

REPORT

OF

THE POSTMASTER GENERAL.

POST OFFICE DEPARTMENT, *December 3, 1842.*

SIR : In presenting to your consideration a report of the condition and operations of the Post Office Department for the year preceding the 30th June, 1842, it affords me pleasure to say its condition has been improved, and the service has been attended with more than ordinary success, whether considered in reference to the management of its financial concerns or the regularity and extent of its operations.

A public service which requires the agency of 13,733 postmasters and their clerks, 2,343 contractors and their agents, covering, during the year, 34,835,991 miles of transportation, and extending almost to the door of every citizen, must encounter difficulties, and be subjected to occasional irregularities, not only from the neglect of some of its numerous agents, but from physical causes, not in the power of this Department to overcome.

When the vast machinery of the General Post Office, the minuteness of its details, and the character of the majority of the roads over which the mail is transported, are contemplated, there should be more of astonishment at the general regularity of the service than of surprise and discontent at occasional failures. Absolute certainty and unbroken regularity in the arrival and departure of the mails, at all times, cannot and ought not to be expected; and it is with pleasure I bear testimony, on this occasion, to the general zeal and fidelity of those employed in this branch of the public service.

The whole amount of mail transportation for the year ending June 30, 1841, was 34,996,525 miles, at a contract cost of \$3,159,375. The whole amount of transportation for the year ending June 30, 1842, was 34,835,991 miles, at a contract cost of \$3,087,796.

The amount of expenditure of the Department for the year ending June, 1842, was estimated in my report of December last at \$4,490,000; the revenue to be derived from postage, &c., in the same report, was estimated at \$4,380,000: the amount estimated for the expenditure did not include the sums due by the Department prior to the 31st March, 1841; thus exhibiting a probable liability of \$110,000 beyond its estimated current receipts of that year.

To bring the expenditures within the income of the Department was a duty demanded at my hands, by a regard for the observance of the principle upon which I desire to conduct the administration of the General Post Office, viz: that while the Department should not be regarded as a source of revenue to the Government, it must not become an annual charge upon the public Treasury.

To effect this object, great labor and minute attention have been bestowed

ed by all concerned. A revision of post routes and post offices necessary to a reduction of unprofitable routes, and the discontinuance of unproductive and useless post offices, and the substitution of others at more important points, better suited to the public wants, the institution of a system for the preservation and safety of the public property, and the reduction of useless expenditures, was a task requiring no ordinary portion of labor and time, and its performance could not fail often to subject the head of the Department to censure and criticism from those who did not feel the necessity of the measures adopted. The effect has been salutary to the public service, as well in reference to its income as to its usefulness and cost. I refer you to the reports of the First and Third Assistant Postmasters General, (marked A and B,) which will give more in detail the effect which has been produced by the measures adopted.

Useless and unproductive routes have been discontinued, whilst others, more convenient, less expensive, and more productive, have been substituted. In many instances, where the nature and size of the mail did not demand the higher grade of service, the less expensive modes of transportation have been employed.

This may be more satisfactorily illustrated by a reference to the service, in the Northwestern and Southwestern districts, comprising the States of Michigan, Indiana, Illinois, Missouri, Kentucky, Tennessee, Alabama, Mississippi, Arkansas, and Louisiana, and the Territories of Wisconsin and Iowa, prior to the 1st July, 1842, and the service under the recent lettings. The whole number of miles of mail service in these districts annually was 11,005,865, costing annually the sum of \$1,102,045, prior to the 1st July last. The recent contracts require the transportation of the mail in each year 11,424,128 miles, at a cost of \$957,768—thus giving in fact 418,263 miles more of service for \$144,277 less expense; and I do not hazard much when I assert, that this saving has been made while the service itself has been, in the aggregate, greatly improved.

The heretofore heavy expenditure for mail bags and locks has been greatly reduced. Entertaining the opinion that by a proper system of preservation, and a just responsibility imposed upon public agents, the number of mail bags on hand was equal to the wants of the service, and would be sufficient to meet its demands for several years, I have in effect ordered their manufacture to cease.

By the report of the Third Assistant, it will be seen that the

expenditure for mail bags was, in the year 1837	-	-	\$56,702	28
1838	-	-	38,737	36
1839	-	-	36,082	46
1840	-	-	35,337	23

From 1st April, 1841, to 1st April, 1842, the amount expended was but

-	-	-	13,566	30
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From 1st April, 1842, to 1st October, 1842, six months

-	-	-	7,640	59
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A large proportion of which was for mail bags manufactured prior to 1841.

It is important, in every branch of the public service, to impress upon those in its employment the necessity of taking care of and preserving the public property. This is best done by the adoption of an appropriate system, and holding to a just responsibility those charged with administrative duties, and, when they prove themselves faithless or negligent, to appoint others in their places. The good effects of this rule are strikingly illustrat-

ed not only in the items of expenditure just enumerated, but they are manifested throughout the results of the entire year's service.

It will be seen, by reference to my report of December last, that the amount received from postage on letters and newspapers, and fines for the year commencing 1st July, 1840, and ending 30th June, 1841, was stated to be \$4,379,317 78; the amount arising from the same sources for the year ending 30th June, 1842, is \$4,546,246 13—thus showing an increase of the revenue of the Department of \$166,928 35 over the revenue of the preceding year.

This increase has not been the result of an increase of mail matter, I am persuaded, but has arisen from a more systematic and vigilant execution of the laws.

The gross expenditures of the Department for the year ending 30th of June, 1842, so far as they have been audited and paid, are \$4,627,716 62; exceeding the amount derived from postage during the same year \$81,470 49.

It will be remembered, that by the act approved the 9th September, 1841, there was appropriated, "to enable the Post Office Department to meet its engagements and pay its debts," the sum of \$482,657. Of this sum, there has been expended, during the last fiscal year, the sum of \$392,664 51, in satisfaction of demands against the Department prior to the month of April, 1841. The report of the chief clerk upon this subject (marked C) will exhibit more in detail the application of this fund.

There remained unexpended of this appropriation on the 30th June, 1842, \$89,992 49, to meet such other demands as may be established to be due prior to 31st March, 1841.

This sum of \$392,664 51 constitutes no part of the \$4,546,246 13, given above, as the revenue for the last year, derivable from postage and fines; it does, however, constitute part of the \$4,627,716 62, the gross expenditure for that year, and, if deducted, will show the gross expenditure for ordinary current service to be \$4,235,052 11.

This would present an apparent balance, or an excess of revenue over expenditure, of \$311,194 02.

As it is highly probable that there are yet claims unsatisfied, not having been presented for payment, and claims which were due prior to that time, and which, if presented, would have been audited and paid within the year, and which have been paid since 30th June, 1842, and consequently will be charged in the expenditures for the current year, it is not intended to convey the idea that this \$311,194 02 is a surplus on hand; but it is a fact from which I am authorized to state that the income of the Department has been equal to its current expenditures, during the year ending in June, 1842; and it induces me to hope, that unless the burden of the service shall be too greatly augmented by the additional routes created by the act of the last session of Congress, the Department will in future be enabled to sustain itself. I cannot anticipate, however, any great extension of the service beyond its present limits and amount, unless Congress shall, in some mode, relieve the Department from the heavy annual demands made upon its income by railroad transportation, and protect it by appropriate legislation against the inroads upon it by private expresses and rival mail establishments.

It affords me great satisfaction to report to your excellency, that every legal demand, by the contractors, properly vouched, upon the Department,

for services rendered since I have had the honor of superintending its operations, has been promptly paid.

Justice to contractors requires that as soon as they have performed the service they should be paid. To enable the Department to do this, punctuality on the part of postmasters in the payment of the balances due from them, at the end of each quarter, is all-important.

In every instance where there has been a failure on the part of such postmasters to meet the drafts of the General Post Office, I have felt it a duty, not to be omitted, to relieve such from the burden of official duty. The knowledge of the existence of this rule has banished defalcation from the Department.

It is a fact worthy of notice, that although the aggregate amount received from postage, during the past year, has been greater by the sum stated, the receipts at the large offices for 1842 have been less than in 1841. The aggregate increase has been at the medium and smaller offices. This is accounted for by the fact, that the means of intercommunication between the great commercial points have been such as to invite constant and increasing infractions and violations of the laws of Congress regulating the General Post Office.

I took occasion to invite your attention to this subject in my report of last year, under the hope that some legislation in aid of the present laws would take place, to enable the Department more effectually to protect itself.

It is made the exclusive duty of the General Government to establish post offices and post roads. The State Governments have no right to interfere with this subject; neither has any individual or company of individuals such right.

Upon most of the railroads in the United States, over which the mail is transported at an immense expense, there are to be found individuals engaged in the transportation of mail matter, in violation of the laws of the land—laws which prohibit the offence, but do not punish it by adequate sanctions.

A modification of the laws regulating the franking privilege is essential to the continued prosperity of the Department. The original grant of this privilege was designed the better to enable the public officer to discharge his official duties, without burden upon his private means. It is now generally esteemed more as a private and individual right than an official privilege.

If persons entitled to this privilege were content to enjoy it themselves, without lending their franks to others, the burden and loss to the Department would not be so great, and there would be less cause of just complaint by the public.

Although the act of 1825 expressly declares that, "if any person shall frank any letter or letters, other than those written by himself or by his order, on the business of his office, he shall, on conviction thereof, pay a fine of ten dollars, and it shall be the especial duty of postmasters to prosecute for said offence," the penalty declared by this law has not been sufficient to prevent the too frequent violation of its provisions.

If Congress shall deem it inexpedient to limit or further restrain this right, an imposition of the same penalty upon him who uses the frank of another, as is imposed upon the person who abuses his privilege, would tend greatly to lessen the evil.

The whole number of free letters sent through the post office annually, so far as the returns of postmasters exhibit, is about three millions.

Assuming fifteen cents as the average rate of each letter, if charged with postage, \$450,000 would be the amount received. Thus it will be seen that nearly one-ninth of all the matter which passes through the mail passes free of postage. The loss to the Department does not stop here. Two cents are paid to postmasters on each of these letters, constituting an annual charge upon the revenue of \$60,000. An evil of this magnitude, I trust, will not fail to arrest the attention of Congress, who alone can apply the proper corrective. It is wrong to burden the business and friendly correspondence of the community with this heavy charge.

The public voice has called for a reduction of the rates of postage upon letters; and, whilst I have felt its force, and am constrained to acknowledge its justice, I have heretofore been deterred from making any specific recommendation upon this subject, lest, by a sudden reduction, the only source of income might fail to meet the demands of the service. With a proper regulation of the franking privilege, and a further protection against the violations of the laws of the Department, I have no doubt a considerable reduction in postage might be safely made, and the benefits and advantages of the Department extended to many portions of the country which are now in a great measure destitute of proper mail accommodations. More especially could this be done, if Congress, by some permanent arrangement with the railroad companies, would relieve the Department from the immense and constantly increasing amount annually paid those companies for transporting the public mail.

I ventured to recommend, in my former report to you, that Congress should then legislate upon this subject. Nothing has occurred since to cause me to doubt the correctness of the opinions then expressed. On the contrary, subsequent developments have strengthened the views there obtruded upon your consideration.

Without the right in the Department to control the departure and arrival of the mails, regularity and despatch cannot be expected.

