

# US Postal Laws & Regulations

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Year: 1887

Organization



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# PART I.

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## TITLE I.

### THE POST-OFFICE DEPARTMENT.

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#### CHAPTER ONE.

##### OFFICIAL ORGANIZATION.

**Sec. 1. The Department and Postmaster-General.**—There shall be at the seat of Government an Executive Department to be known as the Post-Office Department,\* and a Postmaster General, who shall be the head thereof, and who shall be appointed by the President, by and with the advice and consent of the Senate, and who may be removed in the same manner; and the term of the Postmaster-General shall be for and during the term of the President by whom he is appointed, and for one month thereafter, unless sooner removed. (R. S., § 388.)

NOTE.—The salary of the Postmaster-General is \$8,000 per year. (Act of March 3, 1853, § 4, 10 Stat., 212.) The act of March 3, 1873, and section 160 of the Revised Statutes, based thereon, which raised the salary to \$10,000, were repealed by the act of January 20, 1874. (18 Stat., 4.)

**Sec. 2. General Duties of the Postmaster-General.**—It shall be the duty of the Postmaster-General:

First. To establish and discontinue post-offices.

Second. To instruct all persons in the postal service with reference to their duties.

Third. To decide on the forms of all official papers.

Fourth. To prescribe the manner of keeping and stating accounts.

Fifth. To enforce the prompt rendition of returns relative to accounts.

Sixth. To control, according to law, and subject to the settlement of

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\*The Constitution of the United States confers upon Congress the power "to establish post-offices and post-roads." (Const., art. 1, sec. 8.) Upon this grant, embracing the incidental powers necessary to carry it into effect, rests the legislation establishing the Post-Office Department, and providing for the entire postal system of the country. (*Ex parte Jackson*, 96 U. S., 727.)

the Sixth Auditor, all expenses incident to the service of the Department.

Seventh. To superintend the disposal of the moneys of the Department.

Eighth. To direct the manner in which balances shall be paid over; issue warrants to cover money into the Treasury; and to pay out the same.

Ninth. To superintend generally the business of the Department, and execute all laws relative to the postal service. (R. S., § 396.)

**Sec. 3. Authority to Prescribe Regulations.**—The head of each Department is authorized to prescribe regulations, not inconsistent with law, for the government of his Department, the conduct of its officers and clerks, the distribution and performance of its business, and the custody, use, and preservation of the records, papers, and property appertaining to it. (R. S., § 161.)

In addition, special authority to prescribe regulations for the government of various branches of the service will be found in other statutes, in the appropriate chapters.

These regulations, when not inconsistent with the statutes, have the force of law (*Landram v. U. S.*, 16 Ct. Claims, 74; *U. S. v. Eliason*, 16 Pet., 291), and they confer the power of the head of the Department, under the statutes, on the several departmental officers to the extent therein assigned and limited; and the order of an officer of the Department, when strictly within the scope of the duties assigned to him, is deemed the order of the head of the Department. (*Alvord v. U. S.*, 95 U. S., 356; *Parish v. U. S.*, 100 U. S., 504.)

In like manner, when the law devolves upon the President a duty, and such duty appertains to the functions of one of the Departments, the regulation or order of the head of the Department is deemed to be the act of the President in the execution of such duty. (*Wilson v. Jackson*, 13 Pet., 513; *U. S. v. Eliason*, 16 Pet., 302; *The Confiscation Cases*, 20 Wall., 109; *McElrath v. U. S.*, 102 U. S., 436.)

**Sec. 4. Assistant Postmasters-General.**—There shall be in the Post-Office Department three Assistant Postmasters-General, who shall be appointed by the President, by and with the advice and consent of the Senate, and who may be removed in the same manner, and who shall be entitled to a salary of four thousand dollars a year each. (R. S., § 389.)

**Sec. 5. Assistant Attorney-General.**—There shall be employed in the Post-Office Department one Assistant Attorney-General, who shall be appointed by the Postmaster-General, and shall be entitled to a salary of four thousand dollars a year. (R. S., § 390.)

**Sec. 6. Other Officers.**—The other officers of the Post-Office Department, as authorized by the latest appropriation (act of March 3, 1887, 24 Stats., 628), with their respective salaries, are the following:

Chief Clerk of the Post-Office Department, two thousand five hundred dollars.

Private Secretary and Stenographer to the Postmaster-General, one thousand eight hundred dollars.

Chief Post-Office Inspector, three thousand dollars. (See § 26.)

Appointment Clerk, one thousand eight hundred dollars.

Law Clerk, two thousand five hundred dollars.

Chief Clerk to the First Assistant Postmaster-General, two thousand dollars.

Chief of the Division of Appointments, two thousand dollars.

Chief of the Bond Division, two thousand dollars.

Chief of Salary and Allowance Division, two thousand two hundred dollars.

Superintendent of Division of Post-Office Supplies, two thousand dollars.

Superintendent of Free Delivery, three thousand dollars.

Chief Clerk to the Second Assistant Postmaster-General, two thousand dollars.

Chief of the Division of Inspection, two thousand dollars.

Superintendent of Railway Adjustment, two thousand dollars.

Chief Clerk to the Third Assistant Postmaster-General, two thousand dollars.

Chief of Division of Postage Stamps, two thousand two hundred and fifty dollars.

Chief of Finance Division, two thousand dollars.

Superintendent of the Money Order System, three thousand five hundred dollars.

Chief Clerk of the Money Order System, two thousand dollars.

Superintendent of Foreign Mails, three thousand dollars.

Chief Clerk in the Office of Foreign Mails, two thousand dollars.

Superintendent of the Dead Letter Office, two thousand two hundred and fifty dollars.

Disbursing Clerk and Superintendent of Building, two thousand one hundred dollars.

Topographer, two thousand five hundred dollars.

Chief Clerk of Office of Mail Depredations, two thousand dollars.

The Revised Statutes and other general acts make provision for some of these officers and fix their salaries. Practically the departmental appropriation act annually supersedes the permanent statutes and determines the officers within the appointment of the Postmaster-General as well as their salaries. The words "in full compensation" regularly employed in qualifying the appropriation are held to suspend for the fiscal year any statute authorizing a higher salary. (*U. S. v. Fisher*, 109 U. S., 143.) When no compensation is specially fixed the general statutes remain operative.

These statutes are as follows :

There shall be in the Post-Office Department: One Chief Clerk, at a salary of two thousand two hundred dollars a year.

One Superintendent of the Post-Office Building and Disbursing Clerk,\* at a salary of two thousand three hundred dollars a year.

One Topographer, at a salary of two thousand five hundred dollars a year.

One Stenographer, at a salary of one thousand eight hundred dollars a year.

One messenger to the Postmaster-General, at a salary of nine hundred dollars a year.

One captain of the watch, at a salary of one thousand dollars a year.

One engineer, at a salary of one thousand six hundred dollars a year.

One assistant engineer, at a salary of one thousand dollars a year.

One carpenter, at a salary of one thousand two hundred and fifty-two dollars a year.

One assistant carpenter, at a salary of one thousand dollars a year.

One fireman and blacksmith, at a salary of nine hundred dollars a year.

Two firemen, at a salary of seven hundred and twenty dollars a year each.

Three female laborers, at a salary of four hundred and eighty dollars a year each.

In the Office of the Money-Order System: One Superintendent, at a salary of four thousand dollars a year.

One Chief Clerk, at a salary of two thousand dollars a year.

In the Office of Foreign Mails: One Superintendent, at a salary of four thousand dollars a year.

One Chief Clerk, at a salary of two thousand dollars a year.

In the Dead-Letter Office: One Chief of Division, at a salary of two thousand five hundred dollars a year.

In the Office of Mail Depredations: One Chief of Division, at a salary of two thousand five hundred dollars a year.

In the Office of the Blank Agency: One Superintendent, at a salary of one thousand eight hundred dollars a year.

One Assistant Superintendent, at a salary of one thousand six hundred dollars a year.

Four assistants, at a salary of one thousand two hundred dollars a year each.

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\* The provisions of R. S., § 176, are held not applicable to the Disbursing Clerk and Superintendent of the Post-Office Department Building.

In the office of each of the Assistant Postmasters-General: One Chief Clerk, at a salary of two thousand dollars a year. (R. S., § 393.)

The Postmaster-General may designate one of the present fourth-class clerks to act as Superintendent of Free Delivery in the Post-Office Department, at an annual salary of two thousand five hundred dollars: *Provided*, That the salary hereby fixed shall terminate at the end of the fiscal year ending June 30, 1874. (R. S. § 394.)

For the more efficient management of the free-delivery system, the Postmaster-General may designate a fourth-class clerk to act as Superintendent of Free Delivery at an annual salary of two thousand five hundred dollars; and for this purpose the sum of seven hundred dollars is hereby appropriated out of any money in the Treasury not otherwise appropriated. (Act of June 23, 1874, 18 Stats., 231.)

#### ORGANIZATION OF THE DEPARTMENT.

**Sec. 7.** The statutes direct the Postmaster-General, in terms, to perform the functions necessary to the postal service, leaving the organization of the Department and the assignment of the parts and duties of its several officers to be fixed by regulations and orders.

That the business of the Department may be properly transacted, and conveniently arranged and prepared for the final action of the Postmaster-General when necessary, it is distributed among its several officers as follows:

##### I. THE OFFICE OF THE POSTMASTER-GENERAL.

The Postmaster-General assigns to his office:

(1) The superintendence and government of the Department; its miscellaneous correspondence not specially connected with other offices; the appointment of Department clerks and employés, their payment and the granting of leaves of absence; the keeping of the journals and order books and the recording of all orders relating to the Department and the postal service made in the name and by the authority of the Postmaster-General; control of the advertising; the execution of all contracts, except for mail transportation, and the management of all departmental business not otherwise specially assigned.

