

TWENTY-FIRST  
**R E P O R T**

OF THE  
COMMISSIONERS

OF  
Inquiry into the Collection and Management

OF THE  
REVENUE  
ARISING IN IRELAND AND GREAT BRITAIN.

(Dated 24th February 1830.)

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POST-OFFICE REVENUE, UNITED KINGDOM :

PART IV.—ENGLAND.

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TWOPENNY-POST OFFICE.

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# XXI.

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

## THE TWENTY-FIRST REPORT

OF THE

### COMMISSIONERS

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

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

#### Part IV.—ENGLAND.

#### TWOPENNY-POST OFFICE.

**I**N our previous Report, referring to the Establishment of the *Post-Office* in *England*, one of the principal objects brought under your Lordships' consideration, in treating of the *Inland-office*, was the circulation of *General-post letters* from and in the *Metropolis*.

In that Report it was suggested that the subsisting arrangements for this purpose might be facilitated and improved by combining them with those by which the collection and delivery of correspondence through the *Twopenny-post* department is provided for.

In pursuance of that suggestion, it seems desirable to afford a connected view of all the official arrangements that relate to the receipt and distribution of correspondence in *London*; and we therefore now propose, before proceeding to report upon other offices of the *English Establishment*, the business of which either extends beyond, or is remotely, or in a much less degree concerned with these objects, to call the attention of your Lordships to the department commonly called the *Twopenny-post Department*.

The suggestions and remarks which we shall have to offer on this subject will become more easily intelligible, if in the first instance we advert to some of the *statutable provisions* particularly affecting the institution of this Establishment.

On its first establishment the conveyance of letters by the *Penny-post* (as it was then called) appears, from the preamble of the 33 Geo. 2, to have been confined to "the cities of *London* and *Westminster*, the borough of *Southwark*, and the "respective suburbs thereof," and to have been then extended to towns and places within

33 Geo. 2, c. 33.

- within the compass of ten miles round the city of London, an addition of one penny being imposed on all letters delivered beyond the original limits. An Act passed in the 34 Geo. 3, empowered the Postmaster-General, at his discretion, to extend the conveyance of letters by this Post, beyond the distance of ten miles from the General Post-office in London, to which distance it is stated in that Act it was then "by law limited." The rates of postage chargeable on letters sent from London, Westminster and Southwark, and the respective suburbs thereof, and delivered within and beyond the original limits, remained under this Act respectively the same; but letters passing by this conveyance from places out of the said cities and borough and their suburbs, to places within the said cities and borough and their suburbs, became chargeable with an additional penny. The Act of the 43 Geo. 3, c. 7, repealed those rates, and contained a provision that there should be taken "for the conveyance of every letter (not first passing by the General-post) sent by the said Post from any place within the cities of London and Westminster, the borough of Southwark, and the respective suburbs thereof, to any other place within the same cities and borough, and the suburbs thereof, the sum of Twopenny; and for the conveyance of every letter, put into such last-mentioned Post-office, to be forwarded by the General-post, the sum of Twopenny." This Act made no provision respecting the delivery of letters by the Penny-post beyond the limits to which its deliveries had been originally confined, as above stated; but in the same Act the clause was introduced, which has given to it the name of "the Fifth Clause Act," empowering "His Majesty's Postmaster-general, in his discretion, to undertake the conveyance and delivery of letters directed to persons abiding in towns, villages and places (not being post towns), from the respective post towns to which such letters shall be carried by the Post in the usual manner, and also the collection and conveyance of letters in and from such towns, villages and places, in order to be sent by the post, and to take such sum or sums of money for such extra service to be performed as shall or may from time to time be mutually agreed upon by and between the Postmaster-General and the inhabitants respectively." By the Act of the 45 Geo. 3, c. 11, the sum of one penny was made chargeable "for the conveyance of every letter originally sent by the Post now known by the name of the Twopenny-post, and not first passing and afterwards to pass by the General-post, directed to or sent from places beyond the delivery of the General-post letter-carriers; and twopenny for the conveyance of every letter originally passing by the General-post, and afterwards delivered by the Twopenny-post."

Some enactments, it will be observed on referring to the statutes, have been made applicable generally to the Penny-post established in different parts of England; others to the London establishment only.

- It has been the custom to consider this latter as a distinct department of the Post-office in London, to take separate accounts of the revenue derived from it, and to maintain an official establishment for the conduct of its particular business. From an Abstract officially furnished to us, and included in the Appendix, the gross receipts, the net income, and the charges of collection in this department, in the three years ended the 5th January 1829, appear to have been as follows:

YEARS ended 5th January	Gross Receipt.		Net Income.		Rate per cent. of Charge of Collection.
	£.	s. d.	£.	s. d.	£. s. d.
1827 - -	118,743	15 3	78,642	12 -	33 10 4½
1828 - -	115,800	8 11½	75,865	17 7½	34 9 8½
1829 - -	117,005	8 9½	77,317	7 9½	34 - 7½

The revenue levied under this head by deputy postmasters in the country forms no part of the above Statement; nor have the Twopenny-post establishments which are annexed to post-offices in the country any connection or communication with the Twopenny-post department in London, to which establishment, for the reasons already stated, our present Report is exclusively confined.

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The distinction implied in the title of this department is not strictly applicable. The postage which is accounted for as part of this particular revenue is levied, as your Lordships are informed, at different rates (namely 2d and 3d, according to different circumstances); and besides this inconsistency, the revenue arising upon General-post and Foreign letters, whatever may be the various rates of charge according to the respective scales, is collected by this department upon such letters of either description as are forwarded for delivery through it, or of which the postage is paid on being transmitted through the Twopenny-post-office, to be subsequently forwarded from the other branches of the General-post establishment. The amount of revenue from such postage, levied through the Twopenny-post department, within the above mentioned period, will be seen in the subjoined Statement:

Appendix, No. 10.

	INLAND.			FOREIGN.			TOTAL.		
	£.	s.	d.	£.	s.	d.	£.	s.	d.
1827 - -	36,525	1	1	5,484	13	11	42,009	15	-
1828 - -	35,380	15	6	5,714	0	9	41,095	2	3
1829 - -	35,840	12	7	5,775	8	-	41,615	-	7

The addition of these receipts to those of the Twopenny-post revenue stated above, as forming part of the revenue actually collected by this department, would reduce the general charges of collection to the following rates in the respective years

	£.	s.	d.
1827 - - - - -	24	15	2
1828 - - - - -	25	8	7
1829 - - - - -	25	2	½

making an average rate of collection of about 25 per cent.

The only peculiarity of the Twopenny-post department consists in the limited circle within which correspondence is received and circulated through the offices belonging to it; and as far as relates to the distribution of letters, the business of this department differs from the Inland and Foreign offices only in the periods and extent of the deliveries.

On examining the details of the duties of the several offices which compose the establishment of the Twopenny-post department, your Lordships will, we think, concur in our opinion, that there exists no reason for a separation of these offices from those of the General establishment, but such as might arise out of considerations of convenience—in effecting a division of labour. In providing for the general discharge of corresponding services in all the departments, it will we think be found consistent with those considerations and conducive to economy, to put an end to nominal distinctions which unnecessarily occasion a separate official superintendance, and to apportion amongst the same offices all the duties which are substantially of the same nature.

The establishment of the Twopenny-post department, which with these general views we now proceed to observe upon, is divided under the following heads, viz. the Comptroller, Sorting department, Accountant, Collector.

Besides the offices included under these heads, there are in London 148, and in the country 202 receiving-houses, which are to be considered in some respects as forming part of the official establishment of the Twopenny-post department. There are also retained for the services of this department, 224 town letter-carriers, 189 country letter-carriers.

Your Lordships will find in the Appendix a general Return of this separate establishment, the several branches of which will be noticed in the order in which they are enumerated above.

Appendix, No. 5

The following is the establishment of the office of the Comptroller.

## COMPTROLLER.

	SALARY.	OTHER FACILITIES.	TOTAL SALARY and INDULGENCES
	£. s. d.	£. s. d.	£. s. d.
Comptroller - - - - -	550 - -	- - -	- - -
Profits on allowance of 1 l. 1 s. per diem when employed on surveys in the country districts - - - - -	- - -	20 - -	863 6 8
Compensation for services in the Allen depository - - - - -	- - -	333 6 8	
Apartment, with coals and candles.	- - -	- - -	- - -
Clerk - - - - -	200 - -	- - -	- - -
Fees on letters-carriers' and receivers' bonds - - - - -	- - -	10 - -	215 - -
Sale of waste paper - - - - -	- - -	5 - -	
Apartment, with coals and candles.	- - -	- - -	- - -
First Assistant Clerk - - - - -	80 - -	- - -	- - -
Proportion of Treasury grant - - - - -	6 18 - -	- - -	86 18 -
Second Ditto - - - - -	80 - -	- - -	80 - -
	£. 666 18 -	398 6 8	1,255 4 8

It is necessary to observe that the general official establishment of the Twopenny-post department, which has been referred to above, is divided into two branches; the accommodation of the public and official convenience having suggested the necessity of not confining the dispatch of the whole of the business of this department to a single office, but of assigning to separate portions of its establishment, stationed at distant parts of the town, the duty of receiving and circulating the correspondence within certain limits prescribed to each of its two divisions, which are distinguished as the Lombard-street division, and the Westminster division; the correspondence of the former being distributed through the principal office in Lombard-street, and that of the latter through another principal office in Gerrard-street. To each of these divisions, besides the portion of the metropolis which it comprises, are annexed certain districts of delivery (or Rides as they are called) extending beyond the precincts of the town to different distances within a circumference of fifteen miles.

Over both these divisions, and over the whole of the establishment in its separate parts, the Comptroller is considered to have and exercise a general control and superintendance, under the authority and direction of the Postmaster-General. The following is Sir Francis Peeling's summary of the duties of this officer: "The Comptroller has the entire management of the department, under the Postmaster-General, to whom he reports upon all necessary questions; he attends to the correspondence of the office, and the applications of the public, superintends the operations of the two principal offices, and receiving-houses in the country, checks and controls the expenditure, and signs all accounts of receipt and expenditure."

"In his office all salary bills and warrants for payment of monies and statements of revenue are drawn up, as far as relates to the Twopenny-post, and all the charges against the receivers in town and country made out and sent for payment. The performance of the rides is also checked here."

The general ordinary business in the department of the Twopenny-post is so similar to that which occurs in what is called the Island-office of the General Post-office, as we have already remarked, that it will be sufficient for us here to refer your Lordships generally to the notice of that office contained in our Eighteenth Report, reserving for observation, under the head of the "Sorting Department," such

such differences, either in the business itself or in the official practice concerning it, as may require detailed explanation or particular attention.

To the special provision made for the conduct of this business by a single officer, styled a Comptroller, considering this officer to have (as he is described by Sir Francis Freeling to have) "the entire management of the department, under the "Postmaster-General," and to be required solely to "superintend the operations "of the two principal offices," there are some very obvious objections. The Comptroller resides in Gerrard-street, and there are no fixed periods for his attendance in Lombard-street, although the larger portion of the business is transacted, and the greater number as well as the most responsible of the officers (or clerks) of the establishment are employed there. Mr. Musgrave states that he goes there "generally every alternate day, about three days a week." Mr. Bridges, the senior clerk, who appears to share equally with his principal in what is called the general superintendance of the department, describes himself as the "organ of communication between the Comptroller and the various officers in "Lombard-street, as well as Gerrard-street." He states that the Comptroller is generally in Gerrard-street when he is there, and that the hours of his own attendance in Lombard-street are variable.

Appendix, No. 1.

Eighteenth Report, Appendix, p. 677.

Appendix, No. 45.

It must be observed that the pressure of business at both offices occurs within the same hours, and during a considerable part of each day's current business these officers are absent from one of the offices.

Mr. Musgrave describes his personal superintendance in Lombard-street to consist in receiving there, three times a week, the reports of the president (of the Sorting department), and in making every inquiry that is necessary to be made. He states, too, that there is a constant communication between the two offices, and that it is a part of his duty to see the presidents of the Twopenny post-office, and to consult with them, both in Lombard-street and Gerrard-street, with respect to every thing of importance that may occur in the course of the day. The Collector and the Accountant of the Twopenny post department, who are both stationed in Lombard-street, are visited by him occasionally, but at no fixed periods. The two assistant clerks, as they are called, who (with the senior clerk) make up the establishment of the Comptroller's office, are both stationed in Lombard-street, and of course subject only occasionally to the personal superintendance of their superiors.

Eighteenth Report, Appendix, No. 43.

Appendix, No. 45.

Whilst it is admitted that under this arrangement there is much loss of time in passing backwards and forwards between the separate offices, it is evident that at neither is any sufficiently permanent or certain provision made to secure the control of a constant inspection by the Comptroller or his principal assistant, or their immediate personal attention to duties which are described as belonging to this office, such as receiving applications from the public, and attending to references and correspondence, which must arise equally in both branches of the department. Upon complaints verbally made, the president of the Sorting department in Lombard-street states that he carries on a constant correspondence; and in many cases such complaints are not brought under the notice of the Comptroller. Written applications to the Comptroller are of course laid before him. The president also states, that he corresponds frequently with the letter-carriers and charge-takers in the country, sometimes writing a dozen letters in the course of the day.

A great part of the Comptroller's duty, Mr. Musgrave states, "consists in corresponding with the Secretary on representations that are made by the public on "points connected with the business of the Twopenny-post-office. Every thing "of that description is referred to the Comptroller of the Twopenny-post-office, "for him to make a report upon it."

Eighteenth Report, Appendix, p. 681.

In our Eighteenth Report, we had occasion to point at the circuitous and dilatory system of carrying on business of daily occurrence that attends a similar course with an inferior officer; and the inconvenience of the established arrangements in the Twopenny-post department may be inferred, by adverting to Mr. Bridges' explanation of the ordinary proceeding in the simplest case that can occur, and one wherein delay should be especially avoided. If a reference were made from the said office in Lombard-street by the Secretary, upon an application respecting a letter which should have been delivered in the Lombard-street division of the Twopenny-post department, instead of being addressed to the superior officer resident under the same roof, this would be directed to the Comptroller, by whom it

Appendix, No. 45.

would

would be referred to the president of the Sorting department of the Twopenny-post-office in Lombard-street, who would report to the Comptroller in Gerrard-street, who would thereupon report to the Secretary in Lombard-street, whose duty it would be (if the occasion were deemed of sufficient importance) to submit the result in a report to the Postmaster-General. References received in Gerrard-street when the Comptroller is in Lombard-street, Mr. Bridges states, are submitted to him there.

This circuitous emanation of business is not compensated by any additional security arising out of it. A direct report to the Board from the president of the Sorting department on the spot (if an inquiry through the inspector of letter-carriers were not deemed a more proper course) would be equally satisfactory, and materially abridge both the time and labour bestowed on such an occasion.

Other examples of the circuitous routine of the ordinary business of this department may be adverted to in the mode of conducting the accounts, as described in the evidence of the accountant and the collector; and in noticing the several other offices through which the accounts pass between the ascertaining of the charges, which is substantially effected in the Sorting department, and the payment to the Receiver-general, we shall show that the intermediate process is for the most part superfluous.

A portion of the business arising in the Gerrard-street division belonging to the Comptroller's office, corresponding with that which in Lombard-street is discharged by the Comptroller's assistant clerks, is performed by the president of the Sorting department in Gerrard-street, in consequence of the Comptroller's clerks not being present there. To the presidents in both divisions, or to clerks in the Sorting department, the control over the attendance and the ordinary superintendence of the letter-carriers appears to be committed. It is considered to be the duty of the presidents of the Sorting departments to report the absence of letter-carriers to the Comptroller, but his interference is only occasional. The Comptroller appears to consider the presidents responsible for the performance of the duties of the Sorting-offices, without any fixed or regular personal superintendence on his part. It is stated indeed by Mr. Suspter, one of the acting presidents at Gerrard-street, that the Comptroller, although resident on the spot, is never present in the Sorting-office there. The real superintendence of the operations of the Sorting-offices, therefore, can scarcely be said to rest with the Comptroller.

With the exception of a periodical examination, extending, as the Comptroller states, to very little more than an annual examination of the by-gone accounts with the vouchers, we do not find that the accounts of receipts are subject to any kind of revision in the Comptroller's office. His attention to the current accounts of the Collector, he says, is confined to the sums allowed to be retained by this officer and the sub-collectors. Points of revenue, Mr. Musgrave states expressly, do not so immediately come under his attention as many others; and the evidence of Mr. Bridges, the senior clerk, confirms the view we have taken of the very little control or superintendence that is essentially exercised by this officer over the general accounts of this revenue. He states distinctly (whilst he considers himself a superintendent over the presidents), that it is the business of the president to superintend the performance of the whole duty of the Sorting-office, and that nothing is known in the Comptroller's office of the accuracy of the accounts but what is derived from the presidents, on whom the Comptroller relies. It is however stated to be the duty of the Accountant and the Collector to report to the Comptroller deficiencies arising upon the letter-carriers' accounts; but the presidents have prior cognizance of these deficiencies, and the interference of the Comptroller, as described by himself, seems to be too retrospective and doubtful in its character for the purposes of an accurate and prompt control.

With respect to the final process of accounting, your Lordships will observe, in the evidence of Mr. Musgrave himself, that he referred us to the Accountant, as better able to give us information on that point, being, as he states, a part of this officer's business not coming under the Comptroller's cognizance. Although it is stated in Sir Francis Freeling's summary of the duties of this officer, that he "signs all accounts of receipt and expenditure," and that in his office all "statements of revenue are drawn up," we are informed by the Accountant, that the annual accounts

Appendix,  
Nos. 47-49, 50, 51.

Eighteenth Report,  
Appendix, p. 683,  
687, 690,  
tbl. p. 618.

Appendix, No. 54.

No. 40.

Eighteenth Report,  
Appendix, p. 682.

Appendix, No. 45.

No. 41.

Eighteenth Report,  
Appendix, p. 680.

Appendix, No. 1.

No. 47.



accounts for audit are prepared and sworn to by him, though signed by the Comptroller. The Collector states that the discharge of his receipts is not superintended by this officer. Mr. Musgrave states that his interference on this point amounts only to an annual comparison of the credits taken by the Collector, with vouchers sustaining those credits; and upon the whole it has not appeared to us that any substantial control is exercised by the Comptroller over the receipts of this department.

Appendix, No. 51.

In his summary of this officer's duties, Sir Francis Freeling also states, that he "checks and controls the expenditure." This control, as far as it concerns disbursements not of certain occurrence and fixed amount (as salaries, wages, &c.) seems only to extend to a general comparative view or estimate of the charge with reference to previous similar disbursements. Mr. Musgrave says the bills are examined by the proper officer (naming his chief clerk or the architect or the surveyor, as the case may be) to see that they are correct; the accounts are transmitted to him, together with the form of a warrant; he examines the accounts, and endeavours to ascertain whether the expenditure is nearly in the same ratio as the ordinary expenditure for the usual supplies of the office: if he finds it is so, he signs the account and prepares the warrant. This rule of allowance, which seems to pass over the question of actual service or consumption, of the necessity of such service or consumption, and the consideration of the fluctuation of prices, and consequently of such curtailment of expense as circumstances might prescribe or admit of, constitutes, in our opinion, a very loose and superficial species of "control" over heads of expenditure: in themselves necessarily variable. With respect to the salaries and other official remuneration of different kinds, forming part of the expenditure of this establishment, the Comptroller's interference is limited. The wages of the letter-carriers, which amount to a very large weekly sum, Mr. Musgrave states undergo no control by him, but are checked by the presidents of the Sorting-offices. The allowances to the receivers are also checked in the Sorting-offices. In the allowance of the salaries, Mr. Musgrave states, that these being established on fixed principles, they merely require that he should see that the salary bills correspond with those of the previous quarter, conforming with any intervening alteration of the official establishment.

No. 1.

No. 40.

Ibid.

The evidence of the senior clerk, Mr. Bridges, is, that the disbursements are checked partly in the Comptroller's office, but chiefly in the Accountant's and in the Sorting-offices.

Appendix, No. 45.

The Collector, who defrays all charges, states that all tradesmen's bills are signed by the Surveyor, and the Accountant charges himself with the duty of "auditing" all such bills.

No. 49.

No. 47.

From the evidence above referred to, it is apparent that although the checking and controlling of the expenditure is enumerated amongst his duties, the Comptroller contributes very little towards any investigation of the necessity of the expenditure or of the accuracy of the charges; and though it is stated that the warrants for the payments prepared in the Comptroller's office pass through the Secretary's office, and are seen by the assistant secretary, they do not seem to have been subject to the scrutiny or control of any superior officer.

We see no reason why the disbursements of every kind in this department should not fall under the same authority and examination as those of a similar description in other branches of the establishment; nor do we think that the office of a separate Comptroller for the Twopenny-post department, as at present constituted and discharged, is either necessary or attended with any certain advantage to the service, independent of the objectionable local arrangements which have placed the persons who execute the duties of such separate general superintendance at a distance from the principal seat of the business. The reason assigned for this is the want of accommodation for the residence of the Comptroller in Lombard-street. The absolute necessity for his residing either there or in Gerard-street is not obvious; nor does the circumstance of his enjoying a residence in the latter situation prescribe on any official ground his attendance there in preference to Lombard-street: at all events it was to have been expected that in employing an assistant in the duties of general superintendance, to the extent in which the senior clerk, Mr. Bridges, has participated in such duties, arrangements would have been made to secure the constant presence either of the principal officer, or of his representative, uniformly at

each of the separate offices. We do not, however, intend to imply that the general exercise of the functions of an officer having "the entire management of this department, under the Postmaster-General," could under any circumstances be properly delegated to a clerk.

In the case of Mr. Bridges this delegation has gone the length of embracing correspondence, the signing of accounts, the inspection of country sorting and receiving-houses, the ordering of articles charged as incidents, and it has extended to him practically the privilege of franking, which the Comptroller has (as to Twopenny-post letters), and which he has assumed by the authority (as he represents) of the Comptroller.

Appendix, No. 42.

No. 42.

This privilege Mr. Musgrave describes to be unlimited (for official purposes) within the Twopenny and the Threepenny deliveries, as to the transmission of letters from London, and it is permitted to be used by the four presidents, as well as by the chief clerk. This recognized extension of the privilege implies a delegation of the duty of correspondence to an objectionable extent; and from the evidence of Mr. Musgrave it does not appear that there is practically any sufficiently ascertained restriction upon the further use of the power of exemption from postage upon letters dispatched from the Sorting-offices. He states, however, that he is not aware of any change, or of any abuse, in the practice, since he succeeded to this office. At the same time it must be observed that Mr. Musgrave has evidently bestowed little if any attention upon this subject. With respect to the exemption upon Twopenny-post letters received by persons belonging to the establishment, your Lordships will observe he was unable to give us any certain information, and appeared to consider the presidents and the Secretary (of the General Post-office) responsible for the due limitation of such exemption.

In this respect, therefore, the revenue has derived no protection from the existence of a Comptroller.

No. 22.

Amongst the duties of the Comptroller, Mr. Musgrave describes that of attending to applications for missing letters. On referring to the Return in the Appendix of the number of such applications for letters containing property, made annually in the last three years, your Lordships will observe a very remarkable difference: they are stated to have been as follows:—

	Number of Letters.	Amount.
In 1827 - - -	286, containing	£. 4,975 13 7
1828 - - -	114 - - -	999 5 8
1829 - - -	101 - - -	3,591 1 2

Of the letters claimed in the first of these years, 40, containing £. 2,763. 19s. 6d., are stated to have been recovered; of the appropriation of the contents of 240, alleged to have amounted to £. 1,905. 9s. 1d., no trace appears to have been obtained; the contents, either wholly or in part, of the remaining nine, amounting to £. 306. 5s., have been ascertained to have been negotiated. The property, therefore, claimed and unaccounted for in this year amounted to £. 2,211. 14s. 1d.

In the two succeeding years it appears that no part of the property claimed has been proved to have been misapplied; but the number of letters claimed as missing and not accounted for, and the amount of property contained in them, were as follows:—

	Number of Letters.	Amount.
1828 - - -	87	£. 430 9 6
1829 - - -	74	3,223 10 5

Appendix, No. 43.

On this subject Mr. Musgrave states in his evidence, "it is perfectly impossible to arrive at any definite knowledge of the actual amount of loss sustained by the public. In the first place we are not sure that the property has actually come into the Post-office. Several instances have occurred of representations having been made of letters containing property having been put into the Post-office, which afterwards have been proved never to have been put in at all."

This.

It is however admitted, as your Lordships will observe, that in the year 1827, sufficient grounds of suspicion attached to persons in the department of the Twopenny-

penny-post, to warrant, in conjunction with the apparent extent of the deficiencies, an imputation of delinquency in at least several instances.

The diminution of loss in the subsequent years, Mr. Musgrave attributes apparently not so much to the fidelity of the office, as to the public having been impressed with "the absolute necessity" of adopting precautions to make the official regulations available for their security. The means of detection or prevention, in addition to those precautions, can only be found in a system of minute vigilance and strict investigation on the part of the superintending responsible officers.