This is a right which the railroad companies, in their periodical contracts, will not yield willingly, and, when they do yield it, make it a ground to increase their demands upon the Department for transporting the mail. For the service of railroad transportation there never can be competition. Why, then, subject the Department to the useless ceremony of advertising periodically for bids to carry the mail on railroads, requiring it to take the lowest bid, when there will be but one bid for the same route? Each letting has heretofore been, and will hereafter be, but an invitation to the companies to increase the prices previously paid.

It is in vain to disguise the fact that the United States are compelled to employ these roads as carriers of the mail. Justice and policy alike require of the Government to send the mail by the most expeditious means of conveyance, and it cannot employ any of its own creation equal to the railroads. As a Government, it cannot, by legislation, control these companies, which have their corporate existence by State enactments. The United States must therefore purchase the right; and the question presented is, whether it is best to purchase this right every four years, or for the period of the charter of the road? It is more a question of ability, at this time, on the part of the Government, than policy, in my humble opinion.

The plan which I proposed was, that Congress should authorize the De-

partment to purchase this right, enter into the stipulations of a contract with the companies, and report these contracts, as made from time to time to Congress, to be binding only when ratified by Congress. Nothing dangerous can arise from thus treating with these companies. No enlargement of Executive power is asked. On the contrary, it is proposed to subject Executive power directly to the controlling influence of Congress. As the law now stands, the Department has the power to contract with these companies for four years, with a nominal limitation as to the amount to be paid them per mile. Surely no danger can arise to public liberty or legislative authority by authorizing the Department to make a provisional permanent contract, subject to the approval of both Houses of Congress.

The great question involved is, whether Congress should make these contracts and pay the consideration out of the resources of the Government, or whether the Department shall levy the amount, by continuing the present rates of postage upon letters, and, in all time to come, devote so large a portion thereof to the payment for railroad transportation, as to deny even the hope to the more distant and less favored portions of our country of any increased mail facilities? The cost of railroad transportation for the last year stands at \$432,568.

The whole length of mail road in the United States is 149,732 miles, costing \$3,087,796. Of this length of mail road, only 3,091 miles is railroad transportation, at a cost of \$432,568—only 1-48th part of the whole number of miles, costing 1-7th part of the gross sum.

I repeat the inquiry, made on a former occasion, is it just that the whole burden of the public correspondence, now nearly equal to half a million of dollars annually, should be sustained by a tax upon the business and friendly correspondence of the community? If the Government exacts from the citizen no more than the cost and expense of transporting his letter, he has no right to complain; but when an additional sum is wanted to defray the expense of transporting the correspondence of the Government and its officers, that sum, like the tax for every other public service, should be drawn from the common resources of the country.

It is proposed that, in lieu of an annual drain from the Treasury to pay the postage upon the public correspondence, the United States now secure and pay for the perpetual right to transport the mails over railroads. Can this right be now secured upon fair and reasonable terms? is a question worthy to be tested by fair experiment. I am of opinion it can be secured upon most, if not all, of the important roads, upon reasonable terms, and with ample guarantees.

It is no part of the business of the head of this Department to speak of the effects which such contracts with the railroad companies would produce upon public credit, both at home and abroad. The effects, whatever they may be, for good are but incidental to the great object to be attained in reference to the mail service of the United States. Entertaining these opinions upon this subject, I pray you to allow me, most respectfully, to press them upon your consideration.

Public opinion seemed so strong in favor of a reduction of postage upon letters, that it could be regarded in no other light than a demand upon those having the power over this subject. I have felt its influence, but have been unwilling to act unadvisedly in any recommendation I might make upon the subject. It will be remembered that England recently reduced her rates of postage. The effect upon the revenue and upon the

amount of mail matter, I was anxious to know. For this and other objects connected with the operations of this Department, I availed myself of the services of General Green, in November last, who was about to visit England and France upon private business, and instructed him to make certain investigations and inquiries. The result of his investigations may be seen by a reference to his report to me, a copy of which accompanies this, (marked D.)

The dissimilarity in the Governments of the two countries, as well as the difference in the extent of territory, induces me to doubt whether the same system of mail service and rates of postage could be safely adopted in the United States. One fact, however, is clearly developed by the report of General Green: that, since the reduction of postage in England, the number of letters mailed has greatly increased. I forbear to trouble you with any particular suggestions upon this subject, because it has been a duty devolved upon me by a resolution of the Senate to make to that body a specific report upon an alteration of the rates of postage, which I purpose to do at as early a day as practicable.

It will be seen, by reference to a part of the report of Mr. Green, that the French Government is anxious to make a treaty with the United States for an interchange of mail service, by the agency of packet and steam ships of the two countries. You will remember this subject was brought to your attention by the minister of France, during the last session of Congress, and was submitted by you to Congress, as one worthy of their consideration, and requiring specific legislation, if, in the opinion of that body, such an arrangement would prove advantageous to the United States.

The Committee on Foreign Relations made a report favorable to the measure, and the House of Representatives adopted the following resolution, viz: "That the President of the United States be requested to cause to be prepared and reported to this House, by the Secretaries of State and of the Navy, at the commencement of the next session of Congress, a plan for the establishment, in concert with the Government of France, of a line of weekly steamers between the ports of Havre and New York, together with estimates of the expense which may be required to carry the said plan into effect." That portion of Mr. Green's report, and the accompanying documents, are submitted, under the belief that it may be serviceable to place before Congress the outlines of the plan contemplated by the French Government.

In the month of August last, I caused to be established, and put into operation, a city despatch post for the city of New York, confined to the delivery, through the post office of that city, of the correspondence within its limits. I am gratified to know that its operations have proved highly satisfactory to the community, giving to the citizens a prompt and cheap medium of communication, the income of which will not only maintain the expenses of the establishment, but, in the course of time, promises a considerable addition to the revenue of the Department. The report of the postmaster of New York upon this subject (marked E) is submitted, in order that its details may be more generally known, and, when understood, I have little doubt that the other large cities of the Union will call for a similar establishment. Its usefulness has been fully tested in New York, by the saving of a heavy daily expense of money and time to the business community, in their city correspondence.

The amount of expenditure for the current fiscal year, for the service of

this Department, may be stated, by way of estimate, in round numbers, at \$4,390,000. This estimate does not include the probable expense of the new routes established by Congress at the last session, none of which have yet been put in operation. The probable cost of these routes, per year, will be \$130,000; making the whole estimated expense \$4,520,000. Any estimate of the income from postage during the present year must of course be altogether conjectural, founded upon the amounts received for the year ending in June, 1842.

The amount received the quarter ending the 30th September last is less than the amount of the corresponding quarter of 1841, and I therefore conclude the income of the Department, for the current year, will fall considerably short of that for the year ending the 30th June. It is, however, my intention to put these routes in operation by the time specified in the act; and as there is no discretion vested in the Department by the act, if I find its means will not be otherwise equal to the additional expense, it will become my unpleasant duty to curtail the expense upon routes already in existence, equal to the cost of the new ones peremptorily ordered by Congress.

There are other matters, more of detail, requiring, in my judgment, the legislation of Congress, which I forbear to obtrude upon your attention, but will seek the opportunity to submit to the committees to whom the affairs of this Department may be referred.

I have the honor to be, with great respect, your excellency's obedient servant,

C. A. WICKLIFFE.

To the PRESIDENT OF THE UNITED STATES.

A.

POST OFFICE DEPARTMENT,
Contract Office, November 24, 1842.

SIR: Subjoined is the table of mail service, which I have the honor to submit, for the year ending June 30, 1842.

A comparison with the former table shows a reduction upon the transportation of the preceding year, on horse routes, of 444,169 miles of annual transportation, and \$44,292 a year in cost; on coach routes, of 194,177 miles of annual transportation, and \$91,125 a year in cost. It shows an increase of service on the railroad and steamboat routes, of 477,812 miles in annual transportation, and \$63,838 in cost. In the aggregate, the length of routes in the United States is 5,294 miles less last year than the preceding. The total annual transportation is curtailed 160,534 miles, and the entire cost \$71,579 per annum.

This reduction is caused by the difference between the present contracts in New England and New York, (the first year's service under which is exhibited in the annexed table,) and the former contracts, which expired with the preceding year. The excess of increase over curtailment, in the other three contract sections of the Union, amount, for the last year, to \$12,780.

In compliance with your directions, I annex a statement, showing the

amount in each State and section of the improved and new service, and of the curtailments ordered within the last contract year.

The last annual letting of contracts was for the section comprising Michigan, Indiana, Illinois, Wisconsin, Iowa, Missouri, Kentucky, Tennessee, Alabama, Mississippi, Arkansas, and Louisiana. This took place last spring; and the service under the new contracts went into operation on the 1st of July last. It does not, of course, appear in the annexed tables. But I have, agreeably to your request, ascertained and computed its extent and cost for a year, and compared them with the old service in that section, as exhibited in the subjoined tables, and find that a saving, at the rate of \$144,277 per annum, has been effected, whilst the annual transportation has been increased 418,263 miles. On the horse routes the reduction is 601,134 miles of annual transportation, and \$138,061 in annual cost; on coach routes the increase is 361,247 miles of annual transportation, but the cost thereof is decreased \$18,168 a year. On railroad and steamboat routes there is an increase of 658,150 miles of annual transportation, and \$11,992 of annual cost. The aggregate length of the routes in this section has been diminished 6,571 miles.

To recur to the last year's exhibits, it appears that the average rate, throughout the United States, for carrying the mail one mile in one direction, was $8\frac{3}{10}$ cents; by horse $6\frac{3}{10}$ cents, in coach $9\frac{4}{10}$ cents, on railroads and steamboats $14\frac{6}{10}$ cents.

CASTING the rates for the section last let to contract, and they appear to be—

UNDER OLD CONTRACTS.		UNDER THE NEW CONTRACTS.	
By horse - - -	$7\frac{7}{10}$ cts.	By horse - - -	$5\frac{7}{10}$ cts.
In coaches - - -	$11\frac{3}{10}$	In coaches - - -	$10\frac{3}{10}$
On railroads & steamboats	17	On railroads and steamboats	$10\frac{3}{10}$

In answer to your inquiry, I have the honor to state that \$58,346 per annum was the amount of the curtailment effected by the discontinuance of the seventh weekly trip on numerous daily routes in the United States, ordered in February, 1841, and shortly anterior to that date; and that the portions of said service restored to operation during the year ending June 30, 1842, amounted to \$18,678 a year.

There have been, during the past year, numerous demands upon the Department examined and ordered to payment; first, for *recognised* service, specially and temporarily employed by postmasters and other agents of the Department; where contractors have partially failed, or have abandoned the routes, or for some other exigency, a large portion of which accrued anterior to the last year, but did not till then come in for final settlement; second, upon old claims allowed by Congress; third, for the one month's extra allowance to the contractor, resulting under the contracts in cases of curtailment, not only upon curtailments made during the year, but in numerous instances upon prior curtailments. The exact amount of these cannot be given but from the books of the auditor; they are not embraced in the annexed tables. On the other hand, the fines and deductions imposed upon failing contractors, the amount of which will appear in the report of the Third Assistant Postmaster General, will reduce the expense

of transportation appearing upon the tables, but not enough, it is presumed, to balance the increase above stated.

Of the 338 new post routes created by the act of Congress approved August 31, 1842, none have as yet gone into operation. The 2d section of that act postpones its execution until the 1st July, 1843, in case the state of the Department's funds shall require the delay, and no responsible persons engage to convey the mails for the revenue derived from the new offices.

The railroad mail routes, now under contract as such, cover an aggregate of 3,358 miles; and the total annual compensation for service upon them is \$476,187. Prior to 1st July last, their length was 3,091 miles, and cost \$432,568 per annum. There are several instances where the mails are conveyed upon unfinished railroads, under contracts calling for coach transportation. These are not embraced in this statement.

