's estimate of 2,275.

4. In 1913 only 26 boys entered the Royal Navy as Wireless Operators and 10 the Royal Engineers as Telegraphists, Printers, &c., the number under training to enter the latter corps being now 71 as against 85 at the time of the Committee's Third Report. The decline is due to voluntary resignations amongst boys under training, and to the fact that with improved prospects of direct employment in the Post Office fewer boys offer themselves for training.

The War Office have proposed that the scheme for this training should be abandoned. While the Committee are averse to this proposal to do away with an

arrangement which they believe will eventually be found advantageous both to the Boy Messengers and to the military service, they think that the Royal Engineer appointments and, as they are numerically unimportant, also the posts of Wireless Operator in the Royal Navy should for the present be excluded from consideration in calculating probable absorption of Boy Messengers in the public service.

During 1913, 69 Boy Messengers entered other branches of the Navy or Army. In future the only boys who will be offered this alternative way of eventually becoming Postmen will be those who fail to qualify at the six-monthly examinations held by the Civil Service Commissioners.

By an arrangement with the Board of Customs and Excise 31 Boy Messengers, with some experience in the management of rowing boats, took part in a limited competition held in October last for appointments as Customs Preventive Men. 22 were successful and will appear in next year's table of absorption; but it seems unlikely, from inquiries that have been made of the Board of Customs and Excise, that any such number of Customs posts can be relied upon as available for Boy Messengers in normal years.

5. In the Committee's Third Report they "assume that the annual number of voluntary resignations will, in the next two or three years, not be more than 1,250." The number has not yet fallen to the extent anticipated. In 1912 it was 2,424, and in 1913 it dropped to 2,042. A further decrease may, however, be expected in the current year now that the Post Office give an assurance on the printed form of application for employment as Boy Messenger (Appendix B) that "boys who give every satisfaction and can satisfy the Civil Service Commissioners as to their character and as to their physical and educational fitness will be retained permanently in the service of the Post Office." While improvement in the prospects of the boys should reduce the number of resignations, the more stringent conditions of training and education required to ensure that the Post Office service does not suffer from the extensive use of this source of recruitment will tend to increase them, first, by making the Service unattractive to the less intelligent and industrious, and, secondly, as has been previously pointed out, by increasing the chances of the more intelligent and industrious of getting good work outside the Department. This last influence would undoubtedly be less potent in a time of bad trade. But, even if through this or any other cause the number of resignations were greatly to fall off, the scheme for complete absorption would not fail. For, by exacting a fifth year of messenger service (from 18 to 19), which is not now required of many boys who become Assistant Postmen or Sorters, the number for whom permanent provision has to be made in any year can be kept down. This absorption reservoir is referred to hereafter in this Report. It need not be taken into account in revising the annual calculation on which the normal scheme of absorption is based. For this it may be assumed, as before, that 500 resignations may occur after between 6 and 18 months' service, 500 after an average of two years' service, and 250 after an average of three years' service.

Discharges on account of unsatisfactory conduct, physical unsuitability, and lack of educational qualifications, fell from 1,154 in 1912 to 942 in 1913. The present improved prospects, by attracting a better type of boy in the future, should decrease the number sent away for unsatisfactory conduct or for educational deficiency. The number of discharges for physical unsuitability should be reduced by the adoption of physical standards for boys enrolled as proposed below. For the present the former assumptions with regard to discharges may be retained, viz., that 150 may occur after between 6 and 18 months' service, 450 after an average of two years' service, and 150 after an average of three years' service.

6. In revising their annual calculation, the Committee feel justified in taking a new number for the establishment. Table III., attached to this Report, gives the number and distribution of the regular Boy Messengers authorised at different dates from the 31st March 1910, when it stood at 15,788, to the 31st December 1913, when it had fallen to 13,486. The drop in the last year was 374, due to the substitution of Girl Probationers, and also to some rearrangements at the Central Telegraph Office (62); to increased delivery of telegrams—both in town and country—by bicycle and by telephone instead of by foot messenger*; to the partial

* During the year ended March 31st, 1913, 116 messengerships were dispensed with through the use of bicycles and 134 through delivery by telephone.

employment of Assistant Postmen on telegraph delivery; to the provision of tubes on rental terms to the offices of various London and provincial newspapers; and, generally, to the keenness with which Surveyors and Postmasters have entered into the Committee's scheme, and have recognised the important part played in it by a reduction in numbers.

The Committee feel that the Post Office can rely on a continuance of these endeavours, and that in these circumstances it is safe to put the future authorised establishment of Boy Messengers at 13,000, or just above the actual strength on the 31st December last (12,964), instead of at 13,500 assumed in the last Report. Table IV. gives for purposes of comparison the actual distribution at successive periods of six months since January 1911.

7. On the basis of the rates of wastage indicated in paragraph 5, and of a scheme of absorption under which, between the ages of 16 and 17, 370 boys will become Learners, 200 Unestablished Skilled Workmen in the Engineering Department, 140 Machine Boys, &c., in the Stores and Factories; under which, between the ages of 17 and 18, a further 200 boys will become Unestablished Skilled Workmen and 50 Junior Clerical Assistants; and under which, between the ages of 18 and 19, 25 boys will become Paper-Keepers and 20 Sub-Office Assistants, the distribution of an establishment of 13,000 would be as follows:—

Under 15	-	-	-	-	-	-	-	-	-	-	-	4,385
15-16	-	-	-	-	-	-	-	-	-	-	-	3,735
16-17	-	-	-	-	-	-	-	-	-	-	-	2,075
17-18	-	-	-	-	-	-	-	-	-	-	-	1,425
Over 18	-	-	-	-	-	-	-	-	-	-	-	1,380
Total	-	-	-	-	-	-	-	-	-	-	-	<u>13,000</u>

As a result of the increased number of places available over those taken into account in last year's calculation and the smaller establishment to be maintained, only 1,380 boys of 5 years' service remain to fill the following posts, viz. :—

- 1,320 Assistant Postmen and Postmen.
- 180 Sorters (London).
- 180 Sorting Clerks and Telegraphists (Provinces).

1,680

On the other hand, if boys are taken to fill these appointments (as is now to a large extent the case) as well as those of Paper-Keepers, &c., (25) and Sub-Office Assistants (20) after only four years' service, there will be 1,770 boys for 1,725 posts. In other words, instead of there being a surplus of 300 posts, there would be 45 boys for whom no provision could be made, and these figures indicate the extent of what has been termed the absorption reservoir of the fifth year of service.

8. The Committee would point out that their scheme does not depend for its complete success on resignations and discharges continuing to be unduly numerous, provided a five year term of service be adhered to. But they would view with some concern the filling up of this absorption reservoir by any considerable shortening of messenger service resulting from raising either the minimum or maximum age limits for entry. In paragraph 8 of their Third Report, and in earlier and later Interim Reports, they have deprecated any immediate extension of the maximum age limit beyond 14½. They have, however, been invited by the Postmaster General to review their conclusions, and propose to do so as soon as the first half-yearly return for 1914 is available in the autumn. At the present time they confine themselves to observing that further correspondence sent to them by the Post Office (Appendix C) emphasises the fact that, where there has been criticism, it has been based on a desire not for a short—say, six months—extension of the maximum to correspond to a general raising of the school-leaving age, but for an extension until at least 16 for the benefit of those children whose parents' circumstances allow of their education being continued at secondary schools.

The Postmaster General has also invited the further consideration of this Committee to the suggestion of the Select Committee that the minimum age limit of entry should be raised from 13 to 14 in districts where children do not usually leave school before that age, the point apparently being that if the Post Office accepts younger boys, it

gives an inducement to parents to obtain certificates of exemption for their sons in order that they may apply for Post Office work early enough to obtain it. The Standing Committee are in accord with the Select Committee in considering it important that boys should enter the Post Office service direct from school, and also desire that the Post Office should not lose the services of boys who by reason of energy or ability are able to obtain certificates of exemption from further school attendance before they reach the age of 14. The Committee are not, however, in favour of certificates being specially obtained for the purpose of early entry into the Post Office, and they suggest that the Postmaster General should cause inquiries to be made of Postmasters at those places where Messengers are frequently taken on appreciably below the age of 14 with a view to ascertaining whether the alleged practice prevails.

In this connection Tables V. and VI. have been attached to this Report, showing the age distribution of Boy Messengers throughout the country on the 31st December 1911, 1912 and 1913, and also the ages on entry of Messengers appointed during those years. From those tables it appears that the percentages of boys under 14 actually serving on the three successive dates were 4·5, 4·8 and 4·7, and the percentages of boys joining under 14 in the three successive years were 26·1, 29·9 and 27·0 respectively. To fix the minimum age of entry throughout the country at 14 would thus tend appreciably to fill the absorption reservoir.

9. The number of boys discharged owing to physical unsuitability fell from 355 in 1912 to 284 in 1913. The latter number represents more than one-tenth of the number absorbed into the permanent employment of the Post Office, and in the opinion of the Committee still points to the desirability of introducing standards of weight and chest measurement for future entrants.

As long ago as December 1912 they submitted a Report to the Postmaster General in which, on the basis of a return taken of the weights and chest measurements of the 362 candidates appointed as Boy Messengers in London during a period of three months, they recommended the adoption of the following standards of weight and chest measurement in the case of all future entrants to the messenger force :—

Height.	4 ft. 8 ins. and under 4 ft. 11 ins.	4 ft. 11 ins. and under 5 ft. 2 ins.	5 ft. 2 ins. and under 5 ft. 5 ins.	5 ft. 5 ins. and upwards.
Weight (lbs.) - - - - -	74	84	94	104
Chest (deflated) inches - - - - -	25	26	27	28

If these standards had been applied to the candidates referred to above, 40 (11 per cent.) would have been ineligible as regards weight and 13 (3·5 per cent.) as regards chest measurement.

The Postmaster General did not think it right to withhold Post Office employment from so large a number of boys, especially as many develop quickly under Post Office conditions, and, after receiving another communication from the Committee in the matter, desired that further data should be obtained. This has proved difficult; the best information which the Committee have been able to get from outside sources being that contained in the letter from Sir George Newman, of the Board of Education, printed with its enclosures as Appendix D to this Report. While this information would seem to indicate that the proposals of the Committee were justified, it is doubtful whether the Postmaster General would consider that it supported them so specifically as to remove all doubts in the matter.

It was therefore suggested that further statistics should be obtained with regard to boys entering the messenger service under existing conditions, and the Post Office accordingly called for returns of the height, weight, and chest measurement on admission of all Boy Messengers recruited during three months in London and in the North Eastern, South Eastern, and Western districts of England, in Scotland and Ireland, and in Manchester, Birmingham, Nottingham and Southampton.

These returns are summarised in Appendix E to this Report. Of the accepted candidates, 9·8 per cent. in London and 8·9 per cent. in the provinces would have been rejected if the Committee's recommendation as to weight had been adopted, and 1·9 per cent. in London and ·7 per cent. in the provinces if their standard as to chest measurement had been followed. While they adhere to the latter standard they

think it might be well to accept for the present slightly lower weight minima for respective heights, and accordingly now recommend that these be reduced by 4 lbs., and that the standards for future entrants into the messenger force should be as follows :—

Height.	4 ft. 8 ins. and under 4 ft. 11 ins.	4 ft. 11 ins. and under 5 ft. 2 ins.	5 ft. 2 ins. and under 5 ft. 5 ins.	5 ft. 5 ins. and upwards.
Weight (lbs.) - - - - -	70	80	90	100
Chest (deflated) inches - - - - -	25	26	27	28

If these standards had been applied to the 809 candidates mentioned in Appendix E referred to above the total number of rejections would have been 24, or 2·9 per cent. Of these candidates, 6 were deficient both as regards weight and chest measurement.

