
This is a reproduction of a library book that was digitized by Google as part of an ongoing effort to preserve the information in books and make it universally accessible.

Google™ books

<https://books.google.com>



KAIS. KÖN. HOF-



BIBLIOTHEK

104561-B

ALT-

J. 8. 231.







THE
BRITISH AND FOREIGN
REVIEW;

OR,

EUROPEAN QUARTERLY JOURNAL.

"In primisque hominis est propria veri inquisitio atque investigatio."

CICERO, DE OFF.

VOL. VIII.

JANUARY—APRIL.

1839.

LONDON:

RICHARD AND JOHN EDWARD TAYLOR,
RED LION COURT, FLEET STREET.

MDCCCXXXIX.

101501-B.

THE
BRITISH AND FOREIGN
REVIEW;
OR,
EUROPEAN QUARTERLY JOURNAL.

“ In primisque hominis est propria veri inquisitio atque investigatio.”

CICERO, DE OFF.

N^o XVI.

CONTENTS

OF

N^o XVI.

ARTICLE	Page
I.— <i>Speeches delivered by Thomas Noon Talfourd, Serjeant-at-Law, in the House of Commons, on Thursday, 18th May, 1837, and on Wednesday, 25th April, 1838, on the Law of Copyright.</i> Moxon, London, 1837 and 1838.	
<i>De la Propriété Littéraire et de la Contrefaçon.</i> Par M. VICTOR FOUCHER, Avocat Général à Rennes. Paris, 1836.	
<i>Das Königl. Preussische Gesetz vom 11 Juni, 1837, zum Schutze des Eigenthums an Werken der Wissenschaft und Kunst gegen Nachdruck und Nachbildung: dargestellt in seinem entstehen und erläutert durch Dr. JULIUS E. HITZIG.</i> Berlin, 1838.	333
II.— <i>Andrè.</i> Par GEORGE SAND. Paris. 1835.	
<i>Lettres d'un Voyageur.</i> Par GEORGE SAND. Paris. 1837.	
<i>Les Maitres Mosaistes.</i> Par GEORGE SAND. Paris. 1837.	
<i>Mauprat.</i> Par GEORGE SAND. Paris. 1837.	
<i>Spiridion.</i> Par GEORGE SAND. Paris. 1839.	360
III.— <i>Dernières intrigues de la Russie en Vallachie et en Moldavie.</i> Paris. 1838.	
<i>Report on the Commerce of the Ports of New Russia, Moldavia, and Wallachia, made to the Russian Government in 1835, in pursuance of</i>	

ARTICLE

Page

an investigation, undertaken by order of Count Woronzow. By JULES DE HAGEMEISTER; translated from the Original. Published at Odessa. By T. F. TRIEBNER. London: 1836. 391

IV.—*The Life of Samuel Taylor Coleridge.* By JAMES GILMAN. London: Pickering. 1838. 1st vol. 8vo.

Coleridge's Table Talk. 2nd edition. 1 vol. 12mo. 1836.

The Literary Remains of Samuel Taylor Coleridge. Collected and edited by H. N. COLERIDGE, Esq. M.A. Pickering. 1836-7. 3 vols. 8vo. 414

V.—*The Justice and Profit of a Uniform Penny Postage.*

First, Second and Third Reports of the Select Committee on Postage. Ordered by the House of Commons to be printed 4th April, 1838. 1st and 13th August, 1838.

Report of the Postmaster-General of the United States of America. 1837.

Facts and Reasons for Mr. Hill's Penny Postage. By W. H. ASHURST. 8°. 1838.

Annuaire des Postes, ou Manuel du service de la Poste aux Lettres et aux Chevaux à l'usage du Public, publié par ordre de l'Administration. Paris, 1839.

Report of a Scene at Windsor Castle respecting the Uniform Penny Postage. 8°. 1839. . . 451

VI.—*Speeches of Henry Lord Brougham, etc.* Edinb. 1839. 490

VII.—*Précis du Système, des progrès, et de l'état de l'Instruction publique en Russie, rédigé d'après des documents officiels.* Par ALEXANDRE DE KRUSENSTERN, Chambellan de S. M. l'Empereur de Russie. 8vo. Varsovie, 1837 . . . 539

ARTICLE	Page
VIII.— <i>Improvement of Ireland—The Medical Charities. Political Medicine ; or Medicine considered in its relations to Government and Legislation. By H. MAUNSELL, M. D., one of the Professors in the Royal College of Surgeons in Ireland. London: 1839.</i>	557
<i>Sixteenth Report of the Inspectors-General of the Prisons of Ireland. Ordered by the House of Commons to be printed, 6th March, 1838.</i>	
<i>General and local Reports upon the Existing System of Public Medical Relief in Ireland. Poor Inquiry, Ireland. (Appendix B.) Ordered by the House of Commons to be printed, 8th July, 1835.</i>	
IX.— <i>Public Monuments in England. Report of a Committee appointed to consider the subject of Public Competitions for Architectural Designs, laid before the General Meeting of the Royal Institute of British Architects. London: Weale. 1839.</i>	
<i>A Letter addressed to Lord Viscount Melbourne, on the rebuilding of the Royal Exchange, by Thomas Hopper, Architect. London. Weale. 1839.</i>	
<i>Plans for the National Encouragement of Historical Design.</i>	591
X.— <i>Progress and present Position of Russia in the East. London: Murray. 1836.</i>	
<i>India, Great Britain, and Russia. London: Baily and Co. 1838.</i>	
<i>Present and future Prospects of our Indian Empire. London: Hooper. 1838.</i>	609

ascertained; for as no inference can be drawn from the silence of contemporaries, so a legitimate reputation can not be founded upon their admiration and applause. Perhaps Coleridge himself has rightly solved the conditions of perpetual remembrance.

“ The truly Great
Have all one age, and from one visible space
Shed influence. They both in power and act
Are permanent, and Time is not with *them*
Save as it worketh *for* them, they *in* it.”

ARTICLE V.

The Justice and Profit of a Uniform Penny Postage.

1. *First, Second and Third Reports of the Select Committee on Postage.* Ordered by the House of Commons to be printed 4th April, 1838. 1st and 13th August, 1838.
2. *Report of the Postmaster-General of the United States of America.* 1837.
3. *Facts and Reasons for Mr. Hill's Penny Postage.* By W. H. ASHURST. 8°. 1838.
4. *Annuaire des Postes, ou Manuel du service de la Poste aux Lettres et aux Chevaux à l'usage du Public, publié par ordre de l'Administration.* Paris, 1839.
5. *Report of a Scene at Windsor Castle respecting the Uniform Penny Postage.* 8°. 1839.

MUCH has been said of late, and as much written, in favour of the Uniform Penny Postage; and a healthy public feeling towards it, alike devoid of popular impulse as of political bias, has gradually sprung into existence, and continues to increase in strength*: still an implicit faith in the soundness of the

* The progress of public sympathy towards cheap postage deserves notice. During the Parliamentary Session which immediately followed the publication of Mr. Rowland Hill's pamphlet, five petitions were presented in favour of the plan of a penny postage. The example of petitioning, we believe, was set by several eminent firms of the Metropolis, and the first petition was signed by Messrs. Murray, Charles Knight, Longmans, and the principal London publishers. In the next Session, being that of 1837 and 1838, three hundred and twenty petitions were

measure has not been proclaimed; and the sober-minded, however much they may acknowledge its attractiveness, demur at its practicability. No settled conviction exists (and such a conviction must exist before the plan can be realized) that the principle of a uniform rate for all distances is just; that the sum of one penny is enough to cover all the expenses incidental to the receipt, carriage and delivery of a letter; and that the adoption of this new plan would not ultimately sweep away that quantum of revenue now yielded by the Post-Office to the Exchequer. The recent publication of the verdict pronounced in favour of the measure by the Commons' Select

presented to the House of Commons alone, which the Report on Public Petitions enables us thus to class :

	Number of petitions.
Merchants, bankers and inhabitants	143
Town councils	73
Printers and printing-offices	37
Chambers of commerce	19
Commissioners of supply in Scotland.....	10
Charitable corporations	10
Mechanics' institutes	9
Fire and life insurances	8
Attorneys	7
One bank	1
Clergyman.....	1
Tradesman ..	1
Commercial traveller	1

320

The postage petitions are nearly one-third more numerous than all the others praying for relief from taxation.

	Number of petitions.
Postage.....	320
Repeal of corn laws	59
Post-horse duties	44
Marine insurances	34
Hops	30
Soap	15
Miscellaneous subjects.....	36

218

Postage Committees have been formed, in the Metropolis by the zeal of Mr. George Moffatt,—in Edinburgh, Glasgow, Liverpool, Manchester, &c. to ascertain the amount of the contraband conveyance of letters; also how far the present postage rates suppress correspondence, and what would be the probable increase of letters under a Penny Post. The good service which the London Association, through the able agency of Mr. W. H. Ashurst, rendered to the Inquiries of the Select Committee of the House of Commons is acknowledged in its report. In a short time, without any public advertisement, seven hundred pounds were subscribed in London by the Rothschilds, Gledstones, Morrisons, &c. to further this object. The whole press of the country, without exception, have gradually become the advocates of a Uniform Penny rate of Postage.

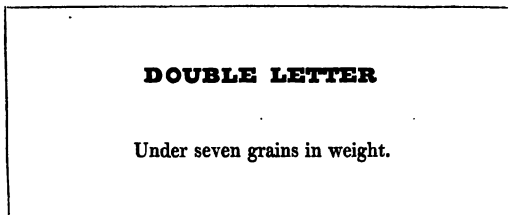
Committee calls for the clearing up of these doubts; which, notwithstanding the universal advocacy of the general plan put forth by the press, has, strange to say, hitherto remained imperfectly performed.

The proposal of Mr. Rowland Hill (no relation, by the by, to his namesake the celebrated preacher) is to substitute a uniform rate of one penny upon every half-ounce-weight, regardless of the distance which the letter may have to be carried; instead of the present ever-varying rates of postage, assessed on principles, a statement of which by the Post-Office authorities themselves, occupies at least fifty-eight octavo pages in the Post-Office Directory*.

In this article we shall adopt the conduct of a judge impar-

* A few illustrations of the present rates of postage are worth producing. The last entry of the index to the postage-report gives an amusing example of the varieties of postage charges. It stands thus—"ZEAL South and Honiton—a four-ounce packet from Exeter to South Zeal, eighteen miles, would cost one penny; if sent to Honiton, sixteen miles, it would cost six shillings and eightpence." The inhabitants of Renfrew represented in a petition last Session, that if they posted "a three-ounce letter to go to Lochwinnoch, fourteen miles distant, it would cost a penny; but if the same letter were addressed to Pollochshaws, half the distance, or seven miles, it would be charged four shillings." Different charges are made on letters of the same sort carried to the same place. This depends on the luck of the hour at which they are posted. Two Kingston-upon-Thames letters are lying before us—threepence postage was paid on the one and eightpence on the other; the difference of charge arising solely from the different hours at which they were posted. Croydon letters are treated in the same manner.