Amongst the duties performed by persons belonging to the establishment of the Comptroller's office, but without any direct superintendance by this officer, is that which arises upon bye-letters, that is, letters dispatched from offices in the country districts, and which do not pass through either of the London offices. This correspondence is perfectly similar to that of the "Cross-posts" out of London, which are considered a part of the General-post establishment. Consistently with the principle we propose to pursue in suggesting alterations of practice, namely, that where no great difference calls for a different mode of management, all corresponding services should be brought under the same system and course of administration and control, we recommend that all bye-letters should hereafter be treated alike, and that the check upon the accounts of that portion of such letters which is now subject to a separate and different mode of management in the department of the Twopenny-post, should be exercised in the General Bye-letter office, upon the plan which, in treating of that office, we shall submit for consideration.

The details and extent of this service will be found fully described in the evidence of Mr. Bridges, the principal clerk in the Comptroller's office, to whom the superintendence of it seems to have been altogether entrusted.

Appendix, No. 46.

Your Lordships will bear in mind that the division of this department into two branches, with an appropriation of the daily business to be transacted in both at the same time, must require the employment of two persons for the efficient discharge of all the duties incident to a personal superintendance of that business. These duties, we conceive, the presidents of the Sorting departments, considered on the same footing as the presidents of the Inland-office in the General-post-office, should be competent to perform, whilst all other matters requiring the exercise of superior power or discretion should be managed, as in other branches of the establishment, by the immediate agency of the Board, with the aid of the Secretary and the proper officers charged with the personal superintendance of the accounts or other services of the establishment respectively.

As it is our intention to propose the discontinuance altogether of the office of Comptroller of the Twopenny-post department, we must advert to the very important duty, which is described as belonging to him by the senior clerk, of regulating "the town and country letter-carriers' walks, to see what alteration can be made for the benefit of the public."

No. 45.

In the observations prefixed to our Eighteenth Report, we have alluded to "the plan which defines or should define the extent and course of the circulation of the Post-office in all its branches," as a consideration of fundamental importance, which should especially and constantly engage the attention of the Board (or other authority) presiding over this establishment.

Eighteenth Report, p. 5.

In the recent applications to Parliament, and other representations within your Lordships' knowledge, complaining of the partial and defective arrangements for the distribution of letters at present through the Twopenny-post department, and in the acknowledged insufficiency of those arrangements, your Lordships will, we think, find exemplified one of the observations contained in that Report with reference to the exercise of the powers of the Postmaster-General, that "there is no sufficient evidence that the attention of the Postmaster-General has been bestowed to anticipate such applications, by an unsolicited exertion of his authority in extending the arrangements for the circulation of correspondence, to meet the growing exigencies, or to conform to altered circumstances."

Eighteenth Report, p. 12.

Whilst limitations exist, affecting the plan and extent of the deliveries, which are inconsistent with a fair distribution of the advantages that might be afforded through

this department, under the sanction and at the pleasure of the Postmaster-General, we find that in those details of arrangement, which might be in some degree, perhaps, properly left to be suggested by the skill and activity of a zealous departmental officer, and which are considered to fall within the province of the Comptroller, suitable care has not been systematically applied towards amendments and alterations prescribed by local changes.

Eighteenth Report,  
Appendix, p. 684;  
also Appendix,  
No. 45.

It is stated that, notwithstanding the vast increase of buildings, there has been no general revision of the walks (or districts) comprised within the limits of the Twopenny-post deliveries, since the year 1794. Different expedients have been used, by casually adding new walks or increasing the number of letter-carriers, to obviate the inconveniences arising in particular districts from this cause; but according to the evidence of Mr. Burt, a clerk employed in the superintendance of the Twopenny-post letter-carriers, the inequality of the districts has been such that some letter-carriers have three times the ground to go over than others have, and it may happen that the letters of one district may be delivered in half the time requisite for the delivery in another. He states, too, that some of the walks have been formed without being surveyed.

Eighteenth Report,  
Appendix, p. 686,  
690.

Appendix, No. 45.  
No. 55.

The Comptroller, it appears, has been called upon by the Postmaster-General to consider the facilities which the removal to the new Post-office will afford to the public, so far as concerns this department; and a general revision of the walks is in preparation, without however altering the established line of boundaries.

The expectations of the public, and the interests of the revenue, as it appears to us, demand the adoption of a more comprehensive, as well as a more equal and better digested plan of circulation than is at present acted upon for the accommodation of the metropolis and its environs. Different principles and considerations, independent of the arbitrary one of the local site of what is called the General Post-office, must in our opinion be necessarily decided upon in proposing such a plan, and on this subject we shall offer some general observations in the sequel of this Report. This view, however, will not affect the administrative system of the offices comprised in the establishment of the Twopenny-post department. With respect to that of the Comptroller, it remains for us finally to recommend, as we have before intimated, that it should be dispensed with altogether; and in treating of the duties of the several offices which have been hitherto considered subordinate to him, we shall submit to your Lordships the mode in which we propose to provide for their execution and for the superior control necessary to be maintained over them respectively in future.

The salaries and emoluments enjoyed by the several persons classed under the head of the Comptroller's office, it will be seen by the prefixed Statement, have amounted to about £. 900 per annum, exclusive of the expense of residences and coals and candles allowed to the Comptroller and his senior clerk.

Besides his salary of £. 500 a year as Comptroller of the Twopenny-post department, Mr. Maugrave is in the receipt of £. 333. 6 s. 8 d. per annum, an allowance which he informs us was given to him as a recompense for his services in another office, which he ceased to hold in consequence of its being "put on a new principle."

We advert to this circumstance for the purpose of observing that we presume the salary assigned (together with a residence) to the Comptroller of the Twopenny-post department was fixed as adequate in itself, without contemplating that the person filling this situation would enjoy any other public emolument.

Eighteenth Report,  
p. 24.

Upon the other items of pecuniary receipt in this office, we have only to remark that the fees on letter-carriers bonds, and the produce of the sale of waste paper, received by the senior clerk, fall within the objections offered in our Eighteenth Report to similar sources of extra official profit.

## SORTING OFFICE.

	SALARY.	OTHER EMOLUMENTS.	TOTAL SALARY and EMOLUMENTS.
	£. s. d.	£. s. d.	£. s. d.
Principal Clerk	280 - -	- - -	300 10 6
As registrar of bonds Fees on stoppage of bankrupts' letters	20 - -	- 10 6	
Two Senior Clerks:			
1st at	240 - -	1 8 9	241 8 9
Fees on stoppage of bankrupts' letters 2nd at	200 - -	- - -	
Seven Assistant Clerks:			
1st at	150 - -	- 10 6	202 2 6
Fees on stoppage of bankrupts' letters Sale of waste paper Proportion of Treasury grant	27 12 -	24 - -	
2nd at	150 - -	1 8 9	177 1 9
Fees on stoppage of bankrupts' letters Sale of waste paper Proportion of Treasury grant	54 3 -	1 10 -	
3rd at	140 - -	27 6 -	156 4 -
Extra duty at 10s. 6d. per week Sale of waste paper Proportion of Treasury grant	6 18 -	12 - -	
4th at	140 - -	1 10 -	141 10 -
Sale of waste paper	- - -	- - -	
5th at	140 - -	1 10 -	141 10 -
Sale of waste paper	- - -	- - -	
6th at	140 - -	1 1 - -	141 1 - -
From East India Company	- - -	- - -	
7th at	140 - -	- - -	148 12 6
Proportion of Treasury grant	8 12 6	- - -	
Fourteen Sorters:			
Scale of increase:			
Under seven years, 50 l.			
Seven to fourteen, 110 l.			
Above - - - 150 l.			
1st at	110 - -	- - -	117 12 -
Proportion of Treasury grant From East India Company	6 18 -	1 1 -	
2d, 3d, 4th, 5th and 6th, at 110 l. each	550 - -	- - -	550 - -
7th at	90 - -	- - -	
As foreign charge-taker Proportion of Treasury grant	44 17 -	- - -	144 17 -
8th at	90 - -	- - -	
Proportion of Treasury grant As foreign charge-taker	34 10 -	- - -	134 10 -
9th at	90 - -	- - -	
Proportion of Treasury grant	6 18 -	- - -	96 18 -
10th, 11th, 12th, 13th and 14th, at 50 l. each	450 - -	- - -	
Seven Junior Sorters:			
Scale of increase:			
Under three years, 70 l.			
Above - - - 80 l.			
Four at 80 l. each	320 - -	- - -	320 - -
Three at 70 l. each	210 - -	- - -	
Three Cheque Clerks, at 60 l. each	180 - -	- - -	180 - -
Carried forward	4,010 8 6	72 16 6	4,084 5 -

	SALARY.	OTHER EMOLUMENTS.	TOTAL SALARY and EMOLUMENTS.
	£. s. d.	£. s. d.	£. s. d.
Brought forward - - -	4,010 8 6	73 16 6	4,084 5 -
Nine Sub-sorters :			
Scale of increase;			
Under seven years, 70 £.			
Above - - - - - 80 £.			
Three at 80 £. each - - -	240 - -	- - -	240 - -
Six at 70 £. each - - -	420 - -	- - -	420 - -
Eight Stampers :			
1 <sup>st</sup> } at 70 £. each - - -	210 - -	- - -	933 8 -
2 <sup>d</sup> } Extra duty, 7 £. 16 s. each - -	- - -	33 8 -	
3 <sup>d</sup> } - - - - -	70 - -	- - -	165 8 -
4 <sup>th</sup> } Extra duty - - - - -	- - -	7 16 -	
For examining copper coins - -	- - -	27 6 -	135 12 -
5 <sup>th</sup> } at 80 £. each - - -	120 - -	- - -	
6 <sup>th</sup> } Extra duty, 7 £. 16 s. each - -	- - -	15 12 -	130 - -
7 <sup>th</sup> } at 60 £. each - - -	120 - -	- - -	
8 <sup>th</sup> } - - - - -	- - -	- - -	
	4,510 8 6	147 18 6	5,335 7 -

Of the duties distributed amongst the several officers and persons included in the above Statement of the establishment of this department, we have received from Sir Francis Freeling the following description :

Appendix, No. 1. " There are two principal offices, one in Lombard, and the other in Gerrard-street. The duties of each are the same; they commence at seven in the morning, and end between nine and ten o'clock at night; they consist of checking the number and amount of letters as they are received from the paid window and the receiving-houses, and after they are stamped, sorting them for the town delivery, or inland or foreign mails, distinguishing the amount of it. The letters for country letter-carriers are sorted into boxes, the amount of each box expressed in a general account, and also a letter bill, with which they are inclosed in the proper bag, and dispatched twice a day by ride, and some by mail-coaches, where it is practicable to do so.

" The town letters when stamped are sorted into divisions, and then given to the letter-carriers for delivery in the respective walks. There being six deliveries per diem, letters received at the office in Lombard-street for the delivery of the Gerrard-street office, and vice versa, are transmitted six times a-day on horseback to and from each of those offices. Paid letters are received throughout the day at the paid window, where they are properly stamped and given to the sorters from time to time, accompanied by a letter bill of their amount.

" In addition to these duties, the dead letters are inspected, and returned in all practicable cases to the writers; the letter bills are cast, and entered and checked, with the daily abstracts from which letter charges are formed in the Comptroller's office against the town and country receiving-houses.

" The Sorting-offices are under the immediate inspection of four presidents selected from the senior clerks, who attend alternately, one at each office."

Upon a comparison of the duties of the office here described with those which belong to and have been detailed in our Report upon the Inland-office of the General Post-office, your Lordships will observe that the business of both, although arising upon different portions of the public correspondence, is substantially the same.

In the Sorting-office of the Twopenny-post department, as in the Inland-office, letters are directly received from and dispatched to the country (in some instances by mail-coaches), the distinction lying only in the distance of the points of communication

ation with the two offices, but this distinction is not uniformly established, the Inland-office being in communication with several places not more distant from London than some of those to which the rides of the Twopenny-post department extend. Letters received in this department directed to parts of the country that lie beyond the boundaries of its own deliveries are treated as General-post letters, and transmitted to the Inland-office to be forwarded; and on the other hand, other portions of the correspondence which is distinguished as "General-post letters," that is, letters received in the Inland-office from places beyond the boundaries of receipt in the Twopenny-post department, are transferred to this department for distribution, if addressed out of the limits of the General-post delivery in London, and within the more extended circuit of that of the Twopenny-post department.

Thus, although different accounts and a separate system of control exist for the distinct offices (of the General-post and the Twopenny-post departments) here alluded to, *your Lordships will perceive* that in their operations they are connected with, and to a certain degree dependent on, each other, besides the general resemblance of their duties.

The services performed by these two separate official establishments (that is, the Inland-office and the Sorting-offices) being so similar, we shall confine our observations to such parts of the general conduct and practice of the Sorting-offices of the Twopenny-post department as seem to require attention with reference to the principles and arrangements which we have suggested as suitable to be adopted in the management of the Inland-office, in furtherance of our design to endeavour to effect a more simple and extended co-operation of the two branches in the transaction of the different portions of the general business.

These observations may be directed separately,—

1st. To the arrangements concerning the extensive correspondence which is collected and distributed through the offices of this department exclusively:

2dly. To the practice with respect to letters passing from this department for circulation through *other offices* of the establishment:

3dly. To the system of transferring *letters (vice versa)* from other offices to be delivered through the Twopenny-post department.

Letters falling under the first of the above divisions are received in the two Sorting-offices of this department through the letter-boxes placed at each of them respectively, from the receiving-houses in town and from the receiving-houses in the country.

A clerk is in constant attendance at the window of the Sorting-office, where the letter-box is placed, whose business it is to take an account from time to time of the letters, both paid and unpaid, which are received there. These letters are sent forward (seventeen times a day) by this clerk, accompanied by a docket of the number and amount of the paid and unpaid letters. The dockets are given to the check clerk, and an officer is directed to tell the charge, and he reports the amount. These dockets are afterwards deposited with the president, who sees that they agree with an abstract account which the window-man furnishes to him of each day's letters; by these means the charge against the window-man for paid letters of which he has received the postage is ascertained, and this is subsequently communicated through the Comptroller's office to the Collector, who through the sub-collector receives the amount from the window-man.

Appendix,  
No. 53-58.

The letters which pass through the receiving-houses in town are collected by the letter-carriers from the respective stations; they are brought in six times a day; each collection is accompanied by a bill or account, prepared by the receivers, specifying the number and the amount of postage of paid and unpaid letters; these bills are compared with the letters by clerks of divisions, and afterwards delivered to the president (or letter-bill clerk, as he is termed, with reference to this duty). An abstract account of the several collections of each day is furnished daily by each receiver, and it is the duty of the letter-bill clerk to examine the bills with this abstract, and to correct the abstract according to the number and amount stated in the bills. The abstracts are then entered in a book, and brought to a total amount. Preparatory to the monthly settlement, the accounts of postage and allowance of tenths (that is, the town receivers' perquisites) are made out, the latter

No. 55.

No. 45.

being deducted from the postage received during the month; these accounts pass through the offices of the Comptroller and the Accountant, to the receiver, who pays to a letter-carrier the balance claimed; a form is made out for the Collector and sub-collector, and sent through the Comptroller's office, that they may know the amount to be received from the letter-carrier on the receiver's account.

Appendix, No. 53.

With respect to letters transmitted from country receiving-houses, which are brought in twice a day, the following is described as the course of proceeding. In each of the country districts, which form the country divisions that are annexed to the separate head offices in London (as in the town districts) there are different receiving-houses, the principal of which are Sorting-offices. The letters are collected by the letter-carriers from the receiving-houses and brought to the Sorting-office, where there is a charge-taker, who receives the letters from the men, tells them up in one general number, and sends them in a sealed bag, with separate accounts for each receiving-house, and a general account, to the London office. Detailed accounts are furnished weekly of country paid letters, and an abstract account of the number of letters, and the postage received with paid letters, is forwarded to town weekly, from each walk.

These accounts undergo examination in the same manner as those of letters brought in from the town receiving-houses, and accounts are prepared and checked in like manner in the offices of the Comptroller and Accountant, and furnished to the collectors.

No. 54.

When the letters thus received through the window, the letter-boxes, and from the receiving-houses in town and country, have been examined as above described, if no error be reported to the president, they are stamped by persons whose particular duty it is to stamp on them the respective rates of 2*d.* and 3*d.*, preparatory to which they are separately classed by the clerks, who severally examine the collections as they come in; they are then sorted into divisions by clerks called Sorters, who separate the letters to be sent for circulation through the General-post, that is, the Inland and Foreign offices. The sorters, under the direction of the president, tell the amount of the charges against each division, and enter them on slips, which are given to the check clerk. The letter-carriers who are called Charge-takers of the respective divisions, come into the Sorting-office, and tell the letters, and report the amount of their tellings to the check clerk; if they are correct each charge-taker takes out the letters of his division, and they are sorted by the letter-carriers of that division to the several walks (or districts) comprised in it; if any letters have been mis-sorted to a division, they are reported to the president, and told by a clerk, and then transferred to the proper division, the charges being corrected accordingly. The charge-taker having finally ascertained the total amount of the several charges for the walks included in his division, reports the same to the president, and if it correspond with the amount entered by the check clerk, he makes himself responsible by signing the charge-book. This process occurs on the occasion of each of the six daily deliveries.

Eighteenth Report,  
Appendix, p. 692.

Ibid, p. 691, 692.

In accounting for the charge thus raised against each division, it is the duty of the charge-taker to collect the amount due from the several letter-carriers of his division, and to pay to the sub-collector three times a week. It is stated, that in the case of a letter-carrier not being prepared to pay punctually to the charge-taker the amount due, his deficiency is reported to the president, and an explanation is required prior to the charge-taker's payment to the sub-collector, who also keeps an account of deficiencies, which is shown to the president upon the close of the day's account.

Appendix, No. 52.

No. 53.

That part of the correspondence which is to be distributed beyond the town walks is sent down in sealed bags, each containing the letters for a district, to the Sorting-office of that district, where the letter-carriers meet to divide the letters for their respective walks. A letter bill accompanies each bag, and the charge-taker returns the amount of the charge to the sub-collector, who is apprised of the amount he is to receive through the Collector by the Comptroller. If any difference occur, it is the charge-taker's duty to send up the particulars, which are submitted to the Comptroller.

Eighteenth Report,  
p. 49.

On comparing the practice described above with the method pursued in the corresponding services in the Inland-office, as detailed in our Eighteenth Report,

the



the former appears to differ from the latter, and to be more effectual for the purposes of control in some respects.

Your Lordships will have remarked that accounts are taken of the whole of the correspondence to which that practice applies, immediately on its being received in the Sorting-offices, although, as in the Inland-office, the practice of framing one general account to check the total of the separate charges has ceased. It will be observed, too, that an arrangement for establishing upon the first sorting a general charge against a particular officer for each division, is acted upon in the Twopenny-post department; that no supplementary accounts (such as those which we have recommended should cease to be kept in the separate office of the superintending president of the Inland-office, for the adjustment of the divisional accounts) are in use in this department, this adjustment being ascertained here by the president, prior to the dispatch of the letters; and that the deficiencies of the letter-carriers are more promptly brought under notice than in the Inland-office, by means of the charge-taker, who is responsible for the liquidation of the charge against his division; it may also be remarked that the tellings of the clerks of divisions in this department are checked.

Appendix, No. 55.

The existing practice of the Sorting-offices of the Twopenny-post department in these respects is adduced as countenancing the recommendations submitted in our Eighteenth Report, on those points to which the preceding observations are intended to point your Lordships' attention.

Eighteenth Report.

One part of the business of this department appears to be attended with unnecessary labour. The number of receiving-houses in town is 148, and in the country 202; the letters from the former come in six times a day, and from the latter twice.

It has been stated that each collection is accompanied by an account. The number of these daily accounts, according to the above data, may be stated to be 1,292, each containing the number and amount of the paid letters and of the unpaid letters; these are followed by abstract accounts, made out at different periods. These accounts are the subject of ~~various~~ examinations and calculations, under different forms, in the Sorting-offices, the Comptroller's office and the Accountant's office. It is quite unnecessary for any purpose of the Sorting-office to check the daily accounts with the abstracts. It is upon the former that the charge to be accounted for through the Sorting-office is ascertained; the latter are instrumental to the control upon the liquidation of that charge, and this (as with respect to the similar service arising upon the correspondence in the Inland-office) we recommend should be separated from the duties of the Sorting-offices, both for the purpose of abridging the unavoidably extensive business of these offices, and of establishing a more distinct system of account and control.

It is likewise unnecessary for the objects of this department to take notice of the town receivers' monthly claims, which are introduced in the abstracts, and, it is stated, are checked in the Comptroller's office and again in the Accountant's office. These claims, consisting of an allowance of a penny for every tenth letter taken in, are allowed in the monthly settlement of each town receiver's account, when he receives or pays the difference between them and the amount of the postage levied by him upon paid letters within the period of the account.

Appendix, No. 45.

The mode of remunerating these receivers, which is at present partly by salary and partly by the allowance of tenth pennies above mentioned, and which adds to the repeated entries and calculations, will be more particularly observed upon in our subsequent notice of the receiving-houses; but upon whatever footing this may be placed, we should propose to remove altogether from the Sorting-offices the business of checking such claims, and to confine its duties to the ascertaining the accuracy of the letter bills, and establishing in the first instance the charges accruing thereon against the receivers and others responsible for the revenue upon the letters included therein. It seems indeed to be admitted that the duty performed in the Sorting-office, with respect to the accounts, is to a certain extent the Comptroller's duty. What we have proposed above accords with the principle of that arrangement, and with the recommendation contained in our Eighteenth Report, for the more effectual superintendence of the discharge of the accounts out of the Inland-office.

116d.

Eighteenth Report, p. 60.

We have next to advert to that portion of the correspondence received in the Sorting-offices, which is destined for circulation beyond the deliveries of the Twopenny-post department, and for this purpose transmitted to other offices: this consists of inland and foreign letters; the former are sent to the Inland-office, the latter to the Foreign-office in Lombard-street. Mr. Mangrove estimates the number of inland letters sent daily from the Twopenny-post to the General Post-office at about 3,000, or rather more. He states that they are received from the country districts at a little after five o'clock, they are forwarded without being sorted to the Inland-office, and there disposed of in the manner described in our

Eighteenth Report,  
Appendix, p. 679.

Eighteenth Report,  
p. 681.

Eighteenth Report.

The course of proceeding is similar with respect to the foreign letters transmitted to the Foreign-office, whence they are dispatched for their respective destinations. They are sorted in the Foreign post-office, and the amount of the Foreign postage (which is always paid) is sent with a docket accompanying the letters.

The above correspondence creates certain accounts between the Twopenny-post department and the Inland and Foreign offices, which will be more fully noticed hereafter, as they include also that part of the general correspondence which is classed under the third head, and remains to be adverted to, namely, that which is transferred (*vice versa*) from the above offices to be delivered through the Twopenny-post department.

This consists of General-post letters, addressed beyond the limits of the deliveries of the letter-carriers who are specially attached to the Inland-office, but within those of the Twopenny-post department, whether in town or country, and of foreign letters in like manner addressed out of the more partial circuit of the deliveries of the letter-carriers who belong exclusively to the Foreign-office.

Two sorters belonging to the establishment of the Twopenny-post department attend every morning in the Inland-office in Lombard-street, at six o'clock, to sort the General-post letters that are to be delivered through this department. The average number of such letters is estimated at 6,000 daily. A clerk of this department attends to tell the number of them, they are told up in numbers of about 100 or 200, the telling is checked by a clerk of the General Post-office, and the letters are then conveyed with dockets in a locked box to the Twopenny Post-office in Lombard-street, whence such of them as belong to the Westminster division are brought by a carrier to the office in Gerard-street.

Eighteenth Report,  
Appendix, p. 677.  
Ibid, p. 686.

Appendix, No. 54,  
55.

The same routine is followed with letters passing from the Foreign-office. They are first sorted, and the amount is told by the officer in the Foreign-office; a clerk of the Twopenny-post establishment is in attendance, who checks the amount, and sorts the letters into divisions, and brings them to the Twopenny Post-office in Lombard-street. The carrier who takes the Twopenny-post letters carries also the foreign letters to Gerard-street, for delivery in the Westminster division.

No. 58.

Eighteenth Report,  
Appendix, p. 687.

Ship letters also are occasionally circulated through the channel of the Twopenny-post department. They generally pass through the Inland-office; but in case of their arriving (by steam vessels) in the middle of the day, after the charge of the Inland-office has been dispatched, they are sent direct from the Ship-letter office under the same forms as from the Foreign-office.

The accounts which arise out of the reciprocal transactions between the respective offices above described, occasion, as it appears to us, considerable unnecessary labour, and are complicated by maintaining an useless distinction under the separate heads of Inland, Foreign and Twopenny postage.

Eighteenth Report.

On referring to our Eighteenth Report, your Lordships may observe that the superintending president of the Inland-office and the Comptroller of the Twopenny-post department were both unable at the time of their examinations, annexed to that Report, to explain how the intermediate account between these two departments was adjusted. From a recent further examination of these officers, the practice seems to be as follows:

The account, so far as it relates to the separate portions of the revenue (*i. e.* Twopenny-post and General-post revenue), consists of charges made by the Inland-office against the Twopenny-post department for the postage of General-  
post

post letters delivered by this department, which postage is received (with the additional rate of 2 s. or 3 s.) by the Twopenny-post letter-carriers. Against this postage, credit is taken by the Twopenny-post department for the Twopenny-postage of unpaid General-post letters transferred from the Twopenny-post department to the Inland-office for transmission to the country. This Twopenny postage forms part of the collection of the deputy postmasters in the country, to whom the letters are forwarded for circulation, and is included in the gross charges raised against them in the Inland-office. The amount ultimately to be accounted for is admitted as a charge against the Inland-office, and deducted from the actual receipts of the Twopenny-post letter-carriers. The balance arising in this way forms what is called the Inland charge, which is paid over to the Receiver-general by the collector of the Twopenny-post department. In accounting for the revenue composed of the two rates of postage levied together by the Twopenny-post letter-carriers, distinct accounts are raised through the two departments with the Accountant-general and Receiver-general of the General Post-office, and with the Accountant and Collector of the Twopenny-post department. For a further understanding of the complication and intricacy of the accounts connected with and arising out of the distinctions maintained between the Twopenny and the General postage, we may refer your Lordships to the evidence of Mr. Read, to whom Mr. Musgrave referred us as especially conversant with these accounts. The accounts produced by this officer appeared insufficient to show the liquidation of the charges which are set down in them. He admits their want of exactness in general; and we have observed in them entries unaccompanied by any explanation of their nature, and under descriptive heads that have no correspondence with the real nature of the charges.