10. The application of the standards recommended should go some way towards securing physical fitness in the Post Office male staff. The physical training of Boy Messengers on the lines indicated in the Committee's Third Report will be another factor working in this direction. This training has progressed during the year. A revised drill syllabus issued in May 1913 has been found satisfactory and has been brought into use in London (3,266 boys) and in 63 provincial towns in each of which over 20 messengers were drilled (4,474 boys in all). At 66 smaller towns, where 765 boys are employed, they also regularly did physical exercises, so that altogether 8,505 Boy Messengers received regular physical training in London and in 129 provincial towns.

The Committee are informed that the drills are generally held in the mornings before the ordinary delivery duties commence, and usually last an hour. As far as possible it is arranged for the boys to attend one drill a week and in some provincial towns they attend twice for this purpose, but drills are not, as a rule, held during the winter months while educational classes are going on.

The Committee recognise that it would not be possible to have drills of any length during these months without putting an undesirable strain on the boys. They think, however, that it would greatly advantage the boys' physical condition if, where practicable, they were given a few minutes' physical exercise every day throughout the year, except on days when they attend a full drill. If this were done it would still further stimulate that smartness and alertness of movement in which the Post Office messenger boys offer already a favourable comparison with other boys who are to be seen in the streets of our towns.

11. Further reports (Appendix F) have been obtained from the London District Postmasters on the experimental recruiting of Boy Messengers through the Advisory Committees for Juvenile Employment connected with Labour Exchanges and the Sub-Committees formed under the Education (Choice of Employment) Act, 1910, during the year 1913. These reports show the recruiting through the Sub-Committees formed under the Education Act, 1910, to have been successful, although the number of lads that could be obtained under this scheme was small. But the work at Camberwell for the South-Eastern District and at Stepney for the Eastern District of the London Advisory Committees—which were specially designed to exercise expert knowledge in the selection of boys for Post Office and other employment—is now practically only that of registration. As the discontinuance of this means of recruitment in the Battersea District, advised by the Standing Committee in a former report, is stated to have been wholly advantageous, the Committee recommend that the attempt to recruit through Advisory Committees should now be suspended in the London Postal Area until these Committees are in a position to recommend a type of candidate at any rate as good as that which is obtainable in the ordinary way. In the meantime the matter might be discussed with the Director of Labour Exchanges, who may be able to suggest how the experiment of the Post Office making use of the Local Advisory Committees may be renewed under more favourable conditions. These bodies might also be invited still to recommend suitable lads to Postmasters, who will judge them on their merits with other eligible boys with a view to obtaining the best possible candidates.

The reports received as regards the system of recruitment through these Committees in the provinces show that it continues to be satisfactory on the whole, though in some places, owing to a shortage of juvenile labour and other causes,

a sufficiently good type of boy has not always been obtainable. If in any case it is clear after a full trial that no improvement can be effected, there will be no alternative to making other arrangements. Consideration should, of course, always be given to the applications of any suitable candidates recommended by an Advisory Committee. A list of the places where Boy Messengers are at present recruited through Committees of this kind is given in Appendix G.

In this connection it has been suggested from time to time that a leaflet showing the advantages of employment as Boy Messenger should be issued for the information of Committees, Schoolmasters, &c., concerned in advising boys as to the choice of a career. The Post Office has considered it undesirable to proceed in the matter while the various schemes affecting Boy Messengers were in a transitional state. The Committee think, however, that the time has now arrived when the question might be reconsidered, and they accordingly recommend that a leaflet should be prepared on the lines of the draft given in Appendix H.

12. In paragraph 33 of their First Report the Standing Committee stated that they proposed to report later with regard to the question of the pay of Boy Messengers. In a subsequent interim report the Committee, having in view the fact that the boys would, under the scheme they had proposed, be employed on messenger duties till a later average age than formerly and certain other considerations, recommended the Post Office to obtain Treasury sanction for the following scales of pay for all Boy Messengers whose remuneration was not based on the docket system :—

	1st Year.	2nd Year.	3rd Year.	4th Year.	5th Year.
London - - - - -	s. 7	s. 8	s. 9	s. 10	s. 12
Provinces :—					
Class I. Offices - - - - -	6	7	8	9	11
" II. " } - - - - -	5	6	7	8	10
" III. " } - - - - -	4	5	6	7	9
" IV. " } - - - - -					
" V. " } - - - - -					

Action was taken on this recommendation, and the new scales, approved by the Treasury, will take effect on and from the 30th August 1914. The incremental scale will provide an incentive to boys not to leave the Service, and is likely to reduce the number of voluntary resignations.

A considerable number of boys will continue to be paid on what is known as the "docket" system, under which the weekly earnings are based on the number of messages delivered. The increments in the case of boys paid on the docket system take the form of an allowance of 1s. a week at the commencement of the fourth, and 3s. a week at the commencement of the fifth, year of service over and above the amounts earned at docket rates. Though the docket system may be necessary in the congested areas of large cities, the Committee recognise its drawbacks. For these reasons the Committee have recommended that it should be abolished at all offices where this could be done without increasing or preventing a reduction in the number of Boy Messengers employed. As an experiment, the docket system is being discontinued at all offices where not more than 20 boys are employed, and where the change does not involve the employment of additional boys or increased expenditure for supervision. The Committee hope that the docket system will eventually be confined to London and a few of the largest provincial towns, where on examination the Post Office is satisfied that its maintenance is desirable.

13. The educational arrangements made for the advantage of Boy Messengers continue to work smoothly and gradually to expand. For the session 1913-14 special classes were arranged at the 49 towns where they had previously been organised, and at 29 additional towns, making 78 in all. A list of these towns is given in Appendix I. The only towns with more than 30 boys employed in the Head Office area at which special classes have not been arranged are Bolton, Limerick, Stockport, and Waterford. Many boys over 16 continue to attend courses of instruction voluntarily.

In accordance with the recommendation contained in paragraph 11 of the Committee's Third Report, the Boy Messengers employed in places where it is not practicable to arrange a special class are now required to attend such local classes as

are available in the subjects laid down in the curriculum of the special classes or in kindred subjects up to the time when they are considered for permanent retention, *i.e.*, roughly during the first two years of their employment. About 2,300 such boys attended local classes during the session 1913-14, and, in addition, about 300 boys already selected for retention also attended. There are still, however, over 1,100 boys under the age of selection for permanent retention employed at small towns and villages for whom no suitable continuation classes are available. In a few cases it has been arranged for these boys to continue their attendance at the day schools for several hours weekly, but no general extension of this arrangement appears to be practicable at present. Efforts will be made before next session to arrange with the local Education Authorities for suitable classes which can be attended by Boy Messengers to be formed in districts where no such classes yet exist.

The statistics available to show the progress that has been made in extending the scheme for the education of Boy Messengers since compulsory classes were started in the session of 1911-12 are imperfect. The Committee have, however, thought it would assist them in watching over the matter in the future to assemble such figures as had been recorded and supplement them with estimates based on reasonably reliable data. This they have done in Table VII. attached to this Report.

The table deals only with the compulsory classes held in the months September to April. This year in London and 50 provincial towns the session was extended till May 11th, the date of the General Examination, attendance continuing to be compulsory. Some 1,500 boys in London and 1,258 in 31 provincial towns enrolled themselves voluntarily in summer classes after that date against 1,370 in London and 995 in the provinces in the summer of 1913. Only in one or two towns have the boys shown general unwillingness to attend classes during the summer months.

When the Committee dealt with the educational aspect of the Boy Messenger problem in their Second Report, they were disposed to think that six hours' attendance at classes each week should be required of boys under the age of selection for retention, but they accepted an attendance of four hours a week as a minimum in view of the practical difficulties urged by officers of the Post Office. The Committee would also have preferred, as they said at the time, to be in a position to recommend that the boys should be relieved of an equivalent part of their ordinary duties to make up for these four additional hours demanded of their energies. This course, however, would have necessarily involved an increase in the Messenger force. As this practical difficulty still exists, the Committee content themselves at present with again placing on record their view that the ideal towards which the scheme should move is the regular inclusion of six hours of lessons in the week's work.

The Committee also in their Second Report reserved for further consideration the question of the compulsory attendance at classes of boys over 16½. They now think that, in view of the general success which has accompanied the application of the principle of compulsory attendance at classes, the possibility of making attendance obligatory in future on such boys as well as on those under the age of selection for retention should be examined by the Post Office. It will be necessary to inquire into the effect which such a proposal would have upon the scheme of Messenger duties as well as into the extent to which it will prove practicable to establish special classes for Post Office lads. The syllabuses to be adopted for such classes would require the most careful consideration, and the Committee would suggest that so far as is possible they should be drawn up on the "vocational" basis which has been followed extensively and with conspicuous success by some of the German municipalities.

14. The numbers of boys who have taken the successive General Examinations have been as shown in Table VIII. The first examination in May 1912 was held in London and in 28 provincial towns, the last in May 1914 in London and in 67 provincial towns. All Boy Messengers employed in the towns where special classes have been formed are required to take the General Examination held in the half year in which they reach 16 years of age. At the first examination the age limit was extended. The decreases in the number of competitors at subsequent examinations in spite of the increase in the number of examination centres are also partly explained by the reduction in the total number of boys employed.

At the first three examinations candidates were required to obtain 25 per cent. of the total marks (350 out of 1,400) in order to qualify for retention. At the last two examinations the number of qualifying marks was raised to 470 (about 33½ per cent.). Pass marks have also been fixed since the November 1913 examination for appointments as Learners, Sorters, Sorting Clerks and Telegraphists (Postal) and

Paperkeepers, and, at a higher level, for Junior Clerical Assistants. Candidates for these situations are further required to obtain a qualifying number of marks in Handwriting, and those desirous of appointment as Junior Clerical Assistants to pass an additional qualifying test either in Précis Writing (without Indexing), Shorthand, or Bookkeeping.

With this exception, the General Examination will eventually become the sole method of selection, for the different Post Office appointments for which they are eligible, of Boy Messengers employed in London and in the towns where special classes have been formed. The Committee have no fear but that the large number of competitors at this examination, and the special conditions of entry into the higher classes to which it gives access, will ensure the maintenance of a standard of educational qualifications commensurate with the requirements of the permanent service of the Post Office in these areas.

It appears to the Committee that with much advantage greater uniformity in the method of recruiting the adult establishment of the Post Office could be introduced outside these areas. The Committee fully recognise, and have already explained, that in the absence of a complete system of continuation classes throughout the country it is impossible for the Post Office to extend to Boy Messengers in the smaller towns and in villages the same educational facilities as are accessible to boys who live and work in good educational centres. They realise also that it might be held to be unfair to require every boy who desires to enter the permanent service of the Post Office to take the General Examination, though he may have attended no special classes and have received no instruction in the special curriculum on which that examination is based.

They are, indeed, satisfied that it would not at present be advisable to alter the qualifying standard for Postmanships outside the areas in which special classes have been or may from time to time be organised. But for testing Messenger candidates for appointment as Learner and Sorting Clerk and Telegraphist and to minor clerical posts, the General Examination seems broadly suitable, irrespective of any question of special tuition.

The Committee therefore recommend that, as soon as may be found practicable, all Messenger candidates for these posts should be required to take the General Examination at the same time and under the same conditions as if they were attached to towns at which special classes had been organised. The Committee quite understand that, during the transitional period and in certain districts, perhaps, for a long time to come, it will be necessary to continue to hold examinations for candidates outside the Service. They would suggest that such examinations should approximate as nearly as possible to the type of the General Examination.

If the consent of the Civil Service Commissioners is given to this proposal to extend the system of examination at the age of selection, the Committee anticipate that the anomalies in the methods of recruiting the operative grades of the Post Office service, to which they drew attention in paragraph 11 of their Third Report, will be brought within comparatively narrow limits.