Two letters have been circulated generally to members of the legislature and others to illustrate another post-office principle of charge. One the size of the following:



A piece of paper weighing three and a half grains was inclosed in an envelope of this size, on which the following notice appeared: "Postage charges in 1838. This paper, four inches by two and a half inches, and its cover of similar size, weighs *seven grains*, or *under the sixtieth part of an ounce* weight, and is charged **DOUBLE POSTAGE**, whilst the accompanying sheet, thirty five inches by twenty-three inches, weighing just one ounce, is charged as a single letter.—N.B. In France, Germany, and throughout Europe, postage is charged by weight." This Lilliputian letter was charged one shilling. A second piece of paper would have made the postage treble. Its fellow-letter, a single sheet of "double demy," being twice the size of the sheet of sixteen pages which the reader is now perusing, was charged sixpence only!

tially submitting the naked facts of a case to a jury, rather than that of the advocate dressing them up to serve the interests of his client. We shall resist, if possible, indulging in a single epithet, though at the risk of some popularity. Sufficient appeals to the sympathies of the public in favour of the plan have been already made. On the present occasion we propose to address ourselves chiefly to its reason.

We have three main inquiries: 1. The justice of a uniform rate; 2. The profit or loss of a penny rate; and 3. The interests of the general revenue. As our facts are numerous, and in order to fix the reader's attention to the point in discussion, we shall give a general heading to each section of the inquiry.

1. THE JUSTICE OF A UNIFORM RATE.

The Reason of a varying Rate.

To find this, the various elements of cost which make up "Postage" must be specified. Every letter, be its postage a penny only, or five shillings, pays for its reception at one post-office,—its sortation, stamping and packing in the mail-bag,—its carriage—its reception at another post-office—and its final delivery at its destination. It pays besides a proportionate share of the cost of general superintendence, and of the Revenue Tax. One posted single-sheet letter differs from another, so far as postage is concerned, only as respects the distance it has to be carried. Difference in transit alone causes a different charge. Every other operation above enumerated is the same on every letter. No greater skill or time is expended in marking a shilling on a letter than a penny. Both letters are stamped with the same stamp; and the postman may be kept waiting at the house-door ten minutes for either postage. Does difference in the transit of letters warrant the difference of charge imposed by the Post-Office? This, therefore, becomes the first question to be answered.

The Number of Letters carried, and not distance, chiefly determines the Cost of Carriage.

At first sight it seems self-evident, that a letter carried a hundred miles ought to be charged higher postage than one

carried a single mile. Edinburgh is seven times more distant from the metropolis than Brighton. If one messenger be sent to Edinburgh, and another to Brighton, each with a single letter, it is clear that the expenses of the first will be seven times greater than those of the last. Say the Brighton messenger charges ten shillings,—the Edinburgh one will charge seventy shillings: one letter will therefore cost ten, the other seventy shillings. But instead of taking only one, suppose the Brighton messenger takes ten letters, and the Edinburgh messenger seventy—a shilling would become in both cases the cost of each letter, though one travels seven times the distance of the other. Would it then be just, in this instance, to charge the Edinburgh letter seven times higher than the one sent to Brighton? Carry the same illustration a step further, and suppose the number of the Brighton letters to remain at ten, while the Edinburgh letters rise to 140 in number; the Edinburgh expenses are then reduced to sixpence each letter. Ought not the carriage of the Edinburgh letter to be half that of the Brighton letter? It is not in this case the distance which regulates the relative cost of carriage for each letter, but the number of letters. It is equally clear that letters forwarded to a shorter may actually cost more than those to a longer distance. The carriage of letters by the mails is precisely analogous to the cases we have put, and we can appeal to positive data,—oddly enough furnished by the Postmaster-General himself in defending the present system,—expressly to show, that distance alone really does not regulate the cost of transit. The mails, like the messenger, are paid a fixed sum for each trip, according to the distance they go. The number of letters varies,—a small number frequently dividing the lesser,—a large number the greater expense. Thus the cost of the carriage of the mail* to Louth, 148 miles from London, (which is *2l. 0s. 9d.*), being divided among 365 letters for one trip (allowing nothing to the account of the carriage of the newspapers, franks and parliamentary papers), gives a cost of carriage greater on each letter than the *3l. 19s. 7½d.* of the Edinburgh mail, 400 miles from London, when charged on 1555 let-

* See Second Report, App. p. 257. and Lord Lichfield's Evidence.

ters*. To render the principle of a varying rate just, the postage should change according to the number of letters every day to every place. But this system could not work, because though the Louth mail might start from London with 300 letters, a hundred more might be added or subtracted at each post-office before it reached Louth. And could it be done, every post-master throughout Herts and Lincolnshire must be a Babbage, and every post-mistress a Mrs. Somerville, to ensure accuracy in apportioning fractions of a penny as the cost of transit. As if to surpass the example given by the Postmaster-General, of the absolute inconsistency of grounding the differences of charge on distance, the secretary of the Post-Office tells us, "that the cost of conveying letters by the penny posts is very often greater than the cost of maintaining a communication for 100 miles between large towns." (Evid. 3039.)

Though we have thus shown that the mere distance which a letter is conveyed affords no criterion of the expense of carriage, still we can imagine a supporter of the present system bringing forward such a case as the following:—Two letters are posted at Dover, one for delivery at Canterbury and the other at Limerick; would it not be preposterous to maintain that the cost of transit in the latter case was not very much higher than in the former? Possibly, the transit of the Limerick letter, were the Irish mail on that occasion a very light one, might cost some fraction of a penny more than the Canterbury one;—but whatever this difference may be, does it warrant the Post-Office in charging a letter from Dover to Limerick, a shilling more than a letter from Dover to Canterbury, as is the case at present?—Moreover, could a perfectly fair computation of the cost be made more easily in this case than in that of the Louth letters? Lord Seymour, the Government advocate of

* The charges are taken from a return in the Appendix to the Second Report, page 257, in preference to those given by the Postmaster-General in his Evidence (2786). Because Mr. Hill had estimated the mail carriage to Edinburgh to cost 5*l.*, the Postmaster-General adopted that sum as correct, which Colonel Maberly afterwards admitted it was not. It so happens that the correct charge, 3*l.* 19*s.* 7½*d.*, would have rendered certain of Mr. Hill's conclusions more favourable to his own views, and this is seemingly the only reason which can be assigned for the singular adoption by the Post-Office authorities of the incorrect data.

the Postage Committee, apparently sees no injustice in these unequal charges, but exhibits exceeding anxiety about the injustice which may be found in a penny or halfpenny of a uniform rate. His Lordship asks a witness,—“If a letter were sent to Dublin for one penny, do you not think that another correspondent at Brighton might fairly ask to have his letter for a halfpenny?” “Not,” replies the witness, “if he saw that uniformity would be a beneficial thing to the whole kingdom, and to himself under other circumstances; because any individual may have a certain number of correspondents within twenty miles, and a certain number within two hundred miles; the chance for every individual would be the same.”—His Lordship still perseveres, “Will not the individual at Brighton be, in your opinion, in that case more heavily taxed than the individual in Dublin?” And receives an answer which seems to us to state the whole case in a few words. “No, I think not; for that would be supposing that person the only correspondent he had; but supposing that person has correspondents, at different distances he would say, the whole arrangement is one highly beneficial to me; or else we must suppose the individual would separate his letters and say,—this letter which comes only twenty miles for one penny is a dear letter, and this which comes two hundred miles is a cheap letter. I do not think that any person would reason in that way*.” The point still seems not to reach His Lordship; for we find him asking at an advanced period of the inquiry, of Mr. Samuel Jones Loyd †, whether “he thinks that if a uniform rate of twopence were imposed on all letters, the person at Barnet would not soon find out, that if a person at Limerick gets his letter for twopence he ought to get his for one penny?” His Lordship is at last silenced by the laconic answer of the acute London banker. “If such be fact, he would soon find it out, I presume; if it was not the fact of course he would never find it out.”

Independently of the fact, that it is the number of letters rather than distance which determines the cost of carriage,

* Evid. 4567.

† Evid. 10386.

the extreme insignificance of the cost itself affords a strong argument for rejecting it as the ground of charge.

Insignificance of the cost of transit on each letter.

Mr. Hill, having no access to official returns, showed, on the best data he was able, the cost of carrying a single letter from London to Edinburgh to be only the thirty-sixth part of a penny*. The Postmaster-General admitted the perfect correctness of Mr. Hill's data, but preferred stating the same truth in a different form: he insisted upon charging all the expenses to the account of the chargeable letters, because the franks and newspapers bear no postage†. (Mr. Hill apportioned the carriage among *all* the documents in the mail according to the number and weight of each.) And His Lordship then went on to prove the cost of the Edinburgh letter, together with eleven times its weight of newspapers, franks, &c., to be three farthings, and one thirty-first part of a farthing. The Postmaster-General would not, however, allow the Edinburgh mail to be taken as a fair average of all others; and instanced the case of the Louth mail, where he finds out that each letter, with *fifteen times* its weight in newspapers and franks costs one penny one farthing and seven-tenths of a farthing‡. The Committee have settled this knotty point, involving the momentous interests of fractions of farthings, by establishing the average cost of each letter, not estimated on the cost of a single mail, but of all of those leaving London, to amount as nearly as possible to the same sum as Mr. Hill,—the thirty-sixth part of a penny. It is proved, in the Committee's report, that the mere expense of transit by the mail, to the distance of 214 miles from London (the mean distance to

* He at the same time stated that the present average cost of transit of each letter was about nine-hundredths of a penny.

† It has been judiciously remarked, that the Postmaster-General is forgetful of the revenue derived from the penny stamp on newspapers, which was expressly imposed as the price of their freedom from postage. Lord Melbourne and the Chancellor of the Exchequer both said it was to be considered as payment for postage. The annual produce of this stamp ought therefore to be considered as paying for the conveyance of newspapers. The revenue from newspapers in 1837 was £218,041. The *carriage* of all the newspapers, franks, stamps, parliamentary and official documents, and chargeable letters, costs the Post-Office only £287,306.

‡ See Lord Lichfield's Evidence.

which the mails may be considered to travel), is a cost to the Post-Office, for one chargeable letter, of . . . *·0273d.*
 one privileged letter . . . *·2055*
 one newspaper *·1534**.

But it is not only in Post-Office conveyance that the item of carriage is so trifling. Col. Maberly himself (Evid. 2895.) shows that letters can be sent by coach-parcel, from London to Edinburgh, for less than one-tenth of a penny each. The petition of the London booksellers stated, that *eighty* letters can be sent in a parcel by steam from London to Edinburgh for *1d.* The farthing discount allowed on each copy of the Saturday and Penny Magazines suffices to pay both the retailer's profit and the carriage to all parts of the kingdom. A witness, belonging to a firm which, it is said, abandoned their retail trade because their returns were only £80,000 a year, observes: "There are many analogous cases, in which the mere transit of goods adds little or nothing to their price or value in the market: a book published in London is sold at the same price in London, Dublin and Edinburgh; articles of

* COST OF CONVEYANCE.

Of all the mail-coaches which leave London, the average weight carried is shown to be 474lbs. of mail, including bags; the average cost of a trip, *2l. 1s. 4d.*; and the average distance travelled, 214 miles.

As determined by

<i>The actual cost of conveyance by these mails is—</i>	As determined by		
	<i>The Committee.</i>	<i>Mr. Hill.</i>	<i>The Post-Office.</i>
For a chargeable letter.....	<i>·0273 = nearly one-thirty-sixth of a 1d.</i>	the same (\$)	rather more than $\frac{3}{4}d.$ (ll)
For a privileged letter (including in this class Government franks and Parliamentary papers).....	<i>·2055 = nearly one-fifth of a 1d.</i>	not stated	
For a newspaper.....	<i>·1534 = nearly one-sixth of a 1d.</i>	the same (\$)	

If the mails were fully laden, it is shown that the cost per letter, &c. would be less than a third of what it now is.