Appendix, No. 57.

On calling for a Return of the amount of Twopenny postage credited (as being collected by the Inland-office) to the Twopenny-post department, we were informed by the Comptroller that no accounts had been preserved for the years 1827 and 1828; and from the evidence of the superintending president of the Inland-office, it appears that the accounts necessary for furnishing such a Return are in existence only for a period of ~~five~~ <sup>or six</sup> months: they are destroyed as being considered useless, and the account which is taken daily for the purpose of preserving the above-mentioned distinction is described by Mr. Stow as being "a nominal account and nothing more." The result of this arrangement is, that the Twopenny postage actually received by the deputy postmasters is accounted for by them as General postage, and an equal amount of General postage actually received by the Twopenny-post letter-carriers is accounted for as Twopenny postage.

No. 11.

No. 63.

The letters upon which the accounts above alluded to arise, it may be observed, are a further cause of unnecessary labour, as they undergo a twofold taxation. To the charge of the Inland-office upon letters sent to the Twopenny-post department, the Twopenny postage is added in the Sorting-office of the Twopenny-post department. The taxation in the Sorting-office upon letters sent to the Inland-office is confined to the Twopenny postage, and the General-post rate is added in the Inland-office. These separate services, performed only for the purpose of distinguishing different portions of the revenue levied upon the same letters, should cease. The whole of the postage chargeable upon each letter should be affixed by a single taxation; there should be no intermediate settlement of accounts between the respective offices, that is, the Inland (and the Foreign and Ship-letter offices, which have similar accounts) and the Sorting-offices; but the charges raised upon letters transmitted for circulation reciprocally from one office to another, should be liquidated through the letter-carriers' department, upon the plan suggested in our Eighteenth Report; by which arrangement much of the establishment now maintained as being essential to the system of separate accounts, in the department of the Twopenny-post, may be (as we shall hereafter show), in our opinion, beneficially dispensed with.

Eighteenth Report, p. 66.

Such further observations as may arise upon the business transacted in the Sorting-offices may be offered in noticing the distribution of the duties which we shall next advert to.

The title of President, which Sir Francis Freeing, in his Summary referred to above, as given to the clerks who superintend the Sorting-offices, and which they also assume, does not appear in the Return of the establishment. The duties per-

formed by these clerks are, however, nearly the same as those that are discharged by the officers so called in the Inland-office; and the business of the respective offices is in all respects so similar, that the same system of administration and superintendence must be equally well adapted to each.

In the Sorting-office of the Twopenny-post department there is no officer whose situation corresponds with that of the Superintending President in the Inland-office. The Comptroller is the immediate superior, and the clerk acting as president in the Sorting-office is described as responsible for the duty, being presumed to be there as the officer acting under the Comptroller, whose decision it is represented as considered to be definitive. The Comptroller, however, does not appear to contribute to any system of superintendence by his presence in either of the Sorting-offices. He has an office both in Lombard-street and Gerrard-street. At the former, Mr. Smith, one of the clerks who acts as a president of the Sorting-office there, states that the Comptroller gives attendance at twelve or one o'clock (whilst the business of the Sorting-office begins at seven o'clock), three days in a week, to receive reports (or letters requiring reports) from the Secretary, the Sorting-office, or any other department, and for the purpose of a general superintendence of the department. The evidence of Mr. Sumpter, who acts as a president in Gerrard-street, is, that the Comptroller is never present in the Sorting-office there; and though he states that he has communication with him daily in Gerrard-street, he appears to have been under the impression that the Comptroller was in attendance at the office in Gerrard-street till eleven or twelve o'clock, and afterwards in Lombard-street, every day, professing himself however unable to speak to his actual attendance at the respective offices.

Hence, and from the detail of the president's duty as given in the evidence of Mr. Smith, it is apparent that the practical superintendence of the duties of the Sorting-offices is confided altogether to the clerks acting as presidents, and that the suggestion already submitted, that the office of Comptroller should be abolished, might be adopted without prejudice to the present system of internal management in these offices.

The presidents, it is stated by Sir Francis Froeling, are selected from the senior clerks: the persons acting as such at present consist, according to the establishment, of the principal clerk, of two senior clerks, and one assistant clerk. Two of these are allotted to each of the separate offices in Lombard-street and Gerrard-street, who attend at their respective stations on alternate days, from seven o'clock in the morning till nine o'clock in the evening, averaging a time in the week equal to seven hours a day.

Considering the superintending clerks of the Sorting-offices in the same light as those who preside over the Inland-office, we need only refer to our observations concerning the latter in our Eighteenth Report, with regard to the selection and the confidential nature of the duties of these officers; and proposing to place the persons who may hereafter officiate as presidents of the Sorting-offices in the same relation to the Board as those of the Inland-office, that is, one of direct responsibility for the proper management of the offices placed under their inspection, we conceive that they should be of superior rank to clerks.

The plan of attendance formerly was, that each president should take a part of each day's duty, instead of being required to be present throughout the whole period of business, on alternate days. The former appears to us to be the preferable arrangement, since it seems too much to suppose that an individual can give uninterrupted attendance and vigilant attention during the thirteen or fourteen hours (that is, from seven in the morning till past eight in the evening) to which the period of the daily duty extends; and the ordinary business is so defined as to admit of an easy division according to the former practice, with little risk of a confusion of responsibility. One objection to the present routine of attendance, which is supposed to have been introduced for the accommodation of the officers, is, that it facilitates engagements in other than official employments, which it is, in our opinion, inexpedient to sanction.

Besides their duties as presidents, those who officiate as such have particular duties which are considered to be distinct, and performed in their capacities of clerks, as those of the letter-bill clerk, and the clerk of dead letters. The former of these seem to have been somewhat irregularly transferred from the Comptroller's office

Appendix, No. 50.

Ibid.

Appendix, No. 54.

No. 55.

No. 54. 55.

Eighteenth Report,  
p. 76.Eighteenth Report,  
Appendix, p. 683.Appendix,  
Nos. 45, 46, 55.

office to the Sorting-office, like the similar duties which are performed by clerks of the Inland Office, but in the distinct office of the General-post department called the "Letter-bill office." On referring to the evidence of the superintendent of this last-mentioned office, in the Appendix to our Eighteenth Report, it will be seen that although the Twopenny-post department in London is kept distinct, the letter bills of the Penny-post establishments in the country are transmitted to this office. These, though forming part of the accounts of the deputy postmasters, are separate from their General-post letter bills, and are represented to amount in number to 732 daily.

Eighteenth Report,  
Appendix, p. 591.

It will be for consideration, in noticing the system of accounting for the revenue collected by the deputy postmasters, how far the labour of preparing and examining such a multiplicity of separate documents may be usefully abridged. At present, however, we have to recommend that the same course should be followed in the checking of all letter-bill accounts, and that the examination of the letter bills and abstracts of the Twopenny-post department in London, so far as this may be necessary for the final adjustment of the accounts, should accordingly form a part of the future business of the General Letter-bill office.

With the same view, we have to recommend a variance of practice with respect to what are called the Slips. These are the accounts taken by the clerks of the divisions (in the same course of proceeding as is followed in the Inland-office, with the exception already noticed, that in the Twopenny-post department the tellings are checked, whilst in the Inland-office they are not) of the letters for the "Rides," that is, the country districts. They are given to the president, from whom they pass to the slip clerk, one of the clerks of the Sorting-office, who attends extra to do this duty. The slips belonging to each ride are reduced into an account by this clerk, showing the amount to be accounted for by each country charge-taker, which account is transmitted to the Collector for his information. There is also a communication from the Sorting department to the Comptroller, in whose office the slips are subsequently collected; and from this letter officer to the Accountant, who appraises the Receiver-general of the amount to be paid in by the Collector. The abridgement of this complicated course of proceeding, so far as it occurs in the Sorting-office, which we wish to suggest, is, that the slips here should be disposed of in the same way as the General-post letter slips, that is, sent to the Letter-bill office, and that the superintendence of the liquidation of the charges raised upon the slips should be provided for out of the Sorting-office.

Your Lordships will see, on referring to the evidence of Mr. Smith, that towards ascertaining the fidelity of the charges, nothing would be lost by this change, inasmuch as he states that the president and clerk do nothing towards checking them, that the officers of divisions are responsible for them, and that no responsibility attaches to the president beyond seeing that the slips are put into the proper form.

Appendix,  
No. 55.

Amongst the duties requiring more particular observation, is that of the "Dead-letter Clerk."

Letters styled Dead letters are such as it is found impossible to deliver according to their addresses, or from want of proper addresses, after successive attempts have been made by different letter-carriers. The number of such letters is represented by Mr. Smith, who till a very recent period officiated as dead-letter clerk (being also an acting president), to be about 450 a day, of which he calculates that three contain property.

No. 56.

His evidence supplies the following description of the practice within his experience:

When the letter-carrier returns a letter for the reasons above stated, and obtains credit for the postage, it is given to a sub-sorter, and then to a stamper to be stamped as a dead letter. It is returned to the sub-sorter, who places it in an open box, which is locked up every night, and the president takes the key; on the following morning the key is given to the sub-sorter who gives it to the dead-letter clerk (or inspector), who takes the letters from the box. His business then is to examine whether the delivery has been sufficiently attempted, which he infers from the signature of at least two letter-carriers on each letter, and if it have, to open the letters and send them to the writers in every possible instance, making an entry of such letters as enclose property. If the contents of the letters do not enable the dead-letter clerk to effect the delivery to the writer or other party, they remain in

his custody for six months, when they are transferred to the Dead-letter office of the General Post-office, and an acknowledgment is obtained from a clerk of that office, in the registry-book kept by the dead-letter clerk. Your Lordships will find it admitted in the evidence referred to, that with respect to such letters all specific responsibility has been lost sight of, after passing from the hands of the letter-carriers as "dead letters;" that during the interval of six months, the disposal of the accumulated property has rested entirely with the dead-letter clerk; that neither the Comptroller nor any superior officer has superintended the acquittance of this clerk, or the registry of the property. "It is a matter," Mr. Smith states, "resting entirely with the dead-letter clerk." As a president, though admitting the absence, but at the same time the necessity, of an established check, he states that he has not felt it his duty at all to control the practice, considering that "it rested with the Comptroller to make such inspection as he thinks proper;" being aware, however, that in fact it was not the practice of the Comptroller to do any thing upon the subject. The evidence of Mr. Minsgrave is, that there has been no record of such letters but that which the dead-letter clerk himself is expected to keep; that they have not been "under the supervision of any other individual;" and that the contents of such letters might have been misappropriated without detection. The amount of property so accumulated, Mr. Smith estimated at 200 *l.* half yearly. By a Return furnished to us, it appears that the amount of property annually accounted for within the last five years was as follows:

	£.	s.	d.
1825 - - - - -	4,227	14	3
1826 - - - - -	2,065	15	4
1827 - - - - -	5,679	11	2
1828 - - - - -	3,895	6	11
1829 - - - - -	3,940	6	9 ½

The exemption of the dead-letter clerk from control in the Twopenny-post department, under the practice above described, appears to call for particular observation; and the more so as the duty has been confided to a clerk giving only the ordinary security of £. 200. Some new rules affecting both the General-post establishment and the Twopenny-post department have been introduced recently concerning dead letters, but they appear to concern principally the letter-carriers' department.

We propose that all letters coming under the description of "dead letters," in the department of the Twopenny-post, should immediately form a charge against a responsible officer; that it should not be left to this officer to account for such letters at his discretion at remote periods; but that after remaining a limited time, not exceeding a month, they should be transferred, under the sanction and with the cognisance of the Accountant-general, to the General Dead-letter office, and placed in the custody of the officer who may be properly responsible for the final disposal of unclaimed correspondence, under the direction of the Board.

With respect to property contained in such letters, there appears to us to be no sufficient reason for its not being paid over at short periods, probably weekly, to the Receiver-general, a sufficient registry being kept thereof to facilitate lawful claims for restitution.

The transfer of the duties above alluded to, arising upon the letter bills, slips, and dead letters, from the Sorting-offices, besides diminishing the business of these offices, will contribute to the desirable object of confining them to what concerns the receipt and dispatch of correspondence, and the raising of the proper charges in the first instance against the several Accountants. The services incident to this letter purpose, under the superintendance of the presidents, should be confided to the senior clerks, from whom the check clerks and window-men should be selected.

It is unnecessary to observe further separately, or in detail, upon the general duties that are divided amongst the various inferior officers in the Sorting-offices, who are distinguished under the different titles of Assistant-clerks, Sorters, junior Sorters and Sub-sorters. They are altogether similar to those which have been fully described in our Report on the Inland-office. The only peculiarity in the distribution of duties is, that the business of sorting in the first instance is performed

formed exclusively in this department by sorters, without the aid of letter-carriers, as in the Inland-office. The employment of letter-carriers in this service, from the personal knowledge of localities acquired in the performance of their other duty, appears to us to be desirable under proper superintendence, and equally admissible in both departments. The number of sorters, junior sorters and sub-sorters, according to the establishment, is thirty, which we conceive, under the proposed arrangement respecting the letter-carriers, may admit of some reduction.

Here, as in the Inland-office, some of the most material duties are assigned to clerks of the lowest class; for example, the check clerks are paid at a lower rate than the majority of the stampers, whose services are little more than mechanical. The evidence of one of the sub-sorters also deserves notice, as it shows the delegation of the duties of control to inferior officers: he says, "the presidents used to be considered as inspectors of letter-carriers, but in consequence of the great increase of duty they could not attend to it, and there was no person to attend to the letter-carriers, and we, as being the lowest nearly in the office, have been told to go into the letter-carriers' office to see that there was proper order kept; and that has led on from one thing to the other, till we are now considered in a great degree responsible for that which is done there, in addition to our general duty."—"we report every thing to the president, but he never goes into the letter-carriers' office, nor superintends them in any other way but from the representations made to him."

Eighteenth Report, Appendix, p. 617.

Ibid. p. 620.

It must be understood that the superintendence here alluded to as exercised by a sub-sorter has no reference to the checking of the letter-carriers accounts, but principally relates to their attendance. The practice is to make them write down their names, but it is admitted that the time of their presence is not stated.

The evidence of the senior clerk of the Comptroller, though he states that he considers the letter-carriers under his control as assistant to the Comptroller, accords substantially with the above, and shows that the inspection and regulation of the attendance of the letter-carriers is entrusted essentially to the sub-sorters; a duty attended with considerable consequence as regards the regularity of the service, and the claims for pecuniary allowances to the letter-carriers, which will be hereafter noticed, as well as the footing of subordination upon which we propose to place the letter.

Appendix, No. 65.

Referring to the observations already offered upon the plan of attendance in the Sorting-offices during the whole of the alternate days, which extends to the clerks as well as the presidents, we may notice the consequence as described by a window-man, and by one of the sub-sorters, the latter of whom states that they are "without time to get either breakfast or dinner," and obliged to get their victuals and do their duty at the same time, in confirmation of our previous recommendation on this point; to which we have to add, that the same rule should apply to all, whereas now a daily attendance is required from some of the junior officers.

Appendix, No. 58; also Eighteenth Report, Appendix, p. 583.

The instances of emoluments derived otherwise than from fixed salaries in this department are few, and require to be allowed to only as it seems to us desirable to include them in the rule of prohibition which we have proposed to introduce in other branches of the Post-office establishment.

The disparity between the rates of the remuneration of the officiating presidents in the Inland-office, and in the Sorting-offices of the Tospenny-post department, is not to be traced to any corresponding difference in the responsibility, the nature of the duties, or the extent of the labour of the respective officers.

In the Inland-office, the emoluments of the senior president (not the superintending president) exceed £. 1,500 a year. In the Sorting-office the highest remuneration of an acting president is one fifth of that amount; the following being the emoluments of the several persons officiating in this capacity:—

	£.	s.	d.
Principal Clerk	300	10	6
First Senior Clerk	241	8	9
Second Ditto	200	—	—
One Assistant Ditto	202	2	6

The principle already laid down for the regulation of the establishment of the Sorting-offices, namely, that as their duties are perfectly similar to those of the Inland-office, and by the adoption of the suggestions which have been submitted for extending the co-operation of these now separate offices, would in fact become the same, and consequently the same plan of arrangement must be equally suitable for both, makes it unnecessary to add any detailed remarks on the several subordinate classes of assistant clerks, sorters, junior sorters and sub-sorters, into which the present establishment of the offices, like that of the Inland-office, is nominally divided.

Consistently with this view and intention, we propose that the provision for control, and for the execution of the duties of the Sorting-offices, should be placed on the same footing as the Inland-office, the scale of their establishment being of course made to vary comparatively in proportion to the quantity of business assigned to them respectively.

Were it thought expedient to set upon the suggestion above alluded to, the Sorting-office of the Twopenny-post department in Lombard-street would be merged in the Inland (or Sorting) office of the General-post there, and the transfer of a large portion of the present business of the latter office to the Western-office would admit of the discontinuance altogether of the establishment of the present distinct Twopenny-post Sorting-office in Lombard-street, whilst the establishment of the Western-office would require to be adapted to the whole quantity of the increased business which such an arrangement would throw into that office. An equivalent diminution of establishment in the Lombard-street department must naturally be concomitant with the augmentation of that of the Western-office. It would be impossible otherwise than by experience to obtain sufficiently accurate data for calculating the proportion of business which such a division would produce to either branch; we do not, therefore, risk any attempt to limit the respective establishments.

## ACCOUNTANT'S OFFICE.

	SALARY.	OTHER EMOLUMENTS.	TOTAL SALARY and EMOLUMENTS.
	£. s. d.	£. s. d.	£. s. d.
Accountant - - - - -	400 - -	- - -	400 - -
First Clerk - - - - -	140 - -	- - -	140 - -
Second Clerk - - - - -	100 - -	- - -	100 - -
	£. 640 - -	- - -	640 - -

Appendix,  
No. 1.

In his general summary of duties, Sir Francis Freeling describes those of this officer as similar to the duties of the Accountant-general (of the General-post establishment): "The only difference," he states, is, that the Twopenny-post Accountant "furnishes the Accountant-general with a return of the gross and "net produce, and charges of management, or other payments in the Twopenny "Post-office, to be incorporated in the general accounts of the Post-office, which are "annually laid before Parliament."

Without entering into detail, it may be stated that the duties of the Accountant-general above alluded to relate to the checking of the accounts of receipt and expenditure of the establishment at large; and the remarks which we propose to offer on the office of the Accountant of the Twopenny-post department, will have reference to the question, how far, in his corresponding and subordinate situation, this officer contributes to the control of the receipt and expenditure of this particular branch of the establishment.

No. 27.

Mr. Alexander Baillie, the Accountant, says his duties "may be comprised in the "registering and computing the different accounts that come from the different "departments



“ departments of the Twopenny Post-office ; in making out general accounts for the Auditors of Public Accounts and for Parliament, for the Accountant-general, and various subsidiary accounts ; the auditing all the tradesmen’s bills, making comparative statements for the Secretaries, and a vast variety of accounts.”

The check intended to be exercised in this office with respect to the receipts, appears to consist in a comparison of accounts furnished from the Comptroller’s office, but originating in the Sorting-offices, of what the Collector should pay to the Receiver-general, with the actual payments vouched by the acknowledgments of the Receiver-general. The practice, however, does not appear, from the evidence of the Accountant, to ascertain by any means conclusively the object of this check, namely, that all is paid in that should be. On being asked whether he considered it any part of his duty to compare the receipts with the amount which the Collector should pay, he answered that he did not consider it so ; that as the Collector “ pays on account,” the exact balance cannot be struck ; that he gives the Collector credit for the receipts produced to him, without considering whether they are for the whole amount that he should pay ; that it is the duty of the Comptroller to take cognizance of the Collector’s balance, and not his. In speaking of the Collector’s balance, here the Accountant must be understood to allude only to the limited sum which the Collector is allowed to reserve for the understood purpose of meeting outstanding warrants. The Collector states explicitly that he never has any communication with the Comptroller as to the discharge of the general balances of his account, and the Accountant further states that the account is never balanced till the end of the year.

Appendix,  
No. 47.

No. 48.

No. 51.

No. 47.

It is not to be understood, however, from the evidence here referred to, that there are no intermediate statements of balances ; on the contrary, “ a weekly check,” as it is called, is prepared and signed by the Accountant and the Collector, and furnished to the Comptroller and the Secretary, purporting to show the receipts and payments of the Collector out of the revenue arising in each week. An examination of a series of these accounts (or weekly checks) has suggested some remarks which we think it right to offer with a view to the introduction of a more exact and consistent system in the management of this part of the business than that examination leads us to suppose has been established.

The charge against the Collector is composed uniformly of a balance brought from the preceding week’s account of sums entitled “ receipts” for postage on letters passed through the Twopenny-post department within the period of the account, and sums described as “ increase or decrease of debts due by letter-carriers” in the same period.

No. 48.

The sums entitled “ receipts” for postage on this week’s letters, are not such receipts, but represent the charges arising within the week for postage to be accounted for by the letter-carriers and others. This is never received in full within this period. This inaccuracy requires notice, because, as your Lordships will hereafter see, there is on the face of this account an apparent liquidation of the whole charge, whilst in fact there are invariably arrears. It is upon these arrears that the entry before mentioned, of increase or decrease of debts due from letter-carriers and receivers, arises. If there has been an increase, the amount of the increase is deducted from the amount of the “ receipts” (that is, properly speaking, the gross charge) ; and if a decrease of such arrears, a corresponding addition is made. In this mode of stating the account, neither the amount of the actual receipt on account of the postage charged as (“ receipts”) in the account, nor the gross amount of the arrears really unaccounted for, is brought under view ; and with respect to the sum deducted or added, as increase or decrease of arrears, your Lordships will find, on referring to the evidence of Mr. Baillie, that it undergoes no examination in his office, and that, were it seriously reported by the sub-collector, such error would not be detected there.

Ibid.

The amount of arrears not specified in the account, the Collector states, may amount occasionally to £. 700 or £. 800.

Against the charge formed as has been explained above, the Collector is allowed credit under the head of “ payments” for incidental warrants, weekly wages and allowances, and payments made daily or otherwise, within the week, to the Receiver-general.

The first head of credit, Mr. Baillie states, is sustained by warrants of the Postmaster-General. The next, that of weekly wages and allowances, is not a sum

Ibid.

Appendix,  
No. 50.

disbursed by the Collector, but retained by the letter-carriers and others out of their receipts, in accounting with the Collector (or sub-collector); the credit is given on the authority of the Comptroller, and the Collector is not required to produce any voucher to show that the claims have been defrayed to the full amount allowed. Under this head claims are sometimes included for "extra duty," which do not appear to undergo any examination by the Accountant, nor to be authorized with sufficient formality, as will be hereafter more particularly shown.

No. 48, 49, 50, 51.

The further credits given to the Collector in the check accounts, consist of payments made on account to the Receiver-general, for which acknowledgments are produced to the Accountant; and the check account is closed by a gross balance, of the component items of which balance a statement is subjoined to the account. These are stated to consist of cash in the hands of the Collector and the two sub-collectors; and this statement, like the preceding account, is signed as "examined" by the Accountant. From the evidence of this officer, and of the Collector, it is plain that the certificate of examination by the Accountant is merely a nominal sanction of the Collector's own statement. The Accountant says he does not investigate, nor is he aware that any other officer investigates, the component sums of what the Collector is allowed to deduct. It is admitted that that portion of this gross balance which the principal Collector stands charged with is systematically inaccurately stated in "the Collector's explanation of his balance," which he annexes to the check account after it has received the Accountant's certificate of examination.

No. 50, 51.

This last-mentioned balance is uniformly resolved into three items; the first stated as follows: "Of this balance, has been paid for petty incidents, £. ——" Mr. Ferguson, the Collector, fully admits that the sum inserted under this head is rarely the exact sum that "has been paid;" and he gives an explanation of the reason for this variance, namely, that if it were not so, he "should be obliged to take a receipt from the Receiver-general for an odd sum," which appears altogether frivolous and not binding upon him.

Again, this sum is included in that which is stated by the Collector, and vouched by the Accountant, as "cash in the Collector's hands." These inaccuracies are adverted to here principally to prove that the Accountant's check cannot have extended to any *bona fide* examination beyond the arithmetical accuracy of the results of the figures. We have no reason to believe that they have been persisted in by the Collector with any corrupt intention. The amount of the overcharges has been so inconsiderable as not to suggest suspicion, but the practice is too irregular to be passed over without remark, in noticing what is called a "check account."

No. 51.