15. Circulating libraries have been established in three additional Surveyors' districts, making four districts in all so provided out of a total of 14, and a grant has been made for the better provision of books at London delivery offices. The Committee regret that, owing apparently to the difficulty of obtaining the necessary funds, one generation of Messenger Boys in the greater part of the country have been deprived of the considerable advantage which it was anticipated would result from an inconsiderable total expenditure on cheap, good, books.

16. In paragraph 15 of their Third Report the Committee referred to the casual employment of Boy Messengers in London at Christmas, and expressed the hope that it would be possible to devise such a readjustment of the general conditions as would enable these boys to pass into the establishment without any material break in their service. Sir Robert Bruce has now informed the Committee that the number of boys in London employed as temporary messengers at Christmas, which decreased from 550 in 1911 to 258 in 1912, was still further reduced last year to 61. Of these boys, 55 secured regular appointment before the end of February and the remaining six during the first week in March.

17. Apart from the 13,000 boys employed in the delivery of telegrams and in other messenger work there are some 3,500 in the Engineering and Stores Departments.

The Select Committee on Post Office Servants strongly urged in paragraph 879 of their Report that care should be taken to ensure that these lads received an adequate training in their particular trade. The Postmaster General has requested the Standing Committee to report on this recommendation.

18. The Committee have made enquiry and are informed, as regards the Engineering Department, that about 3,000 boys and youths are employed, including 700 in London.

In 1913, in addition to the 438 ex-messengers transferred to the Engineering Department, 921 boys and youths of the average age of 17 were recruited. With few exceptions these were obtained through the Labour Exchanges. Most of them had been employed elsewhere before entering the service. Very few had come straight from school and scarcely any had any technical training. The Engineer-in-Chief reports that these boys seek permanent employment in the Engineering Department and that work can be found for each boy when he attains adult age.

The Committee are informed that against the 1,359 boys and youths taken on during the year, only 188 left the Department otherwise than by absorption, viz., 144 by voluntary resignation, 28 by dismissal on account of unsuitability or misconduct, 10 by transfer to other Departments, and 6 from other causes. The possibility of more boys being taken on in any year than can afterwards be absorbed in adult positions will no doubt be carefully watched, and the Committee suggest that complete records of the absorption, wastage and distribution of these boys be kept on the same lines as those instituted in the case of Boy Messengers. They have also asked that copies of all circulars dealing with hours of labour or other conditions of employment of these lads that may be issued from time to time by the Engineering Department may be sent to them.

19. Boys and youths are trained in the duties upon which they will be engaged as adults, first by practical instruction in the course of their employment and secondly by attendance at technical classes. As regards the first, a copy of a circular detailing a scheme, which is gradually being brought into force throughout the country, is printed as Appendix J. Schools are already in existence in London for teaching practical work, and it is proposed to extend the scheme to provincial centres where justified.

As regards theoretical instruction, technical classes are now held at eight centres in London and 55 in the provinces. A list of these is printed as Appendix K. Wherever a Technical Institute is available and a sufficient number of intending students is indicated, a class is formed unless suitable existing classes are already being attended by boys and youths in training. Where there is definite need for a technical class and no Institute or College is available a class on departmental premises is inaugurated. It appears generally that the majority of the boys and youths have the opportunity of attending technical classes without expense to themselves and that about one-third of the total number take advantage of this opportunity. A syllabus, covering two-year courses and involving 4½ hours' attendance a week in the first and 5 hours in the second year, has been drawn up after consultation between representatives of the Board of Education, the London Technical Institutes, and the Engineering Department, and is being generally adopted in London and in the provincial districts. The only observation which the Committee have to make with regard to these technical classes is that their value both to the lads themselves and to the Department would be enhanced if it were found practicable to make them compulsory for the first two years of their service in the Engineering Department for all boys and youths who, from the place of their employment or the nature of their duties, are in a position to attend them. Not only would attendance be ensured on the part of lads who at present neglect this means of improving their prospects, but those who already attend would do so with greater regularity. The Committee trust that in future years a table may be prepared showing the extent to which it may have been found possible to proceed in this direction.

20. Boys and youths are employed in the Factories as Junior Mechanics and in the Stores as Junior Porters. The Factories are at Holloway in London and at Birmingham and Nottingham, the work carried out in them consisting in the repair, and, to a small extent, in the manufacture, of Telegraph and Telephone apparatus and accessories. The boys are, as a rule, employed in the first instance on the simpler kind of mechanical work, and those who show sufficient skill and industry are trained to become Skilled Mechanics.

The Store Depôts are at Studd Street in London and at Birmingham, Dublin and Edinburgh. The boys are employed in counting, handling, wrapping and packing light stores. Some, below the age of 16, act as vanguards.

Boys appointed to the Factories or Store Depôts cannot claim established situations and they are debarred from taking part in any limited competitions for appointments in the Post Office. About one-twentieth of the adult posts at the Factories and one-fifth of the posts at the Store Depôts are established and for these posts unestablished men are eligible.

The number of boys and youths (under 21) employed in Factories and Store Depôts on the 13th of February last was as follows:—

	Factories.	Store Depôts.	Total.
London - - - - -	225	64	289
Birmingham - - - - -	108	50	158
Nottingham - - - - -	46	—	46
Dublin - - - - -	—	11	11
Edinburgh - - - - -	—	2	2
	379	127	506

The great majority of these lads have, in the past, been recruited through the Labour Exchanges from the general labour market, preference being given to boys of good general education, of robust physique, with some experience of manual work. A knowledge of mechanics and elementary magnetism and electricity is regarded as useful.

The age at which boys can most advantageously join the Factories is stated by the Controller to be 14½ to 15½. In the Store Depôts 15 to 16 is held to be the most suitable age of entry, but boys who have just left school are more desirable candidates than those who have had other employment, and, as boys of the class who seek employment of this kind usually leave school about 14 years of age, the candidates recruited are in fact as a rule under 15 years. Ex-Messenger Boys joining the Factories or Store Depôts are 16 to 16½ years of age.

In their Third Report the Committee estimated that 30 posts in the Factories and Store Depôts would be filled by ex-Messengers against 140 places which they were informed would be annually available if the boys themselves elected to accept the appointments. But other branches of the service are at present open to boys in those towns where the Store Depôts and Factories exist and are more attractive to them.

The numbers of Boy Messengers who have entered the Stores Department in recent years are shown below, together with particulars of their subsequent employment:—

Year.	Entered.	Remaining in Stores.	Transferred to other Departments of the Post Office.	Resigned.	Discharged.
1908-9	16	7†	5	3	1
1909-10	—	—	—	—	—
1910-11	57	11	20	22	4
1911	107*	31	4	51	21
1912	51*	16	4	25	6
1913	3	3	—	—	—

* These figures include a number of youths recruited from outside the Post Office who had some previous service as Messengers.

† Appointed as adults.

Figures of recruitment and wastage relating to all entrants to Factories and Stores are available for the years 1912 and 1913, and are as follows:—

	Taken On.		Left.	
	1912.	1913.	1912.	1913.
London Depôts - - - - -	15	59	25	40
London Factories - - - - -	75	112	90	72
Provincial Depôts - - - - -	14	54	5	17
Provincial Factories - - - - -	31	98	98	50
	135	323	218	179

The causes of leaving were :—

	Voluntary Resignation.		Discharge.*		Transfer to other Departments.		Totals.	
	1912.	1913.	1912.	1913.	1912.	1913.	1912.	1913.
London Depôts -	7	16	2	3	16	21	25	40
London Factories -	55	49	32	17	3	6	90	72
Provincial Depôts -	4	14	—	2	1	1	5	17
Provincial Factories	88	43	8	5	2	2	98	50
	154	122	42	27	22	30	218	179

* These are discharges through unsuitability, misconduct, &c.

The Controller of Stores reports with regard to the wastage shown in the foregoing tables as follows :—“ A large number of voluntary resignations in the Factories is due to the fact that the lads find themselves unfitted for the work and foresee that they will probably be discharged sooner or later if they do not voluntarily resign. The number of resignations in the Provincial Factories during the past two years has been abnormal, many boys not desiring to leave their parents' home in Nottingham to follow their work to Birmingham. The number of transfers from the London Depôts to other Departments will in two or three years be reduced, as the boys now taken on are not eligible to sit for Limited Competitions for other posts, and those who now retain a reserved right to sit for such competitions will attain 21 years of age, when they will cease to be eligible. For these and other reasons, the figures in the accompanying statement are to some extent misleading if used as a basis for estimating the number who seek a permanent career in the Stores Department. It is probable that practically none of the lads enter with a very definite idea of leaving the Department, but in some cases the boys find they are unsuited to the work, and, in others, opportunities occur elsewhere, so that a large number actually leave before they have served 12 months. Of those who remain over 12 months, it may very well be said that they seek permanent employment in the Department, and it is very roughly estimated that these represent about 50 per cent. of the new entrants.”

The Committee are unable to regard as satisfactory the conditions of employment of boys in the Factories and Stores which lead to such a large annual wastage and to a number of boys being thrown annually on the labour market without having received any complete training in skilled employment, and they recommend that the Controller of Stores should be asked to consider alterations in these conditions which will lead to a larger proportion of the boys entering the Factories and Store Depôts remaining permanently in them.

In this connection the Committee note that a deputation from the Engineering and Stores Association that waited on the Postmaster General on the 22nd and 23rd January last, stated that in the last 12 months they had “ had instances of boys coming in and being placed on piecework almost immediately, and not being able to get a good return they have given up in disgust.” The deputation suggested that no boy should be placed on piecework until he has completed two years' service in the Factories. The Committee are informed that the Controller sees no sufficient reason for such a restriction. They think, however, that it might be advantageous to impose it for at any rate the first six months of a boy's service, which should be looked upon as largely instructional.

21. It was suggested to the Postmaster General by the same deputation that the duty of training boys should be allotted to special officers. The Controller reports that this proposal is one which cannot be adopted generally in view of the wide variations in the character of the work, but that much is already done in the direction indicated, and that the matter will continue to receive special consideration. The Committee will be glad to learn the result of this in due course. They look upon it as a matter of importance that boys at the outset of their industrial career should have helpful supervision as well as advice and assistance in any difficulties that may arise.

The boys and lads employed in the Factories and Store Depôts are not at present required to attend educational classes of any kind, but the Controller of Stores is of

opinion that, at any rate in the case of Junior Mechanics and Telephone Hands, attendance at technical classes results in considerable benefit to the Department and though, as regards boys of other grades, the knowledge acquired at such classes might not add materially to their usefulness, he favours equality of opportunity for all boys. The Committee agree and consider that, as in the case of employees in the Engineering Department, all necessary fees and travelling expenses should be defrayed out of official funds. Suitable classes are known to exist in London, Birmingham, and Nottingham, and the Controller is making inquiry as regards Dublin and Edinburgh, where a few boys are employed on Store work only. Wherever classes are established, attendance at them should be compulsory.

MATTHEW NATHAN.
ROBERT BRUCE.
E. K. CHAMBERS.
EDWD. A. FRANCIS.
T. EDMUND HARVEY.
CYRIL HURCOMB.
A. MELLERSH.

ROBT. B. COBB (*Secretary*),
29th July 1914.

TABLES.

TABLE I.

Number of Boy Messengers absorbed in permanent State Service and who voluntarily resigned or were discharged from Employment each year since 1908.