(2) The general direction of the postal service in all its branches; control of its discipline and inspection; general government of its finances and disbursement of appropriations; the submission of cases to the President relating to appointments to be made by him; the appointment and removal of officers and clerks of the Railway Mail Service; the provision and supply of post-route maps; the consideration



of claims of postmasters for credit or reimbursement for losses by fire, burglary, or other unavoidable casualty; the publication and distribution of the Official Guide; the determination of questions and appeals, and the making of regulations.

(3) The performance of all special duties enjoined by law upon the Postmaster-General, including the fixing of rates, annually, for the transmission of Government telegrams; approval of estimates and plans made by the Supervising Architect of the Treasury Department for public buildings; and the consideration of complaints of the misuse of the mails in furtherance of schemes to defraud the public.

Immediately attached to the office of the Postmaster-General, to assist in these duties, are the Chief Clerk of the Department, the Appointment Clerk, the Superintendent of the Department Buildings and Disbursing Clerk, the Assistant Attorney-General, the Chief of Post-Office Inspectors, and the Topographer.

THE CHIEF CLERK OF THE POST-OFFICE DEPARTMENT has, under the direction of the Postmaster-General, the general superintendence of the clerical force of the Department; the assignment of clerks to offices and divisions; the consideration of applications for leaves of absence by clerks and departmental employés; general care of requisitions upon the Treasury for and the expenditure of the appropriations for departmental service, including requisitions upon the Public Printer for printing and binding; supervision of the preparation of estimates for the departmental and postal service; the miscellaneous business correspondence of the Postmaster-General's office; general care of the keeping of the journals and order books; supervision of the advertising; preparation of contracts for the publication of the Official Guide, compilation of the matter therefor, censorship of the advertisements therein, and supervision of its publication and distribution; the consideration of applications for post-route maps and supervision generally of their issue and sale; furnishing information for settlement of Government telegraph accounts; the charge of bringing to the Postmaster-General's attention such duties as are to be performed by him at stated times; and such other duties as may be, from time to time, required by the Postmaster-General.

THE APPOINTMENT CLERK is charged with the duty of keeping a roster of all Department officers, clerks, and employés, including those at the postal agencies, all inspectors, and the Superintendent and assistant superintendents of the Railway Mail Service, appointed by the Postmaster-General; all papers, applications, recommendations, and files relating thereto; the preparation of all orders for appointment, removal, or acceptance of resignations; and all communications by the

Postmaster-General to the officers of the Department and to the Civil-Service Commission relating thereto, and of bringing to the attention of the Postmaster-General notices of all vacancies. All papers relating to such appointments and promotions are to be filed in his office.

THE SUPERINTENDENT OF DEPARTMENTAL BUILDINGS AND DISPENSING CLERK is charged with the care of the Department and other buildings rented for use in connection with it, and of the furniture and public property within them and appertaining to their use, including repairs and purchase of new furniture; with the provision of supplies for fuel, light, and other necessaries; with the direction of the force of laborers and charwomen, and general assignment of the watchmen to their posts, and superintendence of that force, through the captain of the watch; with the preparation of the annual contracts for supplies to the Department buildings; with the making of the pay-rolls and the payment of salaries to all departmental officers, clerks, and employés; and with the making of all expenditures for rent of Department buildings, for contingent expenses, for the Topographer, for the publication of the Official Guide, and for postages on the Department's foreign correspondence; also with the sale of waste paper and unserviceable property; the keeping of accounts of expenditures, and such other duties as may, from time to time, be required of him by the Postmaster-General.

THE ASSISTANT ATTORNEY-GENERAL is charged with the duty of giving opinions to the Postmaster-General or the heads of the several offices of the Department upon questions of law arising upon the construction of the postal laws and regulations, or otherwise in the course of business in the postal service; with the consideration and submission (with advice) to the Postmaster-General of all claims of postmasters for losses by fire, burglary, or other unavoidable casualty; and of all certifications by the Sixth Auditor of cases of proposed compromise of liabilities to the United States, and of the remission of fines, penalties, and forfeitures under the statutes; the keeping and preparation of all correspondence with the Department of Justice relating to prosecutions and suits affecting or arising out of the postal service; and with the consideration of applications for pardon for crimes committed against the postal laws, which may be referred to this Department; with the preparation and submission (with advice) to the Postmaster-General of all appeals to him from the heads of the offices of the Department depending upon questions of law; with the hearing and preparation of cases relating to the misuse of the mails in furtherance of schemes to defraud the public; with the examining and, when necessary, drafting all contracts of the Department; with the negotiation and correspond-

ence for leases of buildings for use as post-offices, and the preparation of leases; and with such other like duties as may, from time to time, be required by the Postmaster-General.

THE LAW CLERK and the LEASE CLERK are assigned to the office of the Assistant Attorney-General for the performance of such functions as he may direct.

THE CHIEF OF POST-OFFICE INSPECTORS is charged with the supervision of the Division of Mail Depredations, the government and assignment to duty of all the inspectors employed in the postal service, and supervision of the business of that force; with the preparation and issue of cases for investigation, and with all matters relating to depredations upon the mails or losses therein; with the keeping of the records and preparing statistics of the inspective force; with the examination for allowance of accounts of inspectors and the keeping of the Department accounts of expenditure in this service; with the safe custody of money and property collected or received by inspectors, and the preparation of cases for submission to the Postmaster-General for orders for the restoration thereof to the proper parties or owners; and with the performance of such other duties as may, from time to time, be required of him by the Postmaster-General.

THE TOPOGRAPHER is charged with the superintendence of his office, and the draughtsmen, clerks, and employes assigned thereto; with the preparation and revision of the post-route maps, the superintendence of their printing, their issue, distribution, and sale according to orders and regulations; the preparation of specifications, advertisements, and contracts for their manufacture; the general care of the stones and property in the hands of the contractors, and other property of the Government relating to this business, and the performance of such other duties as may, from time to time, be required by the Postmaster-General.

## II. THE OFFICE OF THE FIRST ASSISTANT POSTMASTER-GENERAL.

To this office is assigned the general care of post-offices and postmasters and their instruction; the duty of preparing all cases for the establishment, discontinuance, and change of name or site of post-offices, and for the appointment of all postmasters, together with the safe keeping of all papers and files, and the conduct of correspondence incident thereto; of notifying appointees, and directing their qualification, instruction, and taking possession of their offices; of recording their appointments, examining, approving, and keeping their bonds; preparing and issuing their commissions; of adjusting salaries of Presidential postmasters, and the consideration of allowances for clerk-hire, rent, fuel, light, furniture, and miscellaneous expenditures; of supplying

postmasters with blanks, canceling ink, marking and rating stamps and stamping-pads, twine, wrapping-paper, and facing slips, letter-balances and scales, and the supply of twine and facing slips to the Railway Mail Service; and supplying stationery, ink, and blanks for the Department; of the establishment of the Free Delivery Service in connection with post-offices; preparing cases for the appointment of letter-carriers; miscellaneous allowances for this service, and the general superintendence of the Free Delivery System; and of conducting the correspondence of the Department with postmasters and the public not assigned to other offices, and giving general information concerning the postal service, its laws, and regulations.

For the performance of these duties the clerical force of this office is organized in six divisions, to which duties are distributed respectively as follows:

*The Division of Appointments*, under the superintendence of a chief of division, has the custody of all papers and files, and prepares all cases for the establishment, discontinuance, change of name or site of post-offices, and appointment of postmasters; and prepares such correspondence relating thereto as may be required. It is the duty of each of the section clerks to properly indorse, file, and brief for consideration all papers relating to any office within the section of national territory assigned to him, and promptly to bring to the notice of the First Assistant or the Postmaster-General, through the division chief, any information of deaths, resignation, or other changes, or of other facts apparently requiring action, in relation to any such offices.

*The Bond Division*, under the superintendence of a chief of division, is required to record, in proper form and books, the appointment of all postmasters, and the establishment, discontinuance, and change of name and site of post-offices; to prepare and transmit letters of appointment and instruction with blank bonds and oaths for execution by newly appointed postmasters; to carefully examine the oaths and bonds when returned, and, if found correct, to submit the bonds to the First Assistant or the Postmaster-General for approval; after approval to record the names of the sureties; to file in proper order approved oaths and bonds; to prepare postmaster's commissions for signature and sealing, and, when complete, to transmit the same to the appointees; to keep correct statistics of all the transactions of this division, and to prepare and cause to be transmitted to the Sixth Auditor reports of transactions and changes, of the character mentioned, required by law and regulations to be made to him; and also to make a daily report to the Stamp Division of the Third Assistant's office of all changes in post-offices and postmasters.

*The Division of Salaries and Allowances*, under the superintendence of a chief of division, prepares the computations for annual adjustment of the salaries of Presidential postmasters, examines the quarterly returns of postmasters of the first and second classes before being finally passed by the Sixth Auditor, considers all applications, and prepares cases for allowances of clerk-hire, rent, fuel, light, furniture, miscellaneous and incidental expenditures at post-offices, keeps supervision and prepares orders for regulation of box-rents rates, and deposits for keys of lock-boxes in post-offices, and prepares the correspondence incident to the transaction of the duties of the division.