§ Post-office Reform, 3rd Ed. p. 13. Strictly speaking, Mr. Hill has not attempted to determine this average. He calculates the cost of conveyance from London to Edinburgh, and assumes that to be about the average for all well-laden mails.

|| The Postmaster-General—1st. Report, par. 2786. This also is a calculation of the cost of conveyance from London to Edinburgh; which however the Postmaster-General declares to be below the average. His Lordship insists on considering the whole expense as incurred in the conveyance of the chargeable letters.

“wearing apparel, in the large cities, where the means of transport are many and cheap, are sold at the same price in all the different parts of the kingdom. To show how little the cost of transit sometimes enters into the price of goods, I may mention to the Committee, in the way of illustration,—that we buy goods in Manchester, they are conveyed to London, we sell them in London very often to dealers resident in Manchester, who again carry them back to the place from whence they came, and, after the cost of two transits, they will have bought them of us cheaper than they themselves could buy them in Manchester; in this instance the cost of transit, as an element of price, has become absolutely destroyed by the force of capital and other arrangements.”

Uniform rate more just in principle than a varying rate.

But the most conclusive reasoning in behalf of uniformity is given in the Select Committee's Report. A view of the Post-Office expenses is here taken, which makes the superior justice of a uniform over a varying rate incontrovertible.

The Post-Office, after paying for the distribution of letters, and four times their weight of franks, newspapers and Parliamentary and official documents, yields a profit of 236 *per cent.* on its total cost of management. The State, from its own views of expediency, lays the whole Post-Office charges on the letters alone, and exempts the franks, newspapers, &c. from any postage; letters, being only one-fifth of the weight, are fairly chargeable with only one-fifth of the cost of carriage; the other four-fifths are therefore to be regarded in the nature of a tax. The total cost of transit, separated from the cost of the whole establishment, is 287,306*l.*, only one fifth part of which, namely, 57,461*l.*, is to be accounted the cost of the transit of the chargeable letters, while the remainder, 229,845*l.*, is to be considered as tax for carrying the other documents free of charge. Dividing the 57,461*l.* among the chargeable letters, which are in number 77,500,000, the average cost of each letter, free of tax, would nearly equal two-elevenths of a penny. It is perfectly fair to distribute this sum of 229,845*l.* as a tax, in equal shares, on all the chargeable letters, which in that case would be debited with an invariable sum, being

their share of the tax—about eight-elevenths of a penny plus a variable sum, being the cost of carriage to whatever place the letter was conveyed. “Considering,” to use the words of the Report, “the infinitesimal amount of this variable sum, when compared with the aggregate amount of the other elements that enter into the amount of the postage rate, that is, the tax imposed for the purpose of franking, the cost of receiving and delivering, and, in addition to all this, the tax of 236 per cent., imposed for the purposes of revenue, it is obvious that it is a quantity too small to require to be taken into consideration.” It is found that the cost of transit, free of the franking tax, is only eight per cent. of the whole cost of management. And if the revenue tax of 236 per cent. is added, it is only one forty-second part of the whole. And, “even this minute variable element is not proportional to the distance to which the mail travels, but is rather in the inverse proportion of the number of letters which are carried by the mail on any given route.” And the utter impossibility of estimating these proportions, which vary daily, was demonstrated at the outset. “On the whole then,” continues the Report, “since the cost of transit, independent of the tax imposed for the purpose of franking, forms a very small part of the whole charge, and, small as it is, is not in proportion to distance; and since the other elements of cost are invariable in their nature, and wholly independent of the distance, the fairest principle on which to regulate the postage rates, supposing there were no tax for the purpose of revenue, would be to make that rate uniform. But the principle of taxation, imposed for the sake of revenue, ought to be to leave matters, after the imposition of a tax, in the same relative state in which they would have been had no tax been imposed; whence it follows, that whether that tax be taken into consideration or not, the result arrived at would be the same—the rendering the postage rate uniform.”

It may be said, however, that though we may agree to reject transit as the basis of a variable rate, still there are many cases in which a letter has to undergo several sortings, and that it ought to pay its proportion of expense according to the trouble given in this respect: to resume the words of the Report, which anticipates and answers such objections: “On quitting the direct lines of communication, the points of di-

“varication from the direct mail-roads into those less direct, and from these again into roads still less direct, and so on, will increase in number with the distance from the centre; and since every point of divarication may become a new point of departure, that is, a new point for sorting, the number of sortings, it is contended, will increase as you recede from the centre, and with the number of sortings, the proportion of the cost of the establishment of the Post-Office which the letter sorted ought to bear*.” The result of the Committee’s investigation into this point is, that apportioning the whole Post-Office expenses according to the weight and the number of the chargeable letters combined, “32 per cent. only of the whole cost of distribution is due to the chargeable letters, and the remaining 68 per cent. consists of 48 per cent. tax for maintaining the free distribution of franks and newspapers, and 20 per cent. miscellaneous charges thrown on the establishment. Consequently, 68 per cent. may be divided on the principle of a uniform rate, and 32 per cent. is the only part of the charge which is subject to vary according to distance. If the revenue tax of 236 per cent. be taken into account, the cost of distribution, including transit, receiving and delivering, free of tax, will amount to only 9½

* COST OF DISTRIBUTION.

Without reference to particular mails, the actual cost of *distribution*, including the receipt, conveyance and delivery, and all other expenses, is—

As determined by

	As determined by		
	The Committee.	Mr. Hill.	The Post-Office.
	<i>d.</i>	<i>d.</i>	<i>d.</i>
For a chargeable letter.....	·7566 =	¾	nearly 2½
For a privileged letter	1·3438 = a little more	than 1¼	(†)
For a newspaper	1·6036 = a little more	than 1½	Average of all, ·84 of one penny (‡)

† The Postmaster-General—1st Report, par. 2795. His Lordship, as already stated, considers the whole expense as incurred on account of chargeable letters.

‡ Post-office Reform, 3rd ed., p. 12. Mr. Hill gives this as the cost of distribution between post towns. The averages of the Committee, which are for all places, would of course be somewhat higher.

COST OF DISTRIBUTION COMPARED WITH THE CHARGE FOR DISTRIBUTION.

It is shown that the average cost of distributing general post letters is a little less than the thirteenth part of the average postage charged on such letters; making the tax about 1200 per cent. Mr. Hill estimated the average tax on *all* letters at between 300 and 400 per cent. (1st Report, par. 107.)

“ per cent., while the tax imposed for sending the newspapers and franked official letters and papers, free of postage, the miscellaneous charges thrown on the establishment, and the revenue tax, will together amount to 90 per cent. of the whole charge.”

Precedents for a uniform rate.

A uniform rate of postage has not only justice (to say nothing of simplicity and expediency) to recommend it, but the usage of past times. The principle of uniformity has been recognised, though not fully carried out. The Act of Parliament of Car. II. fixed twopence as the postage of a single sheet for all distances below, and threepence for all distances above, eighty miles. A single sheet from London to Berwick is particularly fixed at a threepenny postage. Penny posts were established by the 9th Anne, c. 11., and it was expressly enacted, that a range of ten miles around London, Westminster, and Southwark should enjoy a penny post. But the change for the worse, in all respects—cost especially—is best seen by contrasting the rates fixed in 1710 and 1765 with those of 1812, which are still preserved.

Scale of Distances.	1710.	1765.	1812.
From any post-office in England or Wales to any place not exceeding 15 miles from such office	d. 3	d. 1	d. 4
For any distance above 15 miles, and not exceeding 20	3	2	5
Above 20, and not exceeding 30 miles	3	2	6
“ 30 “ “ 50 “	3	3	7
“ 50 “ “ 80 “	3	3	8
“ 80 “ “ 120 “	4	4	9
“ 120 “ “ 170 “	4	4	10
“ 170 “ “ 230 “	4	4	11
“ 230 “ “ 300 “	4	4	12
“ 300 “ “ 400 “	4	4	13
“ 400 “ “ 500 “	4	4	14*

And so on in proportion, the postage increasing progressively 1d. for a single letter for every like excess of distance of 100 miles.

* Letters passing through penny posts, or the London *twopenny* post (the metropolis alone enjoys the anomaly of a twopenny and threepenny post), are charged a penny or twopence in addition to these rates. Thus, a four-ounce letter from Kingston to Kensington, about nine miles apart, would be charged 5s. 4d. as a general-post rate and 2d. besides, whilst the same from Glasgow to Balfron, twenty-one miles, would cost only a penny!

Inland postage on ship-letters is a uniform rate of fourpence, whatever distance they may be posted from the port.

The penny stamp on newspapers is a uniform rate, which franks a newspaper a hundred or seven hundred miles*.

The penny postage on soldiers' and sailors' letters is another uniform rate, which disregards distance.

It has thus been proved that distance does not regulate the cost of carriage; that a varying rate to be levied with perfect fairness would be impracticable; that the cost of carriage is but a small item in the expenses which make up postage; that the revenue-tax and those charges falling equally on all letters should be uniform on each letter; whence it follows that the nearest and only approach to perfect fairness is a uniform rate; and, lastly, that uniformity has several precedents to recommend its adoption. We omit the grounds of expediency, which we might strongly urge in its favour, because the testimony is unanimous in this respect.

II. THE PROFIT ON EACH PENNY LETTER.

To find out whether the Post-Office could distribute letters profitably, or even without loss, for a penny per half ounce, we must first ascertain the nature and amount of its expenses necessarily incurred. They have been classed by Mr. Hill, and the Report adopts his division, under two heads—of General Management, and of Transit: under general management may be placed the salaries, allowances and wages to officers; rents of offices, furniture, printing and miscellaneous charges, which, for the year ending 5th January, 1838, amounted to 288,078*l.* The cost of transit amounts to 287,306*l.* Up to a certain point both these classes of expenses are in the nature of a fixed charge,—be the post-office work heavy or light, be the documents carried few or many. They are not like the *ascending* expenses on the paper of each copy of a printed book, or of the raw cotton of each yard of calico, which become great or small according to the numbers of copies struck off, or yards manufactured. The Post-Office expenses

* If you post a newspaper within the London twopenny-post circle, to be delivered *within* that circle, there is a penny postage to pay; to be delivered *without* that circle, it goes free: *e.g.* a newspaper posted at St. Martin's-le-Grand to go to Newgate-street adjoining, costs a penny; to go to and from Aberdeen, above 500 miles perpetually, it costs nothing!

are rather analogous to those incurred for the authorship and press-composition of a book, or for the design and engraved pattern of the muslin, which are the same to the producer, without reference to the number of impressions taken. The postmaster-general, deputy post-masters, clerks, &c. receive fixed annual stipends: and each mail-coach proprietor is paid so much per mile, without regard to the fullness or emptiness of the mail bags. No increase of letters would warrant an increase in the salaries of the postmaster-general and most of the other officers, though it might occasion an increase in the numbers of the letter-sorters, and augment somewhat the cost of transit.

Mr. Hill reckons that the average postage, at a uniform rate of a penny per half ounce, will be $1\frac{1}{4}d.$ each letter*.

* Because it is proposed to have *two* penny stamps for *two* half-ounces weight; *three* penny stamps for three half-ounces, and so on to eightpence. The evidence is conclusive, that the Post-Office at such a mode of rating would be very much used for the conveyance of patterns, samples, law deeds, catalogues, &c. The average receipts on the whole letters would therefore be above a penny each.