—	1908-9.	1909-10.	1910-11.	1911.	1912.	1913.
Absorbed :—						
In Post Office - - - - -	1,697	1,615	1,653	1,472	1,672	2,593
With a preferential claim to subsequent permanent employment in Post Office :						
In Wireless Branch of Royal Navy and in Royal Engineers.	78	60	103	86	82	36
In other branches of the Army or Navy.	—	—	—	—	85	69
Resigned - - - - -	1,200	1,100	1,900	2,579	2,424	2,042
Discharged :—						
Unsatisfactory conduct - - - - -				737	593	490
Physical unsuitability - - - - -	663	696	592	289	355	284
Lack of educational qualifications - - - - -				289	206	168
No prospects at 16 - - - - -	4,322	4,471	3,628	1,227	433	38
Total Numbers ceasing to be Messengers -	7,960	7,942	7,876	6,390	5,850	5,720

TABLE II.

Number and Nature of Post Office Adult Appointments given to Boy Messengers each year since 1908.

Appointment.	1908-9.	1909-10.	1910-11.	1911.	1912.	1913.	Estimate of Places ultimately available for Boy Messengers.
Assistant Postmen - - - - -	1,366	1,375	1,221	978	1,030	1,482	1,320
Postmen - - - - -				27	58	209	
Sorters (London) - - - - -	78	70	45	50	56	19	180
Sorting Clerks and Telegraphists (Provinces).	—	—	2	1	1	5	180
Learners - - - - -	133	62	69	126	235	342	370
Sub-Office Assistants - - - - -	—	—	15	16	16	24	20
Junior Clerical Assistants, Clerical Assistants.	—	—	35	10	3	21	50
Paper-Keepers - - - - -	1	22	12	11	33	37	
Tube Attendants and Night Collectors -	9	5	5	19	7	—	25
Night Telephonists and Call Office Attendants.	6	3	3	6	10	11	
Unestablished Youths and Skilled Workmen (Engineering Department).	88	78	189	140	180	438	400
Machine Boys, &c., (Factories), Unestablished Boys, &c., (Stores).	16	—	57	87	38	3	140
Boy Clerks (not necessarily in the Post Office).	—	—	—	1	5	2	—
Totals - - - - -	1,697	1,615	1,653	1,472	1,672	2,593	2,685

TABLE III.

Number and Distribution of Boy Messengers authorised at different Dates since 31st March 1910.

	Number authorised on				
	31st March 1910.	30th Sept. 1910.	30th Sept. 1911.	31st Dec. 1912.	31st Dec. 1913.
PROVINCES :—					
England and Wales - - - - -	8,714	8,567	7,971	7,572	7,420
Scotland - - - - -	1,768	1,744	1,623	1,520	1,493
Ireland - - - - -	1,361	1,355	1,252	1,177	1,152
LONDON :—					
Secretary's Office - - - - -	36	35	34	35	37
" " (Registry) - - - - -	39	39	41	37	37
Accountant-General's Department - - - - -	77	77	81	75	82
Central Telegraph Office - - - - -	665	626	571	561	376
Engineering Department - - - - -	53	52	49	50	57
London Postal Service - - - - -	2,788	2,757	2,701	2,637	2,621
London Telephone Service - - - - -	14	14	6	14	20
Medical Department - - - - -	5	5	5	6	6
Money Order Department - - - - -	39	39	29	29	29
Savings Bank Department - - - - -	184	163	100	100	107
Solicitor's Office - - - - -	2	2	3	3	3
Stores Department - - - - -	43	42	40	44	46
Totals - - - - -	15,788	15,517	14,506	13,860	13,486

TABLE IV.

Age Distribution of Boy Messengers at different Dates since 7th January 1911.

	Under 15.	15-16.	16-17.	17-18.	Over 18.	Total.
7th January 1911 - - - - -	6,034	6,120	1,302	546	430	14,432
30th September 1911 - - - - -	5,147	5,502	2,595	554	280	14,078
31st December 1911 - - - - -	4,733	5,354	2,931	591	269	13,878
30th June 1912 - - - - -	4,453	4,694	3,204	902	179	13,432
31st December 1912 - - - - -	4,344	4,163	3,097	1,454	171	13,229
30th June 1913 - - - - -	4,671	3,878	2,873	1,513	183	13,118
31st December 1913 - - - - -	4,668	3,899	2,731	1,510	156	12,964

TABLE V.

Ages of Boy Messengers employed on the 31st December 1911, 1912 and 1913.

Year.	13-13½.	13½-14.	14-14½.	14½-15.	15-15½.	15½-16.	16-16½.	16½-17.	17-17½.	17½-18.	18-18½.	18½-19.	Over 19.	Total.
1911	126	506	1,447	2,654	2,660	2,694	1,917	1,014	339	252	196	63	10	13,878
1912	177	467	1,370	2,330	2,040	2,123	1,747	1,350	920	534	148	15	8	13,229
1913	134	478	1,469	2,587	1,975	1,924	1,421	1,310	884	626	132	22	2	12,964

TABLE VI.

Ages of Boy Messengers appointed during the Years 1911, 1912 and 1913.

Year.	13-13½.	13½-14.	14-14½.	Over 14½.	Total.
1911	(Under 14)	1,485	3,591	601	5,677
1912	591	964	3,194	441	5,190
1913	607	872	3,571	411	5,461

TABLE VII.

Number of Boy Messengers receiving Educational Instruction and receiving no such Instruction in the Sessions 1911-12, 1912-13, and 1913-14.

Boys under the age of selection for retention.*

	1911-12.	1912-13.	1913-14.
Compulsorily enrolled in special classes - - - -	5,500†	5,347	5,556
Attending ordinary local classes - - - -	1,100†	1,100†	2,296§
Receiving private tuition - - - -	50†	60†	60†
Receiving no general education - - - -	4,500†	2,900†	1,150

Boys over the age of selection for retention.*

	1911-12.	1912-13.	1913-14.
Voluntarily enrolled in special classes - - - -	900†	820	863
Attending ordinary local classes - - - -	200†	200†	300§
Receiving private tuition - - - -	No figures.	No figures.	No figures.
Receiving no general education - - - -	1,800†	2,900†	2,800†

* *i.e.*, roughly 16½.

† An estimate based on the fact that out of 6,405 boys attending special classes, 277 in London and an uncertain number in the provinces were over the age of selection for retention.

‡ Estimated.

§ 2,596 of all ages is a certain figure.

TABLE VIII.

Number of Boy Messengers examined and Percentages of Marks obtained at General Examinations.

Date of Examination.	Number examined.	Number and Percentage of Candidates who obtained the under mentioned Percentages of Marks or over.									
		25 per Cent.		33 per Cent.		50 per Cent.		66 per Cent.		75 per Cent.	
		Number.	Per-centage.	Number.	Per-centage.	Number.	Per-centage.	Number.	Per-centage.	Number.	Per-centage.
May 1912 -	1,363	1,315	96·4	1,195	87·6	679	49·8	144	10·5	26	1·9
November 1912 -	1,053	1,031	97·9	962	91·3	560	53·1	70	6·6	9	·8
May 1913 -	1,108	1,087	98·1	1,034	93·3	620	55·9	73	6·5	20	1·8
November 1913 -	902	881	97·6	817	90·5	495	54·8	66	7·3	5	·5
May 1914 -	1,051	1,014	96·5	952	90·6	604	57·5	90	8·6	10	·9

APPENDICES.

APPENDIX A.

POINTS AFFECTING BOY LABOUR IN THE POST OFFICE RAISED BY THE SELECT COMMITTEE ON POST OFFICE SERVANTS (WAGES AND CONDITIONS OF EMPLOYMENT).

Ad Interim Report dated 16th December 1913.

The Postmaster General has referred, for the views of the Standing Committee on Boy Labour in the Post Office, the recommendations relating to the class of Boy Messengers which have been made by the Select Committee on Post Office Servants.

(1) The Select Committee issued their Report before they had had an opportunity of seeing the Third Report of the Standing Committee. The present conditions are therefore somewhat different from those summarised in paragraphs 136 and 137 of the Select Committee's Report, but the changes have all been in the direction of giving additional support to the recommendations embodied in its 143rd and 144th paragraphs.

(2) By the 30th June 1913 the number of Boy Messengers actually in the Service had been reduced to 13,118, and it is now thought that the authorised establishment (which is always somewhat in excess of the actual numbers regularly employed) may ultimately be brought down, certainly to 13,500 and probably to 13,000. It is anticipated that it will in future be possible to offer permanent employment to all qualified boys without exception, and Class B. boys, to whom no immediate prospect of such employment can be held out, will only be those who fail to qualify in the educational test, and the number of these will, it is believed, be considerably under 400 per annum. It will still be open to this class to enter the Army or Navy under guarantee of appointment as Postmen on the completion of their service with the Colours, provided of course that they are qualified in respect of health and character and pass the rudimentary educational examination required.

(3) The education system is now more developed than was indicated in the evidence before the Select Committee. The Standing Committee's Third Report showed that special classes had been arranged in all except seven provincial towns where more than 30 boys were employed in the Head Office area, that is to say, in 49 such towns. Since then the scheme has been further extended and special classes are now held in 67 provincial towns.

On the 8th of September last Treasury authority was obtained to pay the class-fees, up to a maximum of 5s. a year in any one case, of the boys employed at other offices. Attendance either at special classes or at suitable classes at local continuation schools has accordingly been made compulsory, up to the age of selection for permanent retention, on the part of all Boy Messengers except those employed at the smallest towns and villages where no educational facilities exist at present.

The question of continuing the compulsory classes through the summer months for those who are to take the General Examination at the end of the year is reserved for further consideration.

The Civil Service Commissioners recently on the recommendation of the Standing Committee agreed to raise the qualifying minimum at the General Examinations.

(4) The above facts are cited to show that the Standing Committee fully appreciate the necessity for the maintenance of a good educational standard among the boys who are now, with the approval of the Select Committee, to form the main recruiting ground for the manipulative branch of the Post Office. Undoubtedly the maintenance of such a standard would be helped by raising the minimum age for entry into the Service to 14 and the maximum to 15, as suggested by the Select Committee, with the idea of enabling boys to complete their school course. It is difficult, in the absence of information as to the extent to which advantage might be taken of this, to calculate what increase it would involve in the number of boys who could not be permanently absorbed in the Post Office Service; but it is evident that, as the average length of service of the Boy Messenger is lessened, the number entering and therefore leaving a fixed establishment in each year has to be increased. In the Standing Committee's Third Report they explained fully that, under the conditions which would obtain in the event of the number of voluntary resignations falling off by reason of a decline in trade or other causes, there might be difficulty even with the present average length of service and establishment in finding Post Office employment for all

qualified boys. In the circumstances the Standing Committee are unable to recommend any decrease in that length of service until a considerable further decrease in the establishment of Boy Messengers, or a substantial increase in the number of posts in the Department recruited from them, places their scheme beyond the likelihood of injury from the increase in the number of boys to be provided for annually, which would inevitably result from the adoption of a higher maximum age of entry. They would remind the Postmaster-General that an extension of the maximum age to 15, as desired by the Select Committee, would not meet the views of the Scottish Education Authorities, who have asked that that age should be raised to 15½ or 16, so that boys might still be eligible to enter who had passed through a third year's course at an Intermediate School in Scotland.

Boys under 14 are, of course, not accepted for the messenger service unless they have been granted certificates of exemption from further school attendance by the local Education Authority.

(5) The recommendation of the Select Committee in the 185th paragraph of their Report leaves undisturbed the present regulations which do not allow Auxiliary Postmen to share with Boy Messengers and ex-soldiers and sailors the available appointments as Postmen on the establishment.

(6) The Select Committee, in paragraph 190 of their Report, recommend that ex-Boy Messengers on appointment as Assistant Postmen be given not less than 42 net hours' work in each week and that they be paid at the rate of 1s. a week less than the age pay of Postmen in the particular office, adjusted to the number of hours actually worked. They recommend that these Assistant Postmen, if they cannot be employed on full Postmen's duties for the minimum hours of duty set forth above, should be given messenger or other duties, such as cleaning duties, so as to make their weekly hours of duty up to the minimum hours of duty recommended, and also that these Assistant Postmen should be established after not more than two years' service, and in any case not later than at the age of 21.

