

At the close of his first official year Mr. Southwick rendered an account of his emoluments, and the expenses of his office, showing a surplus of \$242 92 in favor of the Department.

For the first year, then, his annual emoluments, or commissions, covered the expenses of his office and his personal compensation; leaving, besides, a surplus of \$242 92 to be paid to the Department.

From this year to the close of his official life he received the *whole amount* of his annual emoluments on account of his expenses and compensation, and he could not legally receive more.

The petitioners appear to have misconceived the purport of the Postmaster General's letter of January 13, 1820. In the use of the term "charge," he could have no reference to the particular state of the postmaster's account at that moment, but merely intended to state the fact that he then knew of no charge preferred against Mr. Southwick with a view to his removal from office.

As evidence was offered to show that the Postmaster General had neglected to credit the account of Mr. Southwick for a draft of 4th January, 1817, it may be proper to add, that this draft was made in favor of Stephen Rice, on account of William Haswell, then postmaster at Bennington, Vermont, and, at the close of that quarter, was duly credited to the account of Mr. Southwick, under date of 31st March, 1817.

I return, herewith, the papers accompanying your note, and have the honor to be,

Very respectfully, sir, your obedient servant,

W. T. BARRY.

Hon. RICHARD M. JOHNSON,  
Chairman of Committee on Post Office and Post Roads, H. R.

21st CONGRESS.]

No. 95.

[1st SESSION.

ADVANCES FOR PRINTING; CHANGES IN CERTAIN CONTRACTS; NEWSPAPERS IN WHICH ADVERTISEMENTS FOR PROPOSALS ARE PUBLISHED; EXTRA CLERKS; ALTERATIONS, REPAIRS, AND FURNITURE; INCOMPETENT CONTRACTORS; DUTIES OF THE ASSISTANT POSTMASTER GENERAL.

COMMUNICATED TO THE SENATE, MAY 5, 1830.

SIR:

POST OFFICE DEPARTMENT, *May*, 1830.

In obedience to the following resolutions of the Senate of the 10th ultimo, I have the honor to report:

1. "Resolved, That the Postmaster General be directed to inform the Senate whether any money has been paid by him or his predecessor in office to the present printer for Congress, in advance for work to be done; and, if so, how much, when, why, and under what circumstances."

It does not appear, from the books of the Department, that any moneys were paid by my predecessor to the present printer for Congress, in advance for work to be done; nor have any moneys been paid to him by me in advance.

A draft was made by the present printer for Congress on my predecessor in office for \$1,515 75, and accepted by him; which draft was discounted at the Patriotic Bank, and became due after I had come into the Department. It was alleged by the drawer that the draft was made at the suggestion of my predecessor, on account of printing which he intended to employ him to execute for the Department. That printing was given to others to execute, without a knowledge on my part that it had been promised to the present printer for Congress. When the draft became due, I withheld the payment, because it did not appear to be due from the Department to him; and the draft was protested. It remained under protest till after the advertisements for proposals to carry the mail were published in his paper, when he presented his account for the same; and in part payment of that account the draft was taken up.

2. "Resolved, That the Postmaster General be directed to inform the Senate whether any change has been made by him in the contract for carrying the mail between Georgetown and Charleston, South Carolina, and, if so, why, what the change is, and what the additional expense; and, also, the same information in regard to the contract for carrying the mail between Fayetteville, North Carolina, and Camden, South Carolina."

To the first inquiry in this resolution, I reply that no change has been made by me in the contract for carrying the mail between Georgetown and Charleston, South Carolina.

A contract was made by my predecessor with J. W. Janerett, to transport the mail between Georgetown and Charleston, South Carolina, from January 1, 1827, to December 31, 1830, at \$6,000 a year; which contract appears to have been transferred by Mr. Janerett, on the 1st of March, 1828, to Josiah T. Harrell. The following stipulation is contained in the contract: "It is also agreed that the Postmaster General may alter the times of arrival and departure fixed by said schedule, and alter the route, (he making an adequate compensation for any extra expense which may be occasioned thereby;) and the Postmaster General reserves the right of annulling this contract, in case the contractor do not promptly adopt the alteration required." To this, the following schedule is annexed:

"Leave Georgetown every day at 5 o'clock A. M.

Arrive at Charleston same day at 5 o'clock P. M.

Leave Charleston every day at 5 o'clock A. M.

Arrive at Georgetown same day at 5 o'clock P. M."

Agreeably to the above stipulation, the late Postmaster General altered the schedule, as appears by a letter of his assistant to Mr. Harrell, of April 15, 1828, as follows: "You will, from the 1st of next month, receive the mail at Georgetown one hour and a half earlier than you now do; and you must punctually deliver it at Charleston by 3 P. M. instead of 5 P. M."

This alteration appears to have been promptly complied with on the part of the contractor; and the late Postmaster General, by a letter of his assistant of the 3d July following, promised Mr. Harrell that "all expenses incurred by him under the direction of the Department, for any change in the transportation of the mail, should be paid; but that no payment would be made unless he would distinctly state the expense incurred."

Mr. Harrell, on the 26th of February, 1829, presented, through an honorable representative in Congress, his claim for the increased expense to which this alteration had subjected him. The late Postmaster General referred to his senior assistant to know what the change was; and the assistant stated that the same length of time was given him for performing the service which had been previously given, and that the only inconvenience to which the change subjected the contractor was that of running two hours, and crossing the Santee river in the night instead of the day, which would be inconsiderable. Upon this report of the assistant, the late Postmaster General made the following endorsement upon the claim: "As the contractor has now the same time to perform his route as formerly, it is not

perceived how he can be subjected to additional expense by having to run at night about two hours more than formerly. This must be clearly made out before any additional allowance can be made." In communicating this to the honorable representative who had presented Mr. Harrell's claim, the following clause was added by the late Postmaster General, through his assistant: "It is possible there may be some cause unknown to us, which has operated, through the alteration, to increase Mr. Harrell's expenses. If there be, there can be no difficulty in explaining it, and the Postmaster General will give immediate attention to any explanation that can be made."