*The Division of Post-Office Supplies*, under the management of a superintendent of division, is charged with the duty of ordering and receiving from contractors, and of carefully inspecting on their receipt, and, under direction of the First Assistant or Postmaster-General, of purchasing in the open market, when the exigency of the service so requires, the articles, except blanks, required to be furnished to post-offices and for the use of the Department, including twine and facing slips for the Railway Mail Service; of preparing requisitions on the Public Printer for, and receiving and inspecting on receipt, all blanks required in the postal service and the Department; of carefully examining all requisitions of postmasters and departmental officers for supplies, and making proper allowances thereupon, and of issuing, packing, and transmitting the same; of keeping accurate books of account with the several contractors, postmasters, and others, and of all expenditures under appropriations; of preparing specifications and advertisements for contracts for supplies; and, when contracts have been ordered by the Postmaster-General, of preparing the same for execution.

*The Free Delivery Division*, under the management of the Superintendent of Free Delivery, is charged with the general supervision, under the direction of the First Assistant Postmaster-General, of the Free Delivery Service at the various post-offices where it is established, and the appointment and promotion of letter-carriers, upon the nomination and report of postmasters; with the consideration of allowances for carrier-delivery furniture, boxes, wagon service, other equipments, and incidental expenses of that service; with the consideration and preparation of regulations for the government of the service and the improvement of its methods; with the preparation of cases for submission to the Postmaster-General for the establishment of new service at offices or the extension of existing service; and with the conduct of correspondence relating to the business of this division; but no contract or undertaking whatever involving any outlay or any increase of

expenditure can be made in any manner, except upon express written order of the Postmaster-General or the First Assistant.

*The Division of Correspondence*, superintended by a clerk of the fourth class, prepares for signature by the First Assistant Postmaster-General letters to postmasters and other persons, in answer to inquiries relating to the service, the performance of official duties, the proper construction of postal laws and regulations, and other points of general information, correspondence in relation to which is not assigned to other offices.

No authority to make orders or contracts, or in any way to impose an obligation, pecuniary or otherwise, on the Department or the United States, is delegated to any officer or clerk in the office of the First Assistant Postmaster-General, except to that officer as herein provided.

The First Assistant Postmaster-General is authorized to direct the entry of orders in the journals for the appointment of postmasters of the fourth class, for the establishment, discontinuance, and change of name or site of fourth-class post-offices, for the appointment of letter-carriers, and for the adjustment of the salaries of Presidential postmasters; to approve, in the name of the Postmaster-General, pursuant to the statutes, the bonds of all postmasters; to grant leaves of absence to postmasters; to fix the allowances to postmasters, and regulate the issue of supplies to the Department, post-offices, and the Railway Mail Service; to fix the allowances for the Free Delivery Service, and to sign all correspondence on the part of the Department incident to the duties of his office, subject in all cases to the review or special direction of the Postmaster-General.

The chief clerk to the First Assistant Postmaster-General may sign all circulars and routine correspondence of the office.

### III. THE OFFICE OF THE SECOND ASSISTANT POSTMASTER-GENERAL.

To this office is assigned generally the care of the transportation of the domestic mail, embracing the employment of railroads as mail-carriers; direction of weighing the mails and the adjustment of their compensation; the employment of special facilities on trunk lines, for which special appropriations are made and the making allowances therefor; the consideration of applications for and establishment of all steamboat, star route, and mail-messenger service or changes thereof; the determination of the frequency of trips, schedules of arrivals and departures, the modes of conveyance, the points of mail distribution and the course of mails between the different sections of the country; the preparation of advertisements and notices required of mail-lettings; the reception of proposals therefor; the preparation of orders of award thereon by

the Postmaster-General, and the execution of contracts accordingly; the preparation of advertisements for proposals to supply the necessary mail pouches and sacks, mail locks and keys, and mail catchers for the service; the receipt of proposals and preparation for execution of contracts therefor when awarded; the receipt and issue of such mail equipment for the use of the service; the receipt of monthly registers kept by postmasters of arrivals and departures in which are reported the performance of mail service; the inspection of such performance; the preparation of orders to be signed by the Postmaster-General imposing fines or deductions for failures or delinquencies therein; the consideration of claims for mail transportation; the reporting to the Sixth Auditor, weekly, of all contracts executed and orders made affecting the accounts for mail transportation; and, at the close of each quarter, by certificate of inspection, the fact of performance or non-performance of mail service, noting therein such fines or deductions as may have been imposed; the authorizing of payment of all employés of the Railway Mail Service by postmasters, and credit therefor in their accounts; the preparation of statistical exhibits and the preparation of the reports required to be made annually to Congress of mail contracts, new service, curtailments, &c., required by law (see section 97), and the correspondence incident to these various duties.

In the performance of these duties, the clerical force of this office is organized in four divisions, to which duties are distributed, respectively, as follows:

*The Contract Division*, under the immediate supervision of the chief clerk of the Second Assistant Postmaster-General, prepares all advertisements inviting proposals for star, steamboat, and mail-messenger service; indorses and records the proposals received; prepares orders for the award of contracts, and cases for the establishment of new service, change of existing service or of frequency of trips, or fixing schedules of departure and arrival, keeps the records and files pertaining to the same, and prepares orders for the journal of the Postmaster-General in which are entered all orders affecting the service and pay, and prepares the statistics and reports of mail service required by law, and prepares for signature all correspondence relating to the duties thus assigned.

*The Division of Inspection*, under superintendence of a chief of division, is charged with the examination of monthly and special reports of postmasters as to the performance of service by contractors; the preparation of cases and orders for deductions for non-performance of service, and for the imposition of fines for delinquencies of contractors and carriers, of authorization for the payment of railway postal clerks, of cer-

tifications to the Sixth Auditor of service, and the correspondence relative to the non-performance of contract requirements for carrying the mail.

*The Railway Adjustment of Division*, under the supervision of a superintendent of railway adjustment, prepares the cases for the authorization of new railway mail service, of changes in existing service, or of railway postal-car service for which payment is allowed by law, and fixing the rate of pay for the same; prepares orders and instructions for the weighing of the mails; receives and examines the returns and computes the basis of pay therefrom; prepares cases for the adjustment of allowances to railroads for carrying the mail and for postal cars, and to certain trunk lines for special facilities, and all correspondence pertaining to these several subjects.

*The Mail Equipment Division*, under the superintendence of a clerk of the fourth class as principal clerk, is charged with the preparation of advertisements inviting proposals for the furnishing of mail bags, mail locks and keys, label cases, mail-bag cord-fasteners, and mail-bag catchers; the receipt of proposals and the preparation of contracts on award therefor; the inspection of all such articles of equipment, except mail-bags and catchers, which are not delivered at the Department; the issuing of such articles upon approved requisitions for the use of the service; the keeping of records and accounts of receipts and issues, and of the number of each key issued; the examination of accounts relating to the purchase or repair of mail equipment, and the preparation of all correspondence incident to these duties.

#### IV. RAILWAY MAIL SERVICE.

This system is appurtenant to the Second Assistant Postmaster-General's Office, and the Superintendent makes his annual report to that officer.

*The Office of the Superintendent* has charge of the Railway Mail Service and the postal clerks in the employment thereof; prepares for the consideration of the Postmaster-General all regulations for the government of this service, cases for the appointment and removal of postal clerks, their promotion or reduction, and for all officials in this service; conducts the correspondence and makes the orders relating to the moving of the mails on railroad trains; has charge of the direction, distribution, and separation of mail matter in the principal post-offices and upon railway post-offices; makes appointment of weighers and conducts the weighing of mails at the quadriennial weighings or when specially ordered; prepares and issues the official daily bulletin, showing changes in the post-offices, postmasters, routes, and other matters affecting the



carrying and distribution of the mails from day to day, and generally has supervision over the discipline of the officials and postal clerks, and the performance of their duties.

The clerical force of this office consists entirely of postal clerks assigned to duty there. Nine division superintendents are appointed and stationed for the government of the Railway Mail Service in the several districts in which the country is divided, respectively, as follows:

- (1) At Boston, for the New England States;
- (2) At New York, for New York, New Jersey, Pennsylvania, Delaware, and the "Eastern Shore";
- (3) At Washington, for Maryland and Virginia (except the "Eastern Shore"), West Virginia, North Carolina, and the District of Columbia;
- (4) At Atlanta, for South Carolina, Georgia, Florida, Alabama, Mississippi, and Louisiana;
- (5) At Cincinnati, for Ohio, Indiana, Kentucky, and Tennessee;
- (6) At Chicago, for Wisconsin, the Michigan peninsula, Illinois, Iowa, Nebraska, Minnesota, Dakota, and Wyoming;
- (7) At Saint Louis, for Missouri, Kansas, Arkansas, Texas, Colorado, New Mexico, and Indian Territory;
- (8) At San Francisco, for California, Nevada, Oregon, Alaska, Arizona, Idaho, Utah, Montana, and Washington Territory;
- (9) At Cleveland, for the through line from New York via Buffalo, Suspension Bridge, Toledo, and Detroit, and lines of the Lake Shore and Michigan Southern Railroad, and Michigan, except the peninsula.

To each of the division offices are assigned postal clerks sufficient to enable the performance of the duties. The division superintendents regulate the duties of the mail service and discipline of the clerks under orders of the General Superintendent.