In the First Report (1910) of the Standing Committee they recommended, as a method of reducing the number of Boy Messengers by the substitution of other labour, that Assistant Postmen should be employed on the delivery of telegrams when they were not engaged in delivering letters. It was proposed that Assistant Postmen thus employed on a composite duty should receive a composite rate of pay, that is to say, they should be paid for the delivery of letters at the rate applicable to Assistant Postmen and for the delivery of telegrams at the rate applicable to boys. Arrangements in accordance with these recommendations were brought into force first of all in the Eastern Central District of the London Postal area, and subsequently, on being found successful there, in the West Central, South-Western, Eastern, and Paddington Districts, with the result that 102 Assistant Postmen were engaged on these composite duties, and 138 messengers were given up. The system has also been extended to some provincial towns.

The result of adopting the recommendation of paragraph 190 of the Select Committee's Report will be to extend widely the scheme recommended by the Standing Committee. In London, at any rate, and probably in the provinces, it will not be possible to employ any large number of Assistant Postmen "on full Postmen's duty," and therefore most of the Assistant Postmen will have to be given "messenger or other duties such as cleaning duties" up to a minimum of "42 net hours' work in each week." Cleaning duties will undoubtedly be more suitable to Assistant Postmen from the Army or Navy who are to be granted a full week's work of 48 net hours under the Select Committee's recommendations than to Assistant Postmen coming from the messenger service. The duties of a large number of Assistant Postmen who have been Boy Messengers will therefore be brought up to a *minimum* of 42 hours a week net, by employment on telegraph delivery. The Standing Committee, however, see no reason why the standard weekly hours of duty should not be 48. They trust that the scheme of composite employment will be extended as widely as possible on these lines, and recommend that Postmasters be asked without delay to submit proposals for revising the duties of their Assistant Postmen accordingly.

The Standing Committee are informed that the majority of the present force doing the composite duty in London are paid about 17s. a week throughout the whole of their service as Assistant Postmen, and that they work about 45 hours net a week, that is without counting refreshment intervals. Under the scheme of remuneration recommended by the Select Committee they would get 19s. at 19 years of age and

20s. 6d. at 20 years of age, if the hours of duty were fixed at 48 a week, as suggested in the last paragraph. The Standing Committee think this increase of pay during the second year of composite service an improvement on their original scheme. They note that the Select Committee favour a uniform rate of pay for composite duties.

(7) The only remark the Standing Committee have to make on the recommendation of the Select Committee (paragraph 260) that Boy Messengers shall during their learnership carry the pay they were previously receiving as Boy Messengers, is that its adoption will give an additional attraction to learnership appointments and so tend to secure for the Post Office their desire that well-educated Boy Messengers should enter the telegraph manipulative service.

(8) Paragraph 331 of the Select Committee's Report approving the Post Office scheme for the Sorter Tracer class to be allowed to become moribund and for the class of Tracer to be increased to 120 and to be recruited from Boy Messengers with two years' service, will have but small effect on the scheme for absorbing these messengers in the Post Office, in view of the fact that the Sorter Tracers are now recruited from the messengers. The Standing Committee hope that boys who obtain Tracers' places at the General Examination will not be taken from messenger duties at an earlier age than are the sorters.

(9) The Standing Committee are in entire agreement with the recommendations contained in paragraph 406 of the Select Committee's Report in accordance with which the small special classes of Assistant Inspectors, Inspectors, and Chief Inspectors of Messengers in the London Postal Service will be made redundant, their duties being in future entrusted to Postmen with allowances, Head Postmen, and Overseers. The wider field of choice which will be secured by the adoption of these recommendations must facilitate the selection of men fitted for the direct control and supervision of boys.

The Standing Committee fully recognise the importance of not weakening the influence or interest in the boys of the Overseers or other officers who will primarily be responsible for looking after them. At the same time they are of opinion that the personal interest of the Postmaster and his higher officers in messenger staff questions is requisite for the successful promotion of the various schemes that have been inaugurated on the Committee's suggestion.

(10) Such interest will be of special importance in those cases where the same supervising officer will supervise either messengers or Postmen, or both together, if effect is given to the recommendation contained in paragraph 460 of the Select Committee's Report.

(11) The Select Committee recommend (paragraph 545) that, so far as the duties now performed by Call Office Attendants are properly performed by boys, they should be assigned to Boy Messengers. To the extent to which this recommendation is adopted it will be necessary to increase the establishment of Boy Messengers, an increase which would only partially be compensated for by the proposed establishment of a new class of Male Night Telephonists and Call Office Attendants, which would only in part be recruited from classes originally drawn from the Boy Messenger establishment. In these circumstances the Standing Committee have no desire to see this recommendation adopted.

(12) The Select Committee recommend (paragraph 645) that there should be a new class of Clerical Assistant to perform all duties now performed by Boy Clerks, Assistant Clerks, Junior Clerical Assistants, Clerical Assistants, and some of the duties performed by Third Class Clerks, and that this class should be recruited by competitive examination from Boy Messengers of not less than 16 nor more than 18 years of age. This recommendation will probably provide about 70 additional places annually available for these messengers. For the present, however, Boy Messengers will probably find it difficult to qualify for these posts. It is, however, for consideration whether the General Examination held at the end of the two years' service will not provide boys sufficiently well trained for them. The Standing Committee are, however, not yet prepared to make a definite recommendation on this subject.

APPENDIX B.

CONDITIONS OF EMPLOYMENT AS SET FORTH IN FORM OF APPLICATION FOR EMPLOYMENT AS
BOY MESSENGER.

Age.—Candidates must be over 13 and under 14½ years of age, and must produce satisfactory evidence of their age.

Height.—Candidates must be not less than 4 ft. 8 ins. in height, without boots.

Health.—Every candidate must produce a satisfactory certificate of health from his own medical attendant. A form (No. 132) is provided for the purpose.

Vaccination.—Candidates who do not exhibit good marks of secondary vaccination, or definite evidence of having had small-pox, are required to undergo vaccination before employment; but a statutory declaration of conscientious objection to vaccination, made by the candidate's parent or guardian (on Form No. 282, to be obtained from the Postmaster), will be accepted in lieu of a certificate of vaccination.

Exemption from School.—A candidate under 14 years of age must produce a certificate from the Local Education Authority that he is exempt from further attendance at school. Preference is given to candidates who have passed Standard VII., or some equivalent test.

Residence.—Boy Messengers are required to reside within a reasonable distance of the office, either with their parents or guardians, or with some responsible person approved by them. They will, in most cases, be called upon to perform temporary duty before being regularly appointed, and will be required to perform Sunday duty, when necessary.

Hours of Duty.—A Boy Messenger's duty does not commence, as a rule, before 8 a.m. or finish later than 8 p.m., but at the larger offices it may commence as early as 6 a.m. or finish at 9 p.m.; the attendance is 50 hours a week, apart from Sunday duty.

Wages.—At _____ the wages are _____ s. a week, rising by 1s. a week annually from the date of appointment to _____ s. a week.

At _____ a fixed wage of _____ s. is paid on admission; after a time the pay is according to the number of messages delivered, with a minimum of _____ s. a week. Parents or guardians may obtain a statement of the amount earned by a Boy Messenger during the previous week upon application at the Post Office.

Duty on Sundays, Christmas Day, and Good Friday is paid for separately at the rate of _____ d. per hour.

Uniform.—Uniform (including boots) is supplied.

Privileges.—Boy Messengers are allowed 12 days' holiday annually. When they first enter the service they receive free medical attendance from the Post Office Medical Officer and two-thirds pay during properly certified sick absence up to a limit of three months in any 12 months. At 16 years of age a Boy Messenger (except in the Channel Islands or the Isle of Man) becomes liable to compulsory insurance under the National Insurance Acts and thenceforward a contribution of 4d. a week (3d. in Ireland) is deducted from his wages, unless he produces a certificate of exemption. When he becomes insured, he ceases to be entitled to free medical attendance from the Post Office, but he will usually be able, if he desires, to accept the Post Office Medical System as his medical benefit under the Acts, or he may choose a doctor from the local panel. The privilege of sick pay is withdrawn as soon as the boy concerned becomes qualified for sickness benefit under the Acts or would have become so qualified had he not obtained a certificate of exemption, *i.e.*, normally at the age of 16½. (Boy Messengers in Ireland, where the benefits of the National Insurance Act do not include medical attendance, and in the Channel Islands and the Isle of Man, where the Act is not operative, will receive free medical attendance from the Post Office Medical Officer whatever their age).

Attendance at Educational Classes.—Until the question of their selection for permanent retention in the Post Office has been decided, that is, roughly during the first two years of their employment, Boy Messengers employed at certain offices are required to attend educational classes specially arranged for them. At all other offices they are required to attend suitable classes at local continuation schools for not less than four hours a week during the class session, their fees, up to a maximum of five shillings per annum, being paid by the Post Office. All time devoted to school attendance is additional to the normal hours of official duty.

Prospects.—Boy Messengers have no claim to pension, gratuity or compensation for loss of office, and their services are liable to be dispensed with at any time if they fail to give satisfaction, or if they prove unsuitable in any respect for further employment. On the other hand, boys who give every satisfaction, and can satisfy the Civil Service Commissioners as to their character and as to their physical and educational fitness, will be retained permanently in the service of the Post Office.

At the offices at which special educational classes are held, the boys to be selected for permanent retention are chosen by means of a general competitive examination which is held every half-year for the boys reaching 16 years of age during that half-year. Candidates who take the highest places in this general examination and obtain a sufficiently high percentage of marks may, so far as vacancies will allow, be appointed, on or after attaining the prescribed minimum limit of age, either as Telegraph Learners or Sorting Clerks and Telegraphists (Postal), without further educational examination. They are also eligible for appointment as Junior Clerical Assistants on passing a qualifying test either in Précis writing (without Indexing), Shorthand, or Bookkeeping.

At the offices where there are no special classes the boys are required to pass a qualifying examination at the end of the half-year in which they reach the age of 16.

The majority of the retained boys become Assistant Postmen and eventually Postmen, half the vacancies on those classes being reserved for them. Competitions limited to Boy Messengers are held for the situations of Telegraph Learner, Sorting Clerk and Telegraphist (Postal), and Junior Clerical Assistant. Particulars of these Competitions can be obtained from the Postmaster.

In certain towns, where facilities exist, boys are given the option of going through a course of training with a view to employment as Sub-Office Assistants, or to employment in the Engineering Department of the Post Office, or to enlistment in the Royal Engineers, with the prospect of permanent employment in the Post Office after a term of service with the colours.

Vacancies on the various superior classes open to Boy Messengers occur at irregular intervals, and no promise can be made as to the age at which an appointment will be obtained.

Boy Messengers who voluntarily express a desire to enter the Army or Navy may, if their parents or guardians approve, be retained as Messengers until they are old enough to enlist, provided they do so by the time they are 19 years of age. Half of the vacancies in the Wireless Telegraphy Branch of the Navy are reserved for Boy Messengers between the ages of 15½ and 16½ years. Boy Messengers who enlist in the Army or Navy may return to the Post Office when their Army or Navy Service expires, provided that they have had not less than 3 years' adult service and that their character and health are satisfactory.

In order to assist deserving Messengers who fail to pass the medical or educational tests for permanent employment in the Post Office, and who do not wish to enter the Army or Navy, to secure situations with good prospects elsewhere, an Employment Register is kept at each Head Post Office. The establishment of this Register has been made known to the local large employers of labour, and many have promised, when they have vacancies, to employ ex-Messengers whose names are on the Register.

APPENDIX C.

AGE LIMITS FOR RECRUITMENT OF BOY MESSENGERS AND GIRL PROBATIONERS.