This was but a few days before my predecessor left the Department, which was on the 8th of March, 1829. From that day to the 6th of April following, A. Bradley, Esq., the senior assistant, discharged the duties of Postmaster General; during which time he wrote to Mr. Harrell, through his brother, who was the other assistant, under date of March 23, 1829, advising him to procure new proof, and submit his case to the Postmaster General, after his arrival at the seat of Government, for decision.

In this state I found the claim of Mr. Harrell when I entered the Department. Agreeably to the advice previously given him, he collected the additional proof, and presented it to me. On the investigation of the case, it appeared that he had not the same time to perform his route as formerly, but was required to perform it in half an hour less time. This was established by the records of the Department, showing that he was required to start an hour and a half earlier, and arrive two hours earlier. He also showed, by the testimony of twenty-six witnesses, whose credit for veracity was certified by two honorable members of Congress, that his running two hours in the night instead of the day, and especially the greater delay occasioned by the necessity of crossing the Santee river in the night, so retarded his progress in the first part of his route, that he was obliged to apply to the service twelve horses and two drivers more than formerly, to enable him to reach the point within the time required; and that a very moderate allowance for this increased expense amounted to \$1,992 50 per annum. The alteration had been made by my predecessor, and the promise made that all increased expenses incurred in consequence of the change should be defrayed by the Department. It remained for me only to maintain the good faith of the Department by fulfilling that promise, which was accordingly done.

To the second inquiry in this resolution, I also reply that no change has been made by me in the contract for carrying the mail between Fayetteville, North Carolina, and Camden, South Carolina, which involves any expense to the Department. A very recent change has been made in the schedule of the contracts for that route, by which the mail will arrive in Augusta, Georgia, four hours earlier; in consequence of which the inhabitants of that place will receive their letters and papers twelve hours earlier than formerly; but this is effected by an improved arrangement, which will cost the Department nothing.

A contract was made by my predecessor with C. and P. Mallett to carry the mail between Fayetteville, North Carolina, and Columbia, South Carolina, three times in each week, from January 1, 1827, to December 31, 1830, for \$7,850 a year. A similar contract was made at the same time with John McLean, for carrying the mail between Columbia and Augusta, Georgia. On the 1st of November, 1827, it was increased from three to six trips a week, each way, for which the compensation to C. and P. Mallett was increased from \$7,850 to \$15,500 per year. On the 1st of January, 1828, C. and P. Mallett transferred to John McLean that part of their route which lies between Camden and Columbia, so that the whole route between Fayetteville and Augusta was divided into two equal parts; that part between Fayetteville and Camden belonging to C. and P. Mallett, and the part between Camden and Augusta to John McLean. The whole being traversed each way six times in the week, left one day in each week on which the mail rested; so that four of the mails were carried through from Fayetteville in three days, and two of them were carried through in four days. To prevent any delay in the transportation of that mail, it being the medium of the most direct communication between New Orleans and the Atlantic States, my predecessor required that there should be no resting of the mail between those two points, but that it should always be transported from Fayetteville to Augusta in three days. This order took effect from the 15th of July, 1828. Its operation required additional teams of horses, for which both the contractors claimed additional compensation. In October, 1828, John McLean presented his claim for the increased expense to which this change subjected him for his half of the route, and my predecessor allowed him an additional compensation at the rate of \$3,444 28 per annum. C. and P. Mallett at that time deferred presenting their claim, on account of family affliction. In March, 1829, they presented it, when my predecessor stated to the person through whom it was presented that he was then about leaving the Department, and would therefore prefer a reference of it to his successor for adjustment. In June following, which was about two months after I came into the Department, this claim was presented to me; and, on a careful investigation of its merits, it appeared in evidence that the additional expense which they had actually incurred amounted to \$930 a year, which sum was allowed them. The change had been made and the expense incurred by my predecessor on the whole line from Fayetteville to Augusta; and for the change my predecessor had allowed John McLean, who was the contractor for one half of the line, \$3,444 28 per year. To C. and P. Mallett, who were the contractors for the other half of the line, and whose claim had not been acted upon before I came into the Department, I admitted an allowance for the change of \$930 a year.

3. "Resolved, That the Postmaster General be directed to inform the Senate whether any change has been made by him in the mode of carrying the mail between Mobile and New Orleans, and, if so, what time has been gained, and what is the additional expense; and, also, in what other cases he has made additional compensation to contractors, how much, and for what reason, in each case."

In answer to this resolution, I have the honor to state that no essential change has been made by me in the mode which was partially introduced by my predecessor, of carrying the mail between Mobile and New Orleans.

A contract was made by him with George Suckley to carry the mail in steamboats between those two places, three times in each week, from January 1, 1827, to December 31, 1829, for \$9,900 per year. The performance, however, did not commence till March 1, 1827; when the experiment demonstrated the impracticability of performing three trips a week without incurring an expense which his contract price would never repay. He therefore carried the mail but twice a week during the continuance of his service, which was from the 1st of March, 1827, to the 21st of December, of the same year, when the steamboat was burnt. The inadequacy of the compensation, and the great loss which he had already sustained, subjected the contractor to the necessity of abandoning his contract; and in the month of February following it was annulled.

My predecessor appears justly to have regarded that route as too important to be abandoned. He therefore entered into another contract, with Rhodes and Austill, to transport the mail three times a week between those two points for \$14,000 a year. They commenced the service on the 15th of December, 1828; but the heavy expense incident to the undertaking very soon involved them in complete pecuniary ruin; and, under circumstances calling for commiseration rather than censure, they were compelled to abandon the contract; and in the beginning of June, 1829, their contract was annulled.

It was while these men, faithful to their undertaking as far as their ability extended, were sinking under the burden of their contract, that I came into the Department.

Upon the failure of Rhodes and Austill, temporary arrangements were made to have the mail transported in packets between those two places, at \$40 per trip each way, and as often as convenience, depending on wind and weather, would admit. This mode, necessarily irregular and uncertain, cost the Department at the rate of \$12,480 a year for three trips per week each way.