#### V. THE OFFICE OF THE THIRD ASSISTANT POSTMASTER-GENERAL.

To this office is assigned the general care of the collection of the revenues of the postal service and of its financial operations, involving the collection and deposit of postal revenue from all sources; the preparation of correspondence and instructions relating thereto; the receiving and recording of certificates of postal deposits; the keeping of accounts of postal receipts, and of payments from the Treasury and the several sub-treasuries and depositories; the transfer of postal moneys from one depository to another; the drawing of warrants for the payment of indebtedness of the Department, and for covering into the Treasury moneys derived from the service; the enforcement of the prompt rendition of returns and accounts by postmasters and others, and the general examination of such accounts and the preparation of orders by

the Postmaster-General for the correction of false returns and the adjustment of compensation. Also supervision of the collections and returns of newspaper and periodical postage, of the admission to the mails of newspapers and periodicals, the consideration of questions relating to classification of mail matter, and the rates of postage, and the conduct of correspondence relating thereto, and of receiving and authorizing credits for redeemed, damaged, and unsalable supplies returned by postmasters. Also the care of the manufacture of adhesive stamps, postal cards, stamped envelopes, and newspaper wrappers; of official and penalty envelopes, registered-package envelopes, and other supplies of the kind for the postal service and its officers; providing postmasters with supplies of the same, and supervising their use and sale thereof; keeping accounts of such supplies, the settlement of the bills of contractors furnishing them, and the control of the Government agencies for their inspection and issue. Also the supervision and management of the registry system in all its parts, both foreign and domestic, the collection and recording of statistics relating thereto, the preparation of instructions to postmasters and other officers, and of all correspondence relating to the subject. Also the supervision and direction of the Special Delivery System, the preparation of instructions to postmasters, the direction of investigation of complaints, and the preparation of all correspondence, and the receiving and recording of statistics relating thereto.

The chief clerk, under the direction of the Third Assistant Postmaster-General, has supervision of the performance of the work of the office by its clerks and employés, and especial care of the business of the Special Delivery System, and otherwise assists the Third Assistant Postmaster-General as directed by him.

The clerical force of this office is organized into four divisions, and its duties distributed to them as follows:

*The Division of Finance*, under the superintendence of a chief of division, receives and makes prompt deposit, or other proper disposition, of all moneys coming directly to the Department; attends to the collection of all checks, drafts, and bills of exchange covering amounts due to the Department, and sees to the immediate deposit of the amounts realized; prepares, upon proper reports from the Sixth Auditor, all drafts and warrants for the payment of such postal indebtedness as is not settled through the instrumentality of postmasters, after making all necessary calculations and a thorough examination of accounts, contracts, and other papers to see that the warrants and drafts thus drawn are in all respects correct; prepares all warrants for covering postal moneys into the Treasury; keeps proper records of all such

drafts and warrants, as well as accounts with the Treasury and the several sub-treasuries and designated depositories; keeps accounts of expenditures under the several heads of postal appropriations; attends to the prompt collection and deposit of the postal revenues, from whatever source derived, and prepares all necessary instructions and correspondence relating thereto; receives and records certificates of postal deposits; looks after the prompt rendition of returns relative to accounts; attends to the correction of irregularities and false returns of business by postmasters; makes up cases for special investigations concerning such false returns, and other delinquencies affecting the postal revenue; analyzes reports of post-office inspectors in all such matters, and prepares all papers that may be necessary in any of such cases for the special attention or action of the Postmaster-General. This division also attends to any other business that may be assigned to it by direction of either the Postmaster-General or the Third Assistant Postmaster-General.

*The Division of Postage-Stamps, Stamped Envelopes, and Postal Cards*, under the superintendence of a chief of division, receives all requisitions from postmasters for supplies of postage stamps, special delivery stamps, stamped envelopes, postal cards, and registered package and other official envelopes; examines such requisitions and regulates the amount and kind of supplies to be sent; prepares orders on the contractors for furnishing the various articles of supply; keeps accounts of all such supplies sent; enforces prompt return of receipts for same; causes investigation to be made in all cases involving the loss, miscarriage, or detention of supplies; examines, adjusts, and verifies prior to their payment all bills of the contractors for furnishing stamped paper and official envelopes; looks after the management of the Government agencies at the several places of manufacture, including the operations of the manufactories; sees that work under the several contracts for stamped paper and official envelopes is properly performed, and that the obligations of the contractors are faithfully adhered to; prepares instructions to postmasters as to the manner of obtaining and disposing of supplies; sees to the proper collection of newspaper and periodical postage and keeps record of the same; examines and adjusts returns of such postage, including a count and destruction of newspaper and periodical stamps attached to returned receipt books; receives, destroys, and reports proper credits for redeemed, damaged, and unsalable stamped paper returned by postmasters to the Department; and makes estimates in cases of postmasters' claims for losses incurred by fire, burglary, or other unavoidable casualty, under the act of Congress of

March 17, 1882. It also attends to any other work that may be regularly assigned to it.

*The Division of Registration*, under the superintendence of a principal clerk, prepares correspondence relating to the registry system; instructs postmasters and gives information relative thereto; corrects irregularities, keeps records of statistics of the registry business of all post-offices; makes provision for the establishment and control of all through exchanges of registered mails, and has a general oversight of things affecting the interests of the registry system.

*The Division of Files, Records, and Mails*, under the superintendence of a principal clerk, receives and opens all mails coming into the office, distributes them among the several divisions, under the direction of the chief clerk; copies and mails all letters and packages sent from the office, and keeps systematic files and indexes of correspondence.

Besides the divisions above named, the three Government agencies mentioned in section forty-one established at the places where postage stamps, stamped envelopes, and postal cards are made, the business of which is to superintend the manufacture and issue of the several kinds of stamped paper and official envelopes, and to see that the contracts for furnishing these supplies are in all respects faithfully carried out, though governed by general instructions given by the Postmaster-General, come within the jurisdiction of the office of the Third Assistant Postmaster-General, and are subject to its control and direction.

#### VI. THE OFFICE OF THE SUPERINTENDENT OF THE MONEY-ORDER SYSTEM.

To this office is assigned the general supervision and control of the Postal Money-Order System, including the domestic money-order business and the postal-note business, and the superintendence of the international money-order correspondence with foreign countries, as well as the preparation of postal conventions for the exchange of money orders therewith, and the conduct of correspondence relating to these subjects. The clerical force of the office is organized as follows:

*The Examining Division* receives in the first instance the money-order weekly statements of postmasters, and subjects the same to critical examination that it may be ascertained whether they are in proper form, and whether the postmaster has promptly deposited, in accordance with regulation, the surplus money-order funds received by him.

*The Blank Division* is charged with ordering from contractors supplies of blanks and blank books for the money-order business; of caring for the same, and of filling requisitions therefor from postmasters.

*The Duplicate Division* disposes of applications for the issue of dupli-

cate money orders and postal notes, and all such duplicates are prepared therein, and, after being signed by the Superintendent, are transmitted to postmasters.

*The Division of Domestic Correspondence* prepares replies to inquiries from postmasters and the public in cases involving construction of the postal laws and regulations relating to the money-order business, and relating also to disputes between postmasters and the public as to the payment of money orders on postal notes; and to it is assigned the preparation of the annual list of post-offices to be established as money-order and postal-notes offices.

*The Division of Drafts, Credits, and Transfers* prepares for transmittal to postmasters, upon their application, blank drafts to supply them with funds for the payment of money orders and letters of credit upon the postmaster at New York for the same purpose, and keeps a record thereof; it also records all transfers made for a similar purpose by the postmasters from their postal funds to their money-order funds.

*The International Division* conducts correspondence between postmasters and this office, and between this office and foreign post-office departments, relating to international money orders; it also issues duplicates of, and authorizes repayment of international money orders.

*The Postal Note Agency* acts as an intermediary between the Post-Office Department and the contractors for inspection and furnishing supplies of blank postal notes; has custody of the stock of distinctive postal note paper, receives from the contractors books of postal notes, and transmits the same to postmasters; and, in general, serves as the representative of the Postmaster-General at the place of business of the contractors.

*The Chief Clerk of the Money-Order System* reviews all correspondence and papers prepared in this office; distributes the duties of the clerks therein according to law; supervises, under the direction of his immediate superior, the duties of the other clerks therein, and performs such other duties as may be required by the Superintendent.

#### VII. OFFICE OF THE SUPERINTENDENT OF FOREIGN MAILS.

This office has the supervision of all details connected with the exchange of mails with foreign countries, except correspondence and special directions for the treatment of registered mail, including arrangements for the ocean transportation of all mails from the United States, and the preparation of postal treaties and conventions, except those relating to international money orders; the preparation of special instructions to postmasters at the United States exchange post-offices in regard thereto; preliminary consideration and preparation of cases

arising on questions touching foreign mail matter and for the remission of erroneous or excessive postage charges on matter for or from foreign countries; and the adjustment of the rates to be paid by foreign countries for transportation through the United States of their mails for other countries. Also the general correspondence with foreign countries, except that relating to the money-order and registry systems; the translation of letters and documents in foreign languages received by the Department; consideration of inquiries relating to our international postal service; the charges for United States customs duties made on articles received in the mails, whether from foreign postal officials or from private citizens at home or abroad; and application for the return to senders, or change of address, of articles contained in the mails exchanged with foreign countries; preparation of the blank forms for use in exchange of mails and their issue to postmasters on their requisition; preparation of monthly schedule of the sailings of mail steamers; the examination of the accounts of each vessel or line carrying mails from the United States, and preparation of recognitions by the Postmaster-General for payment of sums due for such service, and performance of such other duties as are from time to time required by the Postmaster-General.