AVERAGE RATES OF POSTAGE,
As determined by

Average rates, Multiple Letters being included and counted as Single.	As determined by		
	The Committee.	Mr. Hill.	The Post-Office.
Packet and ship letters	<i>d.</i> 23·1562 = nearly 23 $\frac{1}{4}$	not stated	not stated
— and inland general-post letters	9·7065 = nearly 9 $\frac{3}{4}$	9 $\frac{1}{2}$ (†)	11 $\frac{1}{2}$ (‡)
Ditto, ditto, and London 2 <i>d.</i> and 3 <i>d.</i> post letters	8·4006 = nearly 8 $\frac{1}{2}$	not stated	10 (‡)
Ditto, ditto, ditto, and country 1 <i>d.</i> post letters	7·6074 = little more than 7 $\frac{1}{2}$	nearly 7 (§)	9 & 2·5 (‡)
Inland general-post letters only	8·6502 = nearly 8 $\frac{3}{4}$	not stated	not stated
Ditto and London 2 <i>d.</i> and 3 <i>d.</i> post letters	7·4688 = nearly 7 $\frac{1}{2}$	ditto	ditto
Ditto, ditto and country 1 <i>d.</i> post letters	6·7414 = nearly 6 $\frac{3}{4}$	ditto	ditto
<i>Average rates, Multiple Letters being excluded.</i>			
Single inland gen.-post letters	7·7445 = nearly 7 $\frac{3}{4}$	ditto	ditto
Ditto, and London 2 <i>d.</i> and 3 <i>d.</i> post letters	6·8202 = little more than 6 $\frac{3}{4}$	ditto	ditto
Ditto, ditto, and country 1 <i>d.</i> post letters	6·2166 = nearly 6 $\frac{1}{4}$	ditto	ditto.

† 1st Report, par. 162. 9 $\frac{1}{2}$ millions at 1*s.* each, and 44 millions at 9*d.* each, give an average of 9 $\frac{1}{2}d.$

‡ 1st Report, page 434.

§ 1st Report, par. 161. Mr. Hill says, he thinks the average is about 6 $\frac{3}{4}d.$; but his figures show it to be nearer to 7*d.* In his pamphlet he estimated this average at 6 $\frac{1}{2}d.$, but treated it in his computations as though it were the average of single inland letters, which is shown above to be almost exactly 6 $\frac{1}{4}d.$

Now the sums stated above give 575,384*l.* as the total expenses incurred in the distribution of letters within the United Kingdom. If we divide this sum equally among the present number of letters, franks and newspapers, (being about 129,000,000 documents,) we shall find that about a penny pays for each document. But charging these expenses on the 77,500,000 of letters only, each letter costs the Post-Office nearly twopence. Assuming no increase of letters to take place under a penny rate, a supposition not to be entertained for an instant, the Post-Office would, after distributing the newspapers and franks for nothing, lose about 160,718*l.* per annum, besides its net revenue now yielded*. A twofold increase of the present number of letters, at a penny rate, assuming no increase of expenses besides the cost of stamps to take place, would pay all the present expenses, and return a profit on them of about 40 per cent.; on a threefold increase, above 100 per cent. would be realized; on a fourfold, 200 per cent.

As far as a fourfold increase of letters it is highly probable that the present Post-Office expenses would not be augmented. The authorities admit, and it is proved from their own data, that they could easily perform with the same force the sortation and despatch of a fourfold increase†. Beyond a doubt, the mails could carry without additional cost much above a fourfold increase of letters ‡, which would augment the whole

* This loss would be more than covered by the penny stamp on newspapers.—Vide note p. 458, *antea*.

† The superintending president of the Inland Office, who recklessly opposed every part of Mr. Hill's plan, unwittingly afforded very useful materials for this statement.

He says, there are 54 sorters in the evening at St. Martin's-le-Grand. He reckons "a sorter to sort 30 letters per minute." He shows, that out of 47,795 letters which reached the sorting-office on the 20th February, 1838, only 9,428 arrived before half-past five, and consequently that between then and eight o'clock, or two hours and a half, is the time when the great majority, 36,367, arrive. At the rate of 30 letters per minute, each sorter would in this time sort 4,500 letters. The 54 sorters would therefore be able to sort 243,000 letters, or above six times the number which arrive at present. Sir Edward Lees, the able secretary for Scotland, "would say certainly, at the very lowest, that 60 fair letters might be sorted in a minute; that is the lowest they ought to sort." (Ev. 10,014.) So that at this rate, the present number of sorters could despatch 12 times the present number of letters. This experienced officer would be willing to undertake a fourfold increase of letters, with the force at present under his authority.

‡ Soon after Mr. Hill's scheme had been broached, the Postmaster-General in the House of Lords, on the 18th Dec. 1837, delivered a judgment upon it. One of its effects on the post-office administration he told in the following remarkable prophecy: "If the number of letters under the Uniform Penny Post be increased

number of documents in the ratio only of $2\frac{8}{10}$ to 1. A six-fold increase of letters would increase the whole of the docu-

twelfefold, the mails will have to carry twelve times as much in weight, and therefore the charge for transmission, instead of 100,000*l.* as now, must be twelve times that amount." (See *Mirror of Parliament*.)

This statement assumed that the mails were already filled, and filled with chargeable letters only; a fact which His Lordship did not take the precaution of learning. It was one which the Committee of course could not omit to ascertain. The result of their investigation, founded on a post-office return (App., vol. ii. p. 259.), tells a very different tale to that of the Postmaster-General. The superintendent of the mail-coaches informed the Committee, that a mail-coach would carry of mail 15 cwt., or 1,680 lbs., bags included. The average weight of each mail out of London, founded upon the actual weighing of each of 32 mails, is 463 lbs., divisible in these proportions :

	Pounds weight.	Per-centage.
Bags	68	14
Letters, including franks, &c.	91	20
Newspapers	304	66
	463	100

The letters, including franks, &c., thus form 20 per cent. of the whole mail; from this 20 per cent., on the authority of the Postmaster-General, may be deducted 10 per cent. as the weight of the franks, official and parliamentary papers; 463 lbs., the present weight of a mail, is to 1,680 lbs. (the full weight,) as 27 is to 100.

From the data that the chargeable letters are only 10 per cent. of the present weight of the mail, and that the weight of the whole mail is only 27 per cent. of what the mail-coaches could carry without overloading, it follows that the average weight of the chargeable letters could be increased 27-fold (or 24-fold, allowing for the increased weight of the bags) before the 1,680 lbs. would be reached.

It is unnecessary to quote the whole of the return alluded to; the six first entries will suffice to calm any terrors created by the rather extravagant dreams of the Postmaster-General.

MAILS.	Date when weighed.	Weight of the Bags in lbs.	Weight of the Letters and Franks in lbs.	Weight of the Newspapers in lbs.	Total.	Weight wanting to make up 1,680lbs.	Letters (including Franks) might increase.
Edinburgh	Mar. 2	121	122	288	531	1,149	9-fold.
Louth.....	Mar. 3	25	16	126	167	1,513	95-fold.
Brighton ..	Mar. 22	39	75	147	261	1,419	18-fold.
Bristol	Mar. 23	61	79	383	523	1,157	14-fold.
Hastings...	April 3	33	22	109	164	1,516	65-fold.
Stroud	April 5	17	10	56	83	1,597	158-fold.

It is obvious that the weight of the chargeable letters and the franks, &c. should have been kept apart.

2,912 lbs. are the total weight of all the chargeable letters, franks and parliamentary papers carried by the mails. Half only, or 1,456 lbs., are chargeable letters; consequently the chargeable letters of the mails out of London are less than the weight which a single mail-coach is able to carry!

The average weight of a letter is about one-third of an ounce, or .3529 oz.

The average weight of one newspaper is about 2 oz. or 2.0057 oz.

The privileged letters constitute 63 per cent., and the chargeable letters 37 per cent. of the whole weight of the letters throughout the country.

The mean average weight of all privileged letters is about 1½ oz.

ments, newspapers, official and parliamentary franks, &c., in number but fourfold, and in weight only *twofold*.

If the letters upon a reduction of the postage to an uniform penny rate should increase fivefold, the present expenses not increasing at all, except for stamps, the average cost of each letter would be something above a farthing. Mr. Hill allows an increase of nearly 300,000*l.*, a sum much too liberal for the costs of the increased numbers, and on these data the average cost of each letter would be a halfpenny and the twelfth part of a farthing; consequently with the fivefold increase, the profits of the Post-Office on each letter would be nearly three farthings, or 150 per cent. on the charge incurred.

The extent of the increase, which may justifiably be anticipated, will be determined when we consider the probable effects of a penny rate on the revenue. For the present purpose of showing that a penny rate will pay all post-office expenses and yield a profit besides, less even than a twofold increase, may be assumed. And however startling the results from these moderate data may seem, they can be corroborated by analogous facts, about which there can be no dispute.

Firstly, there is the well-known fact, that letters are distributed profitably by private agency in London at less than a farthing each. Mr. Boyle, 290, Regent-street, "respectfully" announces to the nobility and gentry that he has made such "extensive arrangements as will enable him to have three deliveries daily. Subscription for delivering visiting cards, cards of invitation, thanks, &c., for one season, 2*l.* 2*s.*" This sum entitles a family to an unlimited circulation; and Mr. Hill learnt from a friend, a subscriber, that he was in the habit of sending out at least 2000 such cards, and that Mr. Boyle never complained of the number as excessive. Two thousand at 2*l.* 2*s.* is just at the rate of a farthing each. Add to this farthing the thirty-sixth of a penny as the average cost of transit for letters to any distance, and an amount is obtained which covers all the expenses of receipt, conveyance and delivery of a letter, and leaves a halfpenny and $\frac{3}{8}$ ths of a farthing profit to the Post-Office on each penny letter.

Secondly, there is the fact, equally notorious as the preceding, that cheap periodicals, the *Saturday and Penny Magazines*, are punctually delivered at the houses of their sub-

scribers in all large towns. They reach the subscriber for a *penny*, in most cases not paid, as letters are, on delivery. This single penny pays, 1st, the labour and risk and capital of the retail bookseller; 2nd, the cost of transit and its own profits thereon from London to any part of the kingdom; 3rd, the agency of the wholesale publishers,—the Whittakers, Bergers, &c.; 4th, the composition of eight folio pages, with the profits of the master and journeyman printer; 5th, the engraver's labour; 6th, the designer's skill; 7th, the authorship and editorship; 8th, the paper for each copy, itself double the size of a common letter; 9th, the press machinery: and besides paying all these items, returns a profit to the proprietors, Messrs. Parker and C. Knight. Private enterprise doing all this weekly for a penny, can we doubt for an instant that a government is able to execute *one* of these ten departments at the same sum with large profit? But, in answer to this seemingly unanswerable case, it is said, that the Penny Magazine is only published once a week, and that it is conveyed into the country some time before the day of publication, by various modes less expensive generally than coaches. The first objection is hardly worthy of notice, because it is quite clear that Messrs. Knight & Co. would readily, and could easily, publish a penny magazine every hour if it were wanted.—To the second we answer, that the fact of the punctual delivery of the Penny Magazine at a regular time, which is not denied, is all we care about; how the delivery is secured, by steam or horse carriage, is of small consequence. If certain means enable the Penny Magazine to be delivered punctually once in a week, similar means would cause it to be delivered with equal punctuality once a day, or once an hour. Increased speed in the transit would add perhaps nothing to the present cost, if an increased number were constantly circulated.