CORRESPONDENCE BETWEEN BOARD OF EDUCATION AND HULL COUNTY BOROUGH COUNCIL.

Letter from Hull County Borough Council, dated 9th October 1913.

The Board of Education in 1910 brought strong pressure to bear on the Local Education Authority with the view of securing that pupils admitted to the three Municipal Secondary Schools should continue their education at the Secondary Schools until at least 16 years of age.

In order to comply with this demand of the Board the Authority agreed to require the parents of all pupils admitted to the Schools to enter into legal agreements not to remove their children until the close of the Term next following the 16th birthday.

The Authority have gathered from the Board's publications that it is not intended to confine education in a Secondary School to any particular social class or classes, but that it is to be open to all who have the necessary ability and are prepared to remain at School until at least 16 years of age.

The following cases have recently come under the notice of the Authority :—

1. A, born 17th September 1898, attended Craven Street Secondary School ; father applied to the Authority on the 16th of August 1912 for consent to relinquish the Scholarship held by his son on the ground that the open competitions for the Post Office which he had intended to enter had been abolished, and the only ways into the service were the Boy Learners' Examinations, ages 14½ to 16 years, and as Telegraph Messengers at 14 years. Further inquiry showed that Examinations in the Learners' Class are rare, and that Telegraph Messengers have preference for the inside competitions which are held at frequent intervals. Application was made for the boy to leave School so as to become a Telegraph Messenger at 14 years of age. After consultation with the Postmaster of Hull and verification of the statements consent to leave was granted by the Authority.

2. B, born 10th of April 1898, attending the Central Secondary School ; father applied to the Authority on the 8th of September last for permission to withdraw his daughter from the School as she had an offer of a good position in the Post Office Telephone Department as girl probationer. The Head Mistress informs me, "It is a great pity that this girl should have to leave School, but I find that the Post Office is altering its system of admission, and I believe that it is correct that unless girls get in before 16 they may not get another chance. In future it seems probable that it will be a closed occupation as far as girls from Secondary Schools are concerned."

It is obvious that the Regulations of the Post Office with respect to appointments of the type referred to above must either exclude Secondary School pupils from these appointments or must, if they are not to be excluded, improperly interfere with the success of the Authority in meeting the Board's requirements as to the length of school life.

It is inconceivable that the Postmaster General can have adopted the former alternative, and it appears, therefore, that he must be unwittingly interfering with the Authority's attempts to meet the Board's demand with respect of the duration of the Secondary School course.

The Authority desire to be informed whether the Board can help them in this matter by securing such a change in the Regulations or practice of the Post Office Department as will permit Secondary School pupils to be candidates for these appointments without terminating their Secondary School course prematurely.

Reply from Board of Education, dated 13th December 1913.

With reference to Mr. Riley's letter of the 9th October, I am directed to state that the Board of Education have had under consideration the two cases mentioned therein of pupils who have been prematurely withdrawn from a Secondary School in order to enter the service of the Post Office.

With regard to the age of entry for Telegraph Messengers, the Board understand that the Postmaster General does not propose at present to modify the existing age limits for entry into the messenger service, but that the question whether any alteration is practicable in the interests of boys who have attended

Secondary or Higher Grade Schools will be further considered by him when the effect of such modification on the general scheme of absorption of all suitable boys in the permanent employment of the State can be estimated in the light of further experience.

With regard to girl probationers, the Board understand that this is an entirely new class recruited between the ages of 14 and 16, not on a Competitive Examination but by selection from candidates who have passed Standard VII. in a Public Elementary School, and that every probationer is required to give 12 hours a week to Continuation Classes and technical training in the Post Office. These conditions clearly contemplate an Elementary School and not a Secondary School type of candidate, and as the class is a new one the Head Mistress' complaint, that "in future" service in the Post Office will be a closed occupation as far as girls from Secondary Schools are concerned, appears to be due to a misapprehension. The Board are informed that there are many other Post Office appointments available which are more suitable for Secondary School candidates:—thus Girl Clerks are appointed between the ages of 16 and 18 on an Examination in subjects proper to a Secondary School, including two languages other than English. Telephonists are appointed between the ages of 16 and 19, and there are other posts in which the age range is wide enough to obviate the necessity for premature removal of candidates from their Secondary Schools.

I am to add that copies of Mr Riley's letter and of this reply have been sent to the Postmaster General and to the Civil Service Commissioners.

APPENDIX D.

PHYSICAL STANDARDS.

Letter dated 29th October 1913 from Sir George Newman, M.D., Chief Medical Officer to the Board of Education.

I regret that on account of great pressure of work it has not been possible for me to write to you earlier in reference to the question of Physical Standards.

I have had all the Height and Weight Tables in our possession examined, and am afraid that they do not enable me to furnish the kind of information which you require for your Committee. We have a large number of returns from School Medical Officers and other sources showing the average heights and weights of children at different ages, but containing practically no data as to the relationship of weight and chest girth to height for a series of heights. Unfortunately, therefore, I am not in a position to offer any useful criticism of the standard suggested in the Interim Report of the Standing Committee on Boy Labour, or to make any suggestion as to what would constitute a fair standard.

It may, however, be of some interest to you to examine the figures, taken from four entirely independent sources, set out in Tables (a) and (b) on the attached sheets, which show that the average height of boys between 14 and 15 years of age varies from 57·8 to 51·08 inches; average weight from 83·73 to 95·15 lbs.; and average chest girth from 26·7 to 28·46 inches.

The School Medical Officer for Burnley, in his Report for 1912, has given particulars concerning the weights in accordance with a series of heights of 767 boys leaving school. The ages range from 11 to 14 years. Omitting all whose height falls below 4 feet 8 inches (the Post Office minimum), I have set out in Table (c) the figures for the remaining 295 out of the 767 "leavers." On examination of the table, you will notice that if the standard suggested by your Committee were applied to boys whose height ranges from 56 to 58 inches, 17 out of 184, or 9·2 per cent., would have to be rejected. Unfortunately, the series of heights given in this table does not correspond exactly with that adopted by you, so that further comparison is not easy. The number of cases, too, is small, and it must be remembered that most, if not all, of the boys are below the age of 14. I find, further, that the average heights and weights in Burnley fall slightly below those for the general population of all classes, town and country, as given in the Report of the Anthropometric Committee of the British Association for the Advancement of Science, 1883. This table shows, however, that so far as the boys leaving Burnley Public Elementary Schools are concerned, the majority of those at the several heights would appear to be eligible in respect of weight to become Post Office Boy Messengers if the proposed standard were adopted, and what is true of Burnley is probably true of most other places.

(Enclosures.)

TABLE (a).

I.

Anthropometric Committee of the British Association for the Advancement of Science. Report of the Fifty-third Meeting, 1883.

(Height, without shoes; Weight, with clothes.)

Age.	General Population (all Classes), Town and Country.			Labouring Classes, Country.			Artisans, Towns.			Chest Girth, empty. Inches.
	No. observed.	Average Height, Inches.	Average Weight, Lbs.	No. observed.	Average Height, Inches.	Average Weight, Lbs.	No. observed.	Average Height, Inches.	Average Weight, Lbs.	
14 last birthday -	3,428	59·33	—	9	57·94	—	1,653	58·61	—	28·46
	2,952	—	92·00	9	—	89·20	1,396	—	87·30	—

II.

Calculation based on an examination of 587,635 children in 17 county and 44 urban districts, by Doctors A. W. Tuxford and R. A. Glegg, School Medical Officers of Lincs. (Holland) and Lincs. (Lindsey) respectively.

(Height, without shoes ; Weight in ordinary indoor clothing, without shoes.)

Age.	England.			Country.			Urban.		
	No. observed.	Average Height, Inches.	Average Weight, Lbs.	No. observed.	Average Height, Inches.	Average Weight, Lbs.	No. observed.	Average Height, Inches.	Average Weight, Lbs.
14	4,312	57·90	83·93	1,381	58·2	84·35	2,961	57·8	83·73

III.

Manchester Grammar School.

Age.	Years.	No. observed.	Average Height, Inches.	No. observed.	Average Weight, Lbs.	Chest Girth.		
						No. observed.	Range from, Inches.	Average, Inches.
14 to 15	1881-6	704	59·82	709	89·99	707	23-36	27·71
	1905-10	473	61·08	478	95·15	478	24-38	28·17

IV.

William Ellis Endowed School, Gospel Oak, N.W.

(Height, without boots ; Weight, naked to waist and without shoes.)

Age last Birthday.	No. observed.	Average Height, Inches.	Average Weight, Lbs.	Average Chest Girth, during Deflation.
14	168	61·0	92·7	26·7

TABLE (b).

Comparative Table showing average Height, Weight, and Chest Girth at the Age of 14.

	Height (in Inches).	Weight (in Lbs.).	Chest Girth deflated (in Inches).
I. ANTHROPOMETRIC COMMITTEE (1883).			
(a) All classes, Town and Country	59·33	92·0	28·46
(b) Labouring Classes--Country	57·94	89·2	—
(c) Artisans--Towns	58·61	87·3	—
II. Drs. TUXFORD and GLEGG.			
(a) England	57·9	83·93	—
(b) Counties	58·2	84·35	—
(c) Urban Areas	57·8	83·73	—
III. MANCHESTER GRAMMAR SCHOOL.			
(a) 1881-6	59·82	89·99	27·71
(b) 1905-10	61·08	95·15	28·17
IV. WILLIAM ELLIS ENDOWED SCHOOL, GOSPEL OAK, N.W.	61·00	92·70	26·70

TABLE (c).

Table showing Distribution according to Weight for a Series of Heights of 295 Boys, ages 14 years or under, about to leave Burnley Public Elementary Schools.

Height in Inches	Weight in Lbs.													Total Number of Boys at different Heights.
	60 to 65.	65 to 70.	70 to 75.	75 to 80.	80 to 85.	85 to 90.	90 to 95.	95 to 100.	100 to 105.	105 to 110.	110 to 115.	115 to 120.	Over 120 lbs.	
56-58 -	4	13	47	58	38	15	6	3	—	—	—	—	—	184
58-60 -	—	—	3	14	27	20	13	3	1	—	—	—	—	81
60-62 -	—	1	1	1	4	8	4	1	1	1	1	—	—	23
62-64 -	—	—	—	—	—	—	—	—	3	1	—	1	—	5
64-66 -	—	—	—	—	—	1	—	—	—	—	—	—	1	2
	4	14	51	73	69	44	23	7	5	2	1	1	1	295

APPENDIX E.

PHYSICAL STANDARDS.

Average Weights and Chest Measurements of 809 Boy Messengers recruited in London and in various Provincial Districts during the Three Months February to April 1914.