The mercantile interest of the country required a regular and prompt communication between New Orleans and the commercial cities of the Atlantic States. It was of vital interest to the whole of the Western States and Territories, and to the great mercantile establishments of every maritime State in the Union. The interests of agriculture, of commerce, and of manufactures, all conspired to demand it. Two unsuccessful efforts had been made for its accomplishment, which had excited high expectations, to be followed only with disappointment to the public and ruin to the contractors. The most important correspondence began to be diverted from the mail to the hazardous elements of the ocean, as less precarious than the only mode which now remained; and the consequence was, that the revenue of the Department, so far as it depended upon that source, was rapidly declining. The only remedy was a perseverance in the mode which my predecessor had wisely introduced—that of transporting the mail between

Mobile and New Orleans by steamboats. I therefore issued an advertisement, according to law, for proposals to carry it in that way. Several proposals were made, but most of them by persons of whose competency and efficiency there was no satisfactory evidence. The highest bid was for \$30,000 a year; the lowest bid, in which full confidence was warranted for a faithful performance, was \$25,000 a year. This was accepted; and the contract was made for four years, beginning in December last, with a company whose long connexion with the Department as contractors had proven them competent to any undertaking—men whose energies and perseverance are seldom equalled, and never surpassed. They have already invested nearly \$50,000 in that service. They have two steamboats in operation, and are performing to the entire satisfaction of the Department and of the public.

Before this route was established, the communication between the commercial cities and New Orleans was by way of Tennessee, Alabama, and Mississippi; by which route communications from this place could not reach New Orleans in less than twenty-two days. By means of the present connexion between Mobile and New Orleans, communications from this city reach that place in fifteen days, making a difference of seven days earlier than without this arrangement. While the commercial interests of the country are highly benefited by this improvement, the celerity and regularity with which communications are now conveyed give to the mail such decided advantages over the transmission by packets and other vessels, that correspondence between New Orleans and the Atlantic States is now carried on principally by this route; the revenue from that quarter is rapidly increasing; and it is believed that its increase, in consequence of this contract, will fully meet the whole expense of the contract.

There is no case in which I have made additional compensation to contractors, except for increased services; and in no case has the increased compensation exceeded the exact proportion of the original amount to the additional duties required. In an establishment like this, having nearly 2,000 mail routes, over which the mail is transported nearly 14,000,000 of miles in a year, and furnishing more than 8,000 post offices with regular mails, through an extensive country, the face of which is perpetually changing, it must be obvious that variations, improvements, and changes are perpetually required. Contracts are made for four years; and it will inevitably happen that some routes, of great importance at the time of making the contracts, may become of little utility before their expiration; while many others, of little consequence at the commencement, become, during the continuance of the contracts, so essentially important as to require six times the original service to meet the just expectations and necessary calls of the public. New settlements are perpetually springing up, calling for variations of mail routes for their accommodation; and, in some few instances, older settlements are so declining as to require less accommodation than formerly. These changes render the corresponding changes in mail routes, and consequently in the contracts, a subject of almost daily occurrence, and sometimes to such a degree as to alter the whole character of the contract by a new arrangement superseding the old. In some instances, the expenses are diminished by these changes; but, as they are generally required by the rising improvements of the country, so the greater portion of them are of a character which requires an increase of service, and consequently an increase of compensation. To give a detailed statement of all these changes which have required an increase of compensation, with a statement of all the reasons in each case which have induced the change, would occupy a considerable length of time, which would necessarily prevent an early answer, and probably protract it beyond the period of the present session. In every case I have carefully confined myself within the powers prescribed to the Postmaster General in the 43d section of the "Act to reduce into one the several acts establishing and regulating the Post Office Department." In no case has the allowance exceeded the *pro rata*, and in most cases it has fallen below it.

4. "Resolved, That the Postmaster General be directed to inform the Senate in what newspapers he has published, and in what newspapers his predecessor in office has published, the advertisements for contracts to carry the mails; how long those publications have continued; whether they have been made in daily, tri-weekly, or bi-weekly papers at the same time; and what is the expense of such publications."

In answer to the resolution I observe, that the law requires the Postmaster General "to give public notice in one newspaper published at the seat of Government of the United States, and in one or more of the newspapers published in the State, or States, or Territory, where the contract is to be performed, for at least twelve weeks before the entering into any contract for carrying the mail, that such contract is intended to be made." The advertisements appear generally to have been published during the whole three months, except that in 1824 and in 1826 they were continued but eleven weeks, and in 1825 but six weeks.

There are no records or documents in the Department which show all the different papers in which these advertisements have been published in the several States; but as they have all been published at the seat of the General Government, the following is a statement of the newspapers in which they have been published here, and the expense of such publications, both by my predecessor and by myself:

In 1823.		In 1827.	
National Intelligencer, Gales & Seaton,	\$1,711 49	National Intelligencer, weekly, Gales & Seaton,	\$2,731 25
Washington Gazette, Jonathan Elliot,	1,169 33	National Journal, weekly, Peter Force,	2,731 25
Washington Republican, R. Haughton & Co.	905 50		
Expense in 1823,	<u>\$3,786 32</u>	Expense in 1827,	<u>\$5,462 50</u>
In 1824.		In 1828.	
Nat. Intelligencer, weekly, Gales & Seaton,	\$1,012 00	National Intelligencer, weekly, Gales & Seaton,	\$3,167 87
National Journal, weekly, Peter Force,	1,001 87	National Journal, weekly, Peter Force,	3,127 50
Expense in 1824,	<u>\$2,013 87</u>	Expense in 1828,	<u>\$6,295 37</u>
In 1825.		In 1829.	
Nat. Intelligencer, weekly, Gales & Seaton,	\$800 25	United States Telegraph, daily, for nine weeks, tri-weekly for four weeks, and weekly, Duff Green,	\$2,623 50
National Journal, weekly, Peter Force,	714 00	Expense in 1829,	<u>\$2,623 50</u>
Expense in 1825,	<u>\$1,514 25</u>		
In 1826.			
Nat. Intelligencer, weekly, Gales & Seaton,	\$1,499 74		
National Journal, weekly, Peter Force,	1,445 62		
Expense in 1826,	<u>\$2,945 36</u>		

The last of these, viz: in 1829, was by myself; all the others were by my predecessor.