Thirdly, it has been proved before the Select Committee, that a most extensive illicit conveyance of letters is firmly established throughout the whole country, and that the price which the smuggling postman charges on each letter is a penny. An American merchant, who in 1836 despatched 2068 letters by post, and 5861 by other means, stated that these letters were sent by carriers, some of whom made the collection and distribution their sole business. The charge for each

letter was a penny. Little girls and old women were employed by the carriers to collect the letters every evening. He found this system in practice when he commenced business in 1807, and it has prevailed ever since. Another witness, residing in a large manufacturing town, thinks letters sent by the carriers, who in his neighbourhood collect them once or twice a day, and deliver them at a penny each, are at least from fifteen to twenty to one compared with those sent through the Post-Office. In one or two instances the carriers "make it their sole business." He has known the practice for nearly twenty years. A carrier, himself in the habit of conveying letters, was examined. He charged 1*d.* or 2*d.* a letter, according to circumstances—"2*d.* when we could get it." There were six other carriers on the same station as himself. The letters furnished a good remuneration. His returns averaged 6*s.* or 7*s.* a day. One carrier was exclusively employed to carry letters; "it paid him well enough, and he laid a little money by."

Upon this evidence it might be reasoned, if an individual in a low station of life, in defiance of the pains and penalties of breaking the law, were able to start a profitable opposition post-office on a small scale, and carry letters for a penny, that the Post-Office ought to be able to do the same with unlimited resources, and under legal sanction.

But the secretary of the Post-Office entertains the somewhat singular opinion, that the "smuggler must always beat the Post-Office." Granting Col. Maberly's position to be true, it follows that something radically wrong exists in the management of the Post-Office, which presents the first known case of capital being vanquished by no capital.

Fourthly, there is the indisputable profitableness of the Metropolitan Twopenny Post, the cost of management of which is only 34 per cent. on its receipts. In other words, each letter costs only two-thirds of a penny. But this branch of the Post-Office is not conducted with due economy.

And fifthly, we have the instance of the existing Penny Posts, which affords the strongest argument of all in favour of the profitableness of a penny uniform rate. There are above one thousand nine hundred and seventy penny posts throughout the United Kingdom, which convey letters under four

ounces (eight times the weight proposed) in some cases as much as thirty-eight miles for a penny. We have already shown that the expenses of all letters to the Post-Office are equal, except in the item of transit; and discarding the item of transit from the Penny Posts, the cost of general management of a single penny-post letter may be taken to be the same as that of any other letter. If we find, then, that to the cost of delivering a penny-post letter may be added the average cost of transit of a single letter, without exceeding the limits of a penny, it seems to us that our case is proved. The gross and net revenue of the Penny Post, in 1836, were as follows:

1836.

	Gross Revenue.	Expense.	Net Revenue.	Profit per cent.
England and Wales . .	£43,208	£24,518	£18,689	Above 65
Scotland	4,863	1,757	3,105	— 180
Ireland	4,544	3,464	1,079	— 50
	52,615	29,739	22,873	Above 90

Thus there was nearly 100 per cent. profit on the Penny Posts. We may therefore fairly take as a fact, that the cost of a penny-post letter to the Post-Office is a halfpenny. Let us add to this 1-36th of a penny, being the average cost of transit of a letter anywhere, and the result is, that the Post-Office is secure of 75 per cent., at least, profit on every letter at an uniform Penny Post.

III. EFFECT OF A PENNY RATE ON THE REVENUE.

High rates of postage may seduce every subject able to guide a pen to become a breaker of the law; they may forbid parents among the poor to learn the welfare of their offspring; they may cripple the beneficent correspondence which seeks to spread religion, and morality, and knowledge, and prudence over the land; they may fetter the operations of trade and commerce;—Lord Ashburton may denounce them “as the worst of all taxes*.” The possibility and justice of a uni-

* His Lordship says: “Postage is in fact taxing the conversation of people who live at a distance from each other. You might as well tax words spoken upon the Royal Exchange, as the communications of various persons living at Manchester, Liverpool and London.”

Mr. Samuel Jones Loyd thus speaks of the principle of postage: “I can only say, that I think if there be any one subject which ought not to have been selected

form Penny Post may be demonstrated, yet the mind of an exchequer minister will not listen to your complaints or demands until you have satisfied him that the postage revenue, the only point of the subject which interests him, will not suffer from a change.

As far as certainty can be attached to any matter, one not of demonstration, but of inference, it is shown that the postage revenue will be no loser, but a great gainer, from the Penny Post. The most convincing portion of the whole evidence is the testimony of every witness unconnected with the Post-Office, that the increase of letters likely to follow the adoption of a penny rate would fully guarantee the revenue from any loss, as soon as the change was in full operation. The confidence which the highest mercantile authorities have in this result is so great, that serious preparations are making to form a company, which will offer to farm the Post-Office revenue as in olden time, and at the same time to reduce all rates to one penny.

Bad state of the Postage Revenue.

Before discussing the anticipated effects on the revenue, we must not pass in silence the unanimity of all the Post-Office authorities, in pronouncing the present rates to be "*too high for the interests of the revenue,*"—to use the very words of Colonel Maberly himself. "The advantage of trade and commerce," and *not* revenue, was the declared object of establishing the Post-Office. Assuming "the direct revenue to be derived from the Post-Office" to be "the primary consideration," which Lord Lowther, in an able report, says it was not, we have the Post-Office authorities agreeing that some change has become requisite for mere fiscal interests. Even a few days since the Duke of Richmond (would *he* were Post-master General to judge if the case of a Penny uniform Postage had

as a subject of taxation, it is that of inter-communication by post; and I would even go a step further, and say, that if there be any one thing which the Government ought, consistently with its great duties to the public, to do gratuitously, it is the carriage of letters. We build national galleries, and furnish them with pictures; we propose to create public walks for the air, and health, and exercise of the community, at the general cost of the country. I do not think that either of those, useful and valuable as they are to the community, and fit as they are for Government to sanction, are more conducive to the moral and social advancement of the community than the facility of intercourse by post."—(Ev. 10,378.)

been proved!) advised ministers to reduce the postage rates if they intended to maintain the revenue. The report of the Committee institutes a comparison between the Post-Office revenue of the six years ending 5th January, 1838, and that of six years ending 5th January, 1821, which shows that, during a period of seventeen years, on an average annual gross revenue of 2,190,597*l.* there has been an increase of only 60,827*l.*, and a yearly increase, therefore, of only 3578*l.*, or of little more than one and a half per thousand. This increase is very disproportioned to the increase, during the same period, in the numbers, the commerce, the manufacturing industry and intelligence of the people. Mr. Hill shows that in the twenty years from 1815 to 1835, both the gross and net revenue were reduced; also, that had the revenue kept pace with the population, it ought to exhibit an increase of more than 500,000*l.* Had the net annual revenue of the Post-Office kept pace with the stage-coach duty,—a duty which affords a very just index of the inclination of the people to communicate with one another, it would now exhibit an increase of 2,000,000*l.*

Present number of Posted Letters.

The number of letters circulated annually by the Post-Office cannot be stated precisely. The Post-Office has not troubled itself to keep any statistics of the kind; forming an exception, in this respect, to most of the post-offices of Europe and the United States. The number of letters has been a subject of great dispute between the Post-Office and Mr. Hill ever since the appearance of his pamphlet in 1837. Mr. Hill at that time estimated the number of all chargeable letters passing yearly through the post-offices of the United Kingdom to be about 88,000,000. In his evidence before the Committee Mr. Hill substituted for this, another estimate calculated in a different way, whereby he accounted the total to be 79,500,000, *viz.*

General-post letters	53,500,000
1 <i>d.</i> , 2 <i>d.</i> , and 3 <i>d.</i> letters	26,000,000
	79,500,000

The following estimates have from time to time been made

public by the Post-Office. The first is Lord Lichfield's declaration in the House of Lords.

	General Post.	Twopenny Post.	Penny Post.	Total.	Date when given.
No. 1.	43,000,000	omitted.	omitted.	43,000,000	Nov. 14, 1837.
No. 2.	43,740,350	10,894,570	omitted.	54,634,920	Dec. 7, 1837.
No. 3.	43,740,350	10,894,570	3,589,920	58,224,840	Dec. 9, 1837.
No. 4.	47,627,000	12,058,000	7,067,000	66,752,000	Mar. 9, 1838.
No. 5.	} not separate from Penny-Post letters. {	12,058,000	} With General-Post letters. {	68,324,516	} Aug. 1838.
No. 6.		12,543,492		73,596,068	
No. 7.		12,058,800		69,147,052	

The highest estimate, 73,596,068*, is founded upon a return, both of the numbers of letters posted, and of the revenue actually yielded by them for one week. No account of the postage collected accompanies the other estimates. Now, the estimated annual postage, 2,365,919*l.*, of the estimated 73,596,068 letters, is *below* the actual gross revenue for the year ending 5th January, 1838, which was 2,462,269*l.* Increasing the number of letters 73,596,068 in the proportion of their postage, 2,365,919*l.*, to 2,462,269*l.*, a year's revenue, nearly 77,000,000 will be found to be the yearly number of chargeable letters.

In the opinion of the Committee the following may be con-

* In his final examination, Colonel Maberly says: "My impression is, that the real number of letters is about the number taken in the first and second weeks in January, a number of about 70,000,000." With reference to the discrepancies in the estimate made by the Post-Office, Colonel Maberly says: "In round numbers, by the return before me, the General-post letters would be 53 millions if taken on the second week, and 49 millions if taken on the third week in March; showing a difference of 10 millions in one case, and six millions in another. We never gave the 43 millions as more than a rough estimate, formed on the best data we could get."—"You stated in your return that the Twopenny-post letters were 10,894,570; how do you find that to be by the last return?"—"There was an account taken, for a week in November, of the number of letters passing through the Twopenny post, the number in that week producing 10,894,570; as that was the last and most accurate return taken, I thought it my duty to give it; now the actual return has produced 12 millions and a fraction."

"With regard to the Penny-post letters, what difference do you find between the account you have now given and that before made, which has been alluded to?"—"In the Penny posts we were wrong by one half; the proportions we have assumed between the penny letters and the pence on General-post letters being totally erroneous. I think we took six agricultural towns and six manufacturing towns, and the proportions on each of those classes of letters, and we assumed that that proportion would be maintained for the rest of the kingdom: it turned out that the proportion we assumed was utterly in error, and the Penny-post letters were double what we had taken them at."

sidered as a tolerably close estimate of the number of chargeable letters circulated annually by the Post-Office.

General post, inclusive of foreign letters, and

reckoning double and triple letters as single . .	57,000,000
Twopenny- and Threepenny-post letters	12,500,000
Country Penny-post letters	8,000,000

77,500,000

Upon the same data Mr. Hill estimates the total number to be 78,000,000 ; and submits

A conjectural estimate of the rates at which the several classes of letters may be expected to increase.

	Present number.	Assumed rate of increase.	Future number.
Penny-post letters	8,000,000	none.	8,000,000
Twopenny- and Threepenny- post letters	} 13,000,000	threefold.	39,000,000
General-post letters		sixfold.	342,000,000
Total	78,000,000	fivefold.	389,000,000

The distribution of a fivefold increase of letters at a penny rate would cause a diminution of the present net revenue of the Post-Office amounting to 300,000*l.* A sixfold increase would cause no reduction of revenue at all, and a sevenfold increase would augment the Post-Office profits about 300,000*l.* a year. In these calculations a liberal allowance is made for the additional expenses of management attendant on each increase respectively.