#### VIII. THE DEAD LETTER OFFICE.

This office, under direction of the Superintendent thereof, is charged with the treatment of all unmailable and undelivered mail matter which is sent to it for disposition; the enforcement of the prompt sending of such matter according to regulations; the duty of noting and correcting errors of postmasters connected with the delivery or withholding of mail matter; the investigation by correspondence of complaints made with reference thereto; the verification and allowance of claims for credit by postmasters for postage-due stamps affixed to undelivered matter; the examination and forwarding or return of all letters which have failed of delivery; inspection and return to country of origin of undelivered foreign matter; recording and restoration to owners of letters and parcels which contain valuable inclosures; care and disposition of all money, negotiable paper, and other valuable articles found in undelivered matter, and correspondence, both foreign and domestic, relating to these subjects.

Its clerical force is distributed into six divisions, with duties assigned as follows:

*The Opening Division*, in charge of a principal clerk, receives all returns of unclaimed matter, keeps count of the same, verifies the returns from and keeps account of unpaid postage with free-delivery post-offi-

ces; records date and character of returns from other offices; notes and reports errors of treatment on the part of postmasters; assorts and delivers to the proper divisions all foreign and third and fourth class matter and such as requires special disposition; opens all unclaimed letters and distributes them to the appropriate divisions for final treatment according to the character of their contents. It also receives, records, and distributes all registered matter reaching the office.

*The Unmailable and Property Division*, under the supervision of a principal clerk, receives and verifies all returns of unmailable, hotel, and fictitious letters and parcels of third and fourth class matter; corrects and forwards misdirected and illegibly addressed letters; opens all such letters which cannot be otherwise treated; records the address, contents, and disposition of parcels of the third and fourth class and first class matter containing articles of merchandise; restores to owner such matter, as far as practicable; keeps, classifies, and prepares for sale such articles as are eventually unclaimed.

*The Money Division*, under the direction of a principal clerk, deals with all letters and parcels found to contain money and negotiable paper, properly records and returns them to postmasters for delivery to owner, the receipt for the same being preserved; files, subject to reclamation, such letters as cannot be delivered, after separating the money contents, an account of which is kept and the money delivered to the proper officer of the Department for deposit in the Treasury; receives and accounts likewise for money realized from the auction sale of undelivered articles.

*The Minor Division*, in charge of a principal clerk, is employed in recording and treating all letters which contain inclosures of minor value, not of a negotiable character, including letters which contain photographs and postage stamps, and the return of unmailable, hotel, and fictitious letters without inclosures.

*The Returning Division*, under the supervision of a principal clerk, receives from the Opening Division all ordinary letters without inclosures of value, counts and examines them, and returns such as can be returned to the writers, taking note of the number received, returned, transferred to other divisions, or destroyed.

*The Foreign Division*, directed by a principal clerk, receives, examines, and returns unopened to the respective countries all registered and ordinary mail-matter of foreign origin; keeps a record of all registered articles and parcels of obvious value; corrects and forwards misdirected foreign letters; verifies and keeps account of mail-matter of domestic origin returned as undeliverable by foreign countries, and makes such translations as may be necessary.

## IX. THE SIXTH AUDITOR'S OFFICE.

To this office, which is a Bureau of the Treasury relating to and located in the Post-Office Department, is assigned the keeping and settlement of the accounts of the postal service. A more particular statement of its duties and of their distribution to different divisions is given in section two hundred and sixty-three.

**Sec. 8. Duties of Chief Clerks.**—Each chief clerk in the several Departments and Bureaus and other offices connected with the Departments shall supervise, under the direction of his immediate superior, the duties of the other clerks therein, and see that they are faithfully performed. (R. S., § 173.) Each chief clerk shall take care, from time to time, that the duties of the other clerks are distributed with equality and uniformity, according to the nature of the case. He shall revise such distribution from time to time, for the purpose of correcting any tendency to undue accumulation or reduction of duties, whether arising from individual negligence or incapacity, or from increase or diminution of particular kinds of business. And he shall report monthly to his superior officer any existing defect that he may be aware of in the arrangement or dispatch of business. (R. S., § 174.)

**Sec. 9. Consideration of their Reports.**—Each head of a Department, chief of a Bureau, or other superior officer, shall, upon receiving each monthly report of his chief clerk, rendered pursuant to the preceding section, examine the facts stated therein, and take such measures, in the exercise of the powers conferred upon him by law, as may be necessary and proper to amend any existing defects in the arrangement or dispatch of business disclosed by such report. (R. S., § 175.)

**Sec. 10. Employment Authorized.**—Each head of a Department is authorized to employ in his Department such number of clerks of the several classes recognized by law, and such messengers, assistant messengers, copyists, watchmen, laborers, and other employés, and at such rates of compensation, respectively, as may be appropriated for by Congress from year to year. (R. S., § 169.)

That the executive officers of the Government are hereby prohibited from employing any clerk, agent, engineer, draughtsman, messenger, watchman, laborer, or other employé in any of the Executive Departments in the city of Washington, or elsewhere, beyond provision made by law. (Act of August 19, 1879, § 5, 19 Stats., 169.)

**Sec. 11. Extra Clerks.**—No extra clerk shall be employed in any Department, Bureau, or office, at the seat of Government, except during the session of Congress, or when indispensably necessary in answering some call made by either House of Congress at one session to be



answered at another; nor then, except by order of the head of the Department in which, or in some Bureau or office of which, such extra clerk shall be employed. And no extra clerk employed in either of the Departments shall receive compensation except for time actually and necessarily employed, nor any greater compensation than three dollars a day for copying, or four dollars a day for any other service. (R. S., § 171.)

**Sec. 12. Restrictions on Employment.**—That no civil officer, clerk, draughtsman, copyist, messenger, assistant messenger, mechanic, watchman, laborer, or other employé shall, after the first day of October next, be employed in any of the Executive Departments, or subordinate Bureaus or offices thereof at the seat of Government, except only at such rates and in such numbers, respectively, as may be specifically appropriated for by Congress for such clerical and other personal services for each fiscal year; and no civil officer, clerk, draughtsman, copyist, messenger, assistant messenger, mechanic, watchman, laborer, or other employé shall hereafter be employed at the seat of Government in any Executive Department or subordinate Bureau or office thereof, or be paid from any appropriation made for contingent expenses, or for any specific or general purpose, unless such employment is authorized and payment therefor specifically provided in the law granting the appropriation, and then only for services actually rendered in connection with and for the purposes of the appropriation from which payment is made, and at the rate of compensation usual and proper for such services, and after the first day of October next, section one hundred and seventy-two of the Revised Statutes, and all other laws and parts of laws inconsistent with the provisions of this act, and all laws and parts of laws authorizing the employment of officers, clerks, draughtsmen, copyists, messengers, assistant messengers, mechanics, watchmen, laborers, or other employés at a different rate of pay, or in excess of the numbers authorized by appropriations made by Congress be, and they are hereby repealed; and thereafter all details of civil officers, clerks, or other subordinate employés from places outside of the District of Columbia, for duty within the District of Columbia, except temporary details for duty connected with their respective offices, be, and are hereby, prohibited; and thereafter all moneys accruing from lapsed salaries, or from unused appropriations for salaries, shall be covered into the Treasury: *Provided*, That the sums herein specifically appropriated for clerical or other force heretofore paid for out of general or specific appropriations, may be used by the several heads of Departments to pay such force until the said several heads of Departments shall have adjusted the said force in accordance with the

provisions of this act; and such adjustment shall be effected before October 1, 1882. And in making such adjustment the employés herein provided for shall, as far as may be consistent with the interests of the service, be apportioned among the several States and Territories according to population: *Provided further*, That any person performing duty in any capacity as officer, clerk, or otherwise, in any Department at the date of the passage of this act, who has heretofore been paid from any appropriation made for contingent expenses or for any contingent or general purpose, and whose office or place is specifically provided for herein, under the direction of the head of that Department may be continued in such office, clerkship, or employment without a new appointment thereto, but shall be charged to the quotas of the several States and Territories from which they are respectively appointed, and nothing herein shall be construed to repeal or modify section one hundred and sixty-six of the Revised Statutes of the United States. (22 Stats., § 4, 255.)

**Sec. 13. Voluntary Service Forbidden.**—Hereafter no Department or officer of the United States shall accept voluntary service for the Government or employ personal service in excess of that authorized by law, except in cases of sudden emergency involving the loss of human life or the destruction of property. (Act of May 1, 1884, 23 Stats., 17.)

**Sec. 14. Classification of Clerks.**—The clerks in the Department shall be arranged in four classes, distinguished as the first, second, third, and fourth classes. (R. S., § 163.) From time to time \* \* \* the Postmaster-General \* \* \* shall, on the direction of the President, and for facilitating the execution of this act, respectively revise any then existing classification or arrangement of those in their respective Departments and offices, and shall, for the purposes of the examination herein provided for, include in one or more of such classes, so far as practicable, subordinate places, clerks, and officers in the public service pertaining to their respective Departments not before classified for examination. (Act of January 16, 1883, 22 Stats., 406.)

Under the latter act the clerical departmental service of the Post-Office Department is classified as follows :

Class A : Those having an annual compensation exceeding \$2,000.

Class B : Those having an annual compensation of \$2,000.

Fourth class : Those having an annual compensation of \$1,800.

Third class : Those having an annual compensation of \$1,600.

Second class : Those having an annual compensation of \$1,400.

First class : Those having an annual compensation of \$1,200.

Class C : Those having an annual compensation of \$1,000.

Class D : Those having an annual compensation of \$900.

Class E : Those having an annual compensation of \$720.

Messengers, assistant messengers, watchmen, laborers, charwomen, carpenters, engineers, firemen, stenographers specially provided for, conductors of elevators, map-mounters, assistant map-mounters, plumber, and awning-maker, are not within the classified service.