5. "Resolved, That the Postmaster General be directed to inform the Senate whether any, and, if any, what additional clerks have been employed by him, over and above the number employed by his predecessor in office; what is the additional expense, and why it has become necessary."

In answer to this resolution, I have the honor to submit the statement annexed, marked B, exhibiting the names of all the officers and clerks, and extra and temporary clerks, employed in this Department, distinguishing those who are employed "over and above the number employed by my predecessor," by their names being *italicised*; and designating, in addition to those, the names of all who have been introduced by me into the Department since I came into office, by figures of reference; explaining by these references [at the foot of each page] all the vacancies which have occurred in the Department, being ten in number, within the same period. The statement also gives a summary of the duties performed by each, and thus explains why their employment "has become necessary." As an additional explanation, I take leave to submit a copy of my report to the chairman of the honorable select committee of the House of Representatives on the subject of retrenchment, marked A.

The whole amount of additional expense for those clerks, computing the sums paid to all who have been employed, extra, temporary, and occasional, in addition to the number employed by my predecessor, from the 1st of April, 1829, to the 1st of April, 1830, is \$3,143 42.

6. "Resolved, That the Postmaster General be directed to inform the Senate what sums have been expended by him, and what sums by his predecessor in office, in alterations and repairs, and for furniture for the Department; designating the alterations and repairs, and distinguishing between these and the furniture."

In reply to this resolution, I have the honor to state that the sum of the expenses by my predecessor in office for alterations and repairs of the Post Office building (exclusive of the amount expended for the new building) is \$3,651 79; and the sum expended under my direction is \$1,328 41.

There is no record or document in the Department that will show what sums were expended by my predecessor for furniture for the Department. The amount of expenses incurred for furniture for the Department from the time of my coming into it, as exhibited by the accounts of the office, is, for carpeting, window curtains for two windows, tables and writing desks, chairs, cases for books, presses and closets for documents, boxes for papers, fire-fenders, and shovels and tongs, \$1,938 63.

7. "Resolved, That the Postmaster General be directed to inform the Senate whether, under any contracts for carrying the mail by stage, he, or his predecessor in office, has permitted it to be carried any part of the time on horseback; specifying the cases, and giving the reasons."

To this resolution I answer, that, in many parts of the country where turnpike roads are not made, and especially in those parts of the western country, and other newly settled regions, where the lands are rich, and the roads but imperfectly formed, it is impracticable, during the muddy season of the year, to transport the mail in stages within any reasonable time. On this account my predecessor permitted, or rather required, the contractors, during such parts of the year, to pack the mail on horses, and force it through in proper time, so as to prevent the dull delays which would otherwise have been inevitable. This regulation I have not changed, believing it to have been wisely adopted, and knowing the same reasons still to exist for its continuance. But, in these cases, I have given no special permission, nor extended the cases beyond their existence at the time of my coming into the Department.

8. "Resolved, That the Postmaster General be directed to inform the Senate whether any of his contracts, or the contracts of his predecessor in office, have been given to men incompetent to perform them, and, if so, how it has happened; whether any routes have been put in operation and run on the same roads with established mails, and, if so, why; whether any mails have been turned from the directions established by Congress, and directed to different points, and, if so, for what cause; specifying the cases and the reasons."

To the first inquiry in this resolution, I reply, that, from reference to the records of the Department, it appears that contracts were sometimes made by my predecessor with persons who, from incompetence or the want of inclination, failed to perform them. Two cases are specified in my answer to the third resolution. In all such cases it has happened, I have no doubt, by his being deceived in the persons, or from their being deceived in the expensiveness of their undertaking. Some few persons to whom contracts were assigned by me, being the lowest bidders that were well recommended, failed to enter into contract, and the routes were committed to others; but whether any persons to whom I have given contracts will prove incompetent, remains to be tested. Their recommendations were very carefully examined, and no contracts were given by me to persons who were not either known to the Department, or well recommended by persons entitled to credit. None of them have yet proved incompetent; but, as my predecessor was sometimes deceived, so it is not impossible that some to whom I have given contracts may fail before their contracts expire. If so, it will have happened from the same cause.

To the second inquiry in this resolution, I reply, that in some few instances routes have been put in operation by my predecessor, and run on the same roads with established mails, for the purpose of increasing the number of mails in a week; and the operation has proved both useful and economical. In some cases, two different routes terminating at the same point run into the same road for a few miles before they terminate; but in such cases the expense is no greater than it would be if one ended where it intersected the other, because both stages would continue to the common point of termination, on account of their passengers. For example: The mail is carried from New York to Philadelphia, and from New York to Easton, Pennsylvania, in stages. Both of these run from New York to Newark, New Jersey, ten miles upon the same road. The stage from Easton, depending more upon passengers than upon the mail contract, would continue to New York if it carried the mail no farther than Newark; and, in returning, would prefer receiving the mail in New York to the delay which would be occasioned by stopping in Newark for it. The contract, therefore, costs the Department nothing more than it would do if that mail was delivered in Newark instead of New York. These contracts were made by my predecessor, and are judiciously arranged. I have found one or two instances where contracts have been made to carry the mail by different persons, under different contracts, upon the same road, at the same time. This, I have no doubt, was purely by mistake; and, on discovering it, I have discontinued one of them. I have exercised much care to avoid similar mistakes in contracts which I have made; but, if it shall be found that any such are fallen into, the same corrective will, of course, be applied.

In one or two cases I have, with a view to economy, put two different contracts in operation upon the same road. A person was carrying the mail three times a week, in stages, under a contract made with my predecessor. The rapid increase of business rendered it necessary to increase it to a daily mail. The contractor could not be required to increase his number of trips without a proportionable increase of pay; and he declined to do it for a less sum. I therefore made a contract with another person to do it, by which more than a thousand dollars a year was saved to the Department.

To the third inquiry in this resolution, I reply, that, from the commencement of the Post Office establishment, the continual changes in the state of the country appear to have called for variations in routes from the points designated by law. In many instances, variations in the beginning, which did not amount to a substantial deviation from the law, were gradually confirmed in a way quite different from what was contemplated by the law at the time of its passing, but which was believed to be justified by the subsequent changes in the country.