Whence an Increase of Letters may be looked for ?

We may now inquire if the evidence warrants an expectation of increase to the amount of sixfold.

The increase of letters under a penny post would arise from several sources. The contraband conveyance of letters would be effectually destroyed. Correspondence, which at present evades postage without a breach of the law, would be drawn into the Post-Office. An immense quantity of correspondence, which high postage altogether suppresses, would spring up ; and it

cannot be doubted that the facility of intercourse which would be placed within the means of every individual in the country would greatly enlarge the class of letter-writers.

Upon these several sources of increase we must bestow some notice, though but a brief one. A whole number of the Review would not suffice to give a complete examination of them. And first let us see what the suppression of smuggling would turn into the legal channel of the Post-Office. A glance has already been given at the illicit conveyance of letters, in proving that the smuggler charges but a penny postage on each letter. A resolution, which passed unanimously, expresses the opinion of the Select Committee, "that the illicit conveyance of letters is proved to be practised systematically in all parts of the kingdom to an extent it would be difficult to estimate, *that the illicit conveyance is on the increase, &c.*" In truth, the statement of this enormous and demoralizing system is completely proved by the evidence given on that head. The practice is admitted, without a blush, by witnesses of the highest respectability. The means by which letters are illegally conveyed are, 1st, by carriers, without disguise; 2nd, by booksellers' parcels; 3rd, by warehousemen's bales and parcels; 4th, by "free packets," which contain the patterns and correspondence of manufacturers, carried by the coach proprietors free of charge; 5th, by "weavers' bags" in the neighbourhood of Glasgow; 6th, by "family boxes" at Glasgow; boxes containing provisions, &c. sent to the students at the University.

Messrs. Baring acknowledge the fact of their sending two hundred letters in a box, every week, to Liverpool, to escape postage. Some returns made to the Glasgow Postage Committee give the following results: with respect to five commercial firms in that city, the regular, compared with illicit correspondence, in one firm, is as 3 to 1; in a second, as 18 to 1; in a third, as 67 to 1; in a fourth, as 8 to 1; in a fifth, as 15 to 1. The witness deposing to these facts is of opinion that "at least ten letters are sent illicitly for one by post."

Mr. Christie, an extensive hat manufacturer, thinks he receives "as many letters by various other ways as by post." Mr.

J. W. Parker, publisher, receives and sends letters "by every means that can be thought of. It is a rule with us to avoid the expense of postage, and we do so with great effect."

Mr. Brown, merchant, of Liverpool, states that parcels of letters are conveyed "by every means you could well conceive; by vans, by railroads, by stage-coaches, by private conveyances, by special messengers, by steam-boats,—in short, by every conveyance that can be conceived."

Mr. Maury, of the same town, related, as a fact, that *five* letters only were sent legally by the Sirius steam-packet to New York, to the great astonishment of the post-master of Liverpool, who had a large bag made to receive the expected numbers, whilst at least 10,000 letters were sent illegally by the same packet through the office of the consignee.

Mr. Richard Taylor, the printer and publisher, says, the Committee may presume, from his evidence, "that we take every possible means to send by other means than the Post-Office."

Mr. Richard Cobden does not doubt that four-fifths of the correspondence between Manchester and Liverpool is carried on by private hand. He instances one case out of many, in which an individual, during the last seven years, sent 170 orders and 139 remittances, and in no instance through the post.

A member of the Society of Friends says: "People do not think of using the Post-Office for the conveyance of their letters." In answer to the question put by Mr. Pease, "whether advice was not very publicly given to the Friends not to engage in any such practice of defrauding the revenue;" he answers, "Yes, four times a year." He thinks people's notions of morality with regard to the Post-Office are very lax; they think it no fault to cheat the Post-Office; and, for one, he reasons thus: he has sent them in his parcels in this way; if he could not send those letters for 2*d.*, he would not send them at all; therefore, though he infringes the law, he does not virtually cheat the King.—Perhaps that is not quite sound, but that is the way in which he satisfies himself.

We shall conclude these humiliating admissions, which might be extended to any length, with some notices of the

views held by the Post-Officials of the illicit conveyance of letters.

The solicitor of the Post-Office apprehends the illegal conveyance of letters to be carried on to a very great extent at the present moment. As to suppressing it, it is his decided opinion that it is "beyond the power of the Post-Office under present circumstances."

The assistant-secretary at the Post-Office is aware of receiving-houses existing in London for the receipt of letters otherwise than by the post—at most of the coffee-houses in the city; the Jerusalem for East India letters; the North and South American coffee-houses for letters for America generally. He is aware of one ship-broker in London who collects letters for North America in such quantities that they "have been enough to load a cab."

The post-master of Exeter has little doubt that more letters, within the distance of twenty miles, are conveyed illegally than through the medium of the Post-Office. The post-master of Liverpool would say that between Liverpool and Manchester "the number of letters sent without passing through the Post-Office, is probably greater than the number sent by post."

The solicitor of the Edinburgh Post-Office has often been told, that more letters are brought into Edinburgh by the common-carriers on a Wednesday morning than are brought by the regular post conveyance, and he believes the same observation applies to all provincial towns in Scotland. Colonel Maberly, the secretary of the Post-Office, it is right to state, "does not at all credit the fraudulent transmission of letters." His only ground for doubting, is his experience in Committees when he was in Parliament, that interested parties are very apt to overstate their case; but this opinion is not shared by his colleagues, the secretaries for Dublin and Edinburgh, both officers of no Parliamentary experience, but of much greater experience in Post-Office matters than Colonel Maberly. Mr. Godby declares the evidence has "confirmed" his previous opinions, and Sir Edward Lees "was always aware that the Post-Office regulations were evaded by every person that could evade them; but confesses he was never

“ even suspicious of the astounding and mortifying facts that are disclosed in the evidence.”

No one but Colonel Maberly denies that a penny postage would completely destroy the system of smuggling letters, and that nothing but a penny postage would have this effect. A witness engaged in this illicit traffic being asked how he would put a stop to it, answers, “ I should just follow the example that was set in putting down illicit distillation in Scotland ; I would reduce the duty ; and that would put an end to it by bringing it down to the expense of conveyance by carriers and others. The Post-Office should beat the smuggler in cheapness, and I have not the smallest doubt that the Post-Office would then beat the smuggler. Invoices, circulars, prospectuses may be legally transmitted otherwise than through the post, and are sent at the present time, for the most part in parcels, to a great extent.” Out of 18,000 invoices, Mr. Christie, the hat manufacturer, “ sent only 7 per cent. by post, whilst the proportion inclosed with goods was 93 per cent. With a penny postage, by far the greater part would have been sent by post.”

Messrs. Leaf, Coles and Co. do not now send one invoice in a hundred by post, but seven-eighths would be so sent if the charge were only 1*d.* each.

Mr. Charles Knight, publisher, would send annually 7,000 letters of advice and invoices by post, which now go by parcels.

Mr. Richard Cobden is firmly convinced, that the number of invoices instantly to be carried by the post, consequent on the reduction to a postage of 1*d.*, would amount to more than the letters now sent by the post altogether.

Mr. Reid, formerly a publisher in Glasgow, knew one house that issued at one time 80,000 circulars. He knew another house in London that issued 80,000 circulars, and not one of them went through the Post-Office.

The report represents, in the most forcible manner, the extent to which the high rates of postage deter the public from writing letters and sending communications.

“ In spite of the multifarious modes in which the postage is evaded by men engaged in commerce or professional business, yet even those who

have the means of evasion within their reach, reduce their correspondence greatly below the standard which, under other circumstances, they would think expedient. Indirect modes of transmission, in most parts of the country, are less accessible, less frequent, and less certain than the post. In very many affairs of business, unless the announcement be immediate, the occasion for writing has gone by; unless parties therefore find it profitable to use the post, they forbear writing at all. Suppression of correspondence on matters of business takes the place of evasion, in proportion as the transactions to be announced or performed are moderate in amount, and the condition in life of the parties is humble. The multitude of transactions which, owing to the high rates of postage, are prevented from being done, or which, if done, are not announced, or are delayed to be announced, is quite astonishing. Bills for moderate amounts are not drawn; small orders for goods are not given or received; remittances of money are not acknowledged; the expediting of goods by land or sea; the sailing or arrival of ships are not announced, and insurances thereon are thereby prevented from being effected; printers do not send their proofs; the town dealer does not inform his country customers when to expect the arrival of his traveller; the country attorney delays writing to his London agent, the commercial traveller to his principal, the town banker to the banker in the country; branch banks defer remitting to their central bank;—in all which, and many other cases, instead of communication taking place from day to day, as matters arise, regularity, which is the soul of business, is dispensed with. In the greater number of instances, moreover, in which private individuals, companies, or associations, or public institutions and societies can only accomplish their objects by a wide distribution of circulars, or a very extensive correspondence, the usual course is to forgo the distribution or correspondence, and with it the objects that were in contemplation. Thus the distribution of circulars from land-agents, announcing properties for sale; from wine-agents, stating the prospects of the vintage; and from corn-salesmen of the harvest; from brokers of every description, advising the momentary fluctuations in the market; from traders, recommending their goods; from printers, publishers and booksellers, forwarding their prospectuses, and announcing new publications; from fire and life assurance companies, stating the terms of their insurances; from manufacturers, inclosing new patterns; and from dealers, inclosing samples—are suppressed or greatly restricted. Charitable institutions, societies for the propagation of the Gospel, unions for the establishment of Sunday schools, associations for the promotion or improvement of education, or the diffusion of useful knowledge, and many other bodies, engaged in various objects for the advancement of the interests of society, are greatly crippled in their exertions by the limitations which the postage-rates impose on their issue of printed notices and documents. Practitioners and others in the country do not apply for lymph in the degree they otherwise would do, to the institutions formed in London for the spread of vaccination. Various literary and scientific societies are cut off, in a great measure, from communication with their non-resident members. Parochial, magisterial and county business is

much impeded by the same cause. Whenever public bodies or individuals, in the prosecution of scientific inquiries, are desirous of obtaining an accurate knowledge of facts, which is to be procured only by writing to a great number of individuals, as in statistics, medical science, and the determination of the constants that are required for applying mechanical theory to practice, there they find themselves cut off, by the operation of the postage-rates, from those sources at which alone information is to be drawn, and discover in those rates an impediment to the progress of science.

“ But of all the descriptions of correspondence that are restricted by the postage-rates, that to which the term suppression will most properly apply, is, probably, the voluntary social correspondence between family, kindred and friends. The restriction becomes suppression in the case of any party, in proportion as the present cost of a letter bears hardly on his income, and as he is desirous, but unable, to correspond freely. It will apply, therefore, more or less, to the social correspondence of all below the wealthier classes.”

An infinite number of cases, in which postage debarb the poor from communication, was brought before the Committee. “ Sixpence,” says Mr. Brewin, one of the Society of Friends, “ is a third of a poor man’s daily income: if a gentleman who had 1000*l.* a year, or 3*l.* a day, had to pay one third of his daily income, a sovereign, for a letter, how often would he write letters of friendship? Let a gentleman put that to himself, and then he will be able to see how the poor man cannot be able to pay 6*d.* for his letter. The people do not think of using the Post-Office; it is barred against them by the very high charge.”