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

S. R. HOBBIE,

First Assistant Postmaster General.

Hon. C. A. WICKLIFFE,
Postmaster General.

Table of mail service for the year ending the 30th June, 1848, as exhibited by the contract arrangements in operation at the close of the year.

States and Territories.	Length of routes.	Annual transportation and rate of cost.						Total annual transportation.	Total annual rate of cost.
		On horse.		In coaches.		By railroad and steamboat.			
Maine	2,904	270,122	\$14,000	729,200	\$55,022	-	-	1,019,322	\$69,022
New Hampshire	2,207	121,712	4,727	579,154	42,223	-	-	691,076	47,000
Vermont	2,086	150,000	2,027	614,174	42,204	-	-	742,194	49,671
Massachusetts	2,310	142,994	2,020	906,087	62,616	491,622	\$52,720	1,601,630	126,754
Rhode Island	228	18,444	203	66,456	4,220	22,252	4,200	111,622	9,416
Connecticut	2,023	120,778	5,277	462,200	32,749	222,000	10,919	816,918	67,626
New York	12,119	826,412	41,079	3,004,226	219,522	661,420	20,614	4,761,760	242,246
New Jersey	2,021	126,524	4,201	368,424	20,027	100,426	20,100	624,422	22,720
Pennsylvania	10,070	942,106	42,823	1,920,224	141,022	206,622	40,227	3,113,022	222,102
Delaware	422	24,040	1,022	62,400	4,477	20,022	8,742	120,240	12,042
Maryland	2,246	220,702	15,104	268,424	44,726	200,401	26,227	720,727	116,127
Virginia	11,727	1,000,100	24,416	222,024	61,024	202,740	48,720	2,262,027	162,000
North Carolina	7,406	272,422	22,406	622,626	62,626	274,200	42,200	1,220,612	140,200
South Carolina	4,620	222,227	22,249	221,622	68,221	224,260	42,742	1,018,422	122,212
Georgia	6,621	424,000	22,100	200,647	20,226	120,260	41,241	1,461,621	171,260
Florida	1,744	24,014	9,022	72,211	16,178	20,424	10,040	272,612	44,200
Ohio	11,200	222,027	44,212	1,712,012	122,278	102,200	8,022	2,720,210	162,622
Michigan	2,609	212,024	12,022	227,602	12,207	26,260	4,472	701,220	42,000
Indiana	7,226	602,042	22,244	601,624	52,700	40,442	5,022	1,241,272	27,200
Illinois	9,200	222,202	40,211	1,027,422	102,724	72,644	7,000	1,672,202	162,212
Wisconsin	1,712	142,020	12,406	26,222	5,207	-	-	202,220	12,420
Iowa	1,022	101,000	7,022	21,720	4,100	-	-	122,000	12,120
Minnesota	2,220	424,226	22,200	272,000	22,402	11,744	1,704	722,000	60,210
Kentucky	6,461	544,174	22,406	272,216	60,000	120,220	12,217	1,400,740	102,002
Tennessee	7,222	612,700	22,240	224,402	70,022	21,000	2,779	1,401,171	102,411
Alabama	7,200	222,072	22,227	602,416	116,022	106,104	42,078	1,377,672	211,220
Mississippi	4,020	222,024	22,022	260,022	52,017	112,722	12,600	922,261	121,677
Arkansas	2,041	402,624	42,260	140,122	21,217	61,040	8,224	604,664	82,770
Louisiana	2,027	202,022	22,122	12,104	2,009	162,221	42,422	461,227	70,626
Total	140,720	11,644,022	727,602	18,707,026	1,700,610	4,424,262	640,681	24,822,021	3,007,726

Add expense of mail agencies incident to the railroad and steamboat mails, and payable under the head of transportation, \$22,987. The other expenditures incident to the transportation, such as amounts paid for ship, steamboat, and way letters, and for mail keys, locks, and bags, and the like, appear upon the books of the Department under separate heads.

S. R. HOBBIE,
First Assistant Postmaster General.

* The railroad service north of Lowell, not having been completed through to Concord, was performed under a coach mail contract.

† The steamboat transportation on Lake Champlain is performed under a New York number.

Statement of additional and new service within the year ending 30th June, 1842.

Sections of contracts, &c.	States.	Additional and new services.
Section of contracts in the 4th year.	Michigan - - -	\$867
	Indiana - - -	997
	Illinois - - -	912
	Wisconsin - - -	297
	Iowa - - -	1,091
	Missouri - - -	1,472
	Kentucky - - -	2,347
	Tennessee - - -	2,058
	Alabama - - -	1,774
	Mississippi - - -	2,715
Section of contracts in the 3d year.	Arkansas - - -	8,405
	Louisiana - - -	2,401
	Virginia - - -	3,714
	North Carolina - - -	1,240
	South Carolina - - -	8,711
	Georgia - - -	8,058
	Florida - - -	2,237
Section of contracts in the 2d year.	New Jersey - - -	4,929
	Pennsylvania - - -	5,935
	Delaware - - -	-
	Maryland - - -	170
	Ohio - - -	12,486
Section of contracts in the 1st year.	Maine - - -	649
	New Hampshire - - -	658
	Vermont - - -	569
	Massachusetts - - -	16,361
	Rhode Island - - -	200
	Connecticut - - -	5,657
	New York - - -	8,634
		107,774

Statement of curtailments within the year ending 30th June, 1848.

Sections of contracts, &c.	States.	Curtailments.
Section of contracts in the 4th year.	Michigan - - -	\$1,553
	Indiana - - -	2,135
	Illinois - - -	1,980
	Wisconsin - - -	-
	Iowa - - -	686
	Missouri - - -	754
	Kentucky - - -	2,565
	Tennessee - - -	2,082
	Alabama - - -	1,616
	Mississippi - - -	6,601
Section of contracts in the 3d year.	Arkansas - - -	1,352
	Louisiana - - -	1,752
	Virginia - - -	7,711
	North Carolina - - -	2,028
	South Carolina - - -	4,963
	Georgia - - -	3,124
	Florida - - -	3,207
Section of contracts in the 2d year.	New Jersey - - -	3,985
	Pennsylvania - - -	4,124
	Delaware - - -	-
	Maryland - - -	122
	Ohio - - -	4,916
	Maine - - -	662
Section of contracts in the 1st year.	New Hampshire - - -	2,386
	Vermont - - -	172
	Massachusetts - - -	16,775
	Rhode Island - - -	-
	Connecticut - - -	2,697
	New York - - -	7,086
		92,046

B.

POST OFFICE DEPARTMENT,
Inspection Office, November 30, 1842.

SIR: In compliance with your requirement to make report on the subject of *mail bags* and *mail locks*, the custody and distribution of which are committed to this bureau, I have the honor to submit the following statement:

The amounts paid for mail bags, of canvass and of leather, and for mail locks and keys, beginning with the 1st of April, or second quarter, and ending with the first quarter in each year, respectively, were—

		Mail bags.		For locks and keys.		Total.
In 1837	-	\$56,902 28	-	\$6,549 83	-	\$63,452 11
" 1838	-	38,737 36	-	7,741 35	-	46,478 71
" 1839	-	36,082 46	-	7,383 43	-	43,465 89
" 1840	-	35,337 23	-	6,202 00	-	41,539 23
		167,059 33		27,936 61		194,995 94

Being, for the four years prior to the 1st of April, 1841, an average of \$48,748 98. From the 1st of April, 1841, to the 1st of April, 1842, the amount paid was, for mail bags \$13,566 30, and for locks and keys \$1,817 49—total, \$15,383 79. During the present year, from 2d of April to 1st of October, being six months, the amount paid for mail bags is \$7,640 59, and for mail locks and keys \$2,396 72—total \$10,037 31.

That you may be more perfectly advised of the outlays and the wants of the service, as connected with this branch of the Department, it is proper to observe that a very large proportion of the amount paid since the 1st of April, 1841, was for mail bags manufactured, but not paid for, prior to that period. Those made of leather, ordered since that time, have been comparatively very few, and of a particular make and description, adapted chiefly to peculiar service and uses incident to transportation on railroads and canals. Nor is it estimated that there will be, to the 1st of April next, including all demands, occasion to expend in addition, for this object, more than two thousand dollars—making the outlay for mail bags of all kinds less than \$10,000 for the current year. It is proper to add, that the curtailment of expenditure under this head has resulted principally from the effect of your regulations, to have carefully gathered up and preserved, and systematically reported to this office, a species of public property which had been otherwise peculiarly exposed to misapplication and waste, in all parts of the country. Under the salutary effect of these regulations, when the stock on hand, which is still redundant in bags of the largest and most costly description, shall have been reduced to the actual demands of the service, there is no reason to apprehend that the expenditure, for years to come, need exceed twenty thousand dollars, embracing the requirements of more extended operations, corresponding with the growth of the country.

In relation to the quantity and cost of property of this description belonging to the Department, there are no means of stating either with precision; but I respectfully submit an estimate on what appear to be the

best data within my reach. Since the 1st of April, 1837, the number of leather mail bags paid for is 11,319, costing \$129,073 58; the number of canvass mail bags paid for within the same time is 29,658, costing \$59,193 64—making the whole number of the two kinds 40,979, amounting to \$188,266 22.

The destruction, by fire, of a portion of the archives of the Department, in 1836, leaves no means of extending this statement beyond that year; but assuming that the stock has not been exhausted by subsequent use to an amount exceeding what was then on hand throughout the Union, and not embraced in this exhibit, and the conclusion follows, that the supply at this time must be at least equal to the purchases since 1836, numbering 40,979 mail bags, costing the Department \$188,266 22, as above stated. This conclusion is strengthened by the fact, that the number of surplus leather mail bags, not in actual use, reported 1st of January, 1842, was 4,020, and if, as it is thought, those manufactured before that date, but paid for since, have equalled the wear and tear of the service, it follows that there must remain now on hand, of this sort of mail bags, not less than four thousand, purchased at a cost of say \$40,000; a large proportion of these are ill adapted to general use, and economy will require them to be altered, rather than be left unused and useless.

In respect to the number and amount of property, in mail locks and keys, in possession of the Department, it is not practicable to estimate it with any thing like exactness; but the impression may be hazarded, that if added to the amount invested and existing in leather and canvass mail bags, the total may be set down at a cost exceeding \$200,000. The expenditure under this head, for each year since the first quarter of 1837, has already been herein exhibited.

For mail locks and keys, the outlay for the period embraced in this statement has been, not for new ones, but chiefly for repairs. Within that time, no new kind of lock was put in operation, and the saving accomplished has been principally owing to the reduced price at which these repairs have been procured to be done. The old lock, in use at the time of your accession to the Department, was defective and insecure, as was the one with which it had been proposed to supersede it. After much anxiety and deliberate consideration, you contracted for the "clam-shell padlock," manufactured by the Perth Amboy Company; and that contract is in course of fulfilment, with becoming promptness and liberality on the part of the manufacturers, from whom was exacted a cautious and economical stipulation to replace, without charge, such as might prove defective at any time within two years after being put in use. Under this contract, the old brass lock has already been superseded by the new one; which accounts for the increased outlay for that item in the exhibit for the last quarter, as compared with an equal period immediately preceding. The substitution of the new iron lock for the old one, throughout the United States, will now go on as fast as practicable, and must, while in progress, involve a comparatively heavy expense.