In 1810 the whole was regulated by an act of Congress repealing all the former laws, and establishing the routes *de novo*, as they were then running and contemplated to be run.

From that time forward the same causes appear to have occasioned, from time to time, similar variations; and the different Postmaster Generals, from that time forward, have conceived it to be their duty to make such deviations as the changes of the country demanded, and the public accommodation evidently required; regarding such compliance with the spirit and intention of the law a preferable course to that of a rigid adherence in all cases to its letter, when such adherence would tend to frustrate its intention. These changes, in the course of nineteen years, had become so considerable that, in 1829, when I came into the Department, I found a very considerable proportion of the routes, as they were then running, and continuing to be run, to vary in some respects from the points mentioned in the law. I have not, myself, given any direction to any routes which omitted the conveyance of the mail to the different points designated by Congress. A detailed statement of all the cases under my predecessor, with the reasons in each case, so far as they could now be collected from the records and documents of the Department, would require several months' labor, and render the report too voluminous for any present purpose. It is, however, believed that a revision of the whole of the laws establishing post roads (which has not been had since 1810) would be advantageous; and it is probable that a communication on that subject may be submitted to Congress at the next session.

9. "Resolved, That the Postmaster General inform the Senate what changes have been made, if any, in the actual duties of the Assistant Postmaster General since the 4th of March, 1829, and for what purposes."

In answer to this inquiry, I have the honor to submit the statement annexed, marked B, showing the division and distribution of all the duties of the Department among its officers and clerks.

On the appointment of Colonel Gardner in the place of Mr. Abraham Bradley, the same sphere of duties was assigned him, subject to the improvements which had been matured, and were announced with that appointment, for the better regulation of the receipts and disbursements of the Department.

The second assistant, Dr. Phineas Bradley, (who then became the senior,) had charge of the office of mail contracts. His absence, from the time of the change last mentioned, occasioned by his illness, and the resolution indicated by him of not returning to the Department, rendered it indispensable to assign the office of mail contracts to the care of another. It was placed under the charge of Mr. Brown, the chief clerk.

On the appointment of Mr. Hobbie to the vacancy of Assistant Postmaster General, he was assigned to a distinct division of duties, as exhibited in the statement. It was found that the want of organization of the "office of mail contracts," the absence of a route book, and of all regular books of reference, except the articles of contract themselves, and the reliance which the late second assistant was in the habit of placing almost entirely on his memory for the ready discharge of the duties of this office, rendered it impracticable for a person, without previous experience in the Department, with whatever capacity, to enter advantageously on their performance. I determined, therefore, to continue in the charge of this office the chief clerk, who has had, during fourteen years' service in the Department, much experience in this branch, and who will soon reduce to order the performance of its arduous duties, and so arrange its business and proceedings, according to the system which has been adopted, as to render them both practicable and comprehensible with facility.

The "office of appointments," on the contrary, had been very properly organized, under this title, as a distinct and independent branch of the Department, justly entitled to equal consideration with the two other divisions. It was of such importance, in the opinion of my predecessor, that he contemplated (as he wrote me) an application to Congress to provide for the appointment of an additional Assistant Postmaster General to be conferred on the head of this office. Its duties and labors, as will readily be perceived, have been greatly enlarged, and are still increasing with the growth of the Department. It embraces, besides the establishment of new post offices, all the duties connected with the selecting, appointing, commissioning, instructing, arraigning, approbating, reproving, or discharging the postmasters throughout the Union, who may become subject to these several decisions of the Department. The legal attainments and qualifications of Mr. Hobbie highly and peculiarly fitted him for the performance of this division of duties, and it has been committed to his charge.

I find, on recurring to the gradual organization of the General Post Office, that the distribution of duties among the officers and clerks has ever been founded on the adaptation of the individual to the service to be executed. On the first appointment of an additional assistant, he was assigned to the duties of the present *Solicitor*, and the supervision of making up the accounts for the Treasury, as now performed by the *Chief Register*. The business of issuing the mail contracts was at that time performed by Doctor Phineas Bradley, then a subordinate clerk, under the direction of his brother, the senior assistant. Doctor Bradley, when promoted successively to the station of chief clerk and to the office of Assistant Postmaster General, continued in charge of the same business in the Department.

I have the honor to be, very respectfully, your obedient servant,

W. T. BARRY.

Hon. J. C. CALHOUN,

*Vice President of the United States and President of the Senate.*

A.

*Report of the Postmaster General of March 19, 1830, to the Hon. Charles A. Wickliffe, Chairman of the Select Committee on Retrenchment, House of Representatives.*

SIR:

In compliance with the resolution of the select committee of which you are chairman, requesting from the head of each of the Executive Departments to report whether any offices can be dispensed with, what expenses retrenched, and what improvements made in the organization of the various parts of each, to secure the proper responsibility of public agents, and promote efficiency, economy, and justice, in all their operations, I have the honor to state that no office can be dispensed with, nor expenses retrenched, in this Department, without injury to the public service; and that a brief review of the extraordinary enlargement and increase of the establishment throughout the Union will show that a corresponding enlargement of its means of business at the seat of Government is rendered indispensable to the discharge of its duties, and essential to the interests of the country. The following statement, taken from the records of the Department, exhibits its gradual increase from the earliest period:

Years.	Post offices.	Revenue.	Miles of post roads.	Clerks.	Clerk hire provided by law.
In 1790 there were	75	\$37,935	1,875		
1795 " -	453	160,620	13,207	4	\$2,000 00
1800 " -	903	280,804	20,817	7	4,250 00
1805 " -	1,558	421,373	31,076	9	9,150 00
1810 " -	2,300	551,684	36,406	12	12,330 00
1815 " -	3,000	1,043,065	43,748	15	16,580 00
1820 " -	4,500	1,111,927	72,492	21*	22,700 00
1825 " -	5,677	1,306,525	94,052	27	28,300 00
1827 " -	-	-	-	33	34,700 00
1829 " -	8,004	1,707,418	115,000	38†	39,700 00

The addition of more than one-third to the business of the whole establishment has been made in four years past, derived from the institution of new post offices, and the extension of mail transportation.