**Sec. 15. Changes in Grading Authorized.**—That whenever, in the judgment of the head of any Department, the duties assigned to a clerk of one class can be as well performed by a clerk of a lower class or by a female clerk, it shall be lawful for him to diminish the number of clerks of the higher grade and increase the number of the clerks of the lower grade within the limit of the total appropriation for such clerical service: *Provided*, That in making any reduction of force in any of the Executive Departments, the head of such Department shall retain those persons who may be equally qualified who have been honorably discharged from the military or naval service of the United States, and the widows and orphans of deceased soldiers and sailors. (Act of August 15, 1876, § 3, 19 Stats., 169.)

**Sec. 16. Bond of Chief of Finance Division.**—The chief of the Finance division "shall give bond in such amount as the Postmaster-General may determine for the faithful discharge of his duties." (Act of March 3, 1887, 24 Stats., 628; Act of July 31, 1886, 24 Stats., 206.)

The amount of the bond so required is fixed at \$10,000.

**Sec. 17. Salaries and Compensation.**—The annual salaries of clerks and employés in the Departments, whose compensation is not otherwise prescribed, shall be as follows :

First. To clerks of the fourth class, one thousand eight hundred dollars.

Second. To clerks of the third class, one thousand six hundred dollars.

Third. To clerks of the second class, one thousand four hundred dollars.

Fourth. To clerks of the first class, one thousand two hundred dollars.

Fifth. To the women employed in duties of a clerical character, subordinate to those assigned to clerks of the first class, including copyists and counters, or temporary, employed to perform the duties of a clerk, nine hundred dollars.

Sixth. To messengers, eight hundred and forty dollars.

Seventh. To assistant messengers, seven hundred and twenty dollars.

Eighth. To laborers, seven hundred and twenty dollars.

Ninth. To watchmen, seven hundred and twenty dollars. (R. S., § 167.)

Except when a different compensation is expressly prescribed by law, any clerk temporarily employed to perform the same or similar duties

with those belonging to clerks of either class is entitled to the same salary as is allowed to clerks of that class. (R. S., § 168.)

Special salaries are from year to year prescribed by the acts of appropriation in some cases. When no such special provision is made this statute governs the compensation of those employés mentioned. (See section 6.)

**Sec. 18. Distribution of Clerks.**—Each head of a Department may from time to time alter the distribution among the various Bureaus and offices of his Department, of the clerks allowed by law, as he may find it necessary and proper to do. (R. S., § 166.)

**Sec. 19. Appointment of Clerks.**—That after the expiration of six months from the passage of this act, no officer or clerk shall be appointed, and no person shall be employed to enter or be promoted in either of the said classes now existing, or that may be arranged hereunder pursuant to said rules, until he has passed an examination, or is shown to be specially exempted from such examination in conformity herewith. But nothing herein contained shall be construed to take from those honorably discharged from the military or naval service any preference conferred by the seventeen hundred and fifty-fourth section of the Revised Statutes, nor to take from the President any authority not inconsistent with this act conferred by the seventeen hundred and fifty-third section of said statutes; nor shall any officer not in the executive branch of the Government, or any person merely employed as a laborer or workman, be required to be classified hereunder; nor, unless by the direction of the Senate, shall any person who has been nominated for confirmation by the Senate be required to be classified or to pass an examination. (Act of January 16, 1883, § 7, 22 Stats., 406.)

The above section is from the civil-service law. When a vacancy exists in the classified service, which it is desired to fill, notice is given to the Civil Service Commission requesting a certificate of eligibles. Four names are returned with the respective examination and application papers of the persons certified as eligible, and appointment is made by the Postmaster-General of the one selected by him from the persons so certified. Reference is made to the rules of the Commission for the details of practice in appointments.

**Sec. 20. Soldiers and Sailors Preferred.**—Persons honorably discharged from the military and naval service by reason of disability resulting from wounds or sickness incurred in the line of duty, shall be preferred for appointments to civil offices: *Provided*, they are found to possess the business capacity satisfactory for the proper discharge of the duties of such offices. (R. S., § 1754.)

**Sec. 21. Appointment of Women.**—Women may, in the discretion of the head of any Department, be appointed to any of the clerkships therein authorized by law, upon the same requisites and conditions, and with the same compensations, as are prescribed for men. (R. S., § 165.)

**Sec. 22. Two of a Family.**—That whenever there are already two or more members of a family in the public service in the grades covered by this act, no other member of such family shall be eligible to appointment to any of said grades. (Act of January 16, 1883, § 9, 22 Stats., 406.)

**Sec. 23. Intemperance a Bar.**—That no person habitually using intoxicating beverages to excess shall be appointed to, or retained in, any office, appointment, or employment to which the provisions of this act are applicable. (Act of January 16, 1883, § 8, 22 Stats., 406.)

**Sec. 24. What Recommendations Considered.**—That no recommendation of any person who shall apply for office or place under the provisions of this act, which may be given by any Senator or Member of the House of Representatives, except as to the character or residence of the applicant, shall be received or considered by any person concerned in making any examination or appointment under this act. (Act of January 16, § 10, 22 Stats., 406.)

**Sec. 25. Acting Officers.**—In case of the death, resignation, absence, or sickness of the head of any Department, the first or sole assistant thereof shall, unless otherwise directed by the President, as provided by section one hundred and seventy-nine, perform the duties of such head until a successor is appointed, or such absence or sickness shall cease. (R. S., § 177.)

In case of the death, resignation, absence, or sickness of the chief of any Bureau, or of any officer thereof, whose appointment is not vested in the head of the Department, the assistant or deputy of such chief or of such officer, or if there be none, then the chief clerk of such Bureau, shall, unless otherwise directed by the President, as provided by section one hundred and seventy-nine, perform the duties of such chief or of such officer until a successor is appointed or such absence or sickness shall cease. (R. S., § 178.)

In any of the cases mentioned in the two preceding sections, except the death, resignation, absence, or sickness of the Attorney-General, the President may, in his discretion, authorize and direct the head of any other Department or any other officer in either Department, whose appointment is vested in the President, by and with the advice and consent of the Senate, to perform the duties of the vacant office until a successor is appointed, or the sickness or absence of the incumbent shall cease. (R. S., § 179.)

A vacancy occasioned by death or resignation must not be temporarily filled under the three preceding sections for a longer period than ten days. (R. S., § 180.)

No temporary appointment, designation, or assignment of one officer

to perform the duties of another, in the cases covered by sections one hundred and seventy-seven and one hundred and seventy-eight, shall be made otherwise than as provided by those sections, except to fill a vacancy happening during a recess of the Senate. (R. S., § 181.)

No chief clerk, when acting as an Assistant Postmaster-General, is authorized to make appointments or direct the entry of orders for appointments, or to make or execute contracts.

## EXECUTIVE REGULATION.

BY THE PRESIDENT OF THE UNITED STATES.

EXECUTIVE MANSION, June 14, 1887.

Pursuant to the authority conferred by section 179 of the Revised Statutes;

The Second Assistant Postmaster-General is authorized and directed to perform the duties of the Postmaster-General, whenever and so long as he and the First Assistant Postmaster-General shall both be absent or sick; and the Third Assistant Postmaster-General is authorized and directed to perform the duties of Postmaster-General whenever and so long as he and the First and Second Assistant Postmaster-General shall all be absent or sick.

GROVER CLEVELAND.

By the President :

T. F. BAYARD,  
*Secretary of State.*

## POST-OFFICE INSPECTORS.

**Sec. 26. Their Authorization.**—The Postmaster-General may employ two special agents for the Pacific coast, and such number of other special agents as the good of the service and the safety of the mail may require. (R. S., from § 4017.) And section 4017 of the Revised Statutes is hereby so amended as to insert in lieu of the words "special agents" and the word "agents," wherever they occur in said section, the words "post-office inspectors." (Act of June 11, 1880, 21 Stats., § 177.)

The Chief of Post-Office Inspectors is given that title in various acts of appropriation, and is now regarded as a departmental officer and provided for in the annual departmental appropriation act. (See act of March 3, 1879, § 1, 21 Stats., 356; act of June 11, 1880, 21 Stats., 177; act of March 1, 1881, 21 Stats., 374; act of May 4, 1882, 22 Stats., 53; act of March 3, 1883, 22 Stats., 454; act of July 5, 1884, 23 Stats., 156; act of March 3, 1885, 23 Stats., 385; act of July 31, 1886, 24 Stats., 205; act of March 3, 1887, 24 Stats., 628.)

**Sec. 27. Department Officers may be.**—The Postmaster-General may employ, when the service requires it, the Assistant Postmasters-General and superintendents in his Department as special agents, and he may allow them therefor not exceeding the amount expended by them as necessary traveling expenses while so employed. (R. S., § 4019.)

**Sec. 28. Their Compensation.**—Such agents shall be entitled to a salary at the rate of not more than one thousand six hundred dollars a year

each, and shall each be allowed for traveling and incidental expenses, while actually employed in the service, a sum not exceeding five dollars a day. (R. S., second sentence § 4017.) *Provided*, That hereafter the per diem pay of all special agents appointed under section 4017, Revised Statutes, shall only be allowed for their actual and necessary expenses, not exceeding five dollars per diem when they are actually engaged in traveling on the business of the Department, except such, not exceeding ten in number, as are appointed by the Postmaster-General to duty at such important points as he may designate, \* \* \* who shall each receive a salary of two thousand five hundred dollars per annum and no more. (Act of June 17, 1878, 20 Stats., 140.) And post-office inspectors shall be allowed four dollars per day in lieu of the charges now permitted for personal expenses. (From appropriation act of July 5, 1884, 23 Stats., 156; repeated in act of March 3, 1885, 23 Stats., 385.) And hereafter the Superintendent of Railway Mail Service and the Chief of Post-Office Inspectors shall be paid their actual expenses while traveling on the business of the Department. (Act of March 1, 1881, 21 Stats., 374.)