Besides the amount of the charge for incidents, a sum is always retained by the principal Collector to meet warrants that may be issued; and his balance is formally discharged in the check account by an entry couched as follows, "paid Receiver-general, next day, £. ——" The period of the weekly check commences with Wednesday and ends with Tuesday, but the account is made up and sent to the Postmaster-General (that is to say, to the Secretary or his assistant) on the succeeding Friday. In the mean time, according to the practice, the sum entered as above and taken credit for by anticipation, has been paid to the Receiver-general.

No. 50.

The result of this mode of managing the weekly check accounts is, that the total charge of each successive week would appear to be liquidated on the day after its termination, minus the sums allowed to be retained by the Collector and his sub-collectors, whilst a considerable balance in addition to these sums is permanently unaccounted for. There is in fact "a running account," as the Collector observes; "the letter-carriers may pay for the last week out of the revenue of this week, and thus create a new debt;" and this system may proceed and does proceed interminably.

As a "check" within the department of the Accountant, this account appears to us imperfect; and as a mode of information to the Postmaster-General, or the Secretary or the Comptroller, it is objectionably defective, if not fallacious, in omitting the material fact of the amount of revenue unaccounted for; whilst each account presents upon inspection a formal liquidation of the charge it contains. The practice is moreover extremely unsatisfactory on the ground of delay. It is supposed

supposed, according to the Collector's evidence, that the postage (or a part of it) arising on Saturday and Monday is paid to the Receiver-general on Wednesday, and each weekly check under the head of payments commences with this day. The account is not prepared till the Friday in the succeeding week; and thus twelve days elapse between the receipt of a portion of the revenue and the report to the Postmaster-General, or Secretary, of the payment of it into the hands of the Receiver-general. There is, indeed, some reason to doubt, from the previous evidence of Mr. Ferguson, whether the postage of Saturday and Monday is paid in so soon as is mentioned above.

Appendix, No. 51.

No. 50.

Sir Francis Froelich, in stating what he describes to be "the only difference" between the duties of the Accountant of this department and those of the Accountant-general, has omitted to advert to one distinction in practice, which is important as it regards the system of control over the revenue collected in the Twopenny-post department. The Accountant-general, in pursuance of the Act 46 Geo. 3, c. 83, is required to ascertain, by a daily examination of the Bank book, that the Receiver-general has made the proper lodgments in the Bank. The check of the Accountant (such as it has been above described to be), upon the payments of the Collector of the Twopenny-post department, ends with the production of the receipts of the Receiver-general for such sums as have been paid to him. The Accountant-general is apprized by the Accountant of the sums so paid (but at what precise times seems, from the evidence of this officer, rather uncertain), and it then becomes the duty of the Accountant-general to see that these sums are lodged in the Bank, but there appears to be no sufficient check to ascertain the correspondence of the lodgments with the sums actually due or collected. The Accountant of the Twopenny-post department, as has been before observed, does not consider this a part of his duty; the Receiver-general, according to the evidence of his principal clerk, "knows nothing how much this department ought to pay, nor whether they pay the right sum;" and the Collector states that the Accountant-general is apprized "not how much should be paid, but how much has been paid by him."

No. 1.

46 Geo. 3 c. 83.

Appendix,  
No. 47.

No. 49.

The Accountant is merely an intermediate person between the collector and the Accountant-general, and appears to us to effect nothing more towards the control of the receipts than as he compiles certain accounts which are incomplete for that purpose, if not altogether superfluous. The Accountant himself seems to admit that the Accountant-general might as effectually check the Collector's receipts without his intervention as with it; and of this we entertain no doubt.

No. 47.

With respect to the disbursements of this department, the Accountant's interference scarcely extends beyond an arithmetical revision of the accounts, a duty which appears to us to be unnecessarily separated from the general responsibility of the Accountant-general concerning the accounts of expeditors.

It is amongst the Accountant's duties to keep and furnish to the Comptroller quarterly statements of the letter-carriers' deficiencies, which he is enabled to do by reports furnished by the sub-collectors; but neither in the settlement of the deficiencies, nor in checking the claims of the letter-carriers in reduction of the charges against them, does he exercise any control.

The necessity of compiling successive quarterly statements of such deficiencies implies a systematic postponement of the settlement of the letter-carriers' accounts, which we think should not be sanctioned, whilst such statements, if necessary, might be more promptly and directly furnished from the letter-carriers' department. Another duty of the Accountant is to prepare periodically accounts which are furnished to the receivers, wherein their balances are stated and adjusted. This agrees with the practice in the General Post-office with respect to the deputy postmasters, who are similarly furnished by the Accountant-general with accounts showing the balances claimed to be due by them. The effect of this practice, besides the labour attending it in the office of the Accountant (or Accountant-general), is to exempt the officer who is responsible for the revenue from responsibility for the fidelity and accuracy of the account upon which he obtains his acquittance; and in this respect, on this ground, we are disposed to think the general system of accounting in the department of the Post-office is in principle objectionable and insecure. The risk in the department of the Twopenny Post-office is indeed comparatively a trifling consideration; The rule of convenience, it appears to us, must be the same in both branches

of the establishment; but if this should be found, upon examination, consistent with the existing system, we should still be of opinion that a separate Accountant was quite unnecessary for the purposes of the Twopenny-post department, and that the duty here alluded to might be fully provided for by the employment of a clerk (or clerks) in the office of the Accountant-general.

Upon the whole we are of opinion that the interposition of the Accountant's office is productive of much circumspection in the adjustment of the accounts. The charges to be accounted for are ascertained in the Sorting departments. The liquidation of those charges should, we think, be superintended in the manner suggested in our Eighteenth Report, with respect to the letter-carriers and receivers, under the control of the Accountant-general, and the disbursements should be checked through the same channels and under the same authorities as those of every other branch of the establishment. One ground for the maintenance of a separate Accountant for the management of the accounts of this department may perhaps be supposed to be the custom of treating the Twopenny-post revenue as a distinct revenue. For this distinction there seems to be no continuing reason: it has occasioned trouble and confusion, as your Lordships may observe on referring to the evidence of the Collector and the Accountant, and the extent to which this department has become subsidiary to the General-post establishment has so far blended the operations of the two departments as to add to the inconvenience, as well as the inconsistency, of adhering to this nominal distinction.

The Accountant's attendance and that of his clerks is given exclusively in Lombard-street, but his duties extend equally to the establishment in Gerrard-street, whence he is supplied with the materials for compiling and revising the accounts concerning receipts and expenditure there. Hence it is evident that the necessary statements might be completed without the interference of the Accountant, and transmitted directly to the Accountant-general, or other proper officer, from the Gerrard-street establishment.

On the several grounds which have been stated, we do not hesitate to recommend the discontinuance of the Accountant's office altogether. This recommendation makes it unnecessary to add any further observation upon the attendance of the officers, the distribution of the duties, or the emoluments, which however, it may be proper to state, do not comprehend any irregular or extra official receipts or advantages.

## COLLECTOR.

	SALARY.	OTHER EMOLUMENTS.	TOTAL SALARY and EMOLUMENTS.
	£. s. d.	£. s. d.	£. s. d.
Collector - - - - -	220 - -	- - -	220 - -
Three Sub-collectors:			
One at - - - - -	120 - -	- - -	195 - -
As dead-letter clerk - - -	40 - -	- - -	
As secretary to the committee for the inspection of models for public monuments - - - - -	- - -	95 - -	
One at - - - - -	120 - -	- - -	120 - -
One at - - - - -	100 - -	- - -	100 - -
£.	620 - -	95 - -	645 - -

“ postage of letters passing through that department, which he pays daily to the Receiver-general.

“ He examines and checks the accounts of the sub-collectors, and makes out a weekly statement for the Accountant of all receipts and disbursements. He pays the officers' salaries, tradesmen's bills, and also the salaries of upwards of 300 letter-receivers, and prepares a detailed annual account for the auditors, and such others as may be required.

“ The duties of the sub-collectors are, to receive the postage collected by the letter-carriers, which is paid to the Collector on the following days; to report those letter-carriers who are in arrear; to receive the amount of paid letters taken in at the town receiving-houses; and to pay the weekly wages to super-annuated letter-carriers, stampers, &c. &c.”

As in the preceding instance of the Accountant's office, we shall here apply such remarks as occur to us, first to the practice affecting the receipt of the revenue, and secondly to what concerns the disbursements made or allowed by this officer.

With regard to the former it seems only necessary to describe the course by which the postage received in this department finds its way into the Exchequer, and to compare it with the mode pursued in the General-post establishment, in order to satisfy your Lordships that this practice is attended with much unnecessary labour and circumspection.

The method of ascertaining the charges against the letter-carriers (that is, the amount of postage to be collected by them severally, and to be accounted for through the appointed charge-takers) has been explained under the head of the Sorting-offices, and resembles the corresponding process in the Inland-office.

Your Lordships will bear in recollection that from the last-mentioned office reports pass directly to the Receiver-general and Accountant-general of the sums to be accounted for by the charge-takers, who pay in their charges immediately to the Receiver-general.

In the Twopenny-post department statements of the charges are sent from the Sorting-offices to the Comptroller, who transmits the accounts to the Accountant, and to the Collector, who forwards them to the sub-collectors. The Receiver-general is apprized by the Accountant of the sums which the Collector is to pay under the arrangement described in our remarks upon the Accountant's office, and the Accountant-general is, in like manner, informed of what the Receiver-general is to account for.

Appendix,  
No. 49.

The charge-taker, instead of paying directly to the Receiver-general, accounts to the sub-collector, who pays over to the Collector, by whom payments are made on account from time to time to the Receiver-general. In the course of this routine nothing occurs to check the fidelity of the charges originally ascertained in the Sorting departments. The interference of the sub-collectors, the Collector, and the Accountant, appears to be superfluous towards the control of those charges (excepting so far as regards the reports made by the sub-collectors of letter-carriers' deficiencies), and we recommend that the intermediate accounts between these officers should cease altogether.

We have been unable to discover any reason why the respective charge-takers of the General-post establishment and those of the Twopenny-post department should not account to the same officer, and in the same way; why, whilst the General-post charge-taker in Lombard-street pays directly to the Receiver-general, the Twopenny-post charge-taker at the same place should send his money circuitously through the hands of a sub-collector to a Collector, to be by the latter transferred to the Receiver-general; or why the adjustment of the accounts of the letter-carriers of this department should not be managed in the manner suggested in our Eighteenth Report with respect to the General-post letter-carriers, to which we beg leave to refer your Lordships. The paid postage collected by receivers might be brought to account through the window-men, in the same manner as similar receipts are accounted for through the window-men of the Inland-office.

Eighteenth Report,  
p. 66.

The separation of the Twopenny-post department into two divisions, each having a distinct collection, has occasioned the stationing of a sub-collector in each division of the establishment. These are really the efficient officers in the Collector's department

department in collecting the receipts; and the principal Collector seems to be (so far as relates to the receipt) only a channel for bringing together the total amount of the two collections prior to its lodgment with the Receiver-general, as a part of the system, under which what is erroneously called the "Twopenny-post revenue" has been treated as a distinct revenue. This object, as it appears to us, might have been attained, had it been desirable, without an additional separate establishment of Accountants and Collectors, by the simple expedient of directing the Accountant-general to observe the required distinction in the management of the accounts.

This suggestion would become applicable only in the event of your Lordships not sanctioning our recommendation that this inconsistent distinction should be abolished, a recommendation which we cannot advert to without repeating it. The objection which the Collector will be found to have offered to the plan of direct payment by the charge-takers to the Receiver-general, would be obviated by employing a clerk of the Receiver-general to receive from them in the Gerard-street branch of the establishment; and your Lordships will observe, on referring to a former part of this officer's evidence, that he concurs in the practicability of dispensing with the services of the Collector in the transfer of the revenue to the Receiver-general, and of effecting the payments for the town collections directly by means of the charge-takers.

The receipts from the rides or country districts we think should be directed through the same channels as those of country post-offices, from which (locality excepted) they differ principally in name, considering each sorting-office of a country district to stand in the place of a country post-office. By this observation, however, we do not mean to express our concurrence in the classification or arrangement of these districts, which will be the subject of remark hereafter.

With respect to the disbursements of this department the Collector is placed in a situation similar to that of the Receiver-general in relation to the General-post establishment. He defrays incidental charges under warrants, the salaries of the officers, and other claims upon this department. The warrants are prepared in the Comptroller's office, whence they go to the Postmaster-General through the Secretary's office, where it is stated that they are seen by the assistant secretary for the purpose of ascertaining that they are signed by the Comptroller, but they are not countersigned in the Secretary's office. All tradesmen's bills, he states, are signed by the surveyor. Upon this subject we have already observed, in treating of the Comptroller's office.

From the enumeration of the principal Collector's duties, already quoted from Sir Francis Freeling's Summary, it might be inferred that considerable trouble was incurred by him in paying the salaries of numerous (300) letter-receivers. That part of the remuneration of these persons which consists of the tenth-pence (already explained) is adjusted without any interference of the Collector or sub-collector, by a deduction in their accounts, in like manner as the claims of the letter-carriers for wages, for which the Collector takes credit as payments, are adjusted through the charge-takers.

These and other similar duties are not such as to require the superintendance of separate officers, but should undergo the same uniform control as the corresponding services in the General-post establishment; and we feel satisfied that in dispensing with the distinct establishment of the Collector's-office of the Twopenny-post department, whilst the process of accounting will be expedited by the means already proposed, the system of control, both of the receipts and disbursements, will be in other respects simplified, and at least equally well secured.

The sum which it has been already remarked the Collector has been permitted to retain permanently, as a fund to meet warrants supposed to be outstanding or issuable, your Lordships will find, on referring to Mr. Ferguson's evidence, was reduced about two years ago from £. 500 to £. 300. This alteration was not occasioned by any change in the extent of the probable demands for warrants, but, as the Collector states, upon the suggestion of the assistant secretary.

The amount as at present fixed appears large, in comparison with the similar reserved fund in the office of the Receiver-general; indeed it does not appear to us that any such fund is requisite under the arrangement that has subsisted, whereby the receipts of one day are always in the hands of the Collector or sub-collectors,

who,

Appendix,  
No. 51.

No. 49.

Ibid.

No. 52.

No. 49.

who, like the principal officer, are also permitted each to retain a sum, small in amount, but not precisely limited, for the understood purpose of defraying casual claims.

The mode of providing for all payments of the description here alluded to will necessarily occur for consideration hereafter in reporting upon the office of the Receiver-general; and, as we have already recommended the total discontinuance of the office under consideration, it is unnecessary here to pursue this subject, or to add any further observations with reference to the duties or emoluments of its existing establishment.

## RECEIVING HOUSES.

The Appendix to our Eighteenth Report contains "a List of all the Twopenny-  
" post Receiving-houses, their situations, and the expense incident to each," classed  
" under the separate heads of "Town" and "Country." The total number of houses,  
and the total amount of salaries and allowances incurred under each of the heads,  
are there stated as follows:

Eighteenth Report  
Appendix, p. 316.

	N <sup>o</sup> of Houses.	Salaries and Allowances.
In Town - - -	148	£. 2,881 6 4
In Country - - -	202	1,865 - -
		£. 4,746 6 4

No material alteration has taken place to affect our remarks on this general arrangement.

The first observation that occurs on an inspection of this Return is the want of rule in the classification: Knightsbridge and Harrow, Goswell-street Road and Hampton Court, are equally classed as belonging to "country" districts.

We have failed in our endeavours to obtain from Mr. Musgrave any satisfactory definition of the above distinctions. The consideration which he mentions as suggesting the rule, namely, whether the letters are conveyed by letter-carriers on foot or on horseback, does not appear to afford a reasonable explanation of this arrangement in other respects. Places situate in town districts and in country districts are both subject to the higher rate of postage (3 d.) of this department, but the difference in classing them, Mr. Musgrave states, creates a difference in the mode of accounting and in the number of daily deliveries.

Appendix,  
No. 41.

The observations suggested by this explanation, and the further evidence of Mr. Musgrave, with reference to the plan of circulation, belong to a future portion of this Report; but the inconsistency of the arrangement is noticed here, because the same system is applied to situations totally different in some instances, whilst others relatively standing under similar circumstances are differently treated, in the routine of official management; to which principally, in the first instance, it is our intention to apply our remarks under this head.

No. 43, 44.

The collection of the letters from the town receiving-houses is effected by means of the letter-carriers, who bring them to the Sorting-offices, accompanied, as has been before stated, with an account made out by each receiver, which is checked in the Sorting-office. A daily abstract or recapitulation of the account of the several collections, stating the number and amount of paid and unpaid letters, is furnished also by each receiver, which also undergoes examination in the Sorting-office, and subsequently in the Accountant's office, where monthly statements are prepared and furnished to each receiver, showing the balance (that is, the difference between the amount of postage he has received and the amount of allowance to him) which he is to pay to the letter-carrier, to be by him accounted for to the sub-collector, who, receives from the Collector transcripts of these accounts, furnished to him by the Accountant, to inform the sub-collector of the sum to be received.

No. 52.

It is so desirable, throughout the system of accounts of this establishment, to avoid a superfluous multiplication of labour, that with this view, as well as to exemplify the circuitous complication of the present system, we are tempted to call your Lordships' attention

attention more particularly to the effect of the arrangement by which the settlement with the town receivers is accomplished.

Eighteenth Report,  
Appendix, p. 316.

The number of town receiving-houses is 148, according to the Return before alluded to, and each of these sends daily to the Sorting-office successively six accounts of the collections, that is, upon the whole, 388; such accounts are sent every day. These are followed by daily abstract accounts, or recapitulation of the six successive accounts of the collections of each receiver, which are compared and checked in the Sorting-office. At the expiration of each successive period of four weeks, a statement is prepared by the Accountant for each receiver, consisting of a compilation of the twenty-four daily abstracts furnished by each of them within that period, or 148 statements are compiled monthly from 3,552 daily abstracts. Thus in the course of a year more than 277,000 accounts of collections and 46,000 daily abstracts are furnished by the town receivers alone, and compared and checked in the Sorting-offices; from which latter accounts, 1,900 monthly statements are compiled by the Accountant, which are sent to the receivers.

On the occasion of each settlement a voucher equivalent to a receipt is passed by the letter-carrier; whilst, to meet the system of official control, various other accounts under different divisions are created; for example, one styled an abstract account of paid letters in town is prepared, containing no less than six separate entries for each of the 148 receiving-houses.

In this process there is included, in each monthly statement and abstract, a calculation of the tenths (that is, a penny for each tenth letter collected at each receiving-house) allowed, and this involves the necessity of a previous enumeration and statement of the number of all letters thus collected, and of a casting and computing and checking of the numbers. The result of this onerous routine is to ascertain and bring to account the difference between those allowances and the gross amount of postage levied by each receiver. This in about two thirds of the number has not exceeded £. 5., and in some instances it has fallen short of £. 1 per month. The total amount of revenue thus accounted for, upon an average of the three months of September, October and November 1829, was £. 761. 9 s. 8 d., being at the rate of £. 9,000 per annum.

Appendix.  
Nos. 12, 14.

It has been before observed that the accuracy of the credits given by the receivers in their abstracts is checked in the Sorting-office, and the subsequent compilations and entries and examinations in different offices avail nothing towards establishing the fidelity of those accounts; indeed, upon the principle before adverted to, that by the adopted mode the receiver is exempted from responsibility for the correctness of the account stated against him, on which the settlement takes place, the revenue is exposed to the risk of errors in these voluminous compilations, which might be dispensed with, by adopting the same method in the Twopenny-post town receiving-houses that is pursued in the General-post receiving-houses, from which the paid postage is transmitted with the letters to the Inland-office, where it becomes a charge against the window-man, as explained in our Eighteenth Report. The objection arising out of the frequency and minuteness of these receipts might be met in some degree by confining the practice to a single daily transmission with the abstract: But referring to the amount of revenue received through this channel, we are doubtful whether the degree of convenience to the public, in the option of paying this lowest rate of postage, be a sufficient reason for incurring the official inconvenience and expense of keeping and checking various accounts, which in a limited extent must still attend the continuance of that option, at all the receiving-houses.

Eighteenth Report,  
p. 71.

The numbering of the letters sent from each receiver, besides being necessary for the calculation of the allowances, was probably designed to facilitate the taking of a general account of all letters received in the Sorting-offices, which practice it has been already remarked has ceased: as a check upon the amount of postage it cannot be perfect, unless those letters which become subject to the charge of 3 d. be distinguished from those bearing the rate of 2 d., which distinction is not observed in transmitting the letters, and we are not aware of the utility of this operation at present, otherwise than for the purpose already explained of calculating the allowances of tenths.

The collections in the country districts have been already described, as has been also the method of accounting to the sub-collector for the revenue arising from paid



paid letters sent thence for delivery in London. It remains, however, to be observed that the country receiver retains no portion of this revenue in his hands, the practice being for him to account to the charge-taker of the sorting-office in his district every time that he receives money, and he has no direct account with the Sorting-office in London, to which, however, the accounts of each collection are sent as a check upon the receipts to be remitted by the charge-taker. Here your Lordships will perceive the course which has been suggested above with respect to the town receiving-houses, namely, that of an immediate transmission of the money received for paid postage, is followed. The country sorting-office (or sub-sorting office, as it may be called) stands in a similar situation, relatively to the country receiving-houses, as the London Sorting-offices to those in town, and we see no reason for this difference in the arrangements.

Appendix,  
No. 41.

There are 302 receiving-offices within the country divisions. As their collections are less frequent, their accounts would be much less numerous than in the town divisions, were not the periods of accounting less distant. It is needless to pursue the routine of these accounts; like those of the town receivers, they form a mass which, in the process of checking and examination, adds to an unprofitable detail of business. The amount of paid postage brought into account from this source, and under such control, calculated upon the same average as that applied above to the town districts, may be stated at about £. 8,000 per annum. These accounts have no connection with the checking of the remuneration of the country receivers, who, contrary to the practice with the town receivers, are paid exclusively by salaries; and with the exception of the paid postage, we doubt whether the accounts furnished by the country receivers contribute with any certainty towards any established check upon this revenue.

No. 17.

With a view to abridge the number of accounts, it certainly would be desirable that the option of paying the postage of letters should be limited both in town and country to one or two offices in each division, where the duty of accounting at once may be provided for as suggested above, through the means of a person officiating like a window-man, and the circuitous process which has been described above might be avoided. Upon that process, however, it may be further observed, that it is unnecessarily complicated and protracted for its purpose. It is in a comparison of the paid letters with the account that accompanies them that the whole check really consists. If the retention of the postage by the receiver create the necessity of a further account, it should be furnished by him at each appointed period of settlement, and checked by an examination with his original accounts; all others being dispensed with.

The material difference between the town and country divisions is, that in each of the latter there is a sorting-office, where a delivery of letters sent from London is superintended, as well as the collection of letters to be forwarded to London (and elsewhere) for delivery. The country sorting-office, in fact, resembles what is called the post-office in a country town in its general duties, and in the regulation of those which concern the delivery of letters we see no reason for any difference.

According to the established practice, as represented by Mr. Musgrave, the revenue received in the country receiving-houses (and sorting-offices), *i. e.* the paid postage, is accounted for weekly, through the charge-taking letter-carrier: the receipts of the town receivers are discharged monthly. The limitation which we have proposed would preclude (with the exceptions provided for in our recommendation) the receipt of such postage; and unless it were found expedient (as we have no doubt it is practicable) to effect some sorting at the receiving-houses, we are not aware that any accounts that would essentially contribute to the purposes of control could be procured from them, whilst the preparation and examination of nominal accounts adds unnecessarily to the duties of all concerned, and must tend to retard the circulation.

No. 41.

The receivers in town and country should act under similar obligations and responsibility: at present all are sworn, but security is taken only from the town receivers. The reason alleged by Mr. Musgrave, that the latter are allowed to retain for a time the portion of the revenue received by them, would cease for the most part under our suggestions, but we are not disposed to dispense with security in the case of any receiver, since public property (without reference to the revenue) must under any arrangement pass through his hands, for the safety of which some pecuniary responsibility should we think be provided beyond his own.

Ibid.

Eighteenth Report,  
Appendix, p. 256.

The total annual remuneration of the various town receivers (arising from a salary fixed almost uniformly at £. 2, and from the tenths before explained) has varied, according to the Returns already referred to, from £. 3. 12 s. 7 d. to £. 69. 0 s. 8 d., and in about a fourth of the instances has not exceeded £. 10. To curtail this remuneration, a letter-receiver must become accountable for 20,000 letters in a year, a responsibility which we think cannot be considered more than adequately compensated at this rate, independent of the trouble of furnishing the accounts required under the present routine; and to the assessment by tenths we should see no objection, were it unattended with a compilation and checking of minute accounts, not otherwise subservient to the purposes of control.

No such allowance is extended to the country receivers, though the principle would seem applicable alike to both. The lowest rate of the fixed annual emolument to a country receiver appears to be £. 2, the highest £. 42, and to nearly three fifths of them the allowance falls short of £. 10. In these cases also the confidence reposed seems to us to be at least fully equivalent to the stipend.

Eighteenth Report,  
p. 72.

The adoption of the proposition submitted in our Eighteenth Report for effecting the collection of General-post letters and Twopenny-post letters at the same receiving-houses, by allowing a reduction of the number of receiving-houses upon the whole, would admit of some addition to the receivers' stipends in some cases, where it might be expedient to grant it, without an increase, and probably with a diminution, of the total charge under this head.

Ibid.