District.	Height in Inches.												67 and upwards.
	56.	57.	58.	59.	60.	61.	62.	63.	64.	65.	66.		
LONDON :—													
London Postal Service -	No. of Messengers	12	22	29	32	33	22	22	16	7	9	5	5
	Average weight	74	81	86	88	93	98	101	108	116	114	113	118
Central Telegraph Office	„ chest measurement	27½	28	28	28½	29	29½	29½	31	31	31	31½	32½
	No. of Messengers	—	2	1	2	—	—	—	1	—	3	1	—
Indoor Messengers	Average weight	—	86	80	86	90	—	99	—	108	118	—	—
	„ chest measurement	—	27	25	27	26½	—	27½	—	28½	28	—	—
PROVINCES :—	No. of Messengers	3	2	8	3	2	4	5	5	3	1	1	—
	Average weight	76	75	87	87	92	99	105	112	116	122	117	—
North-Eastern District	„ chest measurement	26½	24½	27½	28	27½	27½	28½	29½	28½	33	28½	—
	No. of Messengers	9	9	6	15	12	5	6	2	5	1	—	—
South-Eastern District	Average weight	80	80	91	92	94	104	98	111	107	119	—	—
	„ chest measurement	27½	27	28½	29	29	29½	29	31½	29½	32	—	—
Western District -	No. of Messengers	6	2	9	8	8	7	4	1	5	2	1	3
	Average weight	79	85	86	89	96	94	107	108	112	119	111	123
Manchester -	„ chest measurement	27	27½	28	28½	30	27½	30½	27	30	30½	30	30½
	No. of Messengers	4	8	5	3	10	6	4	6	5	3	—	—
Birmingham	Average weight	79	82	86	86	92	101	106	111	102	120	—	—
	„ chest measurement	27	27½	29	27½	28	28½	30½	31	29½	32½	—	—
Nottingham	No. of Messengers	22	8	14	2	7	3	—	1	—	—	—	—
	Average weight	77	82	87	81	88	92	—	106	—	—	—	—
Southampton	„ chest measurement	26½	27½	28½	27½	28	27½	—	31½	—	—	—	—
	No. of Messengers	3	5	8	7	5	7	1	2	2	1	—	—
Edinburgh -	Average weight	80	82	81	86	90	93	97	96	112	106	—	—
	„ chest measurement	27½	27½	27½	26½	28½	29½	28	28	31½	31	—	—
Scotland (East)	No. of Messengers	5	2	2	—	—	—	1	—	—	—	—	1
	Average weight	78	81	82	—	—	—	100	—	—	—	—	123
Scotland (West)	„ chest measurement	27	27½	28	—	—	—	28½	—	—	—	—	31½
	No. of Messengers	2	1	—	1	1	2	1	—	—	—	—	—
Dublin	Average weight	75	86	—	95	97	96	127	—	—	—	—	—
	„ chest measurement	28	28½	—	30	30	30½	32½	—	—	—	—	—
Ireland (North)	No. of Messengers	6	7	1	7	5	7	3	1	1	2	2	2
	Average weight	73	85	86	91	94	103	100	98	116	116	117	128
Ireland (South)	„ chest measurement	27½	28½	30½	29	29	30	29½	29	31½	31½	32	31½
	No. of Messengers	11	5	9	7	12	8	5	2	1	—	3	—
Total No. of Messengers	Average weight	78	84	87	95	96	99	97	116	104	—	129	—
	„ chest measurement	28½	28½	29½	29½	30	29½	30	30½	29	—	31	—
Number who fell below standard proposed by Boy Labour Committee	No. of Messengers	10	8	4	9	5	6	8	1	3	—	—	1
	Average weight	82	86	91	89	93	95	102	120	105	—	—	150
Ireland (South)	„ chest measurement	28½	28½	29	29½	31	29½	29½	33½	30½	—	—	35
	No. of Messengers	5	3	2	5	—	—	—	—	1	—	—	—
Ireland (North)	Average weight	78	79	78	85	—	—	—	—	128	—	—	—
	„ chest measurement	26½	26	27½	27½	—	—	—	—	29½	—	—	—
Ireland (South)	No. of Messengers	6	5	9	3	7	2	1	—	—	—	—	—
	Average weight	86	86	91	99	94	100	104	—	—	—	—	—
Total No. of Messengers	„ chest measurement	28	27	29	29½	29	30½	27	—	—	—	—	—
	No. of Messengers	3	8	4	8	4	6	—	1	—	1	—	—
Number who fell below standard proposed by Boy Labour Committee	Average weight	85	83	89	93	89	100	—	95	—	126	—	—
	„ chest measurement	29	27½	29½	29½	28½	30½	—	29	—	32½	—	—
Total No. of Messengers	(809)	107	97	111	112	113	83	66	40	36	20	12	12
Number who fell below standard proposed by Boy Labour Committee	Weight	(75)	25	6	3	19	9	1	7	3	—	2	—
	Chest measurement	(9)	—	3	1	4	—	1	—	—	—	—	—

APPENDIX F.

EXPERIMENTAL RECRUITMENT OF BOY MESSENGERS THROUGH JUVENILE ADVISORY COMMITTEES
AND EDUCATION ACT SUB-COMMITTEES.

Reports from London District Postmasters, dated March 1914.

SOUTH-EASTERN DISTRICT.

The Juvenile Advisory Committee at Camberwell still continue the arrangements commenced in 1911. The Committee record the names, addresses, and qualifications of all candidates, whether the applications are made direct to them or upon a recommendation from this Office. The record kept is a large one, and it is impossible to offer employment as Boy Messenger to all. The practice here is to communicate with the exchange when a boy is required, and the Secretary of the Advisory Committee selects a boy accordingly. (Any special candidate recommended from this Office who is known to be on the waiting list is specially asked for.) The name and address of applicant is then forwarded to this Office, and he is communicated with in the ordinary way. If considered suitable an application form is issued, and the usual procedure to place him on duty followed.

The Exchange Secretary is subsequently notified of the lad's employment, and the "A" form forwarded by post to be stamped if the lad be found suitable, but if unsuitable the Exchange is notified accordingly.

It cannot be stated that the Committee take an *active* part in the selection of the boys; the principal part of their work is in keeping a record of candidates, and this could be done quite as effectively at this Office by recording applications as received.

I should point out that letters received here from candidates, apart from personal applications, far exceed requirements, numbering, probably, at least 200 in the year, and in this direction alone an ample supply of candidates would be available without any reference to the Exchanges. These applications are not at present recorded here, but the applicants are referred to the Labour Exchanges, who return them to us as required.

I am, therefore, still of opinion, as stated in my report of the 25th January last, that no advantage is gained by the present system, and I consider that the old system of direct recruiting is preferable in many respects.

EASTERN DISTRICT.

During the year ended 31st December last, 63 boys' names were placed on the list of candidates at the Stepney Labour Exchange. Four of these were recruited by the Secretary of the Juvenile Advisory Committee, and the remaining 59 were selected applicants who applied at the District Office first, and were sent on to the Stepney Exchange for registration.

Boys continue to apply at the District Office for employment. As so many apply to the Chief Inspector of Messengers, who refers the best of them to the Exchange for registration, it is not necessary for the Exchange officials to take any special steps to secure candidates.

It has been ascertained at the Stepney Labour Exchange that a member of the Advisory Committee sometimes attends the Exchange from 10.0 a.m. to 12.0 noon to interview applicants for all classes of employment. In the absence of a member of the Committee the recommendations come through the ordinary routine of the Exchange. Candidates are not registered at other Exchanges.

BATTERSEA DISTRICT.

The old system of recruiting was reverted to in June last with success. A good class of boy is now being obtained without any difficulty.

Statement of Number of Boys recruited during 1913.

Juvenile Advisory Committee.	Number of Boys recommended by Advisory Committee.	Number given employment as Boy Messengers.	Number rejected.	Cause of Rejection.
Camberwell - - -	71*	64	7	{ 1 reference unsatisfactory. { 2 declined employment. { 4 under educational requirements. { 2 declined employment. { 3 not passed Standard VII. { 3 too old. { 8 failed to return form of application.
Stepney - - -	63*	47	16	

* In 22 cases in the South-Eastern District and 59 in the Eastern District the boys were sent to the Committees by the Post Office and were not originally selected by the Committees.

Education Act Sub-Committee.	Number of Boys recommended by Sub-Committee.	Number given employment as Boy Messengers.	Number rejected and reasons for rejection.	Remarks.
Ealing - - - -	6	6	—	System working satisfactorily. Up to average. No vacancies occurred at Crystal Palace B.O. or Anerley near Station T.S.O.
Chiswick - - - -	5	5	—	
Croydon - - - -	1	1	—	
Penge - - - -	—	—	—	
Lewisham - - - -	1	1	—	7 more could have been employed had they been forthcoming. The Secretary is unable to guarantee more than 8 boys during the current year, 1914.
Finchley - - - -	4	2	1 non-cyclist. 1 withdrew application.	
Hornsey - - - -	4	4	—	

APPENDIX G.

LIST OF PLACES AT WHICH BOY MESSENGERS ARE RECRUITED THROUGH :—

(a) *Advisory Committees for Juvenile Employment formed by the Board of Trade in connection with Labour Exchanges.*

Aberdare.	Dunfermline.	Norwich.
Aberdeen.	Exeter.	Nottingham.
Ashton-under-Lyne.	Glasgow.	Pendlebury.
Barrhead.	Halifax.	Perth.
Bath.	Hamilton.	Plymouth.
Belfast.	Huddersfield.	Pontypridd.
Blackburn.	Hull.	Radcliffe.
Bolton.	Hyde.	Rochdale.
Bristol.	Ipswich.	Southampton.
Bury.	Kilmarnock.	Southport.
Carlisle.	Kirkcaldy.	South Shields.
Cheltenham.	Leeds.	Sunderland.
Chester.	Limerick.	Surrey.
Coatbridge.	London.	Tynemouth.
Cork.	Londonderry.	Waterford.
Devonport.	Motherwell.	West Hartlepool.
Dewsbury.	Newport (Mon.)	
Dublin.	Northampton.	

(b) *Committees formed by Local Education Authorities under the Education (Choice of Employment) Act, 1910.*

Aldershot.	Denbighshire.	Oxford.
Barrow-in-Furness.	Ealing.	Penge.
Barry.	Finchley.	Portsmouth.
Beckenham.	Folkestone.	Reading.
Birkenhead.	Gloucester.	Rotherham.
Birmingham.	Great Yarmouth.	Salford.
Blackpool.	Hendon.	Salisbury.
Bootle.	Hornsey.	Scarborough.
Bournemouth.	Huntingdonshire.	Sheffield.
Bradford.	Kidderminster.	Smethwick.
Brighton.	Lewisham.	Stockport.
Bromley.	Lincoln.	Swansea.
Burton-on-Trent.	Liverpool.	Torquay.
Cambridge.	Lowestoft.	Wallasey.
Cardiff.	Maidstone.	West Ham.
Chiswick.	Manchester.	Wigan.
Colchester.	Merthyr Tydvil.	Wiltshire.
Cornwall.	Middlesex.	Wood Green.
Coventry.	Montgomeryshire.	Worthing.
Croydon.	Newcastle-on-Tyne.	York.
Cumberland.	Oldham.	

APPENDIX H.

LEAFLET for the use of ADVISORY COMMITTEES, SCHOOLMASTERS, &c., concerned in advising boys as to the choice of a career.

A CAREER FOR BOYS IN THE POST OFFICE.

Advantages of employment as Boy Messenger.

The advantages may be summarised briefly as follows:—

1. Permanent employment for all satisfactory boys.
2. Free educational training.
3. Prospects of promotion.
4. Prospects of pension.
5. Annual leave.
6. Sick leave.
7. Swedish drill instruction.
8. Institutes.
9. Uniform.

Qualifications Required.—Candidates must be under 14½ years of age and must be exempt from further elementary school attendance, preference being given to boys who have passed Standard VII. or some equivalent test. They must not be less than 4 feet 8 inches in height, without boots, and must satisfy the following standards of weight and chest measurement:—

Height.	4 ft. 8 ins. and under 4 ft. 11 ins.	4 ft. 11 ins. and under 5 ft. 2 ins.	5 ft. 2 ins. and under 5 ft. 5 ins.	5 ft. 5 ins. and upwards.
Weight (lbs.) - - - - -	70	80	90	100
Chest (deflated) inches - - - - -	25	26	27	28

Permanency of Employment.—All boys who become messengers are assured of a permanent career in the Post Office, provided that they give satisfaction and are able to satisfy the Civil Service Commissioners as to their physical and educational fitness for retention.

Educational Training.—In all places where the necessary arrangements can be made with the local Educational Authorities special classes for Boy Messengers are formed in the following subjects:—

- Handwriting.
- Spelling.
- English (including essay writing and the study of a prescribed book).
- Arithmetic.
- Geography.
- History.