It may not be deemed out of place (the subject being also within the purview of this bureau) that I should state here, that deductions from the pay of contractors, for various causes, amount, for the year ending on the 30th of June last, to upwards of \$30,000. This is not referred to as an item of saving to be anticipated or desired, but to show to the public that the power to prevent the failures, at which it sometimes becomes justly impatient, has

not been dormant. I am aware that you would deprecate any drawback from the pay of contractors for forfeitures of any sort, preferring that all should be liberally and fully compensated for *perfect fulfilment of their engagements*, and wishing rather to rely for that on the ambition which animates them generally than on the *efficacy of fines*, which, for the most part, imply delinquency of some sort, disparaging and prejudicial alike to the Department and the public.

The number of mail contractors is two thousand three hundred and forty-three, and the number of mail routes three thousand two hundred and twenty-six, exclusive of those for the supply of single offices, not on roads declared post routes by act of Congress.

Finally, it may be safely assumed, that the management of this bureau, under the conservative order and regulations before referred to, and the advantage of the lower rates at which it is ascertained the purchases confided to it have been and can now be made, has resulted in, proportionably, a very considerable diminution of the annual expenditures of this Department.

All which is respectfully submitted.

J. S. SKINNER.

Hon. C. A. WICKLIFFE,
Postmaster General.

C.

POST OFFICE DEPARTMENT,

November 30, 1842.

SIR: To show the disposition made of the sum of \$482,657, granted by act of Congress, approved September 9, 1841, "to enable the Post Office Department to meet its engagements and pay its debts," I respectfully report the amount of arrears paid during the fiscal year, ending 30th June last, to contractors and others, in each State and Territory, for service ren- prior to April 1, 1841, viz:

Maine	-	-	-	-	-	\$11,024	15
New Hampshire	-	-	-	-	-	4,806	47
Vermont	-	-	-	-	-	3,359	64
Massachusetts	-	-	-	-	-	13,065	39
Connecticut	-	-	-	-	-	9,242	43
New York	-	-	-	-	-	40,150	53
New Jersey	-	-	-	-	-	16,331	78
Delaware	-	-	-	-	-	6,116	46
Rhode Island	-	-	-	-	-	23	00
Pennsylvania	-	-	-	-	-	13,595	03
Maryland	-	-	-	-	-	17,047	49
District of Columbia	-	-	-	-	-	2,844	64
Virginia	-	-	-	-	-	14,409	86
North Carolina	-	-	-	-	-	21,757	41
South Carolina	-	-	-	-	-	16,431	61
Georgia	-	-	-	-	-	20,824	32
Alabama	-	-	-	-	-	14,649	97

Florida Territory	-	-	-	-	-	\$1,698	14	
Mississippi	-	-	-	-	-	15,396	83	
Louisiana	-	-	-	-	-	33,243	38	
Arkansas	-	-	-	-	-	15,908	64	
Missouri	-	-	-	-	-	5,879	65	
Illinois	-	-	-	-	-	15,038	49	
Indiana	-	-	-	-	-	12,256	05	
Tennessee	-	-	-	-	-	18,651	70	
Kentucky	-	-	-	-	-	26,853	32	
Ohio	-	-	-	-	-	10,314	48	
Michigan	-	-	-	-	-	697	08	
Wisconsin Territory	-	-	-	-	-	3,581	14	
Iowa Territory	-	-	-	-	-	1,573	38	
							<u>392,664</u>	<u>51</u>

Very respectfully, your obedient servant,

JOHN MARRON, *Chief Clerk.*

HON. CHARLES A. WICKLIFFE,
Postmaster General.

D.

Duff Green to the Postmaster General.

WASHINGTON, November 16, 1842.

SIR: Upon my departure for Europe, I received a letter from you, enclosing a report from your first assistant, and requesting me to inquire and report to you, whether in England letters are allowed to be carried on mail lines out of the mail, and what in particular are the prohibitions and penalties; whether they extend to passengers, and are effectual in protecting the revenue.

In addition, I was requested to inquire and report on the security and means of tracing money letters, when lost.

By reference to the annexed statement and tables, to which I was referred by the Assistant Secretary of the Post Office, as furnishing an accurate and condensed view of the penny system of England, you will find that in England, under the present system, "the illicit transmission of letters, and the evasions practised under the old system to avoid postage, have entirely ceased." The penalties under the old system were severe, and much like those of France, an account of which, and of the whole system of police, is given in minute detail in the printed volumes which M. Conte, the Minister of the Post Office of France, very politely gave me for your use. These volumes are the result of the labors of that intelligent and experienced officer, aided by some twelve clerks specially devoted to this subject for nearly two years; and he assured me that their means of tracing money letters, when lost, are so perfect, that it is almost or quite impossible to purloin them without immediate detection.

The higher rate of postage in France, as in the United States, leads to

many evasions of the law, and the department claimed the right to examine the baggage and persons of travellers, for the purpose of preventing their carrying letters. This was resisted; and it has been decided that the Government has no right to do so. It would seem, therefore, judging from the experience of England and France, that the only means of preventing frauds is to remove the temptation, by reducing the postage so low that it will be the interest of the public to prefer the mail to a private conveyance. Indeed, as the transportation of the mails is a Government monopoly, the Government is bound to perform the duty on better terms than individuals can do it. The transportation should be as cheap and the delivery as certain, or more so than it can be otherwise accomplished.

In France and England, the transportation of the mail is a source of revenue. All that we desire is, that the receipts of the Department shall be equal to its disbursements. The advocates of a low rate of postage have argued that an increased correspondence will compensate the reduction of the rates of postage; and hence the experiment in England is important as a practical illustration of the system.

The penny rate was adopted on the 10th of January, 1840. The gross revenue for the first year fell off from \$11,750,000 to \$6,750,000; but the number of letters passing through the post office has so much increased, that it is estimated that by the end of the year 1844 the gross receipt will be as great under the penny system as it was in 1839 under the old rates. Thus, comparing March, 1840, with March, 1839, the number of letters passing through the post office had increased one hundred per cent.; and comparing March, 1839, with March, 1841, the increase was one hundred and forty per cent.; and the present rate of increase is assumed to be forty per cent. on the number accruing before the reduction of postage.

The estimated *annual* number of letters, including franks, passing through the post office of the United Kingdom, under the old system, was 82,470,596; the estimated annual number under the penny system, during the week ending March 22, 1841, as the basis of the estimate, is 193,515, 0—being an increase of nearly two hundred and fifty per cent. between November, 1839, and March, 1841.

The greater frequency and despatch of letters contributed, together with the reduced postage, to this increase. Thus the letters passing weekly through the London office previous to the establishment of day mails were but 36,000—the number now is 170,000.

Stamps are used in the prepayment of postage and all letters on which it is not prepaid are charged double postage. Before this system was adopted, 16 per cent. only of the letters were postage paid, 84 per cent. being unpaid. During the four weeks ending 2d January, 1841, the proportion of paid letters in the London post office was 92 per cent., and of these 51 per cent. were stamped. In November, 1840, the proportion of unpaid letters was as low as 6 per cent.—the paid letters being 94, of which the stamped were 47 per cent.

The management of the department in 1839 cost \$3,750,000. It had increased in 1840 to \$4,250,000. Of this increase, \$255,000 was for railway conveyance.

It will be seen that, although the gross revenue of the Department was, during the first year, reduced from \$11,750,000 to \$6,750,000, the cost of management was but \$4,250,000—leaving a surplus, after paying all expenses, of \$2,500,000; and if the rate of increase continues, the gross receipts

will, by the end of 1844, amount to \$11,750,000. It follows, therefore, that, should the British Government desire to reduce the receipts of the Post Office to the expenditure, (that being the principle on which our Government profess to act,) they will make a still further reduction in the rate of postage.

If these facts do not prove that the penny system might be safely adopted in the United States, they warrant a belief that the present rates of postage may be greatly reduced, without reducing the income of the Department below its expenditure. Should Congress authorize contracts with the railroad companies, as recommended by you, for the transportation of the mail and troops and munitions of war, and especially if they would apply the proceeds of the public lands to that object, it is obvious that it will enable the Department greatly to reduce the rates of postage and greatly enlarge the sphere of its usefulness.

I would further present to your consideration the projet of a treaty for transporting the mail between New York and Havre, communicated in my despatch from London of the 16th of May, a copy whereof is also annexed, and add, that when I suggested to M. Conte that you could make an arrangement with him, he said it must be made by treaty, and with the Foreign Office, and not by contract with the Post Office. He gave copies of *treaties* made with other Powers, a reference to which, and to a map of Europe, will show that, as the projet submitted secures to the United States the benefit of the existing arrangements between France and other countries, a treaty with France will enable us to receive letters from, and to transmit letters to all the continental States of Europe, to the north of Africa, and to the Porte, free from the charge of double postage now paid for the transit through England.

It will be seen that the projet provides for carrying the mail in the public vessels of France, and tenders to the United States the privilege of placing their vessels on this service whenever they desire to do so. The treaty might secure this right, to be used whenever Congress makes provision therefor.

The other suggestions contained in my letter occurred to me as so important to us, under the then existing aspect of our foreign relations, that I felt it my duty to urge them upon the consideration of the Government.

Your obedient servant,

DUFF GREEN.

CHARLES A. WICKLIFFE,
Postmaster General.

Copy of a despatch dated London, May 16, 1842.

DEAR SIR: I enclose you a projet of a treaty prepared by Mr. Conte, the Minister of the Postes of France, as the basis of an arrangement for the transportation of the mails between France and the United States.

As this document is addressed to me, and as I had no authority to negotiate on the subject, it is proper to explain my relation to it.

The Government of France is about entering upon an extensive system of railroads, which, when completed, will connect her Atlantic seaports with Austria and Switzerland, by way of Strasbourg, and with Belgium, Holland, Prussia, Russia, and the smaller German States, by way of

Lille and Frankfort. She has now a direct communication, by steam, with Constantinople, and most of the intermediate ports of the Mediterranean, as well as with Sardinia, Spain, and Italy.

It is apparent, that when her railroads shall have been completed, most of the travel, emigrants, correspondence, and merchandise, which now go to and from the north of Europe, by way of England and the British channel, will go by way of France. Brest is one day's sail nearer to New York than Liverpool, and has many advantages as a depot for the American trade. At present, Havre and Nantz are rivals; but the great revolution, social, political, and commercial, which must be produced by the agency of steam, will soon demonstrate the importance of its position, and command the capital and influence necessary to extend the system to Brest. When this is done, Brest will command the commerce of England, as she now commands that of the north of Europe; and, by furnishing to the continental States a safer, as cheap, and a more expeditious route to the Atlantic than the British channel, France will relieve those States from a sense of dependence on the forbearance of England, and, by rendering her friendship of more value, can the more readily counteract the jealousies which it is the policy of England to foment, and which her command of the trade of the northern European States enables her to disseminate.

If France could turn the great rivers of Europe, through Paris, to Brest, what would be the effect on the commercial, social, and political system of Europe? France cannot do this, but by a judicious administration of railroads she can do more. She can make Paris the financial centre, and Brest the commercial depot of Europe. The effect on the marine, the commerce, and the finances of France, cannot now be appreciated, because the results depend upon the administration. But we, who in the United States have seen more of its influence, should avail ourselves of the present moment to secure, as far as practicable, a participation in the benefits resulting from the readjustment of commerce, stimulated and driven into these new channels.