Upon the subject of the duties at present performed in the receiving-houses, we beg to refer your Lordships to some suggestions contained in our Eighteenth Report as applicable to the practice of the General-post receiving-houses. Amongst those, we stated our opinion, in opposition to that of the superintending president and other officers, that it would be practicable and useful "to effect a preparatory sorting of the letters at the receiving-houses." Since the publication of that Report, General-post receiving-houses, under the name of "Sub-offices," have been established at Charing-cross, Vere-street and Lombard-street, where, in accordance with the above suggestion, all unpaid letters received are sorted (being first stamped and taxed) to the divisions to which they belong, prior to their being transmitted to the Head-office to be dispatched upon the various roads. By these means we find, from a Return obtained from the General Post-office, that in the six days from the 7th to the 12th December inclusive, 35,401 unpaid letters, (about 6,000 daily,) were sent through these offices to the Head-office, having undergone much of the preparatory process for their dispatch to the country. In the same period no less than £. 1,078. 5 s. 6 d. appears to have been received through the same channels for inland and foreign post-paid letters, to which the sorting does not extend. The result of this experiment has been that the Head-office has been relieved by these three offices (with respect to the unpaid correspondence) of the business of stamping, taxing and sorting to the divisions, about one-seventh of the daily correspondence, whilst great accommodation and benefit in point of time have been afforded to the public. We are inclined to think that by introducing the practice now adopted in receiving-houses in other situations, these advantages may be still further secured, and that the principle of the arrangement may be pursued into further details. In expressing our hope that the convenience of this practice will induce an extension of it, we do not pretend to decide how far, and under what modifications, it may be consistently carried in forwarding the circulation of Twopenny-post letters; but we entertain no doubt that under such skillful divisional arrangements as might be devised by the proper officers of the establishment, the business of the chief Sorting-offices might be very considerably abridged, and the service expedited upon the whole.

Appendix,  
No. 12.

No. 15, 19.

No. 62.

The evidence of the acting officer at the General Post-office at Charing-cross seems to favour, on grounds not hitherto urged by us, our recommendation to unite the duties of collecting the General-post and Twopenny-post correspondence at the same receiving-houses. The business connected with the General-post correspondence commences at a late period of the day, prior to which there is little employment for the officiating persons. It is within that period that the greater portion of the Twopenny-post correspondence is received; in disposing of which, the services of these persons, now partially lost by being made applicable exclusively to the business of the General-post, we conceive might be made usefully available.

Without entering into more minute details of the duties performed in the Twopenny-post receiving-houses, it would occur to us to propose a reduction of the total number of receiving-houses, and the establishment of at least one in each division

division which should be considered a sub-sorting or sub-office, where a sorting might be effected (if not by a receiver) by letter-carriers attending for the purpose, as suggested in our Eighteenth Report, or by other responsible persons belonging to the establishment. Eighteenth Report,

This, perhaps, might be arranged upon a plan of assimilating the practice of the town divisions to that of the county divisions, already explained, so far as relates to the collection of the letters of each division, but at present the country letters undergo no sorting prior to their arrival at the chief Sorting-office in London, contrary to the recommendation we now submit.

On the subject of the duties now performed in the receiving-houses, we have no further observation to offer. The control exercised over those in the country, and especially the sorting-officers, by personal superintendance of any superior officer, appears to be quite casual. There is no regular inspection, periodically or otherwise, of these offices, which being, as before observed, very similar to country post-offices, should be subject, we think, to a similar supervision by the surveyors, who should report, at periods probably not fixed, the results of their inspection.

## LETTER CARRIERS.

	WAGES	OTHER EMOLUMENTS.	TOTAL WAGES and EMOLUMENTS.
	£ s. d.	£ s. d.	£ s. d.
413 Letter-carriers:			
For the Town delivery: { 18, and as charge-takers - - - - - s' 2½ p' week ea.	1,076	8 - -	1,076 8 -
{ 150 - - - - - s' 20/ -	3,300	- - -	3,300 - -
{ 6 (on incidents) s' 10/ -	312	- - -	312 - -
For the Country delivery: { 60, and as charge-takers - - - - - s' 2½ p' week ea.	3,538	- - -	3,538 - -
{ 5 (on incidents) s' 2½/ -	119	12 - -	119 12 -
{ 55 - - - - - s' 20/ -	4,067	- - -	4,067 - -
{ 8 (on incidents) s' 10/ -	416	- - -	416 - -
{ 24 extra assistants, at from 30 to 15½ p' week ea.			
40 Superintendants:			
{ 30 - - - - - s' 10 p' week ea.	838	- - -	838 - -
{ 7 (on incidents) s' 10/ -	182	- - -	182 - -
When in full employment they receive at the rate of 10½ per week each, the additional 2½ being, in special cases, paid from the revenue on the extra-duty bill, but generally defrayed by absentees.			
Christmas Gratuities, on an average of seven years:			
Town:			
{ 1 Letter-carrier - - - - - £. 40 -		40 - -	40 - -
{ 1 Ditto - - - - - 30 -		30 - -	30 - -
{ 1 Ditto - - - - - 20 -		20 - -	20 - -
{ 15 Ditto - - - - - 10 each		150 - -	240 - -
{ 8 Ditto - - - - - 5 -		40 - -	40 - -
{ 14 Ditto - - - - - 4 -		56 - -	56 - -
{ 18 Ditto - - - - - 3 -		54 - -	54 - -
{ 24 Ditto - - - - - £. s. 10/ each		60 - -	60 - -
{ 14 Ditto - - - - - 2 -		28 - -	28 - -
{ 40 Ditto - - - - - 1 -		40 - -	40 - -
{ 12 Ditto - - - - - 10/ -		6 - -	6 - -
Country:			
{ 30 Letter-carriers - - - - - £. 10 each		300 - -	300 - -
{ 16 Ditto - - - - - 7 -		112 - -	112 - -
{ 16 Ditto - - - - - 5 -		80 - -	80 - -
{ 10 Ditto - - - - - 4 -		40 - -	40 - -
{ 20 Ditto - - - - - 3 -		120 - -	120 - -
{ 23 Ditto - - - - - 2 -		92 - -	92 - -
£.	10,818 - -	1,458 - -	12,276 - -

The establishment of letter-carriers is divided into two classes, one charged with the collection and distribution of letters within the town delivery, the other with similar services performed in the country divisions of this department. The former, it will be seen, consists of 184 regular letter-carriers, to whom are attached 40 supernumeraries. These are divided between the two branches of the establishment in the following proportions:

LONDARD-STREET DIVISION.					
Regular Letter-carriers	-	-	-	-	100
Supernumeraries	-	-	-	-	85
					185
GERNAUD-STREET DIVISION.					
Regular Letter-carriers	-	-	-	-	84
Supernumeraries	-	-	-	-	50
					134

Appendix,  
No. 42.

The number of country letter-carriers is 165, besides 24 extra assistants, as they are styled in the Returns. The supernumeraries, however, are considered available either for town or country service.

The duties of these persons need not description, beyond that which has been given generally above, and will be found more particularly in observing upon the plan of the arrangements for the collection and delivery of the correspondence.

The attendance of the town letter-carriers is required daily, during three deliveries and three collections, which each has to effect in his particular walk. The time occupied in this service may be estimated on an average at eleven hours a day. The labour, however, differs materially in different walks.

The fixed emoluments of the Twopenny-post letter-carriers, consisting of weekly wages, are rated higher than those of the General-post establishment; but the latter have enjoyed various perquisites and a participation in funds created by such means, which have rendered their situations much more lucrative and permanently advantageous than those of the Twopenny-post letter-carriers, who, so far as we are informed, receive no gratuities but Christmas-boxes.

No. 41.

No. 45, 46.

It appears from the evidence of Mr. Bridges that the service of the town delivery is carried on systematically by what is called extra duty. The business at particular periods of each day is greater than at others; on these and other occasions the supernumerary letter-carriers, as they are termed, are called in; and besides their aid, that of regular letter-carriers is employed upon an extra allowance.

No. 41.

No. 46.

The permanent allowance appearing in the Return of the establishment to a supernumerary is 10*s.* a week, but when fully employed an addition of 9*s.* is made. At other times, Mr. Musgrave states these persons earn 15*s.* or 16*s.* a week. If a supernumerary be employed in consequence of the absence of a regular letter-carrier, this sum of 9*s.* is ordinarily deducted from the weekly pay of 20*s.* of that letter-carrier, who is allowed to receive the other 11*s.*; but it happens also that this charge is sometimes defrayed as an additional one upon the revenue, in like manner as the payments for the extra duty to regular letter-carriers, who after having completed their assigned daily duty are employed to assist others, and receive a shilling for so doing. This establishment and the arrangements for its superintendance and remuneration seem to require some revision.

No. 41.

Formerly, it appears, the letter-carriers were appointed by the Comptroller, but the appointments are represented as having emanated within the two or three last years from the Postmaster-General; a change which your Lordships will approve, as attaching responsibility for a due limitation of the number, where it ought to rest.

We have before observed upon the delegation of the superintendance of the town letter-carriers to inferior officers of the Sorting department, to a certain extent. The divided responsibility for their general superintendance, and the very limited participation of the Comptroller in it, are unsatisfactory and ill calculated for the purposes of discipline and control. It would follow of course from the adoption of our recommendations respecting the incorporation and employment of the several classes

classes of letter-carriers, that those of the Twopenny-post department would be placed under that common system of inspection and management which has been suggested in our Eighteenth Report, and which we again recommended for your Lordships' consideration. A temporary arrangement has been made recently, under which a person officiates as an inspector of letter-carriers in this department, there being no such officer permanently recognised on this establishment, as there is on the General-post establishment; and we have only to add our opinion that such an officer should be responsible for the conduct of this service at each point of despatch, upon the plan already referred to.

Eighteenth Report,

Appendix,  
No. 41.Eighteenth Report,  
Appendix, p. 68.Appendix,  
No. 41.

No. 50.

No. 7.

There seems to be some inconsistency in maintaining permanently a large number of persons styled supernumerary letter-carriers rated upon an inferior scale of remuneration on the establishment, whilst they are in the habitual receipt of higher pay; in the allowance of which a discretion is used, which is not satisfactorily controlled. There is a class of supernumeraries alluded to by Mr. Musgrave, called "probationary supernumeraries," who are paid altogether discretionally. The necessity of "supernumeraries" is in some part owing to the absence, from unavoidable or other cause, of regular letter-carriers. Of these, Mr. Musgrave states there are no less than 25 recommended for superannuation, and he admits that five or six have been absent for years, who have continued to receive 11 s. a week as "sick money," whilst the residue of the weekly allowance of each has gone towards the payment of a supernumerary. There is an objection in principle, we think, to this division of pay between the absentee and the efficient officer. The former, if incapacitated permanently or momentarily, should retire, or have leave of absence, upon such allowance as his service may have earned, or circumstances may justify; and opportunity should not be afforded of participating habitually in an advantage sought possibly upon an insufficient pretext. In the objections offered to the principle of this arrangement we are strengthened by its results in practice, as shown in the evidence of the officiating inspector. He states that in some instances the wages of the absent established letter-carriers have been habitually paid over to the supernumeraries doing their duty, who "are supposed to pay the 11 s. to the letter-carrier who is incapable of duty." The supernumerary is not required, he states, to produce the receipt of the absentee. Every Friday "the letter-carriers make themselves deficient to the amount of 4. s. in their payment, that being their wages." "All the supernumeraries are entered in a book, and it is explained for whom they are doing duty, but whether those persons are living or not, it is out of my power to say."

The Comptroller states that he relies "in part" upon the president to check this expenditure; and, as your Lordships will see on referring to his evidence, adverts to the "receipts" of the claimants in proof of a *bona fide* proper disbursement, which receipts (though as he says "speaking a little at random") "he conceives are in the hands of the presidents." The Collector, who takes credit in the check account (before explained) for the claims of the letter-carriers, as if defrayed by him, states that he produces no voucher in proof of the actual disbursement. He has a general order from the Comptroller up to a certain sum, and if there is any increase upon that sum, there is an additional order; the claim, he says, "is a credit article." Besides the want of proof that the sums allowed are paid to those for whose use they are received, in the cases of absentees, there is another objection to this practice, since each letter-carrier is permitted to deduct or make himself deficient 20 s. a week for wages, whatever may be his deficiency on the score of postage.

We have before alluded to the charge distinguished as for Extra duty; and in order to ascertain what proportion of the whole expence of the letter-carriers' establishment is made up of other than fixed payments, that is, such as are discretionary and exceed the permanent provision on the establishment, we have called for a Return which will be found in the Appendix, and which shows that in three months the expenditure in this establishment was as follows:

Towns .	Weekly Wages.			Extra Duty		
	£.	s.	d.	£.	s.	d.
Regular Letter-carriers - - -	2,035	8	-	157	10	6
Superannuaries - - - - -	151	-	-	61	16	10
Absentees - - - - -	148	12	-	-	-	-
	£.	2,334	-	219	7	4
		<hr/>				
COUNTRY:	£.	s.	d.	£.	s.	d.
Regular Letter-carriers - - -	2,035	4	-	15	18	-
Superannuaries - - - - -	89	-	-	-	-	-
Extra Assistants - - - - -	-	-	-	163	6	-
Absentees - - - - -	97	18	-	-	-	-
	£.	2,221	2	179	4	-

From the statement, it will be seen that the total charge for extra duty beyond the allowances on the establishment, in the twelve weeks included in the Return, was £. 398. 11s. 4d., being at the rate of £. 33. 4s. 3d. per week, or £. 1,727. 2s. 5d. per annum.

The mode of incurring, defraying and authorising this expense of extra duty, is described by Mr. Bridges. He states that it is left to the president to decide what letter-carriers are sufficient for the service, as it occurs, upon the representations made to him by the letter-carriers, and a calculation of the number of letters they have to deliver. On the authority of the president's signature, the Collector pays the amount charged for "extra duty." An account kept by the president of the charges so authorised by him is certified weekly by the Comptroller's chief clerk (Mr. Bridges), and at the end of each quarter the Comptroller certifies; he sees that the weekly charges correspond with the amount of the quarterly extra-duty bill, and if it should exceed what he may consider a reasonable sum, he would examine. The extra duty, as it is called, occurs in every week, and generally amounts to pretty much the same.

From this description it is clear that the president of the Sorting-office is the officer who really judges of the necessity and warrants the charges; in doing which it is material that the labour of each letter-carrier should be impartially measured, and no unfair or unnecessary indulgence granted. The subsequent periodical inspections of the president's account by the chief clerk and by the Comptroller, are worth little towards enforcing any actual limitation of expense; and it appears that what from its title might be considered as merely incidental and occasional, is become a permanent head of charge.

The Return before alluded to shows, that besides the payment for extra duty already observed upon, the sum of £. 246. 10s. was allowed within the period of that Return to absentee letter-carriers who did no duty. This is at the rate of £. 1,068. 3s. 4d. per annum. On referring to the Return, it will be seen that the number of absentees varied little weekly; and that upon the whole about one ninth of the regular letter-carriers were absent during that period.

It is of the first importance that this establishment should be sufficient to provide for the punctual performance of the service in its utmost probable ordinary extent; and in objecting to the present latitude of system in the maintenance of superannuaries and the allowances for extra duty, we desire only to provide permanently such a sufficient establishment, and to preclude, as far as it may be precluded, a discretionary extraordinary expenditure upon occasions of daily occurrence. We should

should therefore abolish altogether the ill defined class of " supernumeraries," leaving length of service to constitute the only distinction amongst the letter-carriers generally, and to regulate the scale of increase of their fixed remuneration; considering seniority as giving a claim to employment in the more responsible and better paid situations of charge-takers.

We neither see reason, nor would it be consistent with the plan we have submitted for identifying the duties of the present distinct classes of letter-carriers, to propose for them rates of remuneration differing otherwise than in the manner above mentioned; and if the principle of a fixed scale be adhered to, it should admit only of such gradual increase as suggested in our Eighteenth Report.

Eighteenth Report,

It may be observed here that an equal apportionment of duty would, generally speaking, put it out of the power of any letter-carriers but those of superior diligence and activity to earn additional pay by *extra* duty, according to the plan that is now permitted, which deviates from the principle of considering the fixed payment an equivalent for all the service the officer is capable of performing. In looking at the mode of payment, and the means of making such diligence and activity available with advantage to the public, the question occurs, whether it might be expedient to afford these persons an option of receiving payment according to the number of the deliveries effected by them, at a certain rate for each delivery, in preference to the fixed weekly stipend. This rule of remuneration might give encouragement to exertion, more fully, perhaps, than the opportunity now allowed to a portion of the letter-carriers of increasing their receipts by " extra duty," and be free from some of the objections to that system.

Mr. Musgrave states that the established rule of superannuation for the letter-carriers of this department is to allow 10 s. a week, after twenty-five years' service, with the sanction of your Lordships; and we find fourteen are in the receipt of superannuation allowances at this rate, and two at the lower rates of 8 s. and 7 s. per week. Besides these, Mr. Musgrave states that (as has been before observed) there are twenty-five applicants who have been recommended for the allowance. In the mean time, these persons have been receiving, without doing any effectual service, 11 s. a week under the title of " sick money," whilst the duty is performed by supernumeraries. It seems desirable, as a measure of economy, that those entitled to the allowance as superannuated letter-carriers should cease to be classed amongst the receivers of wages, and under this head, to be allowed pay exceeding the superannuation allowance.

Appendix,  
No. 41.

Ibid

The number of effective letter-carriers necessary to be retained, must depend so entirely on the changes which we hope to see adopted in combining the general arrangements for the circulation of letters in the metropolis, that we neither venture to prescribe an adequate establishment for that purpose under all circumstances, nor think it expedient to propose any new distinct establishment for the separate service of the Twopenny-post department in London, that is, in the town deliveries, with respect to which we have nothing more to suggest.

Some observations it seems necessary to add upon the class of persons employed under the denomination of Country letter-carriers.

The superintendance exercised over the country districts of the Twopenny-post department has not been such as to enable any officer in London to afford us satisfactory grounds for judging of the actual state of the establishments out of the town deliveries; of the sufficiency or excess of the number of letter-carriers for the service; or of their actual state of discipline. Mr. Musgrave states that it consists in occasionally visiting the sorting-offices in the country divisions, a duty of the Comptroller, but one which, from the multifarious business of the office, he has been unable to attend to; consequently, as before observed, his chief clerk has had sometimes such duty to perform. It would seem that the interference of the Comptroller or his chief clerk had been occasioned principally by complaints, rather than in pursuance of any systematic plan of control. It is stated in the evidence of the charge-taker at Richmond that the sorting-office there has been visited twice by the Comptroller in the last seven years; and that it has not been visited by any other officer. The sorting-office at Hackney has been visited once within the last three years by the present Comptroller, for the purpose of making an inquiry; but it would seem, from the evidence of the charge-taker there, that the late Comptroller's visits were more frequent and regular. We have not thought it necessary to extend

No. 43.

No. 60.

No. 61.

Appendix,  
No. 41.

our inquiries on this point. Mr. Musgrave states there is a president who is now occasionally employed, under his directions, to go to the various sorting-offices, and to visit them for the purposes of general inspection. This is not a periodical inspection, but he adds, is now more frequent, and will be as frequent as the necessity for supporting the discipline of the office may require. From the further evidence of Mr. Musgrave, it would seem that this additional vigilance had been recently employed in order to enforce a more early delivery of letters in the country districts, to meet the expectations of the public.

No. 43.

Under the system which has prevailed, and still subject to the further occasional inspection which is intended, there is no officer of this department in the country districts superior to the charge-taking letter-carrier of each sorting-office, who is described by Mr. Musgrave as having "no other responsibility attached to him than that which is connected with the transmission of the amount of postage to the office" in London. This person is at the same time a delivering letter-carrier, and gives the common security of all letter-carriers, namely, two sureties in a joint bond for £. 50.

No. 15.

The amount of revenue accounted for annually, in the three last years, through these sorting-offices (or charge-takers), independent of the collection of unpaid letters sent to London, has been as follows:

	£.	s.	d.
1828 - - - - -	83,609	2	5
1829 - - - - -	84,537	12	4
1830 - - - - -	80,747	18	9

This year Lordships will observe is equal to more than two thirds of the whole collection.

No. 3.

In corroboration of our remarks upon the voluminous minuteness of the accounts, we may here incidentally refer your Lordships to a letter of Mr. Musgrave's in the Appendix, stating the impediments on the ground of labour, and necessary delay in consequence, to the preparation of an Account, which we had called for with a view of ascertaining particularly the extent of the various sub-collections that are comprised in this revenue accounted for by the country charge-takers.

No. 43.

No. 62, 61.

The insufficiency of the plan of superintendance in the country may be inferred from the representation of Mr. Musgrave, that if he finds any letter-carrier of whose regularity of conduct he does not entertain a favourable opinion, he sometimes brings him to London, that he may be more immediately under the superintendance of the president. It will be seen from the evidence of two of the country charge-takers already referred to, that no means are adopted to ascertain even the attendance of the country letter-carriers. One of them states, that he has never had any instructions to whom he should report on occasion of the absence of letter-carriers; that he reports either to the Comptroller or the president on duty when a superannuarius is required; that the letter-carrier absconding himself gives notice to him, but there is no person whose particular duty it is to see that the man is necessarily absent.

It appears to us that a more suitable provision for the regulation of the business transacted in the sorting-office of each country division (resembling, as we have already observed, the duties of a country post-office) than can be calculated upon while the entire ordinary conduct of it is left in the hands of letter-carriers, is to be desired.

The proposed occasional visits of a president of the Sorting-office, will be neither sufficient, nor is this a duty which in our opinion can be eligibly imposed upon such an officer, whose avocations in his own department must demand constant attention.

The want of superintendance in these districts may be in some degree attributed to the plan of maintaining distinct establishments and different modes of managing similar services, which is so observable in the departments of the Post-office. But for such distinctions, under which one station is considered a General-post country office, and another a Twopenny-post country office, both perhaps at equal distances from the General Post-office, and otherwise situated alike, the duty of the officers of the General-post establishment, styled Riding-surveyors, would have extended

to



to the country offices of the Twopenny-post department. Two of these officers have their appointed stations in London, and their services should be made applicable for the purposes of inspection to all offices concerned in the circulation of correspondence within their district. With a view to place these country divisions of the Twopenny-post department upon a more ascertained and satisfactory footing, should it be deemed expedient still to provide differently for the collection and distribution of letters in these divisions than in other similar situations, or to extend this plan of circulation upon equal principles to other parts, we recommend, as a preliminary measure, that the officers alluded to should be required to make a survey of each division, and to report upon the existing arrangements, particular attention being paid to the adjustment of the districts, divisions and walks, the number of receiving-houses and sorting-offices in each division, and the comparative apportionment of the letter-carriers for the performance of the services of each respectively. On general grounds, we have before stated, we see no reason for different modes of management where the services are the same. We should, therefore, consistently view the present country establishments of the Twopenny-post department in connection with those of the General-post employed for the same purposes, the only differences being in the more frequent deliveries effected by one than the other (generally), and in the maintenance of a numerous corps of letter-carriers.

Whilst this plan of providing for the distribution and collection of correspondence in the neighbourhood of the metropolis shall continue to be acted upon, it appears to us desirable that more responsible persons than ordinary letter-carriers should be constantly employed as inspectors, who should report periodically and frequently upon all necessary points affecting the discipline and conduct of the letter-carriers, riders, receivers, and others concerned in the management of the service. Such persons should have known fixed stations, and be accessible for the purpose of promptly satisfying inquiries and complaints on the part of the public, as well as responsible to the superior official authorities for the representation of all irregularities otherwise falling within their cognizance.

From such information as we have been enabled to collect, we are inclined to think the services of the country letter-carriers are less laborious than those of the town letter-carriers, and that a diminution of the number of the former, measured according to the results of the survey we have recommended, and in conformity with such other arrangements as may be eventually established in those country parts which are now considered as within the circulation of the Twopenny-post department, will be found practicable.

## RIDES.

Under this denomination are comprized the country districts of the Twopenny-post department, which consist of four divisions, each of which has its separate rides. In three of the respective divisions there are two rides, in one three; making in the whole nine rides. The extent of these rides in different directions has been already adverted to, and may be more particularly seen on referring to the Map in the Appendix.

Appendix,  
No. 37.

Each country division has its receiving-houses, and a portion of these in each ride are sorting-offices, to and from which the letters collected in London, destined for delivery in the division to which the rides are respectively annexed, and vice versa, the letters collected in that division for transmission to London, are conveyed by riders on horseback.

No. 4.

The service is performed under contract, by the terms of which the contractor is bound to "convey safely on horseback His Majesty's mails of letters from London " to the several towns and places within the districts of the Twopenny-post, " denominated by the following Rides, viz. the Finchley Ride, Edmonston Ride, " Woodford Ride, Woodwich Ride, Sydenham Ride, Wadden Ride, Richmond " Ride, Brentford Ride, and Harrow Ride, twice on every day of the week (Sundays excepted): and in like manner " to convey His Majesty's mails of letters " twice on every day in the week (Sundays excepted) from the several towns and " places denominated by the several before-mentioned Rides into the General Post-office in London, or to the Westminster Twopenny Post-office, in Gerrard-street."

He is in like manner bound to convey letters six times a day (Sundays excepted) to and from the respective offices at the General Post-office and in Gerrard-street.

Appendix,  
No. 4.

The contract leaves it at the option of the Postmaster-General "to make such alterations in any of the aforesaid Rides, either by extending or shortening, or wholly relinquishing the same, or by increasing the number of times that any of such Rides shall daily be to be performed, and also to appoint any new Ride or Rides, as he in his absolute discretion may deem expedient," and binds the contractor to the performance of the rides so added to or altered.