The increase of mail transportation on established routes causes, in the accounts of all the officers on those routes, for every additional trip, an additional entry of mails sent and received. The duties of the accounting clerks are accordingly multiplied, and, in the same proportion, the liability to and the correction of errors of postmasters increased. The establishment of new post offices adds so many new agents to the Department, to be corresponded with and instructed in relation to all its requirements and their delinquencies.

Besides the reasons derived from the rapid increase of the establishment within late years, it is well understood in the Department that, in former years, the assistance furnished to the Postmaster General has not been adequate, either to an effective system or an efficient administration of the essential duties of the office. An investigation of its former condition will verify this remark; and the long list of delinquent postmasters, and of heavy defalcations reported to Congress in 1823, furnishes ample evidence of the fact.

The defect of system, or a deficiency of labor, has most probably occasioned the loss sustained through the late postmaster at Philadelphia. It is believed that the Postmaster General could not have been apprized (previously to his order for the removal) of there being a considerable defalcation on the part of the postmaster, and the result has shown a loss of \$22,235 50.

The omission to credit a deposit of \$5,000 by the late postmaster at New Orleans, in April last, of which he has complained so loudly, could not have occurred under the present system of requiring all certificates of deposit to be transmitted, and to be entered of credit immediately on their reception.

To restrict the means of business, and of carrying into effect an adequate system, by curtailing the clerk hire at the seat of Government, would result in the reverse of economy. The collection of the proceeds of postage and of outstanding dues constitutes the *harvest* of this Department; and all experience has shown, wherever the illustra-

\* From 1818.

† From 1823.

tion could be so applied, that to withhold the requisite number of *hands* from the *reaping* will scarcely justify the loss of produce by the saving of expense.

I have the honor to submit, herewith, a synopsis of the arrangement of duties and new organization of the Department, showing the present employment of more than ten clerks in addition to the number for which provision has been made by law. I found employed in the Department, on my arrival, in addition to the clerks for whose appointment legal provision had been made, *five* extra, (one being a substitute,) besides a temporary clerk. I have since found it requisite to add five more, and three temporary clerks, (with whom it is intended to dispense, so soon as the unfinished business and some extra duties shall have been performed.) The additional services of these extras have been apportioned as follows: to the senior assistant and chief clerk, under the new system of cash receipts and disbursements; to the solicitor's office, where great exertions are requisite to collect the outstanding balances, to save further losses, and to fulfil the injunctions of the law in the timely commencement of suits; to the register's office, in which the preparation of the accounts for the Treasury has been brought up from December, 1826, to the first quarter of 1828, by the present chief register, in the seven months since he has been assigned to those duties—a work of five quarters; and, in the second division of the Department, to the office of appointments, in which the correspondence and duties, since the year 1825, have accumulated more than two-fold.

This synopsis also exhibits the natural and obvious separation of the duties of the Department into three great divisions; each of these comprehending a distinct branch of service, equally and mutually essential to the existence of the establishment, to wit: the contracts for mail transportation; the establishment of post offices; and the finances of the whole. To fulfil this organization, I have asked of Congress, through the hon. Committee on the Post Office and Post Roads, provision for an additional assistant and ten permanent clerks, at salaries which will more nearly, though not entirely, equalize, in this respect, the clerks of this Department with those of the Auditors', Register's, and Comptrollers' offices, and the General Land Office. In the year 1810, when the *two* Assistant Postmasters General were provided for by law, there were in number but 401 contracts for the transportation of the mail; now, there are nearly 1,800 contracts, and a similar increase of the establishment in all its parts. My predecessor, on leaving the Department, stated, in a communication received from him, that "it was his expectation that an additional Assistant Postmaster General would be authorized by law;" and that, "owing to the course of political events, the application was not made by him, and the office was not created." In another communication respecting the extra clerks, he stated that, "during the last year, (1828,) he had expended for clerk hire, beyond the amount appropriated, \$3,653 11, for which an appropriation was not asked at the last session. It was deemed better to defer any application on this subject until the ensuing session of Congress, when the increasing business of the office will require a more permanent provision, by authorizing an additional number of clerks. The increase of business is such, in this Department, that any number of clerks which is sufficient *at this time* will not be able to perform the labor *six months hence*."

These views are respectfully submitted, of "what improvements may be made (by law) in the organization of the various parts, [of this Executive Department,] to secure the proper responsibility of public agents, and promote economy, efficiency," &c., for the consideration of the honorable the select committee.

With great respect, I have the honor to be, &c.

W. T. BARRY.

## B.

[The following is a synopsis of the division of duties in this Department, communicated with the preceding report, A.]

### *Organization of the Post Office Department, and assignment of duties to the officers and clerks by the Postmaster General.*

#### FIRST DIVISION.

Charles K. Gardner, *Senior Assistant Postmaster General*—Is charged with the duties appertaining to the finances of the Department; with the general supervision, under the direction of the Postmaster General, of the duties performed in the offices of this division, and particularly with the cash disbursements; with the controlling of all "incidental" accounts which are audited by the chief clerk; and with examining and reporting to the Postmaster General, when deficient, the deposits of the weekly, monthly, and quarterly proceeds of "depositing" post offices.

#### *Book-keepers.*

Thomas B. Dyer, *Principal Book-keeper*—Has the books of the North and East section,\* containing 2,988 postmasters' accounts, and the contractors' accounts of this section, as well as the general accounts of the Department. Salary \$1,400.

Richard Dement, *Second Book-keeper*—Has the books of the South and West section,\* containing 2,741 postmasters' accounts, and the contractors' accounts of this section. Salary \$1,100.

John F. Boon, *Third Book-keeper*—Has the books of the Middle section,\* containing 2,388 postmasters' accounts, and all contractors' accounts of this section. Salary \$800.

Total postmasters' accounts, 8,117; of contractors' accounts, 1,299, &c.; making an aggregate of more than 10,000 accounts, in thirty books, to be balanced quarterly.