Under these statutes it is prescribed that ten inspectors are to be appointed at important stations, from the force already in service, at an annual salary of \$2,500, who receive no per diem in addition. They must themselves bear all their personal expenses, but may be allowed such other expenditures, not personal, as they are required necessarily to make in the performance of assigned duty, of the kind allowed to other inspectors in addition to their per diem.

All inspectors under the Chief of Post-Office Inspectors are originally appointed for a probationary term of six months, with a salary at the rate of \$1,200 per year; and when appointed after such probation, with a salary at the rate of \$1,600 per year, and are allowed for personal expenses \$4 per day when they are actually engaged in traveling on the business of the Department. Personal expenses in the sense here intended include cost of food, lodging, sleeping-car fares, omnibus or hack fares, and other incidentals of a personal character. Expenditures for the inspector's conveyance where his commission is not operative, for transportation and maintenance of a prisoner while being taken to appear before a proper officer, for official telegrams, for advertising when required, and other such necessary items, will be limited to reasonable cost, and charges therefor must be accompanied by receipts or proper vouchers. Payment of salaries, per diem and expenditures, is made by warrant, upon monthly accounts to be submitted to the Chief of Post-Office Inspectors and allowed at the Department. Inspectors are not allowed remuneration by United States marshals for attendance at court

in cases for the violation of the postal laws, but may be reimbursed for their actual expenses only, if such court is held at places other than their headquarters.

**Sec. 29. Their Payment.**—The Sixth Auditor shall charge to the appropriation for mail transportation the salary and per diem of the assistant superintendents of the Postal Railway Service; and to the appropriation for the Free Delivery System the salary and per diem of the special agent detailed for that service; and the salary and per diem of the special agents employed in the Money-Order Service shall be paid out of the proceeds of that service. (R. S., part of § 4020.)

All inspectors, except those in the Railway Mail Service, are assigned to duty under government of the Chief of Post-Office Inspectors, and paid out of the annual appropriation for mail depredations and post-office inspectors; except that twelve are detailed to and paid out of the proceeds of the Money-Order Service, and three or more are paid out of the appropriation for the Free-Delivery Service.

**Sec. 30. Their Appointment.**—Applicants for appointment as inspectors will file their requests and recommendations with the appointment clerk, who will furnish to such of them as the Postmaster-General shall direct, after consideration of their recommendations, a blank application of the prescribed form, and letter of advice containing the regulations respecting appointment. The applicant will properly fill the blank with his own hand, procure the accompanying certificates to be signed by the proper persons, and return the same to the appointment clerk. From among the applications so executed and returned choice will be made, from time to time, of such applicants as may seem therefrom best qualified; and, according to the number of vacancies to be filled, a suitable number will be notified to appear for examination, which will be conducted by such examiners as the Postmaster-General may appoint therefor, or by himself. In making selection from those examined, discrimination will be based upon the qualities and attainments of the applicant, proper attention being given to aptitude for this particular service. Appointments will be made at first upon probation for a period not exceeding six months, and will cease without notice at the expiration of the prescribed period. Appointment during the pleasure of the Postmaster-General will be made of such probationers as shall have approved their fitness by their services and conduct. No inspector is appointed for, or for service in, any particular State or locality, but will be expected to perform service wherever required.

**Sec. 31. Bond Required.**—Whenever a special agent is required to collect or disburse any public money, he shall, before entering upon such duty, give bond in such sum and form, and with such securities as the Postmaster-General may approve. (R. S., § 4018.)



A bond of \$5,000, with sureties justifying to double that amount, and conditioned for the faithful discharge of duty as an inspector, and for properly accounting for and disposing of all moneys and property which may come to his hands by virtue of his office at any time while in the service of the United States, is required of each inspector before becoming entitled to pay.

**Sec. 32. Their General Authority.**—Inspectors are regarded as the special representatives of the Postmaster-General, and, as such, when acting within the scope of their duty and employment, all postmasters, employes, contractors, and others are subordinate to them. But no arbitrary power is thereby conferred upon them. They are not to interfere with any officer or employé who is in the proper discharge of his duty, further than to examine his methods, system, and accounts, or any complaints which may be made against him. Nor are they to interfere with the mails or the transportation thereof, except as expressly authorized by law, and as permitted by the regulations. They are intrusted with keys to the several mail locks in use, except locks to registered mail, and are, by virtue of their commissions, authorized to open and examine the mails whenever and wherever they may find it necessary to do so. They are also empowered to enter and examine any post-office when the safety of the mails requires it, or the general interests of the service demand such examination.

**Sec. 33. Fidelity and Impartiality in Service.**—Every inspector will be required to perform his duty conscientiously, zealously, and fearlessly, with an eye single to the ascertainment of the truth and the advancement of the discipline of the postal service and the interests of the Government. He must at the same time be carefully regardful of all aspects of the subject committed to his investigation, and of the rights of others; and must by his report represent simply, clearly, and without bias, the facts of the case, and the evidence obtained by him, so that an intelligent, correct, and safe opinion can be formed upon his report. And in the faithful, considerate, and unfaltering discharge of his duty, the inspector may rely upon the support of the Postmaster-General against any unjust influences whatever interfering with it or with him.

**Sec. 34. Duty of General Observation of Service.**—Every inspector is required to thoroughly inform himself in regard to all branches of the postal service and the duties of all persons engaged therein; and he is specially enjoined to promptly report any and every delinquency or failure of duty upon the part of any person engaged in the postal service, or in the execution of any contract with the Department, and any and every defect or disorder in the postal business of which he may have notice, whether in a case submitted to him or otherwise coming to

his attention. And any failure to so report any such information will be ground for his immediate dismissal.

**Sec. 35. Confidential Communications.**—Official communications marked "Confidential," from Post-Office inspectors, will be held as confidential. But no communication should be so marked unless it relates solely to the business of the Department and its interest, and is made in pursuance of confidential instructions. The contents of such communication cannot be divulged except by the permission of the Postmaster-General. Inspectors will strictly observe secrecy in respect to all confidential inquiries and investigations required of them.

**Sec. 36. Organization of the Force.**—Except those employed in the Railway Mail Service, and Department officers when so employed, inspectors are under the charge of the Chief of Post-Office Inspectors, whose headquarters are in the Department. For the purpose of advantageously conducting the business assigned to them, the country has been formed into divisions, and each division is placed in charge of an inspector, who will guide and direct the work of the inspectors assigned to such division. To him all communications must be addressed and sent; and through him all orders will be received, unless, to save time in special cases, they are communicated directly from the Department by the Postmaster-General or Chief of Inspectors, in which contingency the inspector in charge will be notified.

The headquarters of divisions at the present time are as follows:

For the division embracing the States of Maine, New Hampshire, Vermont, Massachusetts, Rhode Island, and Connecticut: Boston, Mass.

For the division embracing the State of New York: New York City.

For the division embracing the States of Pennsylvania and New Jersey: Philadelphia, Pa.

For the division embracing the States of Delaware, Maryland, Virginia, West Virginia, and North Carolina, and the District of Columbia: Washington, D. C.

For the division embracing the State of Ohio: Cincinnati, Ohio.

For the division embracing the States of Illinois, Indiana, Iowa, Michigan, Wisconsin, Minnesota, and the Territory of Dakota: Chicago, Ill.

For the division embracing the States of Missouri, Kansas, Arkansas, Kentucky, Louisiana, Mississippi, and Indian Territory: Saint Louis, Mo.

For the division embracing the States of Tennessee, Alabama, Florida, Georgia, and South Carolina: Atlanta, Ga.

For the division embracing the State of Texas: Austin, Tex.

For the division embracing the State of Nebraska and the Territories of Wyoming, Colorado, New Mexico, and Idaho: Denver, Col.

For the division embracing the States of California and Nevada and the Territories of Arizona and Utah: San Francisco, Cal.

For the division embracing the State of Oregon and the Territories of Washington, Montana, and Alaska; Portland, Oreg.

**Sec. 37. Confidential Regulations.**—Further special regulations for the

instruction and government of inspectors are prescribed in the book of instructions and amendments thereto, to which additions may from time to time be made, which are confidentially furnished to each inspector. Obedience and conformity to these regulations, and the strict preservation of their secrecy, are enjoined.

#### OTHER POSTAL AGENCIES.

**Sec. 38. Foreign Postal Agencies.**—The Postmaster-General may establish resident mail agencies at the ports of Panama and Aspinwall, in New Granada; Havana, in Cuba; at Saint Thomas, and at such other foreign ports at which United States mail steamers touch to land and receive mails, as may, in his judgment, promote the efficiency of the foreign mail service; and may pay the agents employed by him at such ports, out of the appropriation for transportation of the mail, a reasonable compensation for their services, and the necessary expenses for office rent, clerk-hire, office furniture, and other incidentals, to be allowed him at each of such agencies. (R. S., § 4021.)

No such agency is now maintained on the American continent, except at Panama, where the American Consul-General is appointed postal agent.