On the form of this contract we would observe that no provision appears to be made on the part of the public for the due performance of the service undertaken by the contractor, beyond what arises from his signature of the instrument, which is in the shape of a simple agreement, without any special penal or obligatory clause. In a case in which a failure by the contractor might be attended with such extensive injury and inconvenience, we think that the public should have the additional protection, either of a covenant in the instrument for due performance of the contract under a penalty to be recovered in the shape of liquidated damages, or of a bond in a sufficient penalty to accompany each contract, as in the judgment of the solicitor may be considered most effectual.

The rate of mileage is  $8\frac{1}{2}$  d. for the double mile, and the speed eight miles an hour including stoppages.

No. 32.

Under this contract there has been paid annually in the last five years, ended the 5th January,

1826	-	-	-	-	-	-	-	£. 2,406	3	9
1827	-	-	-	-	-	-	-	2,272	10	2
1828	-	-	-	-	-	-	-	2,272	10	2
1829	-	-	-	-	-	-	-	2,279	15	4
1830	-	-	-	-	-	-	-	2,272	10	2

Idid.

The other expenses incident to this service have been annually in the same period as follows:—

1826	-	-	-	-	-	-	-	£. 254	16	7
1827	-	-	-	-	-	-	-	208	19	1
1828	-	-	-	-	-	-	-	225	4	8
1829	-	-	-	-	-	-	-	161	3	4
1830	-	-	-	-	-	-	-	141	1	2

The total average charge of the Riding establishment, that is, of conveying the correspondence between the offices from which it is to be distributed, may therefore be stated, upon an average of the above period, at £. 2,408. 18 s. 10 d. per annum.

The considerations which arise upon this branch of the service relate, first, to the accommodation afforded, or which might be afforded, to the public resident within these districts; and secondly, to the mode of effecting the service most cheaply, so as to secure that accommodation.

Of the nine rides, seven are annexed to the Lombard-street division, and two to the Westminster division. On each route there is a despatch by a rider twice a day from the chief office of the division to which it belongs, to the appointed sorting-office at the extremity of the ride; and from thence to the chief office; bags being left at intermediate sorting-offices, or points of despatch, in the respective divisions. In like manner there is a despatch twice a day by riders on the several routes to the respective chief offices.

No. 35.

The Return contained in the Appendix, showing the "fixed period of the departure and arrival of the Country Rides," states that of the morning despatch of the rides attached to the Lombard-street division, to be fifty minutes past nine o'clock; that of the rides from Gerrard-street, three minutes past ten o'clock. The fixed periods of the morning despatch from the country to London vary, at the different stations, between six minutes past nine o'clock, and thirty-six minutes past nine o'clock. The afternoon despatch from London takes place uniformly at four o'clock; that from the country varies from six minutes to thirty-six minutes past four o'clock. These periods of despatch are computed from the extreme points of the rides, going and returning; those from the intermediate points vary according to distances.

Besides

Besides the despatches by riders as above described, a great number of bags (56) are made up and forwarded, some on each route, by mail-coaches from London every evening.

In order to measure the extent of the accommodation, that is, the frequency of communication provided for by such means, we may take for example Hackney, where the first sorting-office upon the Edmonton ride is situated, from which letters are distributed and despatched within that district.

The opportunity of sending a letter to Hackney occurs three times a day, and there are three deliveries; from it twice, with two deliveries. To a letter forwarded to Hackney by the morning despatch at fifty minutes past nine A. M., an answer could not be received till after six P. M.; that is, an interval of eight or nine hours. A letter addressed to Hackney, put into a Twopenny-post receiving-house at ten A. M., would not be forwarded till four o'clock P. M., and would be delivered probably about five o'clock, that is, in about seven hours. The next despatch from Hackney after the arrival of this letter there, would be at about half past ten o'clock on the following morning; the fixed period of arrival in London for this despatch is forty-five minutes past ten o'clock, and a letter sent by it would fall into the twelve o'clock delivery, and be received probably about one o'clock P. M. Thus, in this case, twenty-seven hours would elapse before the receipt of an answer, through the Twopenny-post department, to a letter conveyed a distance of about three miles (from the General Post-office). The opportunity of communicating (by letter and answer) with Hackney, through the Twopenny Post-office, is afforded only once in twenty-four hours, and eight hours are required for this interchange of correspondence. This statement refers to letters sent from and addressed within the town delivery of the Twopenny-post department.

The course of circulation through this department may be further exemplified by tracing the progress of a letter from one country division into another: for instance, a letter despatched from Chelsea to Hackney, if put in before ten o'clock A. M., would be delivered at Hackney between five and seven o'clock P. M., that is, in about eight hours; an answer to this letter ~~must~~ wait for the next morning's despatch, and would be delivered at Chelsea between five and seven o'clock P. M. of that day.

No. 44.

A letter put into the receiving-house at Chelsea between ten A. M. and five P. M. would be received at the Westminster Sorting-office at about half past five o'clock P. M., and despatched thence (by the evening mail) to Hackney, where it would be delivered between eight and nine o'clock the next morning. An answer to this letter, if put in before half past ten A. M. at Hackney (which Mr. Musgrave states might be effected in some instances), would be delivered at Chelsea (as in the preceding instance) between five and seven o'clock P. M.; but if after half past ten o'clock, it would not be delivered till between eight and nine o'clock the following morning.

Ibid.

Thus the least possible time required for the interchange of letters between Chelsea and Hackney may be stated at about twenty-six hours. In the case last stated, the interval would be at least thirty-eight hours, the distance being about six miles.

Parallel cases might be stated, with little variation, with respect to various other parts contiguous to the boundary of the town delivery of the Twopenny-post, which are included in the country rides, though not so distant from the London Sorting-offices as other parts that fall within that boundary.

The possibility of extending further accommodation to the country divisions of this department, by a different employment of the means now used, is next to be considered.

There are at present three despatches to most of the country divisions, and only two from them; the mail-coaches being made use of only to carry bags from London.

No. 45.

Mr. Musgrave, on its being suggested to him, appears to consider it "not impracticable" to employ the same means of bringing up letters as of carrying them down; and that some additional facilities might be thus afforded by the mail coaches.

With proper arrangements for the receiving and collecting letters to as late an hour in the evening as might be consistent with convenience, the mails might bring

to town the great majority of the letters which now form the morning despatch from the country; and they would thus be ready for delivery with the General-post letters in London two or three hours earlier than they are now received. A ride despatched from London after a sufficient interval, for example at twelve o'clock, would carry answers to these letters. A ride despatched at the same time from the country would carry answers to the letters conveyed there by mail in like manner; and these rides despatched again with a sufficient interval, for example, at four P. M., would carry answers to the letters conveyed by them. By these means, subject to any more convenient adjustment of the periods of despatch, a double interchange of letters, instead of one as at present, would be provided for in the country within about twenty-four hours, and in London within about twenty-seven hours, without additional expense; and of the practicability of such an arrangement, without those additional means hereafter adverted to, which we are of opinion might be advantageously employed, we have no doubt.

It must be observed that the same time is requisite for procuring an answer from the nearest and most remote part of each ride. This is an unavoidable consequence of employing (that is, waiting for the return of) the same conveyance between the points of reciprocal despatch at the extremities of the rides; and it is not peculiar to the Twopenny-post department. From an adherence to this plan in the General-post establishment it happens that an answer is received in London as speedily from Hereford as from Hounslow; from a distance of 140 miles as from a distance of 10 miles; and that the shortest period within which a reply can be obtained to a letter sent through the General-post is thirty-six hours. This statement it must be observed refers only to places on the direct routes of the mail-coaches; and not to cross posts; with which the period of intercourse is necessarily in many cases more protracted.

The effects of this principle of circulation, as it tends to limit the revenue as well as the convenience afforded to the public, and the alterations in the established system which those effects may justify us in suggesting, we shall not omit to bring under your Lordships' consideration, in treating of the existing arrangements for the conveyance of the general correspondence of the country.

From the operation of this plan within the circuit of the country deliveries of the Twopenny-post department, to which our suggestions are here confined, considerable relief will be found in the equal extension which we contemplate of the town delivery in the manner hereafter stated.

With respect to the present mode of conveyance by riders we have to observe that, although under the contract the stipulated speed is "eight miles an hour" including stops, a comparison of the fixed periods of despatch and arrival, as shown in the Return before alluded to, with the extent of the respective routes or rides, does not indicate an adherence to this rate of speed in the performance of the duty. The following Table, prepared from that Return, shows the time allowed for each despatch on each ride, with the distance.

Appendix,  
No. 35.

Distance Miles.	TIME ALLOWED—				
	1st Despatch.	2d Despatch.	3d Despatch.	4th Despatch.	
	h. m.	h. m.	h. m.	h. m.	
Finobley - -	10 ½	1 20	1 23	1 44	1 33
Edmonton - -	8 ½	1 6	1 9	1 25	1 9
Woodford - -	12	1 25	1 25	1 35	1 25
Woolwich - -	9 ½	1 14	1 17	1 39	1 17
Sydenham - -	8	1 2	1 2	1 25	1 2
Wadon - -	12	1 36	1 36	2 1	1 36
Richmond - -	12	1 35	1 35	2 -	1 35
Brentford - -	9	1 5	1 6	1 33	1 5
Harrow - -	12	1 25	1 44	1 35	1 44

The

The distances here stated are not the distances on the direct routes to the places named, but, according to the terms of the contract, "the ascertained, settled and agreed" distances, for which the contractor was entitled to claim payment on each route.

Different periods are allowed for different despatches on the same ride: thus on the Finchley ride, the distance of which was settled at 10  $\frac{1}{4}$  miles, the time allowed for the morning despatch (one hour and twenty minutes) differs from the time allowed for the evening despatch one hour and forty-four minutes) by twenty-four minutes. On the Edmonton ride, settled at 8  $\frac{1}{4}$  miles, there is a similar difference of nineteen minutes. The Woodford, Wadden, Richmond and Harrow rides, are all settled at 12 miles distance: between the shortest and the longest time (one hour and twenty-five minutes, and two hours and one minute) allowed for a despatch on these rides, there is a difference of thirty-six minutes, or more than a third of the whole time that should be allowed under the contract for the performance of the distance.

In various instances the rate of speed, "including stops" according to the contract, calculated upon the whole distance, falls very short of the stipulated rate of eight miles per hour: for example, the afternoon despatch from Wadden and from Richmond does not exceed six miles an hour; on the Woolwich, Sydenham, Wadden, Richmond and Harrow rides, the time allowed for each despatch exceeds more or less the proper limit. These apparent deviations from the contract have been by no means satisfactorily explained in the evidence of Mr. Musgrave. He stated his impression "that the principle of acceleration has been miscalculated; " that it should have been stated, not including stoppages," notwithstanding that the contract is expressly "stops included;" a fact of which Mr. Musgrave on being questioned expressed his "belief;" admitting upon the whole that he had not observed "whether the contract was accurately performed or not," but had adhered to arrangements which he represents as having been established before he succeeded to the office of Comptroller. It must be observed, however, that in the pecuniary terms of the contract there has been a change by a reduction of one halfpenny per mile, as Mr. Musgrave states, since he came into office. The condition as to speed is, as has been already stated, in the renewed contract. Mr. Musgrave's subsequent explanation on this subject will be found in a letter annexed to his evidence, from which it would seem that the excess of time is in some degree, and in certain instances, accounted for by the want of a more accurate regulation and adjustment of the periods of collection and despatch.

The duty of checking the punctual performance of the rides according to the time allowed rests with the charge-taking letter-carriers in the first instance, it being their duty to note upon the way bill the time of arrival and despatch. These way bills are examined by the presidents of the Sorting-offices, and subsequently, as it appears, in the Comptroller's office, where they are copied, besides being preserved for the purpose of recording the execution of the duty. In this case, as in others before adverted to, the essential control lies with the inferior officers, and the steps taken in the Comptroller's office are superfluous.

The apportionment of the divisions to the respective branches of the department, that is, the Head-office and the Westminster-office, require to be adverted to in looking at the arrangements for expediting the correspondence with the country districts. It has been already stated that two only of the country divisions, the Brentford and the Harrow, are assigned to the Westminster-office; and with respect to the former of these, Mr. Musgrave's evidence throws doubt upon the Return made to us, as it would thence appear that this ride begins sometimes at the General Post-office; sometimes at the Gerrard-street office. Owing to this arrangement and the formation of the divisions, not only is the quantity of business very unequally allotted to the respective chief offices, but the point of despatch for a considerable district lying westward of Gerrard-street (the Westminster chief office) is placed at the more remote Sorting-office at the General Post-office. This is a two-fold source of delay; first, as the correspondence collected in Gerrard-street, to be circulated within the district alluded to, is sent to Lombard-street, and thus circuitously carried on its route to its destination; and secondly, as the ride is lengthened by commencing at the more distant office. The effect is the same with respect to the despatch inwards: the letters addressed within the Westminster division are carried through to the General Post-office, and thence conveyed to Gerrard-street for circulation.

Appendix  
No. 4.

No. 44.

Ibid.

Appendix,  
No. 39.

It seems difficult to account for the existing apportionment of the country divisions, which is described upon the Map in the Appendix. Richmond, Twickenham and Hampton, Hampstead, Highgate, Hendon and Finchley, fall within the Lombard-street division, together with the whole of the divisions eastward (extending north and south) of Gerrard-street. It appears past doubt to us, that much may be done to prevent unnecessary labour, and to expedite the circulation, by a more equal and consistent arrangement of the country divisions, with reference to the points of despatch, in conformity with the suggestions which will be found in our subsequent notice of the plan of the town circulation. Such an arrangement should be the first object of the survey which we have before recommended should be formed of the whole of the country divisions by the riding surveyors.

No. 41.

Having offered such remarks as occur to us upon the present arrangements for conducting the riding service, with a view to expedition in the communication as well as to economy, we cannot omit to observe, that throughout the greater part of the country divisions of the Twopenny-post department the means of frequent and regular conveyance by established coaches are supplied. It appears to be advanced as a maxim in the administration of the Post-office, that the correspondence cannot be entrusted to private (or as they are considered irresponsible) persons; and Mr. Musgrave, your Lordships will see, objects to the employment of carriages not the property of the Crown, for the use of this department. It is scarcely necessary to observe that this principle is departed from practically in different branches of the establishment; and we are of opinion that much advantage may be gained to the public service, and some encouragement afforded to private enterprise, by making that enterprise available towards the services of the department of the Twopenny Post-office. Exemption from tolls whilst so employed would probably be an adequate inducement to the proprietors of "short stages," as they are called, to enter into sufficient undertakings for the purposes of regularity and security in the conveyance of mail bags. By these means we conceive the greater part, if not the whole, of the expense of the Twopenny-post rides may be saved, and the frequency of communication greatly facilitated, to the advantage of the revenue.

On the expenditure for riding work, as it is now regulated, it is necessary to add some few observations.

From returns in our possession of the various contracts entered into for the performance of the riding work in the General-post establishment the mileage appears to differ in various instances to an extent scarcely reconcilable with any imaginable difference in the actual service. For example, the highest rate for a daily post is stated at £. 14. 18 s. 11 d., the lowest at £. 3. 6 s. 8 d.

Eighteenth Report,  
Appendix, p. 224.

Sir Francis Freeing has supplied us with an estimate of the average rate of the general mileage, which is stated at £. 7. 3 s. 7 d. per annum. Calculations, however, founded on the returns referred to would show that the general expense of mileage in the year 1826 (ending 31st January 1827) exceeded by upwards of £. 2,000 the total charge calculated by the above-mentioned estimated rate. The expenditure in the General-post establishment for this service, averaging £. 30,000 a year, will call for further examination on several grounds; it is here adverted to for the purpose of comparison. The rate of mileage for daily posts (Sundays excepted), calculated from the returns alluded to, would be £. 6. 12 s. 2 d. per mile per annum. On comparing this rate with the computed rate of the annual mileage for the same service in the Twopenny-post department, we find the latter exceeds it by £. 4. 9 s. 6 1/2 d. per mile per annum, the annual mileage in this department being at the rate of £. 11. 1 s. 8 1/2 d. per mile. On the other hand, this rate is considerably lower than the highest rates of General-post daily rides, which are stated at £. 14. 18 s. 11 d. and £. 13. 8 s. 7 d.

Appendix,  
No. 44.

Ibid.

Mr. Musgrave states that in fixing the terms of the existing contract, which was made under his superintendance, the rates of mileage in the General-post establishment were not adverted to; that the contract was open to competition, and that the rate of mileage that was adopted had reference to the former contract. He states also that the wear and tear is very great, and that the Twopenny-post riders convey greater weights than the General-post riders. Making allowance for some excess of price in the contract in London, on the grounds urged by Mr. Musgrave, we still are of opinion that it might have admitted of reduction, so as to approach more nearly to the average rate of charge for such service throughout the establishment, considering that the contract has been held for several years by one sole contractor, without any variation of the terms, or opportunity for competition.

In

In answer to our inquiries as to the control of this expenditure, Mr. Musgrave observes "the expense is always the same, it requires no check; it is an accurate calculation of the rate per mile." The accuracy of the number of miles allowed, the arrangements for ascertaining and limiting the necessary extent of the rides, and the actual performance of the duty, however, suggest themselves for observation; and appear to us to be points to which the attention of the Comptroller should have been directed.

The number of miles of the respective rides, it has been before observed, was "settled and agreed" as expressed in the contract; and Mr. Musgrave states his belief that this settlement was regulated originally by actual admeasurement, and up to the time of the removal of the General Post-office, the payment of the contractor has been governed by this settlement. Mr. Musgrave having stated that it had recently been judged proper to revise the distances, we called for an account of the survey of the present routes, presuming that it had extended throughout their whole distance. It seems, however, from the explanation of Mr. Musgrave that the survey has been extremely partial, extending only to the space between the new General Post-office and the first sorting-office of the rides, with a view to ascertain the difference occasioned by the removal of the General Post-office. How the measurement for which payment is made between those sorting-offices and the extremities of the rides was made, or whether it is accurate or not, Mr. Musgrave says he "cannot positively state." He found the rides arranged according to their present distances in entering upon the office, and has taken it as admitted that they were correct. These distances are stated to have continued so established for upwards of thirty years. The following comparative Table exhibits the direct distance, as it is found stated in the Road-books, and the allowed distance of each ride in the official practice. It must be observed that the measurements of the former are not taken from the General Post-office.

	DIRECT MILES.	MILES ALLOWED.
Finchley	8 2	10 ½
From Holborn-barre by Hampstead	7	
Hicks's-bell by Highgate	6	
Edmonton	6 6	8 ½
From Shoreditch-church	6	
Woodford	8 6	12
From Shoreditch-church	9 3	
Woodford-works	9	
Whitechapel-church	8 4	9 ½
Woodbush	8 4	
From London-bridge	6 4	8
Sydenham	6 4	
From Stones-end, Borough		12
Wadden		12
Not in Carey's Road-book.		
Richmond	9	
From Hyde-park corner by Putney	8 7	
Kew	7 1	9
Brentford	7 1	
From Hyde-park corner	9 6	12
Harrow	9 6	
From Tyburn-tumpike		

Although Mr. Musgrave states that no alteration of the routes prescribed for official purposes has occurred to vary the distances, it is impossible to suppose that the changes in the lines of the roads and other improvements have left the actual distances necessary to be travelled unvaried for a period of thirty years; and we cannot but observe that a total disregard of such changes is inconsistent with a vigilant attention to the duty of controlling this expenditure. With a view to ascertain the actual distances performed, and to make the contract conformable to such distances, we recommend an actual survey of the route taken on each ride. This, however, should be accompanied by a review of the divisional arrangements,

as a means of limiting the rides, so as to avoid unnecessary circuitousness in the routes respectively.

Upon the distance to which the rides extend from London, the inequality of that extent in different instances, and the exceptions of places within corresponding distances of the metropolis, we do not purpose here to add any observation. The questions which may be for consideration, and have been already suggested, with regard to the mode of conveyance, and the grounds for making peculiar provision for the circulation of correspondence within the limits of the present rides, and in other parts beyond the future boundary of the town delivery, will be influenced by the determination that may be taken with regard to the enlargement of that boundary; and must connect themselves with the consideration of any arrangement which it may be found expedient to recommend, affecting what is now distinguished from the country correspondence of this department, under the denomination of General-post correspondence, destined for circulation within equal distances from the metropolis and under similar circumstances; and with the farther consideration of the additional distinction regarding correspondence in the country, which arises out of the provision of the Act called the Fifth Clause Act, under which a class of offices, or receiving-houses, has been established upon a footing different from the offices in post towns, and different also from the country receiving-houses of the Twopenny-post department; with a view to the establishment of some general principle to regulate the circulation of correspondence in the country. But we must advert to the distribution of the existing country divisions between the two chief offices, which has been noticed as unfavourable in a considerable extent to expedition, as a cause also of some increased expense in prolonging the rides, and of course augmenting the mileage.

The practice described by Mr. Musgrave regarding the Brentford ride alluded to before, according to which it is calculated alternately from the General Post-office and from Gerrard-street, shows that the rule of proximity has been espiously disregarded in fixing the points of commencement for each ride with reference to its ultimate destination.

With regard to the actual performance of the duty for which payment is allowed according to the terms of the contract, Mr. Musgrave considers that sufficient checks are established. We are of opinion, however, that the settlement with the contractor should be differently transacted. At present he is not required to prefer his claim, nor is he at all responsible for the accuracy of the account upon which the settlement takes place, which is officially prepared, together with a warrant, in the Comptroller's office. To this method of exempting those who have claims upon the establishment from an avowed responsibility for the justice and accuracy of their receipts out of the revenue, we have before had occasion to object, in observing, in our Eighteenth Report, upon the similar practice in the settlement of similar claims of much greater magnitude through the office of the superintendent of mail-coaches; and we have to recommend that the mode there suggested should be adopted in the future adjustment of the mileage accounts in this, as in all other branches of the establishment where such expense may continue to be incurred.

#### SUPERANNUATIONS.

A Return will be found in the Appendix, showing the amount of superannuation allowances in this department to be £. 971 per annum.

In each particular case, with the exception of the letter-carriers, it is stated that your Lordships' authority has been obtained. In each, the length of service has been considerable, the least being fifteen years, the greatest forty-one years, with the additional ground of claim of alleged bodily infirmity. Upon these cases we have therefore no observations to offer.

With regard to the letter-carriers (before alluded to), it would appear that a general authority of the Board of Treasury, dated in 1797, has been considered to admit of the grant of superannuated allowances to these persons by the Postmaster-General, without a specific sanction of your Lordships in each instance. This we are of opinion should not be dispensed with hereafter on any occasion.

Having closed our observations upon the Establishment and Expenditure of the Twopenny-post Department, it remains for us to submit some suggestions for consideration.

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No. 43.

Eighteenth Report,  
P. 36.

Appendix,  
No. 8.



sideration, with a view to a more extended and combined plan of delivery and collection, embracing letters of all descriptions, which in their progress for distribution pass through the respective departments of the Post-office establishments in London.

## CIRCULATION.

In attempting to regulate the circulation of correspondence in the metropolis and parts contiguous or adjacent to it, upon impartial and consistent principles, having regard to comparative accommodation and comparative charge under circumstances of equal claim and equal expediency, as affecting the public convenience on the one hand, and the fair interests of the revenue on the other, it is impossible to adopt as any criterion, or guide, the established limits of either of the three differently defined deliveries of the General-post, the Foreign-post, or the Twopenny-post. But on a review of the latter, for the proposed purpose, reference must be had unavoidably to the former; since, as your Lordships will have learnt from the preliminary statement of this Report, and from subsequent explanations of the practice, the rule of taxation, and in some respects the rule of management in this department, is proscribed by, or made dependent upon, the extent and definition of the General-post delivery. Upon this, therefore, it is necessary to offer some observations; and in order to facilitate an understanding of this part of this subject, we have placed in the Appendix a Map whereon the respective boundaries of these several deliveries are distinctly traced.

Appendix,  
No. 57.

Your Lordships will remark how very small a portion of the populous precincts of London, Southwark or Westminster, is comprehended within the space of the General-post delivery, and the singularly capricious and irregular line which describes its boundary. The whole circumference of this space may be estimated at about 20 miles. Its extreme breadth from north to south is not half of its length from east to west; the former being less than three miles, the latter about seven miles: Blackwall and the India Docks are included in it; Islington, Paddington, Knightsbridge, Kensington, are excluded. A circle having for its centre the site of the General Post-office, and touching the eastern extremity of the boundary of General-post delivery, your Lordships will see, on referring to the Map, would embrace all these places, extending to Crouch End on the north, beyond Stepney and Limehouse on the east, nearly touching Clapham and Dalwich on the south, and including Knightsbridge and Brompton westward, covering an additional population of probably 500,000 inhabitants.

We are unable to offer a reasonable solution of the causes which have continued to circumscribe the actual delivery of the General-post, or a satisfactory explanation of the advantage, both in lesser expense and greater expedition, which has been afforded partially in situations equally distant from the centre of this circulation with others to which it has not been extended. We are indeed aware that in proportion as the limits of the General-post delivery may be contracted, and the Twopenny-post department made auxiliary to the circulation of General-post letters beyond those limits, upon the plan now sanctioned, the revenue from such letters may be supposed to be enhanced; but we are not disposed to ascribe to the Post-master-General, in whose discretion it lies to extend these limits, as a ground for not exercising this power, a calculation which, if practically sustained, we conceive, whilst it operated not impartially, would be at variance with the more liberal principles which should influence a judicious administration of this establishment.