Having occasion to see Admiral Dupéré, Minister of Marine, and to address him a memorial on a private matter, I took occasion to illustrate my views. He received me with great politeness, promised to communicate with M. Guizot on the subject, and a few days afterwards addressed me a polite note, from which the following is an extract:

"Je me suis impressé de lire, avec autant d'attention que d'intérêt, le memoire que vous m'avez fait l'honneur me remettre. J'appice les vues y developes, et je me féliciterais beaucoup de voir se resserrer les rapports des Etats Unis d'Amerique avec la France."

[TRANSLATION.]

I lost no time in reading, with as much attention as interest, the memorial which you did me honor to deliver to me. I appreciate the views which you develop in it, and I would congratulate myself in seeing the relations between the United States and France becoming more intimate."

Having thus prepared the way, in a conference with Mr. Conte, the intelligent Minister of the Postes, I suggested the importance of an arrangement for transporting letters between the two countries. He expressed a willingness to enter into a negotiation, and wished to know if I was authorized to act. I told him that I was not, but that, as in all such

matters the proposition must come first from one of the parties, and as France had treaties with other Powers, it would seem appropriate that the first proposition should come from him; and that it would give me great pleasure to be the channel of submitting a projet for your approval; adding that, as there were some peculiarities in our system, it would give me pleasure to confer with him, and to suggest such modifications as might seem to me to be desirable. He said that the authority for him to act must come through the Foreign Office, and suggested the propriety of my addressing a letter to that department, through General Cass. I did so, and M. Guizot deputed M. De Clerque, the chief charged with the diplomatic intercourse with the United States, to confer with M. Conte and myself on the subject. The projet transmitted is the result of the conference which ensued.

M. Conte and M. De Clerque readily assented to every modification which I suggested, and they both assured me that the Government of France are prepared to agree to any reciprocal terms which may be suggested by you. They are sensible of the importance of cultivating kind relations, and will accept any modifications, in the spirit of the most cordial liberality.

I found them deeply impressed with the importance of uniting the national steam vessels of both countries in the service. They prefer that each Government should put two or more steamers on a line to ply regularly between Havre and New York. Such a line, taking passengers and the mail, would furnish an excellent naval school, and go far to defray its own expense. By associating the national ships of both countries in the same service, the people of France and of the United States would be accustomed to look upon the navies of both with a common sympathy; and we would find, as we have heretofore found, in the sentiment of Frenchmen, potent arguments for the protection of our rights and the preservation of our interests.

Concurring fully with them in the propriety of employing the public vessels in this service, I could do no more than express a belief that the Government of the United States would concur, but advised that the treaty should provide for the employment of steamers belonging to private individuals or to companies, and also of the regular packets as well as transient vessels. The projet provides for all these contingencies.

It will be seen that the projet stipulates for the payment of letters by weight, and that the same rate is to be paid by both Governments.

It was argued that most of the letters from the United States would be written on the sea board, while the letters from France to the United States would be from the interior, or would have passed through France, and of course be subject to full postage. As postage is charged in the United States on the single sheet, and in France by weight, letters in France are written on thin paper and weigh less. Mr. Conte said that, under their first arrangement with England, they paid by the letter, and at different rates, but experience had demonstrated that an average rate, by weight, was much the same in effect, and simplified their accounts. He agreed, however, to modify the arrangement as you may deem best.

There is a class of letters (*lettres dites chargees*) containing valuable enclosures, which, in France, are delivered only upon a receipt by the party to whom they are addressed. There is a special provision in relation to these, and I beg to call your attention to the regulation in the French

office, in relation to them, as given in the printed volumes I send you, as they will facilitate the tracing of such letters, when lost. I suggested the importance of providing for the introduction into the ports of both countries, in the vessels of both nations, of coal and naval stores free of duty; and also of providing that both Governments may make depots of coal in the navy yards of each other—such depots to be under the charge of the local Government, and free from expense, except the actual cost of making the deposits. M. De Clerque, with whom I conversed on this subject, believes that such an arrangement will be mutually advantageous; and that, in addition thereto, there should be a stipulation that national vessels of either country, wanting repairs or naval stores, entering a port where it can be with convenience done, shall be entitled to receive repairs in the public navy yards, and supplies from the public stores, paying therefor a reasonable compensation. The importance of such an arrangement to us does not require to be enforced by comment.

The French Government will, as I am informed, in the course of next month, send a commission to the United States, for the purpose of making arrangements for a line of steam packets. I have taken the liberty to give M. De Clerque, who will constitute part of that commission, letters to the President, to the Secretary of the Navy, and to yourself, and hope that you will view the subject as I do.

I enclose, herewith, a letter from M. De Clerque, giving the present regulation as to the introduction of coal into France. It will be seen that, when it is deposited for consumption on the ocean, or export, there is no duty, and but light port charges; but, as this is a financial regulation, and may be changed, I respectfully suggest the propriety of making a permanent treaty arrangement. I am convinced that we can thus obtain, by treaty, what would not be given to other nations, and what will be of essential service to us in peace, and of vital importance in case of war. Being once secured as a peace arrangement, it will tend to preserve the peace, and will not be cause of just complaint against France, on the part of other nations, in case of war.

I transmit a letter from General Cass to me, enclosing a copy of M. Guvot's note accompanying the projet, showing that, in all that I have done, I had his approbation.

Your obedient servant,

DUFF GREEN.

CHARLES A. WICKLIFFE,
Postmaster General.

Effect of the penny postage on the number of letters, and on the revenue of the Post Office of Great Britain and Ireland.

In presenting the following tables, showing the operation of the penny postage, we have to congratulate those who supported this great measure on its increasing success. An inspection of table No. 1 shows that, for the week ending March 23, 1840, the total number of letters passing through the post offices of the United Kingdom was under 3,070,000, and for the corresponding week of 1841 upwards of 3,700,000, being an increase of upwards of 650,000, or somewhat more than 21 per cent. Com-

paring March,* 1839, with March, 1840, the increase was 100 per cent.; and comparing the former period with March, 1841, the increase is 140 per cent.—so that 40 per cent. on the old number, accruing between March, 1839, and March, 1840, may be assumed as the present annual rate of increase. The estimated *annual* number of letters, including franks, transmitted by post in the United Kingdom, taking the first week in table 1 as an average, was 82,470,596. If the number for the week ending March 22, 1841, be taken as an average, the estimated number is 193,515,660 per annum, making an increase of nearly two and a half fold. Mr. Rowland Hill anticipated a three-fold increase in the first year, in case the whole of his plans were carried into effect. But, besides the reduction of postage, he relied upon other causes of increased correspondence, which have only been partially brought into operation—such as greater frequency and despatch in the transmission and delivery of letters, the effect of which no one can doubt. For example, previous to the establishment of day mails, letters passing through London were detained fourteen hours in the London office; and this class of letters then amounted to about 36,000 per week; whereas the number is now 170,000, being nearly a five-fold increase.† By adding together the returns for twelve corresponding weeks ending April, 1839, 1840, and 1841, in table No. 2, it will be seen that the letters of all kinds passing through the London General Post Office‡ (inwards and outwards) were, in round numbers, 4,800,000 in 1839, 10,100,000 in 1840, and 15,000,000 in 1841. The increase was 102 per cent. in 1840, as compared with 1839, and 49 per cent. in 1841 compared with 1840; and this latter proportion, or more than 100 per cent., as compared with the old number, may be assumed as the present annual rate of increase. In the letters posted in London, the average annual increase since the reduction of postage is 70 per cent., and of those delivered in London about 65 per cent.; but on that class which merely passes through London, and which, instead of being detained 14 hours, are immediately forwarded by the day mails and by railway, the increased frequency of transmission and greater despatch, combined with other circumstances, have caused an increase of about 200 per cent. With the facilities afforded by the railways, such a place as Brighton might be, as it were, included within the London district post. There might be three deliveries of letters daily; and London and Brighton, or any other town at a similar distance, having a communication by railway with the metropolis, might be brought in as close a relation with it as are the eastern and western parts of London. So recently as 1837, the average time which was required before an answer could be received to a letter put into the two-penny post receiving houses was 14½ hours; but the time is now somewhat shortened. Still, for purposes of epistolary communication, Brighton might be brought nearer to London than White Chapel is to Whitehall; and the effect would be, as in all similar cases, to increase the amount of correspondence.

The real value of the measure is to be tested by the number of letters, which, it will be seen, have increased in a proportion equal to all rational expectation. Mr. Hill held out the expectation that the adoption of his plan would occasion a five-fold increase in the number of letters, but he did

* This month is taken, as being free from disturbing causes than any other.

† Owing in part, probably, to letters having been diverted from other channels.

‡ More than one-third of the whole number of letters for the United Kingdom pass through the London office.

not attempt to fix the time when this point would be attained. If the present rate of increase is maintained, the five-fold increase predicted will be realized in less than five years from the reduction of the rates, or during the year 1844; and it will be recollected that some parts of Mr. Hill's plan are only partially in operation. The illicit transmission of letters, and the evasions practised under the old system to avoid postage, have entirely ceased. It is impossible to doubt that the domestic, social, moral, and commercial effects of the change have been as extensive as they are beneficial—as productive of public advantage as they have been conducive to individual happiness.

The use of stamps in prepayment of the postage has, it will be seen, been attended with the most successful results. It is convenient both to the public and to the Post Office, and the number of stamped letters has gradually risen, until it exceeds the number of letters paid in coin; this is the case in respect to the large number of letters passing through the London office; but in the country the proportions are probably reversed. When the rate of postage was not affected by prepayment, only 16 per cent. of the letters were paid, 84 per cent. being unpaid; but in the four weeks ending 2d January, 1841, the proportion of paid letters in the London General Post Office was 92 per cent., the unpaid letters were 8 per cent., and of the paid letters 51 per cent. were stamped. In November, 1840, the proportion of unpaid letters was as low as 6 per cent., the paid letters being 94 per cent., of which 47 per cent. were stamped. In the return for May, 1841, the proportion of unpaid letters had risen to 9 per cent.; but this must not be understood as indicating the decline of the habit of paying in advance, for in the London district post (see table No. 3) the proportion of unpaid letters has diminished pretty constantly and gradually. The explanation of the increase alluded to is to be found in the following circumstances: "Owing to the reduced rates and more prompt conveyance, especially as regards North America and India, a large increase has taken place in the number of foreign and colonial letters inwards; on none of which is there any inducement to pay the postage in advance, and on great part of which such payment is impossible. If it be asked why this increase did not manifest itself earlier, the answer is, first, that in the earlier part of 1840 the increase was much more than counterbalanced by the rapid diminution in the number of unpaid inland letters; and, secondly, that the reduced rates on the inward foreign and colonial letters could not be in full operation until time had been allowed for a passage to and from the distant colonies and remote foreign countries."*

The rate of postage in the London district (which includes the limits of the old two-penny post) averaged 2½d. for each letter, before the recent changes previous to January, 1840; at present, the postage of each letter averages about 1½d., and the gross revenue already equals that of the year 1835. The gross receipts in 1838 (the last complete year under the old rates) were (after deducting certain receipts for general post letters) £118,000, and the gross revenue for 1840 (the first complete year under the new system) was £104,000, showing a deficiency of only £14,000, or 13 per cent. A reference to table No. 3 shows that in February, March, and April, of 1841, compared with the same months in the previous year, the rate of increase was 14 per cent.; so that, before June, 1842, there is every pros-

* Paper read by Mr. Rowland Hill at the Statistical Society.

pect of the complete restoration of the gross revenue of this Department. The facilities of correspondence within the London district have been increased at a considerable cost since 1835; but the nett revenue of 1840 is only £12,000 less than in the former year.

