

CLASS AND SPECIAL JOURNALISM.

The next process of differentiation that has been conspicuous in the development of American journalism concerns wholly the periodical press, and has been in the direction of class and special publications. Here the range has been wide, indeed, and is continually growing wider. This special or class journalism, as it may properly be called, originated in England, and has reached a development there which is only exceeded by that observable in the United States. It had its origin in this country with periodicals devoted to literature and literary topics, of which there were a number founded in Massachusetts previous to the revolution, none of which met with any marked degree of financial success, or were able to perpetuate themselves beyond the first few years of experiment.

Origin of periodical and class journalism.

Colonial periodicals.

One of the first of these, if not the first, was the *Boston Weekly Magazine*, founded in 1743, but existing only for four weeks, in which were reproduced extracts from the London magazines, original poems, and miscellaneous reading matter. The *American Magazine and Historical Chronicle*, founded at the same place in the same year, lived for three years and four months, and was a very creditable imitation of the *London Magazine*. It published "dissertations, letters, essays, moral, civil, political, humorous, and polemical", together with a variety of miscellaneous reading matter, including summaries of the current news of the previous month. The *New England Magazine of Knowledge and Pleasure*, containing sixty pages, 12mo, did not survive, in 1758, its fourth monthly number.

Isaiah Thomas also made a venture in this class of periodical in 1774, which he named the *Royal American Magazine, or Universal Repository of Instruction and Amusement*. Each number contained three sheets of letter-press and two copperplate illustrations, and it is believed to have been the first illustrated journal published in this country. There were only six numbers of this magazine issued, the revolutionary war compelling the suspension of such an ambitious venture.

A similar experiment was made in New York in 1752, entitled *The Independent Reflector*, printed weekly, and containing moral and political essays, but no news. It was sustained for two years by a society of the cultured gentlemen of that city, who contributed to its contents, but were not able to make it a profitable venture. A *New American Magazine*, monthly, with forty pages, octavo, by James Parker, was begun at Woodbridge, New Jersey, in 1758. It was a publication of marked merit, but although there was then but one similar periodical in the whole of the colonies, it was discontinued at the end of twenty-seven months for lack of support. The one similar contemporaneous magazine was *The American Magazine, or Monthly Chronicle*, published in Philadelphia, which was established the year previous to the New Jersey journal, and died the same year. There were several similar ventures in Philadelphia previous to the revolution which met with the same fate, with which the names of Benjamin Franklin and William and Andrew Bradford were connected, either as publishers and printers, or both. The most celebrated of these, the *Pennsylvania Magazine*, owed its repute chiefly to the frequent contributions of Thomas Paine. The field may therefore be said to have been well tested, and proved unprofitable.

Early New York periodicals.

Early Pennsylvania periodicals.

The present century opened somewhat more auspiciously for periodicals of this class, the first number of the famous *Portfolio* making its appearance in January, 1801, and this was followed in 1803 by the *Monthly Anthology*. This latter periodical, which drew its contributions from a volunteer corps of cultured Boston gentlemen, inspired in New England a literary taste and a love for letters which have been estimated very highly among the educating influences of the period; but it had been discontinued for several years before the influences which had become associated through it led to the establishment of the *North American Review*, founded in 1815 by William Tudor. This magazine was originally published every two months, in numbers of 150 pages each, and included in its contents, beside reviews, the variety of miscellaneous and poetical articles usually found in this class of periodicals; and in the course of a few years it passed into the control of an association of literary gentlemen, who met regularly in their editorial capacity. The *North American Review* passed through other changes in its earlier years, and many men directed its pages, but with a singularly uniform regard for the best standards of literary taste. The *Review* has contained many articles which entitled it to even rank with the higher class of the English reviews, and its files afford the best collocation of the American critical, literary, political, and scientific thought for the last seventy years. The zeal of a few individuals has kept this periodical alive through several crises, which gave evidence that the tastes of the American people were not responsive to their efforts.

The North American Review.

THE MONTHLY MAGAZINES.

Publications of the severely critical class, never very popular in the United States, have been rendered even less so by the marked success of the popular monthly magazines.

The magazine literature of the United States, taken all in all, is perhaps the most distinctive and creditable feature of our entire publishing interests. This interest has grown in a comparatively brief period to equal, both in volume and variety, the magazine literature of Great Britain, and includes several types of what may be properly styled the purely American magazine—types which are not even imitated elsewhere, and are not rivaled by the best products of the English periodical press.

The magazine literature of the United States.

Their peculiarity consists of the somewhat heterogeneous character of their contents, and the commingling in their pages of prose and verse, fiction, description, historical papers, moral or amusing essays, summaries of current events, literary criticism—all supplemented of late years by the best class of illustrations, which have come, in the end, to be their most attractive feature, and the one which chiefly marks them in comparison with similar periodicals now published in England on the same model.