Your Lordships are aware that throughout the circuit of the General-post delivery, the delivery of the Twopenny-post is co-extensive. Beyond that circuit there is a continuation of what is called the Twopenny-post town delivery (or a delivery on the boundaries), which your Lordships will find also traced on the Map, by a line separating this portion of the Twopenny deliveries from the country divisions, as they are termed.

No. 58.

The delineation of the boundary of the town delivery of the Twopenny-post department, your Lordships will remark, is irregular, like that of the General-post delivery. The greatest breadth of the former exceeds that of the General-post delivery by about a mile. In its extreme points from east to west it measures about an equal distance; and whilst the boundary of the Twopenny-post delivery varies widely in its greater portion from that of the General-post, in some parts of their circumference they are precisely or nearly the same.

The Foreign delivery, it will be seen on referring to the Map, is bounded by a line varying from that of the General post, as well as from that of the town delivery of the Twopenny-post; and is comprized within still more irregular, but much narrower limits, than either. It seems needless to add any particular observations upon this third apportionment of the letter-carriers' deliveries in town, but such as will occur in noticing its effect upon the system of circulation.

The irregularity which pervades the boundaries of the several town deliveries, prevails also in the limits of the country divisions of the Twopenny-post department.

Measured from the same centre as the above estimated extent of the General-post delivery, the greatest extent of the country deliveries of the Twopenny-post department is upwards of fifteen miles; the least about half of that distance.

The objectionable results of the existing distinctions and limitations of the respective deliveries to which we have endeavoured to direct your Lordships' attention are principally these:

- 1st. That they cause increased official labour, expense and delay, attended with a complication of accounts which is unfavourable to a prompt and certain system of control.
- 2d. That they are attended with an unfair inequality of charge upon the public; and,
- 3d. That the scope and plan of circulation are imperfect and inadequate to the public wants and convenience.

Upon each of these points we shall offer a few remarks.

Eighteenth Report

It appears to us to be almost superfluous to attempt to enforce the opinion originally expressed in our Eighteenth Report that an incorporation of the three separate classes of letter-carriers, for the common purpose of delivering all letters, must be attended with a diminution of labour, and of the whole necessary number of persons employed, and with a proportionate reduction of expense.

The three several classes are at certain periods simultaneously employed in the services of collecting, or delivering, separately, and within certain limits in the same space differently divided, letters classed under different official distinctions, which distinctions it is useless to observe in the delivery, whilst in the collection they might be preserved to any necessary extent as well by one class of collectors as by three.

The uncertainty of the arrival of foreign mails, and the maintenance of a distinct class of letter-carriers for the circulation of foreign letters exclusively, must leave those persons frequently unemployed within the ordinary and too limited period when the deliveries of such letters are made by them; whilst their number may be insufficient for the prompt delivery of an accumulated correspondence. Both these objections would be obviated by generalizing the duties of all the letter-carriers, and making their services applicable alike to this and every portion of the correspondence.

It may be observed, too, that each class of letter-carriers has attached to it certain supernumeraries, to provide for its own peculiar casualties; and that the system of extra duty performed by regular letter-carriers does not admit of a general intermixture of the separate classes, whence the assistance of many unemployed men of one class may be lost, whilst their co-operation with another might be very useful.

The total number of supernumerary letter-carriers is ninety.

In explanation of the increase of official labour, and its complication, we cannot avoid bringing under your Lordships' further notice some examples of the practical absurdity and inconvenience of the subsisting distinctions. Two letters brought to the Head-office, one by a mail-coach, the other by a rider, or deposited in the letter-box, within the same period (that is, between the evening despatch of the Twopenny and the delivery of the General-post on the following morning), to be delivered at the same place, pass into the hands of different letter-carriers, and through all the detailed forms of distinct accounts. The object and effect of this arrangement are to distinguish the amount of postage of letters rated at 2d. and 3d. from

3 d. from that of letters bearing the higher charge of 4 d. and upwards, a distinction which, as it seems to us, is altogether useless.

If the first of the two letters above alluded to were addressed beyond the boundary of the General-post delivery, and within that of the eastern division of the Twopenny-post department, a more complicated difference of treatment would occur: such a letter would be transferred from one branch of the Head-office to another under the same roof, and give occasion, as your Lordships have seen, for an intermediate account between those offices; the delivery of the letter and the collection of the postage, under a twofold taxation, would devolve from the Inland-office upon the letter-carriers' department of the Twopenny-post, and the total of the postage received on such a letter would be accounted for in separate portions, through separate accounts and by means of separate Accountants. Notwithstanding this separation of the revenue and the accounts, in this latter case your Lordships will find an explanatory instance of that combination of the deliveries which, in theory, we have found several of the officers opposed to; whilst it exists in practice, clogged with useless official labour bestowed on superfluous forms and accounts, and without that simplicity and uniform extension of system which we have recommended, and again beg to recommend as deserving your Lordships' consideration.

The experience of very many persons must prove that, but for a difference of a few minutes, the same letter-carrier might have been frequently the bearer of a General-post letter and a Foreign letter, and a Twopenny-post letter, to the same spot.

It was stated in our Eighteenth Report that there is an exact coincidence of the ordinary first delivery of the Foreign letter-carriers and the second delivery of the Twopenny-post department, both commencing at ten o'clock. The despatch of two sets of letter-carriers from the same place at the same time, upon routes made different only by arbitrary limitations, appears to us to be a very ill digested arrangement. Alas, since the date of our Eighteenth Report, there has been some approximation of the commencement of the first deliveries of the departments of the General-post and the Twopenny-post; and we remain of opinion that in that Report the means have been suggested of effecting a combination of the deliveries with great advantage on the grounds of expedition in the circulation, economy, directness of control, and a simplification of the system of accounts. Eighteenth Report.

The next point to be adverted to is the inequality of the charge for postage consequent upon the different limitations of the deliveries, and the practice founded on that difference.

Under the statutable provision every General-post letter (that is, every letter conveyed in the first instance by the General-post) coming to London, addressed beyond the boundary of the General-post delivery, and transferred for delivery to the Twopenny-post department, is chargeable with 2 d. in addition to the General-post rate. The unequal operation of the scale of postage with regard to such letters may be exemplified in several ways: first, the same addition of 2 d. is made to the lowest rate of the scale of the General-post charges, namely, 4 d., and to the highest, which upon a single letter may be 1 s. 4 d. or more. In one case the increase of the tax is 50 per cent, in the other about 12. The difference in the extent of the whole service performed in the two cases varies from this difference in the impost only in proportion as the scale of the General postage is unequal with reference to the respective distances to which it might apply in these cases. For it may be observed, next, that the additional impost upon a General-post letter is the same, whatever be the extent of the service performed through the Twopenny-post department; for example, the conveyance of such a letter from the Head-office to the City-road, a distance of one mile, or on the Harrow ride, a distance of twelve miles, creates equally a charge of 2 d. These observations apply *vice versa* to letters passed through the Twopenny-post department for circulation by the General-post establishment.

With respect to Foreign letters circulated through the Twopenny-post department, the application of the additional rate has been (with reference to distance) more severe, inasmuch as this addition was made to commence at the more limited confines of the Foreign delivery; but this practice having been complained of, it has been remedied by continuing to transfer to the Twopenny-post department for delivery all letters addressed beyond those confines, but exempting from charge all

such letters so delivered in the intermediate space between the boundaries of the Foreign and General-post deliveries.

The result of this arrangement, thus recently modified (which your Lordships may remark involves a wider co-operation of the Twopenny-post department with the Foreign than with the Inland-office, and practically corroborates our suggestion that the different deliveries should be combined,) has been to place Inland and Foreign letters on the same footing in point of additional charge; but from this practice this inconsistency arises, that of two letters conveyed by the Twopenny-post to the same place, one incurs a charge of 2*d.*, the other none; that is, the service transferred from the Foreign to the Twopenny-post letter-carriers, is performed for nothing in the cases above stated.

The instances that have been adduced (with one exception) occur upon correspondence that is not Twopenny-post correspondence. Upon a portion of the correspondence referred to no Twopenny-post revenue arises, and upon none of it is the receipt confined to that revenue.

The inequality of taxation upon what may be more properly called Twopenny-post letters, though including those subject to the rate of 3*d.*, that is, such as originate and complete their circulation within the limits of the Twopenny-post delivery, is occasioned, first, by the unequal extent of the boundary of the General-post in different directions, and secondly, by similar inequalities in the boundary of its own delivery; the charge of 3*d.* being incurred on every letter delivered beyond the first-mentioned boundary, and not being increased within the circumference of the letter, whilst this embraces at different points very unequal distances. Thus a charge of 3*d.* is levied alike for a letter delivered by a letter-carrier on foot within a mile, and for a letter conveyed by a ride at a distance of fifteen miles, from the Head-office.

Again, letters carried equal distances from the Head-office become subject to different rates, according as the place of destination is, or is not, included in the irregularly described circuit of the Twopenny-post delivery; or according as the letters may be classed with General-post letters or with Twopenny-post letters: for example, a letter going to Kingston, which is separated from the Twopenny-post establishment, would be charged 4*d.*, as being a General-post letter; whilst a letter sent to the adjacent village of Hampton, or to Harrow, would be charged 3*d.* The disadvantage of local position, which is attended with an increase of charge (from 2*d.* to 3*d.*), is aggravated in some situations by the limitation of the number of deliveries, which at any place beyond the line of the town delivery, where the higher rate of charge is incurred, whatever be its distance from the point of despatch, never exceeds three; whilst to other situations more remote from that point, the benefit of six daily deliveries is extended. A still more objectionable anomaly than that which has been noticed above, may be observed in the case of Croydon, to which place letters are conveyed both by the General-post and Twopenny-post establishments, and differently rated with the charge of 4*d.* or 3*d.*, according to the channel of conveyance.

These variances in the rate of charge are not sanctioned by the rule of distance, which is the basis of the scale of postage in the General-post establishment, and which formerly limited the circulation of the Twopenny-post department, nor are they such as must be properly recognized and tolerated as incident to a system of distribution defined upon uniform and equitable general principles: they arise, and it must be admitted in some instances vexatiously, from want of common rule, consistency and comprehensiveness in the existing arrangements. Upon the means of remedying these defects we shall venture to submit some suggestions in our concluding remarks upon the actual scope and plan of circulation.

Appendix,  
No. 28.

An inspection of the Map already referred to, a reference to the observations which have been pointed to it, and the explanation which has been given of the effect of the distinctions there described upon the official arrangements connected with the distribution of the correspondence, and upon the scale of taxation, will, we think, sufficiently indicate the imperfection and narrowness of what is called the General-post delivery, and the convenience of comprehending all letters destined for delivery in London, and parts contiguous to it, within a given circumference, under the same system, as regards their circulation and the collection of the revenue;

revenue; and to this system should be adapted a scale of charge exempt from fluctuating irreconcilable with any fair or common principle.

The consideration that should limit the circumference within which such a London town delivery should be provided for, is, we think, simple, and included in the question *within what distance, equal in all parts from a centre fixed with reference to the point of despatch (by which we would be understood to mean the point at which the letters are placed in the hands of the delivering letter-carriers), the delivery can be effected within a convenient space of time, fixed by calculation of the time ordinarily requisite for completing the delivery within the prescribed limits?*

It is not within our province to sift this question with accuracy or minuteness: we could it be determined without a previous decision which should fix the point of despatch. And here it becomes necessary again to bring your Lordships' attention to the difference observed upon in our Eighteenth Report, between the existing separate systems of the circulation by the General-post establishment and by the Twopenny-post department; the former having but one, whilst the latter has two points of despatch (or Sorting-offices). Notwithstanding the opinions of some of the practical officers of the General Post-office establishment, the superior convenience of the latter arrangement seems to have been proved by experience in the department of the Twopenny-post; and to stand admitted even in the practice of the General-post establishment; inasmuch as the assistance of the Twopenny-post department is resorted to for the completion of the delivery of Inland and Foreign letters; and we find it impossible to understand why different modes of distribution should be employed for letters, with respect to which the only difference lies in the mode of their conveyance to the same point whence all (that is, General-post letters, Foreign letters, and Twopenny-post letters) are to be distributed.

Eighteenth Report.

We adhere, therefore, to the opinion expressed in our Eighteenth Report, that a plan of a combined delivery should be carried into effect, according to the established and approved practice of the Twopenny-post establishment, that is, facilitated by including different points of despatch.

Eighteenth Report.

Your Lordships will see that the sphere of accommodation to the public would be extended by applying to two (or more) points of despatch the rule we have suggested as that which should define the extent of the London or town delivery. But, in prescribing the limits of the whole London or town delivery by the application of this rule to different points of despatch, regard must still be had to the fundamental principle of affording equal accommodation on equal terms to all parts, being equally distant from a fixed centre, to which it should be found expedient to extend this delivery.

This extension in its several parts must therefore be limited by a calculation of the whole space that would be included in such a circumference. This may be exemplified by a circle drawn round and touching the most distant extremities of the town deliveries (from the east and western points of despatch) of the Twopenny-post department.

Supposing these two points of despatch to be judiciously selected for the diffusion of correspondence in London and parts contiguous to it, the consideration according to the rule proposed would be, whether the delivery could be effected within a convenient period throughout the circle so defined, and its contraction or enlargement would ensue in proportion as its extent should be found to exceed or fall short of the possible means of effecting such a delivery. It is indifferent for the purpose of illustration whether the point taken above, lying at an equal distance from the eastern and western extremities of the town deliveries of the Twopenny-post department, or any other, be selected as the centre of the proposed circulation; and, in endeavouring to explain our intention by an example founded on the subsisting arrangements, it has not been our design either to limit the number, or to prescribe the situations, of the points of despatch which it might be found convenient to establish for the purposes of a general London or town delivery; but merely to suggest a principle and mode of forming an outline of such a delivery, the size and scope of which should be determined by decisions on both those points, and by calculations of the facilities afforded thereby.

These decisions can be safely formed only from experience, and subject to the preliminary determination of the number and positions of the points of despatch or Sorting-offices. As to the former it may be observed that the system of manage-

ment that is found suitable for conducting the circulation through two Sorting-offices might be adapted equally to a greater number of Sorting-offices; and we foresee no difficulty that would attend an increase of the number.

The choice of situation for such offices must be very material towards facilitating the delivery. For the sake of illustration it will be desirable here to observe upon the actual position of the present Sorting-offices (or points of despatch); and in so doing, it becomes necessary to bring more particularly under your Lordships' view the general plan of the divisions that are comprised within the limits of the present town delivery of the Twopenny-post department.

It has been stated that there are two grand divisions, hitherto known under the names of the Lombard-street division and the Westminster division, one having its principal (or Sorting) office at the General Post-office, the other in Gerrard-street; each of these has its sub-divisions (wherein there are various receiving-houses), and these are again divided into walks (or districts), within which the several letter-carriers effect the respective collections and deliveries.

On a superficial view there is a great apparent disparity between the two grand divisions. The Lombard-street division, on referring to the Map, will be found to extend from east to west about five miles, and in its greatest breadth from north to south about three miles.

The Westminster division has not an extent from east to west of two miles and a half, and from north to south, at the most distant points, it measures about three miles.

We are aware that these references to comparative distances will not afford an accurate estimate of the whole space lying within the irregular boundaries of the respective divisions; nor is it by such a calculation alone that these divisions should be regulated. The object being to facilitate the official management and to expedite the delivery equally in the respective divisions, the quantity of business apportioned to each therefore must be taken into account. This may be in some degree measured by the proportionable quantities of correspondence disposed of in the two divisions, and on this head we beg to refer your Lordships to several Returns contained in the Appendix.

Appendix,  
No. 28.

No. 27, 28.

The first of these, showing the gross number of letters collected in the two separate grand divisions within the same period of six days, gives the following result:—

Lombard-street division	-	-	-	-	73,497
Westminster division	-	-	-	-	69,157.

No. 22.

The second gives a similar comparative statement of the number of letters delivered in the respective divisions in a like period as follows:—

Lombard-street division	-	-	-	-	68,693
Westminster division	-	-	-	-	80,578.

No. 23, 24.

The third Return exhibits the extent of the reciprocal transfers between the two divisions of the correspondence collected by each, destined for delivery within the limits of the other, and shows the following results in an equal period:—

From Westminster division to Lombard-street,	-	25,906
From Lombard-street to Westminster,	-	40,896.

No. 25.

From the fourth Return may be seen the different proportions of Inland, Foreign and Ship letters, transferred from the General Post establishment for delivery and delivered in the respective town divisions of the Twopenny-post department, in a corresponding period, namely:—

Lombard-street division	-	-	-	-	-	1,778
Westminster division	-	-	-	-	-	3,046.

The preceding statements (supposing them to be correct) show that the collection in the two grand divisions is pretty nearly equal, whilst the delivery in the Westminster division exceeds that in the Lombard-street division by about 3-17ths. This comparison

comparison, it must be observed, does not extend to the mass of country correspondence distributed through the respective divisions: the great inequality in extent of the apportionment of the country divisions between the two branches, and the inconvenience arising from that arrangement, have been adverted to under the head of Rides.

We now proceed to notice the subordinate arrangements, which are not less material in providing for the collection and delivery of the correspondence in the town divisions above described. In the Lombard-street division there are contained five sub-divisions, seventy-eight receiving-houses, and twenty-eight letter-carriers' walks. In the Westminster division, four sub-divisions, sixty-five receiving-houses, and twenty-four letter-carriers' walks.

Eighteenth Report,  
Appendix, No. 59.

As the whole of the letters put into the receiving-houses of each grand division are brought to its single Sorting-office, and are thence despatched again throughout and to the extremities of the delivery, it seems clear that it is very desirable, for the purposes of expedition and the curtailing of labour, that the situation of this point of aggregate collection as well as of dispatch should be fixed as centrally as possible with reference to those extremities, and that the receiving houses (not being Sorting-offices) should be as limited, both in number and in distance from that centre as they can be, consistently with a sufficient provision for the public accommodation.

Such considerations would suggest a different plan of arrangement from that which exists. The Sorting-office of the Eastern or Lombard-street division is situated within less than three-quarters of a mile of its western boundary, and more than four miles from its eastern extremity. Upon a line drawn through it from south to north, it stands nearly in the centre, but the greatest breadth of the delivery lies eastward of that line.

Thus every letter addressed beyond a line eastward of this Sorting-office, drawn at an equal distance from it with the western boundary of the division, is placed at a disadvantage in proportion to the excess of the distance of the place of address from the office beyond that line, which may extend to upwards of three miles.

One of the Returns before alluded to enables us to form some estimate of the proportion of the correspondence that stands in this predicament, which we think may be stated to be a third of the whole correspondence delivered in this division.

Appendix,  
No. 57.

A calculation similarly founded would show that the number of letters collected in the same portion of this division was about two fifths of the whole collection of this division.

The consequences of the comparative remoteness of the Sorting-office from a portion of the division are to be found in the arrangements founded upon it. Thus, it is stated, in the general printed regulations, that "at the out-parts of the town few deliveries and collections only can be given, on account of their distances from the principal offices; and for the same reasons, the deliveries are later, and the collections earlier, than in the interior; and for the last delivery (which commences at four o'clock) letters must be put in at the interior receiving-houses by two o'clock, or the principal offices by three:" so that, owing to the situation of "the point of despatch," no opportunity of communication between what is called the interior of the division and its distant extremities is afforded between two (or three) P. M. and eight A. M., that is, the opportunity is confined within six or seven of the twenty-four hours daily. This restriction, so occasional, cannot but be unfavourable to the revenue, as well as inconvenient to the public; and it extends equally to a portion of the extremities of the Westminster division as to those of the Eastern division.

No. 48.

Another objection lies in the proximity of the two Sorting-offices (or points of despatch) to each other, the Gerrard-street office being situate within a mile and a half of the chief office; whilst, with reference to the boundaries of the Westminster division, its situation is open in a less degree to the same remarks that have been offered upon the position of the other Sorting-office.

The difference of the distance of the eastern and western boundaries of the Westminster division, in a straight line from the Gerrard-street Sorting-office, is about three fourths of a mile, equal to the whole distance of the office from its

eastern boundary on that line; and measured in the same way north and south, the difference of distance is about half a mile.

The mutual transmission of letters from one division to the other for delivery would be accelerated, if the distances from which such letters are conveyed by the letter-carriers on foot were shortened, and that of the more speedy conveyance on horseback (which is the mode of transmission from one Sorting-office to the other) increased, as would be the case were the Sorting-offices more equi-distant from the respective boundaries of their separate divisions. The consequence of the present arrangement in this respect must be, either that the letters coming from the extremities for transmission must fall into a later collection at the Sorting-office from which they are to be transmitted to the other; or the transmission of such collection must be postponed for the bringing up of those letters; delay is inseparable from the alternative.

The next point to be adverted to is the arrangement of the *sub-divisions*, including the walks (or districts,) and the establishment of receiving-houses in each.

In the organization of the sub-divisions and of the walks the same principle of adjustment should be observed as in the grand divisions, the business to be performed in each within a given time being measured by the twofold calculation of space (or distance) and the number of letters to be collected and delivered. Some remarks may be offered towards ascertaining how far the actual arrangements are conformable to this rule.

In the Westminster division a great inequality in distance may be observed, on referring to the Map, between the sub-divisions N<sup>o</sup>. 1 and 4, the inhabited space contained in the latter being much greater than in the former; on the contrary, the number of letters delivered in the former is greater than in the latter. According to a Return made to us of the deliveries of one week, they were as follows:

No. 1. St. James's	-	-	-	-	-	20,386
No. 4. South West	-	-	-	-	-	17,459
						<hr/> 3,427

The difference in the total number of letters delivered within the two other divisions of the Westminster branch of this department is greater than in the above, viz.:

No. 2. Mary-le-bone	-	-	-	-	-	24,723
No. 3. East Westminster	-	-	-	-	-	17,539
						<hr/> 7,193

making more than a thousand letters a day. A comparison of the number of letters delivered in the several walks would show still greater disproportions. In one of the walks of the Mary-le-bone sub-division (Park-square) the total number of letters delivered was 1,723, whilst in the St. James's walk the number amounted to 5,224. It has been before observed however, that neither the number of letters nor the extent of a walk, taken singly, can be adopted as the measure of the quantity of labour assigned to it. The true criterion of the consistency of the arrangements generally for providing for the execution of this service may be found in the periods within which the deliveries are completed in different walks of different sub-divisions. On comparing, by means of the Return above alluded to, the time occupied in effecting the deliveries in the several walks of the Westminster division in the six days included in it, we find many instances of a difference of an hour and a half in the time of completing deliveries in separate walks; and in the Lombard-street division the instances of such differences of from one to two hours are more frequent.

We are aware that ordinary calculations may be counteracted by a casual increase of the number of letters required to be delivered in different situations. Such casualties it would seem might be more effectually met by the employment of additional carriers than they are under the present practice; and though different considerations are to be attended to in the general adjustment of the plan of deliveries, and some skill may be requisite so to arrange it as to produce that uniformity which is desirable with a view to other parts of the system, we are inclined to

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No. 58.

No. 59.



to think that by calculations founded on experience (and which with experience and a knowledge of local circumstances need not be difficult), and attention to the suggestions we have submitted as to the use and position of Sorting-offices, means might be devised of facilitating the distribution of correspondence throughout the circuit of delivery more equally, and in various parts more frequently, than at present.

The effect of the uniformity which we have alluded to as desirable in the arrangements for the distribution of the whole correspondence concerns not alone the producing a coincidence of time in the delivery of the letters included in each despatch, with a view to an equality of accommodation to the public in this respect. After the delivery is completed in each walk the collection for the succeeding delivery commences. The assistance of the letter-carriers of the Twopenny-post department in this service is different from that which is given by the General-post letter-carriers in the collection of General-post letters; and appears to us preferable to the practice objected to in our Eighteenth Report of employing the letter-carriers after the receiving-houses are closed, in many situations at an unnecessarily early hour, to make collections individually by what is called "ringing." The Twopenny-post receiving-boxes are never closed; but there is a time fixed for the receipt of letters to be included in each despatch; and the respective letter-carriers, after finishing the deliveries, collect the letters which have been deposited at the several receiving-houses in their separate walks, and convey them to the Sorting-office. Whatever retards comparatively the delivery of a walk, must retard also the subsequent collection in that walk, if performed according to rule by the carrier who has that delivery. It is the time of the arrival of each letter at the Sorting-office that governs the time of its despatch and delivery; and this it is that creates the importance of the management of the collection at the receiving-houses, and the conveyance of the correspondence thence to the point of despatch or Sorting-office. The principle to be observed here is the same that we have suggested in our Eighteenth Report with reference to the collection of the General-post correspondence. Eighteenth Report, p. 74.

The time required for the process of final preparation for despatch being ascertained, the arrangements for collection at, and conveyance from, the various receiving-houses, should be regulated by calculations of distance from the point of despatch where that final process is effected; and the time of receipt for each despatch at each receiving-house should be limited by the time necessary for transmitting the correspondence thence to the Sorting-office or point of despatch.