Attendance at these classes for not less than four hours a week is compulsory during the first two years of employment. At the offices where there are no special classes the boys are required to attend suitable classes at local continuation schools in the subjects referred to above or in kindred subjects, their class-fees, up to a maximum of 5s. per annum, being paid by the Post Office.

Prospects of Promotion.—At the Offices at which special educational classes are held, the boys to be selected for permanent retention are chosen by means of a general competitive examination which is held every half-year for the boys reaching 16 years of age during that half-year.

Candidates who take the highest places in this general examination and obtain a sufficiently high percentage of marks, may, so far as vacancies will allow, be appointed on or after attaining the prescribed minimum limit of age, either as Telegraph Learners or Sorting Clerks and Telegraphists (Postal), without further educational examination. They are also eligible for appointment as Clerical Assistants on passing a qualifying test either in Précis writing (without Indexing), Shorthand or Bookkeeping. At the Offices where there are no special classes the boys are required to pass a qualifying examination at the end of the half-year in which they reach the age of 16.

The majority of the retained boys become Assistant Postmen and eventually Postmen, half the vacancies on the Postmen's class being reserved for them. Competitions limited to Boy Messengers are held for the situations of Telegraph Learner and Sorting Clerk and Telegraphist (Postal). In certain towns where facilities exist boys are given the option of going through a course of training with a view to employment as Sub-Office Assistants, or to employment in the Engineering Department of the Post Office.

Boy Messengers who voluntarily express a desire to enter the Army or Navy may, if their parents or guardians approve, be retained as Messengers until they are old enough to enlist, provided they do so by the time they are 19 years of age. Half of the vacancies in the Wireless Telegraphy Branch of the Navy are reserved for Boy Messengers between the age of 15¾ and 16¾ years. Boy Messengers who enlist in the Army or Navy may return to the Post Office when their Army or Navy service expires, provided that they have had not less than 3 years' adult service and that their character and health are satisfactory.

Prospects of Pension.—Service as Boy Messenger gives no claim to pension, gratuity, or compensation for loss of office, but Postmen and all other established officers of the Post Office are entitled to the benefits of the Superannuation Acts enjoyed by established Civil Servants generally.

Annual Leave.—Boy Messengers are allowed 12 working days' leave each year with pay.

Sick Leave.—Until they become qualified for sickness benefits under the National Insurance Acts, *i.e.*, normally at the age of 16½, Boy Messengers receive free medical attendance from the Post Office Medical Officer and two-thirds pay during properly certified sick absence up to a limit of three months in any twelve months. (Boy Messengers in Ireland, where the benefits of the National Insurance Acts do not include medical attendance, and in the Channel Islands and in the Isle of Man, where the Acts are not operative, receive free medical attendance from the Post Office Medical Officer whatever their age.)

Swedish Drill Instruction.—At the larger Offices, the boys receive regular instruction in Swedish and other exercises under capable Instructors, and these exercises, together with the outdoor life led by the majority of the boys, are extremely beneficial to them.

Institutes.—Messengers' Institutes have been formed at a number of Offices where the staff of Messengers employed is sufficiently large, and where the necessary accommodation is available. The activities of the Institutes at many of the larger Offices include gymnasias, libraries, swimming, cricket, football, shooting, and other athletic clubs, indoor games, drum and fife bands and other facilities for the development and recreation of the boys in their spare time. A system is being applied at the smaller Offices of supplying books for the boys to read in the intervals of duty by means of circulating libraries.

Uniform.—Uniform and protective clothing are supplied to each messenger as follows:—Two pairs of boots, a suit of Summer and a suit of Winter clothing each year; an overcoat and a waterproof cape every two years; and a pair of leggings as required.

(Particulars of the local rates of pay of Boy Messengers and of various higher posts open to them can be obtained from the Postmaster.)

APPENDIX I.

LIST OF TOWNS AT WHICH SPECIAL EDUCATIONAL CLASSES FOR POST OFFICE BOY MESSENGERS ARE HELD.

Aberdeen.	Exeter.	Newton-le-Willows.
Barrow-in-Furness.	Fleetwood.	Northampton.
Bath.	Folkestone.	Norwich.
Belfast.	Glasgow.	Nottingham.
Birkenhead.	Gloucester.	Oldham.
Birmingham.	Greenock.	Oxford.
Blackpool.	Grimsbj.	Plymouth.
Bournemouth.	Harrogate.	Portsmouth.
Bradford.	Hastings.	Prescot.
Brighton.	Hereford.	Preston.
Bristol.	Huddersfield.	Reading.
Cambridge.	Hull.	Rochdale.
Cardiff.	Ilford.	Sheffield.
Carlisle.	Ipswich.	Shrewsbury.
Cheltenham.	Leamington Spa.	Southampton.
Chester.	Leeds.	Southend-on-Sea.
Cork.	Leicester.	Southport.
Coventry.	Lincoln.	South Shields.
Croydon.	Liverpool.	Stoke-on-Trent.
Deal.	London.	Sunderland.
Derby.	Londonderry.	Swansea.
Devonport.	Manchester.	Torquay.
Dover.	Middlesbrough.	West Hartlepool.
Dublin.	Milford Haven.	Wigan.
Dundee.	Newcastle-on-Tyne.	Wolverhampton.
Edinburgh.	Newport, Mon.	York.

APPENDIX J.

SYSTEMATIC COURSE OF TRAINING FOR BOYS AND YOUTHS.

Extracts from Circular issued by the Engineer-in-Chief to Superintending Engineers on the 22nd August 1913.

In order that a sufficient number of candidates may be available for filling vacancies in the Skilled Workmen classes when they arise it is desirable to place the training of Boys and Youths on a definite footing. It is believed that in many Districts attempts are made already to give a course of training to Youths, and the following details of a scheme based on the London practice may be of assistance to Superintending Engineers in making arrangements to this end. It is not desired that the scheme should be rigidly adhered to in all its details, but it should serve as a basis for such a course. A report on the general working of the arrangement should be made to the Engineer-in-Chief at intervals of 12 months until the three (or four) years' period has been covered.

In London and the large provincial towns general training in all the duties of Skilled Workmen will not be given, but the youths will specialise from the outset in one of the three main divisions of work, viz. :—

- (a) Internal work : Telegraphs.
- (b) Do. Telephones.
- (c) External work : Aerial and Underground.

The course of training will usually cover a period of three years, the nature of the training being indicated in the Schedules "A," "B," and "C" attached.

In the smaller provincial towns some of the men are required to have a good knowledge of all classes of work, and in such towns the period of training may have to be extended to four years.

The youths in training will be kept under special observation and will be examined by the Engineer or one of his assistants under whom they are serving at the end of every three months, the reports, if satisfactory, being filed with their staff docketts. If the reports are not satisfactory they will be forwarded to the Superintending Engineer. At the end of each year of training a special report will be made to the Superintending Engineer.

The success of the scheme will depend largely upon the personal interest taken in the youths by their superior officers, and Engineers will therefore make such arrangements as will ensure that the youths are employed under men likely to encourage them and capable of giving them reliable instruction. Where the scheme cannot immediately be applied as a whole, Engineers will see that the youths in training are changed from one class to another at the end of the periods indicated.

* * * * *

Boys and youths should be chosen as far as possible from among the messengers, but where there is a shortage of suitable boys, efforts should be made to get boys leaving School. Ex-Messengers who have attended a course of training at the Departmental classes for Messengers may have the period of training in the simpler duties curtailed, and that on the more difficult duties correspondingly increased.

SCHEDULE "A."

INTERNAL WORK.—TELEGRAPHS.

First Year.

Workshop and Stores :—

- (1) Function of principal items of apparatus received for repair.
- (2) Tracing faults in apparatus by means of detector and diagram.
- (3) Use of screwdriver, soldering iron, and other ordinary tools.
- (4) The repair of minor faults in apparatus, replacement of parts, &c.
- (5) Telegraph school, two hours daily, acquiring a practical knowledge of sending and receiving on the sounder. At the end of the year he should be able to send and receive at the rate of at least 12 words a minute.
- (6) Assist in Stores work (section stock and mechanics' apparatus stock).

Second Year.

Assisting skilled workmen, instrument and battery room duties, including faults and maintenance, fitting up and wiring of :—

- (1) Telegraph apparatus.
- (2) Telephone apparatus.
- (3) Pneumatic tubes, including signalling apparatus.
- (4) Batteries, primary and secondary.
- (5) Testing at main frames.

Third Year.

Assisting skilled workmen on faults, maintenance, and fitting work at Sub-Offices and Renters' premises, including street fire alarms and other special apparatus.

SCHEDULE "B."

INTERNAL WORK.—TELEPHONES.

First Year.

Workshop and Stores :—

- (1) Function of principal items of apparatus received for repair.
- (2) Tracing faults in apparatus by means of detector and diagram.
- (3) Use of screwdriver, soldering iron, and other ordinary tools.
- (4) The repair of minor faults in apparatus, replacement of parts, &c.
- (5) Assist in Stores work (section stock and mechanics' apparatus stock).

Second Year.

First three months.

Test Room, acquiring experience in use of Test Room apparatus and Test Room procedure.

Next six months.

Switch Room, acquiring knowledge of colour code of switchboard cables, waxing and lacing-out cables, soldering cables to switchboard jacks, wiring of apparatus, tracing and removing faults.

Next three months.

Care and working of power plant, including secondary cells.

*Third Year.**First six months.*

Assisting in fitting and proving single instruments and simple circuits, tracing faults in same.

Next six months.

Assisting in fitting and proving various types of switchboards and wiring special circuits tracing faults in same.

SCHEDULE "C."

EXTERNAL WORK (AERIAL AND UNDERGROUND).

First Year.

Aerial Line work :—

With Construction gangs assisting pole fitters and wiremen.

Assisting Foremen in preparation of requisitions and Delivery Notes, and acquiring knowledge of stores and tools.

*Second Year.**First six months :—*

Assisting Faultsmen on open line maintenance. Tracing faults, earths, contacts, and disconnections ; repairing broken wires and testing with detector.

Next six months :—

Construction work. Assisting in underground. Jointing cables, straight and parallel, jointing C.D. plugs.

*Third Year.**First six months :—*

Drawing in and out cables, desiccating main cables, use of torch lamp, jointing main cables and plumbing joints, fitting C.D. heads, cable heads, and unions.

Next six months :—

Assisting Skilled Workmen on faults in underground. Tracing faults. Crossing out faulty lengths. Testing with horizontal and galvanometer and megger.

APPENDIX K.

LIST OF CENTRES AT WHICH TECHNICAL CLASSES FOR POST OFFICE ENGINEERING EMPLOYEES ARE HELD.

LONDON (8).

Battersea.
Borough.
Chiswick.

Northampton Institute.
Regent Street Polytechnic.
Tottenham.

West Ham.
Wimbledon.

PROVINCES (55).

England and Wales :—

Aylesbury.
Birkenhead.
Birmingham.
Bournemouth.
Bradford.
Brighton.
Bristol.
Burnley.
Cambridge.
Cardiff.
Chatham.
Colchester.
Coventry.
Croydon.
Eastbourne.
Exeter.
Gloucester.
Guildford.
Halifax.

Hanley.
Hastings.
Huddersfield.
Hull.
Ipswich.
Kingston.
Leeds.
Liverpool.
Lowestoft.
Manchester.
Middlesbrough.
Newcastle.
Newport (Mon.).
Northampton.
Nottingham.
Oxford.
Plymouth.
Pontypridd.
Portsmouth.
Preston.

Reading.
Sheffield.
Slough.
Southampton.
Swansea.
Tunbridge Wells
Watford.
York.

Scotland :—

Dundee.
Edinburgh.
Falkirk.
Glasgow.
Greenock.

Ireland :

Belfast.
Cork.
Dublin.