Table No. 4, showing the gross and nett revenue of the Post Office, and the cost of management, includes the last year in which the revenue was totally unaffected by the reduction of postage—namely, 1838. The four-penny uniform rate came into operation on the 5th of December, 1839; and on the 10th of January, 1840, the penny rate was adopted. It will be perceived that in the first year's trial the gross revenue fell, in round numbers, from about £2,350,000 to £1,350,000. The deficit, amounting to £1,000,000, is 74 per cent. on the gross revenue for 1840; but at the rate of increase of letters at present going on, which is 21 per cent. per annum, (comparing March, 1841, with March, 1840,) the gross revenue will be restored to its former amount by the end of 1844. The nett revenue (for, in spite of the enormous reduction of postage, there is a surplus after paying every expense of the Post Office establishment) realized something under £500,000 in 1840, having fallen from upwards of £1,000,000, the nett produce for 1839—the loss to the State being nearly £1,900,000, or 75 per cent. Mr. Rowland Hill says: "An opinion has indeed been expressed, that the diminution is in effect yet greater, inasmuch as the Government is paying for the transmission of its letters, probably, as much as £100,000 per annum. As a set-off, however, against this, it is to be observed, first, that, under the old system, the Government payments to the Post Office amounted to about £60,000 per annum; and, secondly, that, in the statement made above, the remaining £40,000 is within a small sum allowed for—so that the real reduction is, as I have said, about £1,200,000 out of £1,600,000, or three-fourths."

The cost of management has increased from about £750,000, in 1839, to about £850,000 in 1840, and in 1839 was greater than in 1838 by £70,000. The most important item in the increase is in the transit of the mails; the cost of which, for Great Britain alone, was greater in 1839, by about £34,000, than in 1838, and has again advanced by about £33,000 in 1840. The payment for railway conveyance has increased in that period from about £10,000 to £51,000,* while the expense of conveyance by mail coaches, instead of diminishing as the railway charge increased, actually increased with it. Mr. Rowland Hill says: "The explanation of this apparent anomaly is to be found partly in the establishment of the day mails, but chiefly in the fact that the opening of the railways, by diminishing competition on parallel lines, has produced an augmentation in the charges for mail conveyance, amounting, in some instances, to even double the previous cost."

The increase in the transit postage paid to foreign countries (about £13,000) has nothing to do with penny postage, and the charge for conveying the letters of the office itself (about £10,000) is a mere matter of account, and no real increase of expense. Deducting, therefore, these two sums, together with the £33,000 mentioned above, we have a remainder of £44,000, which is probably about the amount of increased expenditure fairly chargeable on penny postage. This increased expenditure is about

* The Post Office pays £33,000 per annum to the London and Birmingham and Grand Junction railways alone.

6 per cent. on the previous amount. Of the whole increase of £70,000 in the expense of transmitting the mails, no appreciable part is referable to the reduced rate of postage; though, of course, so far as the increase in the number of letters is concerned, the new day mails, however few in number, must have their just credit assigned them. The increase of expenditure (with the exceptions alluded to) has clearly no further connexion with the subject of penny postage, than as it tends to explain that diminution in the nett revenue, for which, at the first view, penny postage appears responsible. Mr. Rowland Hill further remarks: "Another fact which partly explains the non-increase of Post Office revenue is, that the number of letters which, from not being paid in advance, are subject to double postage, has been gradually diminishing ever since the period of the great reduction. In the outset, the proportion of such letters was about 20 per cent.; the present proportion is probably about five per cent.; showing, therefore, a diminution of about 15 per cent. As this diminution would require, to counterbalance it, an increase of 15 per cent. in the number of letters, (an increase, be it remarked, of at least 30 per cent. on the old number,) it manifestly forms an important item in the account. It should also be remarked, that while this change, in combination with the increased expenditure referred to above, fully accounts for the non-increase in the nett revenue at the same time, seeing that this source of diminution is nearly exhausted, it can produce no serious effect on the revenue of future years."

We may advert to the increase of business in the money order office, as an illustration of the soundness of the principle on which the success of the penny postage is founded. Three or four years ago a commission of 5 per cent. was charged on the transmission of sums under £5 5s., but it was necessary to enclose the order in another sheet, which rendered it liable to double postage. To send 10s. to an individual, residing 160 miles from London, could not have been accomplished at a less cost than 2s. 2d. Afterwards the order was given on a sheet of letter paper, and only a single postage was necessary. Next, the commission was reduced to a fixed charge of 1s. 6d. for sums exceeding £2 and not exceeding £5, and to 6d. for all sums not exceeding £2; and in November, 1840, the charges for the same amounts were reduced from 1s. 6d. to 6d., and from 6d. to 3d., and any sum under 40s. may now be sent to the farthest corner of the United Kingdom for 4d. Notwithstanding these repeated reductions, such has been the increase of money orders, that the amount of commission since received is far greater than at any former period.

No. 1.*—Comparative statement of the number of letters (including franks, during the existence of the franking privilege) delivered in the United Kingdom in one week of each calendar month, beginning with November, 1839, and ending with July 25, 1841.

Week ending.	ENGLAND AND WALES.				Total Ireland.	Total Scotland.	Grand total United Kingdom.
	Country offices.	London, inland, foreign, and ship.	London district post.	Total England and Wales.			
November 24, 1839	764,938	228,292	256,747	1,250,977	179,931	153,085	1,580,973
December 22, 1839	963,616	279,457	340,693	1,583,766	225,889	199,032	2,008,687
February 22, 1840	1,020,092	431,298	404,478	2,495,778	319,928	253,933	3,190,637
March 22, 1840	1,067,481	416,067	294,689	2,411,007	321,163	237,226	3,069,496
April 26, 1840†	1,066,009	419,379	290,949	2,306,668	322,074	219,924	3,034,806
May 24, 1840	1,266,000	449,333	416,926	2,457,068	326,407	242,568	3,126,063
June 21, 1840	1,020,123	454,376	441,946	2,435,347	342,761	262,098	3,221,206
July 19, 1840	1,079,410	452,418	400,783	2,437,611	328,485	254,817	3,223,913
August 22, 1840	1,746,267	461,089	343,247	2,651,293	348,631	266,426	3,266,350
September 26, 1840	1,811,213	456,071	310,223	2,665,316	350,318	266,419	3,218,053
October 26, 1840	1,821,711	473,002	287,848	2,684,361	369,297	286,121	3,417,779
November 22, 1840	1,906,225	492,574	287,282	2,685,181	385,072	286,262	3,456,115
December 26, 1840	1,789,579	491,264	405,153	2,679,996	391,206	375,094	3,435,296
January 24, 1841	1,929,661	519,025	467,940	2,917,226	326,555	280,242	3,664,023
February 21, 1841†	2,122,197	547,681	504,147	3,184,065	460,320	444,619	4,090,164
March 21, 1841	1,930,601	531,960	447,766	2,960,227	369,877	401,251	3,731,485
April 25, 1841	1,899,466	511,064	484,601	2,895,150	369,989	369,588	3,644,707
May 23, 1841	1,908,188	546,170	452,664	2,907,322	391,322	400,581	3,699,125
June 26, 1841	-	-	-	-	-	-	3,773,136
July 25, 1841	-	-	-	-	-	-	3,746,000

* These tables (with the exception of some later additions) are taken from a paper read by Mr. Rowland Hill before the London Statistical Society.—(Journal of Statistical Society for July, 1841, vol. 4, part 2.)

† Easter week.

‡ The increase in this week is owing to the valentines. In a paper read before the Statistical Society in March, 1840, by Mr. Rowland Hill, he remarks: "The number of letters on any particular day is influenced very much by circumstances. In London, the average number of general post letters is about 20 per cent. greater on a Monday than on any other day of the week. On Christmas day, 1839, the number of London general post letters (outwards) fell about 70 per cent., and the number of district post letters about 10 per cent. On the 10th of February, (the day of Her Majesty's wedding,) the first fell about 40 per cent., and the second about 25 per cent.; while on the 14th February, (St. Valentine's day,) the first rose about 5 per cent., and the second about 30 per cent."

Return of the number of chargeable letters which have passed through the London general post, inwards and outwards, since the first general reduction of postage on the 5th December, 1839, dividing the time (as far as practicable) into periods of four complete weeks each, and distinguishing, as regards each period, the unpaid, paid, and stamped, and total number of letters; also, a similar return of the estimated numbers of letters for the year immediately preceding the reduction.

1839.				1840.				1841.					
Four weeks ending	Unpaid.	Paid.	Total.	Four weeks ending	Unpaid.	Paid.	Stamped.	Total.	Four weeks ending	Unpaid.	Paid.	Stamped.	Total.
Jan. 5	1,599,799	291,197	1,890,996	Jan. 4	1,609,494	2,504,947	-	4,114,441	Jan. 2	293,439	1,974,994	2,067,139	4,264,237
Feb. 2	1,599,799	217,971	1,817,770	Feb. 1	797,199	2,217,197	-	3,014,396	Jan. 30	279,999	2,294,919	2,169,974	4,692,973
March 9	1,599,799	312,179	1,911,978	Feb. 29	499,947	2,974,987	-	3,474,934	Feb. 27	499,173	2,249,999	2,749,172	5,091,499
March 30	1,599,799	217,991	1,817,790	Mar. 29	299,199	2,999,917	-	3,299,116	Mar. 27	499,299	2,249,999	2,749,298	5,091,157
April 27	1,599,799	299,991	1,899,790	April 26	499,299	2,999,979	-	3,499,278	April 25	499,299	2,191,991	2,293,490	4,999,999
May 25	1,599,999	299,719	1,899,718	May 23	419,299	2,939,993	419,994	3,779,296	May 23	499,997	2,299,949	2,479,499	4,999,291
June 23	1,599,799	299,914	1,899,713	June 22	297,991	2,299,999	949,299	3,549,199	June 19	499,999	2,219,279	2,919,994	4,999,999
July 20	1,599,949	299,991	1,799,940	July 19	297,179	2,299,949	1,199,299	3,699,427					
Aug. 17	1,512,999	299,794	1,812,793	Aug. 15	291,294	2,191,299	1,499,234	3,881,827					
Sept. 14	1,512,777	299,994	1,812,771	Sept. 13	291,979	2,299,999	1,299,197	4,891,175					
Oct. 12	1,294,219	299,991	1,594,210	Oct. 10	299,999	2,291,794	1,971,799	4,163,592					
Nov. 9	1,297,294	299,997	1,597,291	Nov. 7	297,799	2,119,279	1,919,291	4,337,349					
Dec. 7	1,299,439	299,979	1,599,418	Dec. 5	299,299	2,999,997	1,999,219	4,999,505					

Return of the number of letters which have passed through the London district post (exclusive of all general post letters) for the periods following:

1839.		1840.					1841.				
	Total.	Four weeks ending	Paid.	Unpaid.	Stamped.	Total.	Four weeks ending	Paid.	Unpaid.	Stamped.	Total.
Total number of letters for—											
Four weeks, ended 1st January, 1839	970,999	4th January	829,292	477,279	-	1,306,571	2d January	910,952	149,292	619,166	1,569,410
Do. 29th January, 1839	1,067,359	1st February	1,797,995	291,599	-	2,089,594	30th January	929,294	157,242	752,139	1,838,675
Two weeks, ended 12th February, 1839	572,749	29th February	1,212,279	312,757	-	1,525,036	27th February	894,922	297,295	771,941	1,663,158
Do. 4th May, 1839	577,279	29th March	1,299,199	311,993	-	1,611,192	27th March	823,849	142,796	799,613	1,769,158
Do. 30th November, 1839	619,993	25th April	1,199,613	292,299	-	1,491,912	24th April	821,997	199,619	777,319	1,737,935
		23d May	1,099,613	197,922	595,979	1,693,514	23d May	851,513	144,177	865,297	1,851,976
		20th June	1,091,999	192,914	519,242	1,704,244	19th June	999,152	149,299	827,724	1,976,175
		19th July	929,157	175,927	863,145	1,668,229					
		15th August	814,973	159,153	539,197	1,513,323					
		12th Sept.	752,423	152,411	499,659	1,399,492					
		10th October	799,919	151,199	591,999	1,442,917					
		7th Nov.	839,235	159,429	577,599	1,566,263					
		5th Dec.	812,559	148,222	599,297	1,559,919					

[The above returns are all that can be furnished for 1839, and these are partly taken from the returns dated March 12, 1840, and from some weekly accounts that were kept in May and November, 1839.]