The rule of the practice at present is at variance with this principle, and, as it appears to us, militates against expedition to a great extent. Each letter is required to be deposited at a receiving-house (that is, each collection is closed) two hours before the time of despatch; or at either of the principal offices one hour. So far as concerns the receiving-houses the indiscriminate application of this rule seems very unreasonable; for its operation in many instances is to close the collection an hour before it is transmitted to the Sorting-office. The same time is allowed for the conveyance of letters a few furlongs, and several miles. A letter put into a receiving-house in Newgate-street or Chopside at five minutes past eight A. M., would not reach the Sorting-office (at the Head-office) before eleven o'clock; whilst a letter put in at Limehouse at five minutes before eight would reach the Sorting-office before ten o'clock. The actual disadvantage of local distance in one case is officially extended to all, and the opportunity of rapid communication is infinitely abridged by disregarding the consideration of proximity to the point of despatch in regulating the periods of receipt, that is, of closing each collection, at the respective appointed stations. As, under the present system, the letters undergo no preparatory process for the despatch at the receiving-houses, the interval between closing the collection and its being called for by the letter-carriers, with the exception of the brief period that should be allowed for making out the required account, is so much lost time in disposing of the correspondence deposited at each receiving-house.

Though your Lordships will find Mr. Mesgrave opposed to any alteration of this practice, which he represents as being attended with great advantage, we cannot concur in his opinion. The principle of fixing different times for the receipt of letters in different situations has been always acted upon in the Twopenny-post, as well as in the General-post establishment, though heretofore the difference in favour of the public has been confined to the Head offices. Since the publication of our Appendix, No. 42.

114.

Eighteenth Report the practice has been introduced in receiving-houses of the General-post establishment, though not to the extent of our recommendation, there being now three receiving-houses, called Sub-offices, at which General-post letters are taken in two hours later than at the other receiving-houses. There are reasons for urging the adoption of that recommendation in the Twopenny-post department, which do not apply so strongly to the General-post establishment (where however, we are inclined to think, experience of its advantages may force a more extended application of it), inasmuch as whatever expedites must in all probability multiply the interchange of its correspondence, and increase of revenue may be expected from increase of accommodation to the public.

No change of external arrangements would be necessary for such an adjustment of the periods of closing the several collections at the respective receiving-houses, nor need it involve any uncertainty. A proper notice published at each receiving-house would familiarise those who use it with the establishment of any rule calculated for their convenience, and obviate the insufficient objection which Mr. Musgrave offers to it.

Appendix,  
No. 42.

One remark upon the different arrangements of the two branches, that is, the General-post and the Twopenny-post departments, suggests itself; namely, that in the limited circuit of collection and delivery of the General-post facilities have been always resorted to, and recently much increased, in the employment of mail-carts or carriages, which, in the more extended range of the town divisions of the Twopenny-post, have been comparatively neglected or dispensed with. The carriages now in use in the former might be equally available for the service of both, and the increased expense attending an addition to their number would, we think, be compensated by a saving of labour, by expedition, and by other considerations.

In concluding our review of the arrangements, present or necessary, connected with the actual or future scope and plan of the town circulation, we have now only to add some few observations upon the localities and number of the receiving-houses.

The rule which in our opinion should prescribe their situation has been already stated, and supported, as we conceive, by a sufficient explanation of the routine of the collections to which they are subservient; it is, that they should be as equally distant at the extreme points from the point of aggregate collection, divisional or general, whether a Sorting-office or not, as a sufficient attention to the convenience of the public will allow: and in our remarks upon the actual position of the present points of despatch, we have endeavoured to exemplify the dependence of the success of all the subordinate arrangements upon the skilful selection of those points. From those remarks, and an inspection of the Map in the Appendix, wherein the site of each receiving-house of the General-post department is distinguished, as well as of the Twopenny-post department, your Lordships will learn how (unavoidably) remote, comparatively, some of the latter are from those points; whilst, as between themselves, no rule of proximity appears to have governed their distribution. In many instances they are to be found at intervals of less than a furlong, in others at a distance from each other of half and three-quarters of a mile. The same irregularity may be remarked in the number of receiving-houses to be found within equal circles: a circumference of a quarter of a mile round the Head-office would contain seven receiving-houses, besides the General Sorting-office, placed at different distances from that office: an equal circumference round the office at Gerrard-street would take in five, exclusive of that office, and unequally distant from it: a corresponding space in the West City division would include only two receiving-houses, and in other situations a circle of the same extent will be found wholly unprovided.

No. 53.

The multiplication of receiving-houses so near to the Sorting-offices, where already the neighbouring residents have at hand the advantage of having their letters received an hour later (for each collection) than elsewhere, seems not consistent with an equal measure of accommodation to the public generally, whilst it is contrary to official convenience to increase unnecessarily the number of points of collection, as it adds to the labour of that service, and tends to diminish the quantity of letters conveyed by the public to the point of despatch (or Sorting-office) where they are immediately put in progress of preparation for delivery.

The

The evidence of Mr. Musgrave is not at variance with the inference to be drawn from an examination of the position and number of the receiving-houses, that neither has been fixed upon any uniform principle, nor varied according to circumstances. He states that the responsibility lies with himself in the first instance to provide for the public accommodation by recommending that receiving-houses should be established where they may be required, but it would appear to have been rather his habit to wait for applications from the public than to anticipate them. His reasons for so waiting, he says, are because it gives an opportunity of making a judicious selection, and because at the same time it is the clearest indication of the absolute want of necessary accommodation, but he adverts to instances of receiving-houses established upon the apparent exigency without application from the public.

Appendix,  
No. 43.

114.

The plan upon which we should recommend that the establishment of receiving-houses should be hereafter regulated, in point of numbers and situation, should combine the twofold considerations of public accommodation and official convenience, upon a general view of the whole divisional arrangements. Official experience of the growth or decrease of correspondence in different quarters, and attention to local changes, must always qualify the head of the department to decide, independently of the suggestions of interested parties, upon the provision that may be requisite and consistent with both.

Though the recommendation submitted in our Eighteenth Report, that the maintenance of separate establishments of receiving-houses in London, for the receipt of letters classed under the two distinctions of General-post and Twopenny-post letters should cease, has not been acted upon, we do not hesitate to repeat that recommendation.

Eighteenth Report,  
p. 73.

The Map before referred to brings under view the General-post receiving-houses, as well as those appropriated to the Twopenny-post correspondence, and shows both their frequent contiguity and the unreasonable multiplication of their number within certain limits, in consequence of the exclusive principle upon which they are separately established. Thus, in one sub-division of the Twopenny-post department (the East Westminster) there appear to be no less than thirty-four receiving-houses; in another (the Saint James) thirty-three. The same situation must be equally convenient to the public for depositing letters of both descriptions, and the necessity of visiting different offices for the purpose of forwarding two letters (differently classed officially) is an obvious inconvenience to the public.

Appendix,  
No. 38.

The risk of intermixture from inattention on the part of persons putting in letters, might be obviated, as it seems to us, by official arrangements and regulations of sufficient publicity, so as to preclude the probability of official inconvenience in any considerable degree from such cause. In this suggestion we are fortified by the fact that the receiving-houses in the country divisions are made to answer for correspondence of every description. The union (at the same points) of the two collections, that is, of General-post and Twopenny-post letters in London, would facilitate an arrangement which we may suggest here in support of our proposition, though it more particularly relates to the General-post correspondence. This year Lordships are aware is separately collected from the General-post receiving-houses, seventy-one in number, after five o'clock, when the receiving-houses close, and conveyed in different ways to the Head-office. The last collection in the Twopenny-post department closes at the same time, and the letters are subsequently conveyed from the several receiving-houses of this department to the Sorting-offices at the Head-office and in Gerard-street, from which latter office that portion of this correspondence which is to be delivered in the Lombard-street division is transmitted to the Head-office. Under the arrangement we have proposed this double separate collection might cease, and the same method might be employed of conveying from receiving-houses common to each both classes of the correspondence in separate bags (as is now done with Foreign letters and General-post letters) at the same time. This suggestion might perhaps be usefully extended, by taking advantage of the opportunity afforded, according to the established practice, of effecting in the same way a transmission of General-post letters collected at an earlier period of the day, by which means the pressure of business at the Head-office, at the moment of despatch, might be diminished.

On the various grounds that have been suggested we recommend that a number of receiving-houses, at least equal to those now established exclusively for the

General-post, be discontinued; that those which shall be established under a new local disposition, regulated according to our suggestions, shall be open for the receipt of General-post and Twopenny-post letters. To the public the same accommodation may be thus afforded, so far as relates to the Twopenny-post correspondence; with respect to the General-post correspondence it may be doubted; and we have no doubt that by the official arrangements which would be thus facilitated, whatever trivial objections may present themselves, the service will upon the whole derive no inconsiderable benefit.

Your Lordships will observe, that in the preceding Report it is proposed to consolidate the system of financial control, by dispensing with those intermediate offices of the Twopenny-post department through which the separate accounts of its receipt and expenditure have circuitously passed, and bringing these more directly under the management of those branches of the establishment to which the care and conduct of the accounts generally belong, subject to a regularly established and efficient superintendance on the part of the Board.

It may be therefore proper to remind your Lordships that the offices upon which these duties, modified as respects the Twopenny-post department, would devolve, namely, those of the Accountant-general and Receiver-general, are included in those departments of the General-post establishment which remain to be reported upon. Upon the same principle of combination it has been proposed to transfer duties arising in the Twopenny-post department to other offices of the General-post establishment, where duties of a corresponding nature are now performed, and which have not yet been brought under your Lordships' consideration: these are the Dead-letter office, the Letter-bill office, and the Bye-letter office. For this consolidation of duties, as well as on other grounds, a revision of the existing regulations and arrangements, and of the establishment of each of the above-mentioned offices, will we conceive be found indispensable.

WALLACE. (L. S.)  
 W<sup>x</sup> J<sup>no</sup> LUSHINGTON. (L. S.)  
 HENRY BERENS. (L. S.)  
 T. P. DICKENSON. (L. S.)

Office of Revenue Inquiry, }  
 24th February 1830. }

SCHEDULE  
OF  
PRESENT AND PROPOSED ESTABLISHMENT  
OF THE  
TWO-PENNY POST-OFFICE.

## SCHEDULE.

## PRESENT AND PROPOSED ESTABLISHMENT - - - - -

## PRESENT ESTABLISHMENT.

DESCRIPTION OF OFFICE.	SALARY.		OTHER EMOLUMENTS.		TOTAL SALARY and EMOLUMENTS.	
	£.	s. d.	£.	s. d.	£.	s. d.
COMPTROLLER - - - - -	500	- -	303	6 8	803	6 8
Clerk - - - - -	200	- -	15	- -	215	- -
First Assistant Clerk - - - - -	85	18 -	-	- -	85	18 -
Second Assistant Clerk - - - - -	80	- -	-	- -	80	- -
ACCOUNTANT - - - - -	400	- -	-	- -	400	- -
First Clerk - - - - -	140	- -	-	- -	140	- -
Second Clerk - - - - -	100	- -	-	- -	100	- -
COLLECTOR - - - - -	250	- -	-	- -	250	- -
Three Sub-Collectors:						
One at - - - - -	170	- -	25	- -	195	- -
One at - - - - -	130	- -	-	- -	130	- -
One at - - - - -	100	- -	-	- -	100	- -
SOFTING-OFFICE:						
Principal Clerk - - - - -	300	- -	- 10	6	300	10 6
First Senior Clerk - - - - -	240	- -	1	8 9	241	8 9
Second Senior Clerk - - - - -	200	- -	-	- -	200	- -
First Assistant Clerk - - - - -	177	12 -	24	10 6	202	2 6
Second Ditto - - - - -	174	3 -	2	18 9	177	1 9
Third Ditto - - - - -	145	18 -	30	6 -	155	4 -
Fourth Ditto - - - - -	140	- -	1	10 -	141	10 -
Fifth Ditto - - - - -	140	- -	1	10 -	141	10 -
Sixth Ditto - - - - -	140	- -	1	1 -	141	1 -
Seventh Ditto - - - - -	148	12 6	-	- -	148	12 6
Fourteen Sorters:						
Scale of increase,						
Under 7 years - - - - -	£.	90				
7 to 14 - - - - -		110				
Above - - - - -		120				
First at - - - - -	116	18 -	1	1 -	117	19 -
Second - - - - -	110	- -	-	- -	110	- -

## SCHEDULE.

- - - - - OF THE TWOPENNY POST-OFFICE.

## PROPOSED ESTABLISHMENT.

DESCRIPTION OF OFFICE.	FIXED SALARY.	Scale of Increase from length of Service :			
		Under 5 Years.	After 5 Years.	After 10 Years.	After 15 Years.
To be abolished.					
To be abolished.					
To be abolished.					
The Establishment of this Office must depend upon, and be made commensurate with the quantity of business which may be apportioned to it under the recommendations proposed for adoption in the Report.					

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

## PRESENT ESTABLISHMENT.

DESCRIPTION OF OFFICE.	SALARY.	OTHER EMOLUMENTS.	TOTAL SALARY and EMOLUMENTS.
	£. s. d.	£. s. d.	£. s. d.
<i>Sorting-Office—continued.</i>			
Third Sorter at - - - - -	110 - -	- - -	110 - -
Fourth - - - - -	110 - -	- - -	110 - -
Fifth - - - - -	110 - -	- - -	110 - -
Sixth - - - - -	110 - -	- - -	110 - -
Seventh - - - - -	144 17 -	- - -	144 17 -
Eighth - - - - -	134 10 -	- - -	134 10 -
Ninth - - - - -	96 18 -	- - -	96 18 -
Tenth - - - - -	90 - -	- - -	90 - -
Eleventh - - - - -	90 - -	- - -	90 - -
Twelfth - - - - -	90 - -	- - -	90 - -
Thirteenth - - - - -	90 - -	- - -	90 - -
Fourteenth - - - - -	90 - -	- - -	90 - -
<i>Seven Junior Sorters.</i>			
<i>Scale of increase,</i>			
Under 3 years - - - - -	£. 70		
Above - - - - -	80		
Four at 80 <i>l.</i> each - - - - -	320 - -	- - -	320 - -
Three at 70 <i>l.</i> each - - - - -	210 - -	- - -	210 - -
Three Cheque-Clerks at 60 <i>l.</i> each - - - - -	180 - -	- - -	180 - -
<i>Nine Sub-Sorters:</i>			
<i>Scale of increase,</i>			
Under 7 years - - - - -	£. 70		
Above - - - - -	80		
Three at 80 <i>l.</i> each - - - - -	240 - -	- - -	240 - -
Six at 70 <i>l.</i> each - - - - -	420 - -	- - -	420 - -
First Stamper - - - - -	70 - -	7 16 -	77 16 -
Second Ditto - - - - -	70 - -	7 16 -	77 16 -
Third Ditto - - - - -	70 - -	7 16 -	77 16 -
Fourth Ditto - - - - -	70 - -	35 2 -	105 2 -
Fifth Ditto - - - - -	60 - -	7 16 -	67 16 -
Sixth Ditto - - - - -	60 - -	7 16 -	67 16 -
Seventh Ditto - - - - -	60 - -	- - -	60 - -
Eighth Ditto - - - - -	60 - -	- - -	60 - -



## PROPOSED ESTABLISHMENT.

DESCRIPTION OF OFFICE	FIXED SALARY,	Scale of Increase from Length of Service :			
		Under 5 Years.	After 5 Years.	After 10 Years.	After 15 Years.
<p>The Establishment of this Office must depend upon and be made commensurate with the quantity of business which may be apportioned to it under the recommendations proposed for adoption in the Report.</p>					

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

## PRESENT ESTABLISHMENT.

DESCRIPTION OF OFFICE.	SALARY.	OTHER EMOLUMENTS.	TOTAL SALARY and EMOLUMENTS.
LETTER-CARRIERS—Four hundred and thirteen:	£. s. d.	£. s. d.	£. s. d.
80, and as charge-takers, at 23s. per week each -	4,784 - -	- - -	4,784 - -
260, at 10s. per week each - - - - -	13,088 - -	- - -	13,088 - -
40 Supernumeraries at 10s. per week each - -	1,040 - -	- - -	1,040 - -
24 extra Assistants at from 3s. 6d. to 16s. per week each - - - - -	- - -	- - -	- - -
Christmas Gratifications:			
1 Letter-carrier - - - - £. 40 - - -	- - -	40 - -	40 - -
1 Ditto - - - - - 30 - - -	- - -	30 - -	30 - -
1 Ditto - - - - - 20 - - -	- - -	20 - -	20 - -
55 Ditto - - - - - 10 - each	- - -	550 - -	550 - -
15 Ditto - - - - - 7 - ditto	- - -	112 - -	112 - -
24 Ditto - - - - - 5 - ditto	- - -	120 - -	120 - -
44 Ditto - - - - - 4 - ditto	- - -	176 - -	176 - -
68 Ditto - - - - - 3 - ditto	- - -	204 - -	204 - -
24 Ditto - - - - - 2 10s. ditto	- - -	60 - -	60 - -
47 Ditto - - - - - 2 - ditto	- - -	94 - -	94 - -
46 Ditto - - - - - 1 - ditto	- - -	46 - -	46 - -
12 Ditto - - - - - 10s. ditto	- - -	6 - -	6 - -

## PROPOSED ESTABLISHMENT.

DESCRIPTION OF OFFICE.	FIXED SALARY.	Scale of Increase from length of Service :			
		Under 5 Years.	After 5 Years.	After 10 Years.	After 15 Years.
<p>The reduction of Letter-carriers of this department consequent upon the proposed incorporation of the several district classes of Letter-carriers (namely, Island, Foreign and Two-penny) may be probably estimated at one third.</p>					

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- N<sup>o</sup> 58.—*Mr. Clifton Bate* . . . . . d<sup>o</sup> . . . . . — 26 Nov. — . . p. 213
- N<sup>o</sup> 59.—*Mr. George Pasky* . . . . . d<sup>o</sup> . . . . . — — — . . p. 216
- N<sup>o</sup> 60.—*Mr. William Dummer*, Letter-Carrier, Richmond . . . . . — 21 Jan. 1830 . . p. 218
- N<sup>o</sup> 61.—*Mr. George Goodce* . . . . . d<sup>o</sup> . . . . . Hackney . . . . . — — — . . p. 223
- N<sup>o</sup> 62.—*Mr. Frederick Kelly*, Sotter, Sub-Office Claring Cross . . . . . — 23 Feb. — . . p. 227
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- N<sup>o</sup> 63.—*David Steer, esq.*, Superintending-President, Island Office . . . . . — 2 Feb. 1830 . . p. 231

## APPENDIX

### TO THE TWENTY-FIRST REPORT.

#### REPORTS, PAPERS, &c.

##### Appendix, No. 1.

SUMMARY of Duties performed in the several Departments of the Post-Office; and a Statement showing the total expense of each Office, the salaries and incidental expenses, and a detailed account of such incidental expenses, for the Year ended 31st January 1813;—so far as relates to the Twopenny Post-Office.

Reports,  
Papers, &c.  
No. 1.  
Summary of  
Duties of the  
Twopenny Post.

#### TWO PENNY POST-OFFICE.

**T**HE Comptroller has the entire management of the department under the Postmaster-General, to whom he reports upon all necessary questions. He attends to the correspondence of the office, and the applications of the public; superintends the operations of the two principal offices, and inspects the sorting offices and receiving-houses in the country, checks and controls the expenditure, and signs all accounts of receipt and expenditure.

In his office, all salary-bills and warrants for payment of monies and statements of revenue, are drawn up, as far as relates to the Twopenny-post; and all the charges against the receivers in town and country, made out and sent for payment. The performance of the rides is also checked here.

**SORTING DEPARTMENT.**—There are two principal offices: one in Lombard-street, and the other in Gerrard-street. The duties of each are the same; they commence at seven in the morning, and end between nine and ten at night.

They consist of checking the number and amount of letters as they are received from the paid window, and the receiving-houses; and after they are stamped, sorting them for the town delivery, or inland or foreign mails, distinguishing the amount of each. The letters for country letter-carriers are sorted into boxes, the amount of each box entered in a general account, and also a letter-bill, with which they are enclosed in the proper bag, and dispatched twice a day by ride, and once by mail coaches, where it is practicable to do so.

The town letters when stamped, are sorted into divisions, and then given to the letter-carriers for delivery on the respective walks, there being six deliveries per diem. Letters received at the office at Lombard-street, for the delivery of the Gerrard-street office, and vice versa, are transmitted six times a day on horseback to and from each of those offices.

Paid letters are received throughout the day at the paid windows, where they are properly stamped, and given to the sorters from time to time, accompanied by a letter-bill of their amount.

In addition to these duties, the dead letters are inspected and returned, in all practicable cases, to the writers. The letter-bills are cast, and entered and checked, with the daily abstracts from which the charges are formed in the comptroller's office, against the town and country receiving-houses.

The sorting offices are under the immediate inspection of four Presidents, selected from the senior clerks, who attend alternately one at each office.

**ACCOUNTANT.**—The duties performed in this office, are so similar to those exercised in the Accountant General's office, that it appears needless to detail them. The only difference is, that he furnishes the Accountant General with a return of the gross and net produce and charges of management or other payments in the Twopenny post-office, to be incorporated in the general accounts of the Post-office, which are annually laid before Parliament.

**COLLECTOR.**—The collector receives the whole of the revenue from the Twopenny Post, and the general and foreign postage of letters passing through that department, which he pays daily to the Receiver General. He examines and checks the accounts of the sub-collectors, and makes out a weekly statement for the accountant, of all receipts and disbursements. He pays the officers salaries, tradesmen's bills, and also the salaries of upwards of 300 letter-receivers; and prepares a detailed annual account for the auditors, and such others as may be required.

Reports, Papers,  
&c.  
No. 1.  
Secretary of  
Duties of the  
Tewkesbury Post.

The duties of the sub-collectors are, to receive the postage collected by the letter-carriers, which is paid to the collectors on the following days, to report those letter-carriers who are in arrears, to receive the amount of paid letters taken in at the town receiving-houses, and to pay the weekly wages to supernumerary letter-carriers, stampers, &c. &c.

TOTAL EXPENSE - - - £. 57,447. 10. 7.

	£.	s.	d.
SALARIES - - - - -	8,210	-	-
ALLOWANCES - - - - -	140	-	-
TENTS to Town Receivers - - - - -	2,239	10	5
WEEKLY WAGES - - - - -	19,109	16	-
INCIDENTAL EXPENSES* - - - - -	7,747	15	2
* <i>Viz.</i>			
Extra duty to officers and letter-carriers - - - - -	1,380	5	10
To three country letter-carriers for horses - - - - -	145	12	-
Mary Earl, servant - - - - -	70	12	-
T. Pickering, checking candles - - - - -	10	-	-
Comptroller, surveying expenses - - - - -	102	18	-
Cherry and Rider, for conveying Tewkesbury-post mails (£. 61. 15s. 6d.) taxes included - - - - -	2,433	5	3
H. Paynter, mending mail-bags - - - - -	5	3	-
James Collins, straps, buckles, &c. to ditto - - - - -	10	11	9
Martha Hurst, for bags - - - - -	68	18	10
Messrs. Dickey & Co. uniform jackets - - - - -	35	7	-
Wagner, Gale & Co. hats - - - - -	14	2	-
Thomas Hale, carpenter's work - - - - -	164	13	-
Thomas Green, glazier's ditto - - - - -	72	-	-
Kent & Lack, upholsterer's ditto - - - - -	56	7	10
F. W. Barrow, ironmongery - - - - -	31	4	3
Paynder & Son, bricklayer's work - - - - -	18	19	8
Thomas Palmer, plasterer's ditto - - - - -	15	2	6
Matthew Beecher, painter's ditto - - - - -	5	4	9
John Holroyd & Son, plumber's ditto - - - - -	8	4	6
Richard Wilford, mason's ditto - - - - -	4	5	8
Mary Bond, locksmith's ditto - - - - -	4	9	-
Elizabeth Thurby & Son, candles - - - - -	388	10	3
Ann Peides, coals and brushwood - - - - -	245	6	3
Elizabeth Smith, lamp-lighting and tinselse - - - - -	72	7	10
James Cremer, Stamps - - - - -	174	7	-
Mrs. De Grave & Son, scales - - - - -	18	7	6
William Leag, tinsery ware - - - - -	17	15	6
Dutton & Son, repairing clocks - - - - -	3	3	-
R. Scott, tinsery ware - - - - -	8	9	8
Francis Stubbs, rent of office, Little-street - - - - -	95	-	-
William Compton, rent of office, Gerrard-street, and premium for insurance - - - - -	187	-	-
Stationery and printing - - - - -	862	8	4
Postage - - - - -	95	4	9
Mr. Thomas Butts, pension - - - - -	119	10	-
Mr. John Hill - ditto - - - - -	100	-	-
A. Jones - - - ditto - - - - -	67	10	-
Sixteen letter-carriers, ditto - - - - -	460	4	-
J. W. Ferguson, collector, petty incidents, stamps and fees, on settling annual accounts, coach-hire, &c. - - - - -	77	5	3
W. C. Wild and C. Besoe, sub-collectors, petty incidents, stamping-ink, cleaning offices, tolls, taxes, water-rates, inspecting and sorting copper, coach-hire, &c. - - - - -	209	14	6
W. Watton and W. Benty, risk and expenses in removing and disposing of surplus copper coin, at 2½ per cent - - - - -	104	9	-
Mr. Thomas Bridges, refreshment to officers and letter-carriers on Valentine's-day - - - - -	19	10	6
Mrs. Thomas Bridges, stamps on letter-carriers renewed security bonds - - - - -	15	15	-

FRANCIS FREELING,

Secretary.

18 June 1853.