#### *Solicitor's Office.*

Joseph W. Hand, *Solicitor*—Has the final settlement or closing of all accounts; the collection of balances; the commencement of suits, through the district attorneys; also to correspond concerning the past accounts of all postmasters. Salary \$1,400.

William Deming—To state accounts of contractors and present postmasters. Salary \$1,000.

John G. Whitwell—To state accounts of late postmasters. Salary \$800.

John L. Storer—To state accounts of late postmasters. Salary \$800.

† John J. Lehmanowski—To state accounts of late postmasters. Salary \$800.

#### *Pay Office.*

John Suter, *Principal Pay Clerk*—Examines the accounts of all contractors for the transportation of the mail; ascertains their dues, and issues the drafts on postmasters on their routes, quarterly; he keeps the pay books, and furnishes certificates to the assistant for all checks for transportation. He is also agent for the payment of salaries in the Department proper. Salary \$1,400.

William Blair—Middle section. Salary \$1,100.

F. G. Blackford—North and East section. Salary \$800.

\* The division of States into these sections, corresponding with the division of labor throughout the Department, is as follows:  
*North and East section.*—1. Maine, New Hampshire, Vermont, Massachusetts, Rhode Island, and Connecticut. 2. New York.  
*Middle section.*—1. New Jersey, Pennsylvania, Delaware, Maryland, District of Columbia. 2. Kentucky, Ohio, and Michigan Territory.

*South and West section.*—1. Virginia, North Carolina, South Carolina, Georgia, Florida Territory. 2. Alabama, Mississippi, Louisiana, Arkansas Territory, Tennessee, Indiana, Illinois, and Missouri.

† Occasional, or temporary clerk.

\*James Coolidge(1)—South and West section. Salary \$800.

These pay clerks fill up all drafts on postmasters, (upwards of 20,000 in number, per annum,) and transmit them to the contractors.

Matthias Ross—Assists in preparing the pay books. Salary \$1,000.

*Examiner's Office.*

William G. Elliot, *Chief Examiner*—Charged with the credit and examining of all postmasters' accounts; receiving and depositing such remittances as are specially authorized; returning what is not receivable; and with notifying and reporting delinquents. Salary \$1,200.

Josiah J. Caldwell—Examines, corrects, and notes the balances of letters on hand. Salary \$1,000.

Joseph Haskell—Examiner for Pennsylvania and South Carolina. Salary \$1,000.

David Koone—Examiner for Maryland and Ohio. Salary \$1,000.

Presley Simpson—Examiner for part of New York. Salary \$1,000.

Thomas E. Waggaman—Examiner for New Hampshire, Delaware, Alabama, Kentucky, Indiana, and Michigan. Salary \$800.

Joseph Sherrill—Examiner for part of New York and District of Columbia. Salary \$800.

\*John G. Johnson—Examiner for Virginia, North Carolina, and Illinois. Salary \$800.

\*William French—Examiner for New Jersey, Tennessee, and Missouri. Salary \$800.

\*James H. Doughty—Examiner for Maine, Massachusetts, Rhode Island, Connecticut, and Canada mails. Salary \$800.

†William G. Elliot, Jun.—Assists the chief examiner. Salary \$600.

*Register's Office.*

David Saunders, *Chief Register*—Prepares all the accounts of the Department for the Treasury, with the vouchers; corresponds for deficient ones, and does the correspondence in the register's business, notifying the errors of all postmasters. Salary \$1,200.

John McLeod, *Register*—South and West section. Salary \$1,200.

Thomas Arbuckle, *Register*—North and East section. Salary \$1,000.

William C. Ellison, *Register*—Middle section. Salary \$1,000.

These register the accounts current of all postmasters, re-examine and note the errors in the error book.

William C. Lipscomb—Collects and files contractors' receipts, arranges abstracts, &c. Salary \$1,000.

\*John Taylor—Makes abstracts of the register's books; numbers and files the quarterly accounts. Salary \$800.

†John P. Denny—Makes abstracts of the transportation accounts, and arranges their vouchers for the Treasury. Salary \$800.

†A. H. Fitzhugh—Assists in copying register's books. Salary \$500.

*Attached to the First Division.*

Nicholas Tastet—Keeps the assistant's bank ledger, the cash book, and the book of "depositing post offices," and makes monthly and quarterly exhibits of the bank accounts. Salary \$1,100.

Samuel Fitzhugh, *Register of Letters*—Endorses, registers, numbers, and files all letters received in this and the third division. Salary \$1,000.

Grafton D. Hanson—Records the letters of this division, and of the Postmaster General. Salary \$1,000.

SECOND DIVISION.

Selah R. Hobbie, *Assistant Postmaster General*(2)—To whom is assigned, under the Postmaster General, the charge of the duties appertaining to the establishment and regulation of the post offices; the appointment, supervision, and instruction of postmasters; and the security of remittances by mail: requiring a supervision of the offices of this division, and especially of the office of appointments; the direction of its duties and correspondence; the examination of mail routes, in order to determine the location of new offices; and the reporting of cases of applications and complaints for the decision of the Postmaster General.

*Office of Appointments.*

Andrew M. D. Jackson, *Corresponding Clerk*—Middle section. Salary \$1,000.

Lemuel W. Ruggles, *Corresponding Clerk*(3)—North and East section. Salary \$1,000.

Samuel Gwyn, *Corresponding Clerk*(4)—South and West section. Salary \$1,000.

Their duties consist in the perusal and endorsement of memorials, letters, and reports; notifying charges against postmasters or their assistants, and complaints of the location of offices; writing references of cases, and for statements of distances, routes, and other information; preparing abstracts of cases; attesting and issuing commissions, and aiding the assistant in the special correspondence.

John W. Overton, *Bond Clerk*(5)—Prepares the letters of appointment, of change, and of discontinuance, and the bonds; inspects the latter after execution; returns them for correction, when requisite; and records and files them. Salary \$1,000.

\*Charles S. Williams, *Recording Clerk*(6)—Examines and despatches the letters of appointment and bonds; writes notices of the appointments, changes, and discontinuances made; enters them, and the statements of distances, &c. in the appointment book; keeps the register of postmasters, and the alphabetical and State books of changes, and prepares commissions. Salary \$800.