No. 4.

Account showing the gross and net post office revenue, and the cost of management, for each of the years ending 31st January, 1839, 1840, and 1841, distinguishing the revenue of Great Britain from that of Ireland.

Year ending 31st Jan- uary.	Great Britain.			Ireland.			United Kingdom.		
	Gross revenue. a.	Cost of man- agement. c.	Nett revenue.	Gross revenue.	Cost of man- agement.	Nett revenue.	Gross revenue.	Cost of man- agement.	Nett revenue.
1839 - - -	£2,116,798	£585,458	£1,531,339	£229,480	£101,310	£128,170	£2,346,278	£686,768	£1,659,509
1840 - - -	2,182,914	647,257	1,535,657	237,848	109,477	128,371	2,390,762	754,999	1,635,763
1841 - - -	1,215,447 b	{ 741,849 27,000d 18,000e }	458,598	134,154f	116,627	17,527	1,399,001g	{ 856,877 27,000d 18,000e }	455,927

a. Namely, the gross receipts, after deducting the returns for "refused letters," &c.

b. This includes the receipts by the stamp office for postage stamps in Ireland as well as in Great Britain. The amount for Ireland was £15,029 8s. 5d.

c. Cost of management. These sums include the charges other than those of management.

d. Advance to Ireland.

e. Advance to the money order office in London.

f. This sum includes £27,000 received from England, and is included in charges other than management for Great Britain; but it does not include the proceeds of postage stamps sold by the stamp office in Ireland, which amount to £18,000 8s. 5d.

g. This includes one month of the four penny rate.

No. 5.

Return of the amount of money orders issued in London, and of the poundage received thereon, in each of the three months ending the 5th day of February, 1839, 1840, and 1841; also, a return of the amount of money orders paid in London in each of the same three months.

Months ending	Issued.	Poundage.	Paid.
February 5, 1839 -	£2,623	£53 13s. 0d.	£3,343
February 5, 1840 -	5,854	123 15 6	8,141
February 5, 1841 -	26,524	215 13 9	59,422

[TRANSLATION.]

A note for General Green, agent of the United States, upon the basis of a convention concerning the mail between France and the United States.

PARIS, April 3, 1842.

A regular exchange of correspondence, consisting of letters, samples of goods, newspapers, pamphlets, and periodicals, can be established between France and the United States. This exchange could take place—

On the part of France—by Bordeaux, Havre, Marseilles, and Nantes;
On the part of the United States—by New York, Baltimore, Boston, and New Orleans.

The transport of the mails could be done in four different ways—

1st. By regular departures of packets of the French Government.
2d. By regular and alternate departures of steam packets of the French Government and of the Government of the United States.

3d. By the regular departures of sailing packets of both nations, in virtue of contracts mutually agreed upon between the post offices and proprietors of those packets.

4th. By irregular departures of transient ships.

The conditions of this last mode of transportation offering no certainty of regular transmission to the bureaux of exchange, the conditions concerning the sending of correspondence would remain as they now exist—that is, postage to be paid in both countries as far as the port of embarkation; no account to be kept between the two offices.

Letters sent by the regular packets could be forwarded, franked or not. In the case of postage being paid, three taxes would be paid by individuals sending letters: 1st. A territorial tax for the country the letters are sent from. 2d. A tax for sea conveyance. 3d. A territorial tax for the country the letters are destined to.

Persons receiving letters would be exempt from postage in this way: The office from which the letters are sent would pay the receiving office, for those that have been post paid, the quota of the postage that would belong to it (the last mentioned) for the conveyance thereof from the place of debarkation to the point of distribution.

In case of letters not being franked, those who receive the same would have to pay the three above-mentioned taxes.

The receiving office that levied upon individuals the three taxes united would reimburse to the forwarding office the quota belonging to it for conveyance of letters upon her territory, and not franked, from their original place to the port of embarkation.

The tax for sea conveyance, for correspondence of every sort, post paid or not, ought to be reimbursed to the office whose packets operated the transportation.

In order to establish with more facility the exact settlement (*décompte*) of what is due to both offices, it would be advisable to employ means now adopted by the greater part of the posts of Europe. Instead of delivering the letters singly, (*isolément*), and with different taxes, which might give rise to errors and numerous disputes, and which would complicate labor, these offices have agreed to deliver them by weight, at price fixed according to the average of the taxes that a great number of letters originating from all parts of the territory of each respective office would produce. For instance, France sends to the United States a great many letters from Marseilles, Cette, Montpellier, Lyons, Mulhouse, and from Alsace, whose taxes, for conveyance to the port of embarkation, are now from 7, 8, 9, to 10 dimes (*décimes*) for each simple letter, (*lettre simple*), say 34 dimes (*décimes*) for 30 grammes. But she also sends a great quantity from Paris, and from the ports of sailing, whose taxes vary from 1 to 5 *décimes*. Observation and frequent experiments have proved that the average tax of letters sent by France to the United States is 5 *décimes* for each *simple* letter, say 2 francs for 30 grammes.

The office of France could then demand for letters not franked, which she would deliver to the office of the United States, the said price of two francs, representing the territorial tax on 30 grammes (or ounce) of letters that would be due to France for the conveyance thereof from the place of their origin to the port of embarkation.

It is not probable that the United States can send us a great many letters bearing (*possibles d'*) a very high territorial tax; the towns of that country in active correspondence with France being on the sea coast.

Considering, nevertheless, that the lowest tax in the United States is 6 cents, (*35 centimes*), and the highest 25 cents, (*1 franc and 40 centimes*), it appears that 2 francs for 30 grammes could be offered to that country for her letters not franked.

Both offices should indemnify each other the said sum of 2 francs for 30 grammes for the quota of postage levied by the receiving office for letters franked.

By this system, the receiving office causes itself to be paid in detail, by those receiving letters, the taxes of said letters not post paid, whose value had been computed *du masse*; and this sum is returned to the forwarding office by means of a monthly settlement (*décompte*.) In the same manner, the forwarding office credits, in the monthly settlement, the receiving office for the value of all the taxes levied in detail by the former, on account of the latter, at the time of the franking of the letters forwarded.

If the two offices should agree mutually to place a sum of 2 francs on every 30 grammes weight of letters *of and for* their respective territories two articles of the same price would be sufficient—one of letters franked and received, the other of letters forwarded and not franked—to establish all the credits (*avoir*) of one of the offices in the account regulated every month.

Nevertheless, in the account with the United States, France would have on her *credit* side two other articles, to wit: the transportation (*transit*) of the correspondence not franked, originating from divers countries of Europe and of the Levant, for the United States, and that of correspondence post paid of the United States for these same countries.

The letters not post paid of foreign countries should be delivered to the United States at the average rate of 36 décimes for 30 grammes, or 9 décimes for simple letters, and the United States would have to pay us the same price for every 30 grammes of franked letters that she would deliver us for the same countries.

This price, that represents the expense of a conveyance almost always very extended over our territory, is the average rate that England pays us for foreign letters from divers sources. We would then be putting the United States on the same footing with the most favored nation, for we continue to sell all our correspondence to England according to the stipulation of the treaty of 1802, (epoch of the peace of Amiens;) and since then the tariff of letters has augmented in France.

The letters that are not franked of the depots of Corunna, Cadiz, and Barcelona, forwarded to New Orleans by our regular Mexico packets, would be delivered by the French office at the low rate of 4 décimes for 30 grammes, (not including sea conveyance.) The United States would reimburse us this same price for franked letters forwarded by the bureau at New Orleans, destined to those three depots of Spain.

The letters *of* and *from* these same stations, sent by any other bureau than that of New Orleans and the three above-mentioned towns of Spain, would enter in the list of letters of and for foreign countries of Europe.

Samples annexed to letters, or presented separately, under the form of letters, but so that the contents may be easily recognised as being samples of merchandise, should be delivered by either party at a third of the rate fixed for letters.

Letters called *double (chargées)* might be sent from one country to another, and which would be specially inscribed on the post bill, (and they ought not to be delivered unless upon receipt thereof,) would have to pay double postage. They must always be franked.

Journals, pamphlets, and periodicals of every kind, must be franked by either party to the port of embarkation, and should give rise to no tax for sea conveyance. Both offices should agree to levy a tax on these objects not higher than 5 centimes per sheet for their conveyance from the port of embarkation to the place of their destination.

The price for sea conveyance of letters and samples from either country should be fixed at 36 décimes for 30 grammes, 9 décimes for simple letters, (excepting the modification of the postage accorded to samples,) and regulated by a special settlement (*décompte*) at the rate (*pro rata*) of the quantity of correspondence respectively transported at the expense of each office.

The French office would undertake to draw out monthly accounts, according to the post bills of the bureaux of exchange of the United States, and with the acknowledged receipts of the matter forwarded, and registered by the same bureaux.

The settlement (*décompte*) of the sea conveyance, carried out previously on a separate account, (*état*), would form an article on the *credit* side of each office.

There should likewise be made on these accounts separate articles for the *dead letters* that the respective offices should return, for the price at which they ought to have been delivered; the same should be done for letters the owners of which have changed residence.

The monthly accounts, with the vouchers, (*pièces à l'appui*), ought to be transmitted regularly to the office of the United States, which would examine them, in order to point out the errors that might be contained therein; and the result of this examination should be carried out, to the benefit of the injured office, in the account of the following month.

A special convention should previously regulate the conditions of admission of the packets, their crews, passengers, and merchandise, as well as the number of monthly departures, and the days of said departures.

E.

POST OFFICE NEW YORK, *November 24, 1842.*

SIR: In pursuance of your letter of the 16th instant, directing a detailed report of the operation of the United States city despatch post, established in the city of New York, in pursuance of your order of 31st May last, I have the honor to report:

That measures were, immediately after its receipt, taken to possess myself of every information connected with the subject; and that, on the 1st day of August, I made an arrangement with Mr. Alexander M. Greig, then proprietor of the city despatch post, established by himself, for particulars of which arrangement I beg leave to refer to a copy of my letter to you of July 21st last, hereto annexed, (marked No. 1.) On the 16th day of August, after devoting much time in organizing the system, a commencement was made with the United States city despatch post. Mr. Alexander M. Greig was appointed a letter carrier, and Mr. William Seymour a clerk in the post office, at a salary of \$1,000 per annum, agreeably to your order dated 31st of May, 1842. Mr. Greig having given the usual bond, the city was then divided into eight districts, and a carrier appointed to each, and the whole system adopted and carried out, agreeably to a printed circular, (marked No. 2,) accompanying this report.