“ Postage,” says Lord Ashburton, “ bears very hard upon family communications, and upon the social enjoyments which arise from that communication, particularly upon the middling classes of society.”—Elsewhere His Lordship observes, (Ev. 8172.) “ If a man wishes to write to his friends to know how they are going on, it takes a full day’s labour to pay the postage. A reduction of postage would increase social communication, and would increase greatly the comforts of the lower classes.”

Profession or Trade.	Probable increase.	Name of Witness.	Explanations.
Solicitor and Country Agency.	5- and 6-fold.	Alfred Austin.	<p>Would pay more postage than now.</p> <p>Would correspond once a year with the officiating ministers of all the 10,700 parishes in England,—with 300 Branch Societies every month.</p>
Solicitor.		Edw. Flight, Bridport.	
Conveyancer.	20-fold.	Charles Tennant.	
Bankruptcy Assignee.	20-to-50 fold.	Patrick Johnson.	
Society for the Propagation of the Gospel.	12 - fold at least.	GeorgeSaintsbury, Under-Treasurer of. ...	
Sunday School Union.	20-fold.	W. H. Watson, Sec.	
Diffusion of Useful Knowledge.	8-fold.	Thomas Coates, Secretary.	
Temperance Society.	20-fold.	John Dunlop, Greenock, Chairman.	
Soc. of Civ. Engineers.	30-fold.	Thomas Webster, Sec.	
Vaccination Hospital.	1000-fold.	Dr. Gregory.	
Physician.	10-fold.	Dr. Birkbeck.	<p>Estimate founded on Answers to printed Questions circulated by the Manchester Postage Committee.</p> <p>Receive 3times, and send out 6 times as many as at present, besides $\frac{1}{4}$ths of their invoices, to the extent of above 100 per day.</p> <p>Advices relating to shipment of goods, 3-fold ; to arrival of ships, 6-fold ; on special advices, 10-fold.</p> <p>Inward letters, 3- or 4-fold ; outward letters, 10-fold.</p> <p>Prices current, 3-fold ; letters of advice, 10-fold ; outward letters, 6-fold.</p>
National Loan Fund Assurance Company.	100-fold.	Lamie Murray, Chairman.	
Atlas Insur. Company.	6- to 8-fold.	H. Desborough.	
School Agency.	10-fold.	Fenwick de Porquet.	
Manchester Traders.	5 $\frac{1}{2}$ -fold.	Richard Cobden.....	
Manchester Trader.	10- to 20-fold.	Duncan M'Laren.	
Warehousemen, Messrs. Morrison.	6-fold.	John Dillon, of London.	
Warehousemen, Messrs. Leaf, Coles & Co.	4- or 5-fold.	Michael Brankston, of London.....	
Wharfinger.	8-fold.	David M'Kewan, superintendent of Messieurs Hall's business.	
Wharfinger.	6-fold ?	R. Pearson, of London.	
Corn-factor	7-fold ?	J. M. Ashlin, of London.	<p>Instead of 150<i>l.</i>, his present postage, would pay 400<i>l.</i> to 500<i>l.</i></p> <p>Would pay the full amount of their present postage.</p>
Colonial Agent.	6-fold ?	George Moffatt, of London.....	
Estate Agent and Auctioneer.	100-fold.	G. E. Brooks, of London.	
Publisher.	15- or 20-fold.	J. W. Parker, London.	
Publisher.	11-fold.	Chas. Knight, London.	
Publisher.	10- to 20-fold.	G. B. Whittaker, of London.	
Bookseller.	13-fold.	John Reid, of Glasgow.	
Distiller.	5-fold.	Joseph Boord, Managing clerk to Messrs. Swaine.	
Medicine Vender.		J. B. Sharp, of London.	
Steel Manufacturers.	6-fold.	W. Vickers, of Sheffield.	
Seed Merchant.	6-fold.	T. J. Brewin, of Cirencester.	<p>Would pay the full amount of their present postage.</p>
Blacking Manufacturer.	35-fold.	J. Wright, partner of Messrs. Warren.	
Lace Manufacturer.	20-fold.	Gravener Henson.	
Pin and Needle Maker.	10-fold.	Alfred Davidson.	
"	10-fold.	Dr. Lardner.	
Commissioner of Taxes.	12-fold.	George Emery, Deputy-Lieutenant for Somerset.	

The average of the estimates of 30 witnesses, not counting any estimates above 20 fold, is 10 fold.

The preceding is a summary of the evidence on the question of increase; and want of space alone prevents us from accompanying each witness's statement with the data upon which his estimate is founded. In almost every case, the witness enters into very particular details, a specimen of which appears in a note below*.

* There is appended to the Third Report on Postage an abstract of the evidence of several witnesses on the anticipated increase of letters in case of a reduction to one penny. This document shows very satisfactorily, that the Committee did not permit the surmises of any witnesses to pass unexamined, but that they pressed the witness hard for details. We select instances of three witnesses of different business in order to give specimens of this abstract, and to impart confidence to the conclusions deduced from the evidence generally.

Mr. J. W. PARKER, Bookseller, West Strand.

New Correspondence, in the event of a Reduction of the Rates to One Penny.

Travellers' Letters.—Travellers do not forward orders as soon as given, but delay writing until they can fill a sheet. The letter produced, which is a fair sample of a traveller's letter, contains six orders, collected in three different towns, and the announcement of the settlement of nine small accounts. It is written across and across, on a sheet of foolscap, every scrap and corner of which is filled, as well as the back on which the direction is. This mode of doing business is attended with considerable inconvenience; the proper course would be, for the traveller to write daily; but the correspondence in that case would not bear the postage; at a very low rate, he should receive not less than five or six travellers' letters where he now receives one.

Advice and Acknowledgment of Money Remittances.—He seldom receives or has occasion to write a letter relating to the remittance of money but it is coupled with as much of other business as circumstances will permit. Unless an order is large, a letter very rarely relates to one subject only. There are so many other ways by which he can receive communications, that he avoids as much as possible correspondence by post respecting small accounts. Many payments are made to his travellers, and are acknowledged by them. Except in very rare cases indeed, he does not send by post, acknowledgments for the receipt of money. He incloses them to his correspondents; or now and then sends a balance-sheet, giving credit for the remittance at the foot of the account.

Circulars.—Of the works he publishes he prints yearly about 200,000 catalogues: a new one every three or four months. Many of these he inserts in the Reviews and Magazines. The Edinburgh and Quarterly Reviews take from 8,000 to 9,000; and in the intervals between these Reviews he prints from 20,000 to 50,000 copies. Of these he circulates about 20,000 through the Magazines, and sends 300 to one of his correspondents, 200 to another, to be issued by them amongst their connexions; but there is difficulty in getting those lists properly circulated, and a great many are wasted. His expenditure in circulating these catalogues is very large. He does not issue a single circular or catalogue by the Twopenny or General Post, nor in any way but in parcels; but if the postage were very low, that would be the most beneficial mode of doing business that could be devised. On the outside of the stamped envelope he would print his own name and address, and on the inside a catalogue of the two or three hundred works in which he deals. By marking the catalogues, they would be converted into orders, almost without writing; and the printing of his name upon them would prevent their being sent to any person but himself. It would be well worth the while of any person in business, like himself, to supply, not only dealers, but also large consumers, with these

. Very few changes or reductions of charge have taken place in the Post-Office which afford data for calculating any de-

franks. He would separate the catalogue into portions, each of which would contain a list of such books as were most interesting to the particular classes of persons he intended to address. He would send the list of theological works to clergymen, of school books to schoolmasters, and of scientific works to those to whom such works might particularly apply, independently of any permanent communication he might establish with reading societies, or others. It would be binding the persons to whom you send the covers, to do business with you. To have this mode of correspondence would be of the greatest possible importance: he is quite sure it is a sort of correspondence they should have from day to day, as soon as any plan of cheap postage could be brought into operation. When he could apply himself directly to persons likely to become purchasers, there would be no limit to the number of circulars he should send out in the course of the year. It opens the idea of such an extensive correspondence, that he hesitates to say the extent to which he thinks it might be carried. He should say, as a printer, that there is no branch of trade which would not avail itself of such means of making known its articles to probable consumers.

Small Orders.—People, on account of the postage, do not now send small orders. The rule of the trade is to charge postage on orders under 2*l.*; but, in the majority of cases, a customer, by sending at the same time perhaps a money-order, or by introducing some other matter, will escape the charge. With a cheap postage, and with such envelopes as he proposes, he is sure that hundreds of correspondents would use them to write for a book or two; whereas orders of this description, for want of facility of communication, are now entirely lost. It is possible they might write even twice a day. His estimate is, that the receipt of letters would be seven- or eight-fold of what it now is; the number of letters which he now incloses, but which he would then decline inclosing would be three-fold of what he now receives: but he cannot estimate the number of communications, in the way of circulars, which he should send in the course of the year; he does not think he overstates it at 20,000 to 30,000, or 30,000 to 40,000, where he does not now send one.

Increase of his Correspondence, in the event of the Postage being reduced to One Penny.

In the event of the proposed reduction, he should do everything that necessity, or even fancy might require: he should do almost as much for a 1*d.* as for nothing. He should receive by the post at least six times, and send at least 15 times as many letters as he does now. He cannot say whether the total increase would be 10-, 15-, or 20-fold; but it must be to an enormous degree; and he thinks, if he were allowed to avail himself of the printed envelope at the rate of 1*d.*, it would be to the largest of the amounts which he has stated. He calculates the increase as compared with his present correspondence by post, which he has before stated to be comparatively small; when increased 15-fold, it would be considerable. Supposing his business not to increase in consequence of the change, his correspondence would still increase from 12- to 20-fold; but he takes it for granted there would be an increase.

Increase of Postage he should have to pay.—He should probably spend three or four times as much in postage as he does now, and yet derive considerable advantage from the change. He would be very glad to enter into a contract with the Post-Office for seven years, to pay them five times as much as he pays now.

Increase in his Business.—He has no doubt that the reduction in the postage would be profitable to him, as the distribution of circulars of the nature he proposes would lead to a very considerable increase of his business; and what business he did, would be more satisfactory.

Advertising.—He thinks he pays about 40*l.* a week—more than 2,000*l.* a year—for advertising. The charge for the shortest advertisement is 5*s.*, and for the longer from 10*s.* to 15*s.*, or more; the duty is 1*s.* 6*d.* He is very little of an advertiser compared with others. He has been deterred from advertising in the

finite amount of increase. The only case which may be regarded as yielding some indication is that of ship-letters, the

newspapers, from the consideration that the advertisements are buried in their double sheets. An advertisement mixed up with many others is not so attractive; he feels therefore that a great part of newspaper advertising is unprofitable. He wants a more special mode of making his lists known to his particular customers. He should still advertise in the newspapers to a large extent, and would avail himself of the post as an additional means. A number of persons interested in new things would continue to advertise: he does not think the newspapers would be much affected: the chief abstraction would be from the magazines and reviews.

Mr. RICHARD TAYLOR, Printer.