†Estwick Evans, *Letter Book Clerk*—Copies, and prepares for transmission, the letters from the office of appointments and this division. Salary \$800.

Joseph Borrows, *Messenger*—Puts up all packets of blanks for postmasters, keys, locks, tables of post offices, laws, and instructions; keeps an account thereof, and seals commissions. Salary \$400.

*Dead Letter Office.*

Michael T. Simpson, *Superintendent*(7)—His duty is to examine dead letters containing articles of value; to enter, number, and transmit each, with its contents, to the writer or owner, in a letter to the postmaster nearest his residence, with receipts to be executed; and if a dead letter is returned, to note it, &c.; also to make searches; answer applications for enclosures; correspond with postmasters on the subject of dead letters sent to them for delivery, and to report special failures; also, to complete the unfinished business of filing and arranging the old papers, for thirty years past. Salary \$1,200.

†Baldwin Hunter—Compares the amount of postage of dead letters with the accounts. Salary \$400.

The watchman and two others are employed in conveying the returns between the chief examiner's room and the dead letter office; to open the dead letters, and deliver all having enclosures to the superintendent; those having no enclosures, or articles of value, are, without being read, burnt. Salary \$400 each.

Upwards of 330,000 dead letters were returned during the last year.

\* Extra Clerks.

† Temporary, or occasional clerks.

(1) Vice Boon, an extra of late P. M. G. made permanent, vice Scott, deceased.

(2) Vice Phineas Bradley. (3) Vice Alexander Dyer, deceased.

(4) Vice Dement, advanced, vice Hand, advanced, vice Brown, promoted.

(5) Vice Taylor, deceased. (6) Vice Storer, an extra of late P. M. G. made permanent, vice Collins, resigned.

(7) Agent of late P. M. G., vice Suter, advanced, vice Gardner, promoted.

*Office of Instruction and of Mail Depredations.*

P. S. Loughborough(8)—Communicates the decisions of the Postmaster General on questions referred to him by postmasters, and others, concerning the construction of post office laws and regulations; directs, under his orders, prosecutions for their violation, and for mail robberies; attends to all cases of mail losses and depredations, and the tracing of lost letters. Connected with this duty, is that of corresponding with the agents of the Department, making out their instructions, examining their reports, &c. Salary \$1,000.

## THIRD DIVISION.

Obadiah B. Brown, *Chief Clerk*—Is charged with the duties of this division, and especially as superintendent of the "office of mail contracts."

*Office of Mail Contracts.*

The business done in this branch is the regulating and adjusting mail routes; the times of arrival and departure of mails, the frequency of their trips, and conduct of contractors and carriers; arranging, preparing, and advertising mail routes; recording and comparing, at the appointed times, proposals for contracts, with the testimonials of the bidders; completing the contracts; procuring and supplying mail portmanteaus, bags, locks, and keys; arranging distributing post offices, and the distribution to be made by them; and keeping a route book of all the mail routes and post offices thereon.

The division of duties among the clerks is as follows:

Arthur Nelson—To examine letters and petitions generally; to make briefs, and examine cases of difficulty; to note alterations on contracts; and to do the correspondence which relates to the North and East section. Salary \$1,000.

Thomas B. Addison—To keep the proposal books; to file proposals; to fill contracts and bonds for execution, and have them in general charge; to prepare them for the Treasury, and statements of them for Congress; and to do the correspondence which relates to the Middle section. Salary \$1,000.

George L. Douglass(9)—To do the correspondence which relates to the South and West section, and such miscellaneous business as is assigned to him. Salary \$1,000.

Walter D. Addison—To record all letters relating to the business of this division. Salary \$1,000.

\*Richard Emmons—To collect the names and location of the post offices on each mail route in the Union, their distances from each other, and to arrange them for a route book; to enter in this all changes of routes and of offices. Salary \$800.

*Office of the Chief Clerk.*

Under the direction of the chief clerk, the following clerks are employed:

\*Edmund F. Brown—To register all accounts of the Department, except for transportation, and all checks for moneys; to keep the chief clerk's bank account book and register; to examine and answer the miscellaneous letters committed to him. Salary \$800.

George Breathitt(10)—To prepare statements for Congress, and for the different departments; and to assist the chief clerk in miscellaneous duties. Salary \$1,000.

21st CONGRESS.]

No. 96.

[2d SESSION.

## CONDITION OF THE POST OFFICE DEPARTMENT.

COMMUNICATED TO THE SENATE, DECEMBER 7, 1830.

SIR:

POST OFFICE DEPARTMENT, *November 30, 1830.*

I have the honor to submit the following report of the transactions, condition, and prospects of this Department.

The expenditures of the Department, for the year commencing with the 1st of July, 1827, and extending to the 1st of July, 1828, were	-	-	-	\$1,623,893 80
The receipts, being the amount of postages returned for the same period, were	-	-	-	1,598,877 95
Showing an excess of expenditure beyond the revenue, for that year, of	-	-	-	\$25,015 85
The expenditures from the 1st of July, 1828, to the 1st of July, 1829, were	-	-	-	\$1,782,132 57
The amount of postages returned for the same period was	-	-	-	1,707,418 42
Showing an excess of expenditure, for that year, of	-	-	-	\$74,714 15
The total expenditures from the 1st of July, 1829, to the 1st of July, 1830, were	-	-	-	\$1,932,707 95
To wit: For compensation to postmasters,	-	-	-	\$595,234 93
Transportation of the mail,	-	-	-	1,274,009 98
Incidental expenses, -	-	-	-	63,463 04
The amount of postages returned for the same period, was	-	-	-	1,850,583 10
Exhibiting an excess of expenditure beyond the revenue, for this last year, of	-	-	-	\$82,124 85

This deficit of the current receipts of the last year to meet the expenditures of the Department, it will be observed, has not increased, above that of the preceding year, in so great a ratio as that of the preceding year increased

(8) Vice Blair, advanced, vice Bestor, removed.

\*Extra clerks.

(9) Vice Tastet, advanced, vice Gray, removed.

(10) Vice Morgan, resigned, vice Saunders advanced, vice Tate, deceased.