Up to the time of the annexation of the city despatch post to the Department, the average number of city letters delivered was 437 per day. During the first month from that period they increased to an average of 610 per day, and it has continued gradually to augment to an amount of 762 letters per day—thus showing an increase, in three months, of seventeen and one half per cent., or seventy per cent. per annum, after deducting 250 letters per day, which had previously been delivered by the letter carriers of the post office.

The limits of this city mail extend from the Battery to Twenty-second street, a distance of upwards of three miles, and from the East river to the Hudson, which, at some points, are distant from each other two miles and a quarter—comprehending an area, intersected by streets, amounting to 113 miles in extent. Within this extended range are 112 stations, at which boxes are placed in the most populous and eligible situations for the deposit of letters, among which all the principal hotels in the city are included, and where collectors of letters call at stated periods three times

each day, receiving and transmitting to the post office all letters the said boxes contain, accompanied by a printed receipt for them, signed each time by the proprietors of the hotel or of the stores constituting the stations. The letters, being brought to the post office, are examined with the receipt, stamped with the hour and day, and conveyed throughout the same space to the parties to whom they are addressed, in the same number of deliveries, thereby affording the public the greatest possible facilities in this rapid and frequent transmission of letters at three cents each.

For the accommodation of those who wish to transmit these letters post paid, free stamps are prepared, and, when purchased in numbers, are charged at \$2 50 per hundred. On letters bearing these stamps being received at the post office, the stamps are defaced in such a manner as to preclude the possibility of their being a second time used.

A comparative statement is here with sent, (No. 3,) showing that this great accommodation to the public has been established and carried on up to the present hour, without any additional expense to the Department, except the original boxes and fixtures incident thereto; and, from the increase which has taken place in the number of letters, there is reasonable ground to believe that it will much extend itself, and become a source of revenue to the Department.

In conclusion, I would respectfully represent that this department of the public service is kept entirely separate from all others in the post office; and considering that it is yet in its infancy, and is the only one of the same kind on this side of the Atlantic ocean, it has gone into operation without that experience which, under other circumstances, would have been easily obtained. Yet it has answered every purpose, in a manner satisfactory to myself, and to the great advantage of the community. It has awakened great public feeling and interest for its success, while it has received general encouragement and approbation, more particularly from the commercial portion of our citizens.

Respectfully, your obedient servant,

JOHN LORIMER GRAHAM, *Postmaster.*

HON. CHARLES A. WICKLIFFE.

[No. 1.]

POST OFFICE, NEW YORK, *July 21, 1842.*

SIR: Pursuant to the order given me by you, dated 31st May last, to establish a city despatch post, I have had the same under advisement, with a view to possess myself of every information, that, when undertaken, it might produce the most satisfactory results to the Department and the public.

On reference to the report of Mr. Plitt, I find that, in London, the two-penny post, as it is there called, is entirely separate from the general carriers' delivery, while in Paris they are combined. It therefore became an object of great importance to examine closely into the exact nature of the manner in which the new system would operate in this city, and whether the London or Paris mode would be the best.

At one time I was inclined to the latter, and so wrote you in a private letter. Since then, I have caused very minute investigation to be made, in consultation with some of our oldest carriers; and the opinion given to me

by those to whom I have intrusted it, together with their reasoning, has satisfied me that it will be much the most proper to adopt the London plan, and keep the general and despatch delivery entirely separate.

With this view, I have examined into the present state of the city despatch post, now in operation, as established by Mr. Alexander M. Greig, a gentleman of undoubted respectability and talent; and I have finally made an arrangement with him, to appoint him a letter carrier, to buy of him, for the sum of \$1,200, all his fixtures and paraphernalia of every kind, and place the new business of a despatch post under his care, conjointly with Mr. William Seymour, who is also a gentleman of high respectability, whom I have employed as a clerk, at a salary of \$1,000 per annum, as directed by you, to superintend the whole concern.

I have ascertained, to my entire satisfaction, that, by uniting the business already built up by Mr. Greig with the penny letters received at the post office, now delivered by the regular mail carriers, a sufficient sum will be received to pay a considerable profit to the Department immediately. After deducting all expenses, we shall start with an income of about \$2,400 per annum, one-half of which will arise from the business already secured by Mr. Greig, as he has about an average of 450 letters per day.

It will be necessary that I should have orders from the Department to pay out of the general receipts of my office the \$1,200 for the fixtures purchased of Mr. Greig, which is considerably under cost.

In order to make them answer, it will be necessary somewhat to vary the name from that designated by you, and to call the new establishment the *United States city despatch post*.

By doing this, all the boxes, the stamps, &c., already in possession of Mr. Greig, can be used by simply adding the words "United States" to the stamps and to the labels on the boxes.

This arrangement has been fully explained to General Eaton and Mr. Bridge, and is approved of by them. It will go into operation on the 1st of August, and I shall be happy at your earliest convenience to have your approval, which I cannot doubt will be at once accorded, as it will commence at once in its great accommodation to the public.

The special messengers employed to carry out this plan will be approved of by me, and will give a reasonable sum as security for the faithful performance of their duty.

Very respectfully, yours,

JOHN LORIMER GRAHAM. *Postmaster.*

Hon. C. A. WICKLIFFE,

Postmaster General.

[No. 2.]

UNITED STATES CITY DESPATCH POST,

Post Office, New York.

The Postmaster General being desirous that all city letters, commonly known by the name of penny letters, should have the advantage of the most rapid delivery, has ordered that a United States city despatch post should be established, with three deliveries each day. With a view, there-

fore, to put the same into immediate operation, the postmaster of this city has made an arrangement with Mr. Alexander M. Greig, the proprietor of the city despatch post, by which he discontinues the same, and surrenders the property, boxes, and arrangements now in use by him, to the Post Office Department. The postmaster has secured the services of Mr. Greig, in connexion with Mr. William Seymour, who will superintend this department. An additional number of sworn carriers have been employed to carry the city letters, wholly independent of letters received by the mails. Notice is therefore hereby given, that all letters placed in the boxes at the various stations, together with all city letters deposited either in the post office or in the branch post office, will be under the charge of the Department, and will be received for rapid delivery at the hours mentioned below.

Letters addressed to parties renting boxes at the upper and lower post offices will be deposited in them, as heretofore, unless a request is made that they be sent by the city despatch post.

STATIONS.

Letter boxes are placed at the stations mentioned on the other side, and all letters deposited therein will be punctually delivered three times a day, (Sundays excepted,) at three cents each; option being given either to free the letter in the manner shown in the following regulations, or leave the postage to be collected of the party to whom the letter is addressed.

POST-PAID LETTERS.

Letters which the writers desire to send free must have a free stamp affixed to them. An ornamental stamp has been prepared for that purpose, and may be procured at either of the post offices and all the stations. The charge will be 36 cents per dozen, or \$2 50 per hundred; the reduction of price for the larger quantity being made with a view to the accommodation of those parties sending a considerable number of circulars, accounts, &c.

All letters intended to be sent forward to the general post office for the inland mails, must have a free stamp affixed to them.

UNPAID LETTERS.

Letters not having a free stamp will be charged three cents, payable by the party to whom they are addressed, on delivery.

Letters and newspapers addressed to the editors of the public press will be delivered free.

REGISTRY.

No money must be put into the boxes, unless registered at the upper post office, where a registry will be kept for letters which parties may wish to place under special charge. Free stamps must be affixed to such letters for the ordinary postage, and an additional free stamp must be affixed for the registration; but all such letters must be specially deposited at the principal office.

The advantages offered by this plan are—

First. The secure and prompt transmission of all registered letters con-

taining any special notice or matter, by which means legal evidence may be obtained of the due delivery of the same, and the immediate despatch of any letter or small package requiring instant delivery.

Secondly. The certain and expeditious delivery of mercantile letters and circulars, of invitations and replies, (either under free stamp or unpaid,) and every description of commercial, professional, and social correspondence—thus bringing the most distant parts of the city in effect near to each other, and providing the means of constant intercourse at a very moderate charge.

HOURS OF DELIVERY.

At the principal offices.

Upper post office, Park, and lower post office, Merchants' Exchange, every day except Sundays.

Letters deposited before 8½ o'clock, A. M., will be sent out for delivery at 9 o'clock, A. M.

Letters deposited before 12½ o'clock, M., will be sent out for delivery at 1 o'clock, P. M.

Letters deposited before 3 o'clock, P. M., will be sent out for delivery at 4 o'clock, P. M.

At the stations.

Letters deposited before 7 o'clock, A. M., will be sent out for delivery at 9 o'clock, A. M.

Letters deposited before 11 o'clock, A. M., will be sent out for delivery at 1 o'clock, P. M.

Letters deposited before 2 o'clock, A. M., will be sent out for delivery at 4 o'clock, P. M.

Limits of the United States city despatch posts will extend to Twenty-second street.

JOHN LORIMER GRAHAM, *Postmaster.*

[No. 3.]

UNITED STATES CITY DESPATCH POST,

New York, November 19, 1843.

Agreeably to an order received from John Lorimer Graham, Esq., postmaster, the undersigned lay before him a detailed statement of the business of this department since the same came under the supervision of the Post Office, being one quarter of a year ending the 17th instant.

The undersigned would, however, previously call the attention of the postmaster to some facts connected with the system previous to its adoption by the Government, with a view of showing the very beneficial change that has taken place in the prospect of its permanent success.

On the 1st February, of this year, the late "city despatch post" went into operation, under the superintendence of Alexander M. Greig, and continued to be conducted by him till 15th August following. During that period,

notwithstanding every means that could be devised were taken (aided and encouraged by the public press) for the purpose of giving publicity to a system that had received the stamp of approbation from the most intelligent of the commercial community, the average number of letters for the last month previous to its passing into the hands of the Government was only 437 per diem.

On the 16th August it became the property of this Department, and a month from that time the letters averaged 610 each day, which amount kept gradually increasing to the number of 762 letters per day—thus showing an increase of nearly 90 per cent. in three months.

The system embraced in the public circular issued by this Department has been carried out, in all its minute details, to the fullest possible extent. The limits of this post extend from the Battery to Twenty-second street, a distance of upwards of three miles, reaching from the East river to the Hudson, for two miles and a quarter. Within this extended range are one hundred and twelve stations, placed in the most populous and eligible situations, for the deposit of letters, at which collectors call three times, at stated periods each day, and receive a receipt for the number of letters taken from each station, which are brought to this office, whence they are again conveyed to their respective districts, in three different deliveries, thereby affording the public the greatest possible facilities in the transmission of letters, at the cost of three cents each, while the introduction of the "free stamps," as a means of prepaying letters, has been too highly extolled by the public press, as well as appreciated by the community generally, to render further comment necessary.

The undersigned, in presenting the annexed statement, beg to intimate that it shows the result of the business of this department from its commencement to the 19th instant, inclusive.

Paid the United States Government in full for one cent on each letter, amounting to 59,774 letters	-	-	-	\$597 74
Less Mr. William Seymour's salary	-	-	-	250 00
				<hr/>
Leaving a surplus of	-	-	-	347 74

to go towards liquidating the cost of purchase, &c.

The undersigned take leave to tender to the postmaster their grateful acknowledgments for the kind aid he has at all times so promptly afforded them in furtherance of the business of this department.

ALEX. W. GREIG.
WILLIAM SEYMOUR.

JOHN LORIMER GRAHAM, Esq.,
Postmaster, City of New York.