**Sec. 39. In China and Japan.**—The Postmaster General may establish, in connection with the mail-steamship service to Japan and China, a general postal agency at Shanghai, in China, or at Yokohama, in Japan, with such branch agencies at any other ports in China and Japan as he shall deem necessary for the prompt and efficient management of the postal service in those countries; and he may pay the postal agents employed thereat a reasonable compensation for their services, in addition to the necessary expenses for rent, furniture, clerk-hire, and incidental expenses. (R. S., § 4023.)

The Consul-General at Shanghai is the postal agent at Shanghai, in China; but no agency is maintained in Japan.

**Sec. 40. Mail Agents on Ocean Steamers.**—The Postmaster-General may appoint an agent in charge of the mails on board of each of the mail steamers on the routes between San Francisco, Japan, and China; between San Francisco and Honolulu, in the Hawaiian Islands; and between New York and Rio de Janeiro, who shall be allowed, out of the appropriation for transportation of the mail, a salary of two thousand dollars a year. (R. S., § 4022.)

No such agent is now employed; no necessity at the present time existing.

**Sec. 41. Stamp, Postal-Card, and Stamped-Envelope Agents.**—Subject to provisions therefor in the annual appropriation, there are appointed by the Postmaster-General the following agents:

1. A stamp agent, for the inspection and issue of adhesive postage stamps.

2. A postal-card agent, for the inspection and issue of postal cards.

3. A stamped-envelope agent, for the inspection and issue of stamped envelopes and newspaper wrappers; and also, when so required, of official envelopes, registered-package envelopes, and tags.

Each such agent is required to keep his office at the place where such supplies are respectively manufactured under the contracts from time to time made pursuant to law, and is entitled to a salary of \$2,500 a year. He is required to superintend the clerks employed at his agency, and faithfully to observe the special instructions given to regulate the performance of his duties.

**Sec. 42. Postal Note Agency.**—That in addition to the authority granted by section four thousand and forty-eight of said Revised Statutes to the Postmaster-General, to pay out of the proceeds of the money-order business the cost of stationery and such incidental expenses as are necessary for the transaction of that business, he is hereby authorized to pay out of the proceeds of said business the compensation of an agent and the necessary assistants to distribute postal notes to postmasters, and also the necessary incidental expenses of the agency; and such agent shall, before entering upon his duties, give bond for the faithful performance thereof in such sum and form and with such security as the Postmaster-General may approve. (Act of March 3, 1883, from § 2, 22 Stat., 527.)

Pursuant to this statute there is appointed by the Postmaster-General an agent for the inspection and distribution of postal notes, who is required to keep his office at the place of their manufacture, and is entitled to a salary of \$2,500 a year. He is required to superintend the clerks employed at such agency, and faithfully observe the special instructions given for the performance of his duties.

#### OATHS.

**Sec. 43. Oath of Office.**—That before entering upon their duties, and before they shall receive any salary, the Postmaster-General, and all persons employed in the postal service, shall respectively take and subscribe before some magistrate or other competent officer authorized to administer oaths by the laws of the United States, or of any State or Territory, the following oath or affirmation: "I, A. B., do solemnly swear [or affirm, as the case may be], that I will faithfully perform all the duties required of me and abstain from everything forbidden by the laws in relation to the establishment of post-offices and post-roads within the United States; and that I will honestly and truly account for and pay over any money belonging to the said United States which may come

into my possession or control; and I also further swear [or affirm] that I will support the Constitution of the United States; So help me God." (Act of June 8, 1872, § 15, as amended by act of March 5, 1874, 18 Stat., 19. See R. S., § 391.)

That section seventeen hundred and fifty-six of the Revised Statutes be, and the same is hereby repealed; and hereafter the oath to be taken by any person elected or appointed to any office of honor or profit either in the civil, military, or naval service, except the President of the United States, shall be as prescribed in section seventeen hundred and fifty-seven of the Revised Statutes. But this repeal shall not affect the oaths prescribed by existing statutes in relation to the performance of duties in special or particular subordinate offices and employments. (Act of March 13, 1884, § 2, 23 Stat., 22.)

Whenever any person who is not rendered ineligible to office by the provisions of the fourteenth amendment to the Constitution is elected or appointed to any office of honor or trust under the Government of the United States, and is not able, on account of his participation in the late rebellion, to take the oath prescribed in the preceding section [Sec. 1756, R. S., now repealed] he shall before entering upon the duties of his office take and subscribe, in lieu of that oath, the following oath: "I, A. B., do solemnly swear [or affirm] that I will support and defend the Constitution of the United States against all enemies, foreign and domestic; that I will bear true faith and allegiance to the same; that I take this obligation freely, without any mental reservation or purpose of evasion; and that I will well and faithfully discharge the duties of the office on which I am about to enter. So help me God." (R. S., § 1757.)

NOTE.—[Extract from opinion of Attorney-General of May 21, 1885.] "By the act of May 13, 1884, chap. 46, 23 Stat., 22, it is declared that thereafter the oath to be taken by any person elected or appointed to any office of honor or profit either in the civil, military, or naval service, except the President of the United States, shall be as prescribed in section 1757, Revised Statutes; and it is further declared that this 'shall not affect the oaths prescribed by existing statutes in relation to the performance of duties in special or particular subordinate offices and employments.' Thus, while postmasters, in common with all other officers of the United States, except the President, are now required to take the oath of office prescribed in section 1757, Revised Statutes, they are not exempted from taking the oath prescribed by the act of March 5, 1874, chap. 46, relative to the performance of duties in the postal service, but must take this also."

**Sec. 44. Form as Combined.**—Hereafter the oaths prescribed by the foregoing statutes will be combined in the following:

*Form of oath of office.*

\_\_\_\_\_, }  
 \_\_\_\_\_, } ss:

I, [name of appointee] having been appointed [designate office or employment] do solemnly swear [or affirm] that I will support and defend the Constitution of the United States against all enemies, foreign and domestic; that I will bear true faith and allegiance to the same; that I take this obligation freely, without any mental reservation or purpose of evasion; and that I will well and faithfully discharge the duties of the office on which I am about to enter. So help me God. I do further solemnly swear [or affirm] that I will faithfully perform all the duties required of me and abstain from everything forbidden by the laws in relation to the establishment of post-offices and post-roads within the United States; and that I will honestly and truly account for and pay over any money belonging to the said United States which may come into my possession or control; and I also further swear [or affirm] that I will support the Constitution of the United States. So help me God.

Sworn to and subscribed before me, a \_\_\_\_\_, this \_\_\_\_\_ day of \_\_\_\_\_, A. D. 18\_\_\_\_\_.

\_\_\_\_\_,  
 \_\_\_\_\_.

NOTE.—A contractor for carrying the mail cannot draw pay from the Department for services rendered or work done prior to his taking the oath. (11 Opin. Attorney-General, 498.)

**Sec. 45. Who may Administer Oath.**—And this oath or affirmation may be taken before any officer, civil or military, holding a commission under the United States, and such officer is hereby authorized to administer and certify such oath or affirmation. (18 Stat., 19.)

The oath of office required by either of the two preceding sections (1756 and 1757, R. S.) may be taken before any officer who is authorized either by the laws of the United States, or by the local municipal law, to administer oaths in the State, Territory, or District where such oath may be administered. (R. S., § 1758.)

In all cases in which, under the laws of the United States, oaths or acknowledgments may now be taken or made before any justice of the peace of any State or Territory, or in the District of Columbia, they may hereafter be also taken or made by or before any notary public duly appointed in any State, District, or Territory, or any of the commissioners of the circuit courts, and, when certified under the hand and

official seal of such notary or commissioner, shall have the same force and effect as if taken or made by or before such justice of the peace. (R. S., § 1778.)

NOTE.—A post-office inspector may administer the oath of office. (Opinions Assistant Attorney-General, Post-Office Department, April 8, 1885.)

**Sec. 46. Custody of Oath.**—The oath of office taken by any person pursuant to the requirements of section seventeen hundred and fifty-six, or of seventeen hundred and fifty-seven, shall be delivered in by him to be preserved among the files of the House of Congress, Department, or court to which the office in respect to which the oath is made may appertain. (R. S., § 1759.)

**Sec. 47. Omission of Oath not to affect Liability, &c.**—Every person employed in the postal service shall be subject to all penalties and forfeitures for violation of the laws relating to such service whether he has taken the oath of office or not. (R. S., § 3832.)

**Sec. 48. Oaths to Witnesses.**—Any officer or clerk of any of the Departments lawfully detailed to investigate frauds or attempts to defraud on the Government, or any irregularity or misconduct of any officer or agent of the United States, shall have authority to administer an oath to any witness attending to testify or depose in the course of such investigation. (R. S., § 183.)

The several auditors are empowered to administer oaths to witnesses in any case in which they may deem it necessary for the due examination of the accounts with which they shall be charged. (R. S., § 297.)

Any mayor of a city, justice of the peace, or judge of any court of record in the United States, may administer oaths in relation to the examination and settlement of the accounts committed to the charge of the Sixth Auditor. (R. S., § 298.)

#### SEAL OF THE DEPARTMENT.

**Sec. 49. How Kept and Used.**—The Postmaster-General shall keep the seal heretofore adopted for his Department, which shall be affixed to all commissions of postmasters and others, and used to authenticate all transcripts and copies which may be required from his Department. (R. S., § 395.)

As to when the seal shall be affixed to commissions signed by the President, see section 444.

**Sec. 50. Impression on Paper Sufficient.**—In all cases where a seal is necessary by law to any commission, process, or other instrument provided by the laws of Congress, it shall be lawful to affix the proper seal by making an impression therewith directly on the paper to which such seal is necessary, which shall be as valid as if made on wax or other adhesive substance. (R. S., § 6.)