Circulars and Prospectuses.—He would avail himself of the Post-Office to a considerable extent in sending out circulars and prospectuses respecting his own publications. He now sends into the country circulars for distribution; but, he believes, they are often treated as waste-paper, and not distributed. He prints a good many of his own prospectuses, which are sewed up with the different periodical journals; but it is a chance whether they meet the eye of the parties for whom they are intended. He has advertised in the "Publishers' List," which may be very useful as a general advertiser; but in a sheet of advertisements a single one is apt to be overlooked: the advertisement of a particular work does not go into the hands of the very class of persons to whom that work is suited. Could he send his circulars by post, from the lists of the different societies, and in other ways, he would be able to obtain the names of persons who take an interest in scientific or other objects; and to those persons his circulars would be addressed. In this way he would come directly at the class he wished to address; which would yield him, he has no doubt, an ample return of advantage. At a penny postage, it would be well worth his while to send his circulars to a large class of traders. These circulars would not, he thinks, have a tendency to diminish the revenue arising from the duty on advertisements: this would be an additional mode of giving publicity: he is convinced he should continue to advertise as much as he does now, which is but little. He advertises just his own publications, and the works he prints for others and is directed to advertise. He is not able to state how much he pays a year for advertisements.

Extent of his future Correspondence and Postage, in the event of reducing the Postage.

In the course of his business he writes many letters; but he cannot state what is the yearly number of the letters he sends and receives, nor what is the yearly amount of the postage he pays. The increase of his correspondence, he has no doubt, would be very great indeed. Had he anything to communicate, however slight, he should do it on the instant. He would then use the Post-Office instead of coaches, carriers, or any other mode. The postage would cease to be a consideration in any individual case; he would think no more of it than of the sheet of paper he wrote upon. In the event of the proposed reduction, the circulation of the journal which he edits would be considerably increased, and the work would become either more a matter of profit, or less a matter of loss than it is now; and he would be able either to reduce its price, or to give the public more in value or quantity. There would be an increase in the profit on that work of 25 per cent. He has a perfect conviction, that if a large reduction were made in postage, new discoveries and facts in science would be communicated from all parts of the United Kingdom, and of the world, with greater rapidity than at present. His work would then acquire all that value which a more immediate and more abundant communication of facts would necessarily give it; and science itself would be promoted by being more speedily and extensively diffused. This would increase the love for scientific pursuits, and promote the circulation of the journal; for many would take in a work, when it became known that it contained, from month to month, new information in science; and instead of perishing, as others

postage on which was somewhat reduced and made a *uniform* rate in 1835. In the course of four years after this reduction,

have done, that journal might be kept afloat, and perhaps rendered a little profitable. The witness has no doubt he should pay a vast deal more for postage than he does now; it would be worth his while to do so, as he would get so much value for it.

Mr. MATTHEW CLARK is one of a firm which, acting both as receivers upon consignment of foreign wines and spirits, and as brokers to foreign houses who receive upon consignment, sells one-thirteenth part of the 154,000 casks of foreign wines and spirits which are entered annually for home consumption in this country. The wine and spirit trade was for many years in the hands of wholesale houses of large capital, who trusted the country dealers at long credit, and charged a considerable profit. His firm, instead of limiting themselves to the wine and spirit trade of London, have sent circulars throughout the country, giving advice of the nature and source of supply, the state of the vintage, the prospects of the year, and of reduction. One occasion for issuing these circulars is immediately on the making up the official accounts of the annual consumption of wine and spirits in the country. Critical periods in the progress of the vegetation of the vine on the Continent present other occasions for doing so. If, in consequence of a severe frost, the vintage is in a very uncertain state, those who hold articles, the produce of the grape, will act on their knowledge of that fact; and many, on hearing of it, will be inclined to speculate: deep and large interests are at such times involved; both those who hold stock, and those who have to supply themselves, are affected. Every variation in this trade should be brought within the knowledge of every dealer; and he should have the best information that can be supplied to him. The consequence of issuing these circulars has been, to bring their firm into contact with the retail dealer in the country, who is now placed close to the source of supply, and obtains his wine and spirits without that profit he was accustomed to pay to the wholesale middle house. They were the first who attempted this; and their advices to the dealer have been so much founded in fact, and the dealer has so much confidence in them, that he is glad to receive their circulars, and willingly pays postage. Of these circulars they issue annually about 1400.

That which now restrains the 26 other brokers in the wine and spirit market from doing the same thing, is, that on going into it, not having to the same extent the confidence of the dealers, they would have to pay postage, which, on a single circular, would amount to 40*l.* or 50*l.* One cannot get to those men without travelling, or without paying postage. If the postage were reduced to 1*z.*, there is not a broker in London, either in the wine and spirit department or in any other branch of commerce, who would not issue letters throughout the country. This would occasion a very considerable increase of competition and correspondence. There is a certain quantity of wine and spirits consumed: each person endeavours to get the major part of that business. Were the restraint of postage taken away, the other brokers would endeavour to get into the country business, and would immediately come in contact with his firm. He is quite sure that his position would be attacked in that way. The moment his firm found they were to meet with competitors, they would send out circulars; and, in order to hold their ground, they must do it extensively, and often; and if that would not do, oftener. He had, at first, a strong impression that this would be injurious to him individually; he is not clear now that it would not be injurious to him; but he does not think his firm would be pressed to the extent he at first conceived; but it would make them the more active; and having pre-occupied the ground, they must use double diligence to keep it. Assuming that the 26 brokers in their market were to issue only annual circulars, that would immediately occasion 35,000 circulars a year. This would probably lead to their being issued more frequently; and he would not wonder to see them sent out weekly; and this would amount to 1,800,000 circulars a year. Besides the brokers, there are in the wine and spirit trade a

ship-letters had increased nearly fourfold, as shown by the following return :

A return of the number of Ship-letters which have been sent out of the Kingdom through the Post-Office, received and made up by the Post-masters of Liverpool and Hull, in the five years ending 5th January, 1838.

In year ending	Liverpool.	Hull.
January 5, 1834	15,318	15,797.
— 1835	21,528	18,843.
— 1836	29,898	31,025.
— 1837	46,577	44,371.
— 1838	63,116	47,457.

A reversed case, showing how an enhanced price lessened the number of letters, is seen in the London Penny Post, which existed so recently as 1801. The number of letters in that year at a penny was 9,221,280; but when the penny was raised to twopence, the number of letters in the year following sunk to 6,587,160.

Analogous cases, proving that cheapness provokes increased consumption, might be brought forward without number.

The consumption of soap increased one-third, when its price fell about one-eighth only.

In 1783 the duty on coffee was eighteen-pence per pound, and the revenue derived 2869*l.* 10*s.* 10½*d.* In 1784 the duty was reduced to sixpence, and the revenue ascended to 7200*l.* 15*s.* 9*d.*, or nearly threefold.

The extent to which cheapness in this article affected the consumption is shown in the following table :

great many little sub-agents, wine-coopers, who are getting a livelihood by their care and pains, and who, in case the postage were reduced to the rate of 1*d.*, would, by pushing forwards their information, and forcing themselves into attention and employment, be brought within the reach of the consumers throughout England. This, it appears to him, would produce a great revolution in their trade. There would, probably, be no more drunk, but the competition would be so urgent, as to make it somewhat inconvenient. The public would be benefited by being supplied at a cheaper rate.

The witness frequently sends samples off, and frequently, at the desire of the parties, puts letters containing the particulars into the sample-boxes. The parties would like to receive the letters by post, to know what was coming. The samples are not uncommonly delayed, and sometimes meet with an accident: then the information is delayed also. This would not happen if the postage were lowered.

Year.	Duty per lb.	Quantity entered for Home Consumption.	Revenue.	
		lbs.	£.	s. d.
1807	1s. 8d.	1,170,164	161,245	11 4
1808	7d.	9,251,847	245,856	8 4
1824	1s.	7,993,041	407,544	4 3
1831	6d.	22,740,627	583,751	0 0

The treasurer of the city of Edinburgh, a cotton manufacturer, adduced to the Committee an instance in his own business, in which a reduction in the price of a very trifling article produced an enormous increase in the quantity sold. The article was common tapes and shoe-ties; a new mode of manufacturing them of cotton instead of flax, reduced the price from a penny to a halfpenny a yard. And "although," says the witness, "it is not easy to see how parties would use "more shoe-ties or tapes merely because they were cheap, yet "it is an undoubted fact that this reduction increased the quantity sold at least from ten- to twenty-fold."

It is said that the public admission to the Tower exhibitions, lately reduced from 6s. to 3s., has increased the number of visitors from 9000 to 34,000, in a corresponding period of time. And a still stronger case is shown by the reduction of the postage, which is reported to have taken place between Nailsworth and Stroud, from 4d. to 1d., and to have realized a fourfold increase of letters. We pray Lord John Russell's attention to this fact, when the cabinet determines its course on the uniform Penny Postage.

But it is high time our article was closed; though we have said nothing about the other improvements involved in Mr. Hill's plan:—payment in advance, by means of stamps;—increased deliveries of letters;—or the gradation of charge by weight. The reader will find all we could say on these subjects better said than we could say it, in the very admirable report of the Select Committee, to which we refer him as one of the most convincing Parliamentary documents ever issued. To the justice, possibility and profit of a uniform Penny Postage we have mainly confined our attention, and we are confident that our article has fairly led to the same triumphant

conclusion as the Parliamentary Report*. We cordially agree with an excellent paper in the *Morning Chronicle*, that the Report relieves the Chancellor of the Exchequer of all anxieties about revenue, and unless he can convince the public that the Report is at fault, he has no option about adopting it.

Never was a financial experiment of such glorious promise attended with so little risk of failure. But the experiment must be made in an honest spirit. We dread the blunderings of the Post-Office functionaries, and gladly indeed we believe would the public entrust its Post-Office to better heads. The Post-Office opposition, in this case, is just a repetition of its conduct when William Pitt, on Palmer's advice, caused the mails to start regularly at one hour, to travel eight instead of three miles an hour, and to carry a guard. The Colonel Maberlys of that day pronounced Palmer's scheme,—as Colonel Maberly of this day pronounces Rowland Hill's,—“preposterous and absurd;” but William Pitt listened to common sense, and not to the Colonel Maberlys of 1784. May we hope that Mr. Spring Rice will follow Mr. Pitt's example? Nothing less should be accepted than the entire plan of a Uniform Penny Post. We ought to prefer even the present system to a mere reduction, too small to check smuggling, or materially increase correspondence, which therefore would be a dead loss to the revenue, requiring to be made up by other taxes, and the failure of which would be triumphantly quoted as the failure of the principles of a uniform penny postage.

* The evidence of all but some Post-Office functionaries is decidedly favourable to these changes. The effect of the adoption of Mr. Hill's plan in the details of the management of the Post-Office department would be, to use the words of Sir Edward Lees, secretary to the post-office at Edinburgh, (an honourable exception to most of his official brethren,) [Appendix to Report 11., p. 35.] “that considerable time would be saved in the delivery of letters; the expenses in almost every branch of the department, but principally in the Inland and Letter-carrier offices, much reduced; the complex accounts of the Bye and Dead-letter Offices greatly simplified, and the expenses greatly diminished;—that the system of accounts between the Deputy Postmasters, which presents so many opportunities and facilities for combination and fraud, would disappear; the labour and responsibility of surveyors be curtailed; a system of complex and intricate duty, inseparable from the existing nature of the country part of the Post-Office, give way to one of simplicity and uniformity; and the entire principle and machinery of the Post-Office be changed in its character, greatly contributing to the security, comfort, and advantage of the community, in its connexion with the public correspondence.”

Österreichische Nationalbibliothek



+Z157075106