The best types of the distinctively American magazine are *Harper's Monthly* and *Scribner's Monthly*—the latter now known as *The Century*. The former was established by the Messrs. Harper in 1850. It was at first, and for a considerable period, chiefly an eclectic magazine, containing the choicest articles from the English periodical press, with occasional original contributions. There had previously been popular periodicals without number projected in the United States, most of which lived but a brief life, and did not appear to meet a public want. The most notable exception to this rule was the *Knickerbocker Magazine*, established in New York in 1832, and crowded out of existence in 1860 by younger rivals, which succeeded better in meeting the requirements of the popular taste. *Putnam's Magazine* (1853-'57) was another early venture of this character which enlisted many of the best writers of the country, and was an admirable type of the higher periodical magazine.

Harper's Magazine very soon abandoned its purely eclectic character, enriching its columns with the productions of the best American authors, including more especially sketches of travel, fiction, science, history, and poetry, and it added immensely to its prestige and popularity by the profuse and elegant illustrations which adorned its pages. At one time or another nearly every well-known author in the United States has contributed to the columns of *Harper's Magazine*, and the foremost English novelists have regularly supplied it with stories contemporaneously with their publication at home, receiving therefor the same remuneration given by the home publishers. The success of *Harper's Monthly* has been commensurate with the enterprise, good taste, and ability uniformly displayed in its management. Its sixty volumes, extending uninterruptedly over the thirty years that have marked the development of American literature and the stalwart growth of the American periodical press, are to-day an unsurpassed monument of the publishing interest in the United States.

Scribner's Monthly, projected by James G. Holland and Roswell B. Smith in 1870, is a younger but no less distinctive example of the best American periodical literature. Its success, like that of *Harper's Magazine*, may be attributed largely to the cosmopolitan character of its contents, and it has succeeded marvelously in striking the average taste of the American reading public, while refusing to pander in the least degree to the vicious or the sensational. In its typographical and artistic features *Scribner's Monthly* presents a model of excellence which is believed to be unrivaled by any European magazine of like character.

The features of these two magazines which may be said to have determined their success are of American conception, and do not find their parallel on the other side of the water, and it is not surprising that they should both command large sales in England as well as in the United States. It may be said of them generally that they are light without being frothy, and that by the variety of their contents they supply healthy nutriment for the varied tastes of the entire family circle. In this respect, as well as by their illustrations, they present their chief contrast to the leading periodicals of Great Britain, and more especially to the quarterly and latterly to the monthly reviews, which hold the first place in English periodical literature.

Much the same degree and quality of praise is due to *Lippincott's Magazine*, *Appleton's Journal*, and several younger but sturdy monthlies which have been born during the census decade in both eastern and western cities. The *Atlantic Monthly*, founded in Boston in 1857, has enriched our literature with a class of criticism, fiction, and poetry higher and more enduring than that which has marked the contents of any other American magazine, and the influence of this periodical in popularizing the best reading matter cannot be easily overestimated. It has become the recognized function of the American magazine to occupy a clearly-defined middle ground between the newspaper press and book literature. The newspaper press aspires to absorb all the functions of the magazine by dealing in criticism, in fiction, in historical study, in sketches of travel, and in the presentation and discussion of social and moral questions; but from its very nature it can never crowd the latter out of its acknowledged field. Journalistic work in these fields is necessarily cursory, and is too often slipshod. On the other hand, the magazine is coming to be more and more accepted by every class of writers in the United States, as well as in England, as the proper and desirable medium for the first introduction of their writings to the public. Nearly if not quite a majority of American books of the popular or untechnical character now appear first in the magazines, either serially or by piecemeal, as in the case of fugitive poetry, essays, and critiques. This custom has given a dignity and importance to the periodical press of the nation which it struggled in vain to reach in the earlier half of the present century. The circulation of the purely literary magazines of the class we have been describing is shown by the census inquiry to have reached 548,552 copies per issue in the census year. (a)

^a The best summary of the successive literary periodicals of the United States is that in *Appleton's American Cyclopædia*, which, by the courtesy of the publishers, is here reproduced:

"Reversing the rule which had prevailed in the Old World, the United States, as was natural in a new country where scholars and

THE WEEKLY LITERARY PRESS.

The attempt to establish weekly papers of a literary and critical character has been constantly made for a half century past, and the outlay of capital, brains, and enterprise has generally been attended with disaster. Experiments of this character have become more rare of recent years, chiefly because of the omnivorous methods of the daily press in covering all the varieties of reading matter which in the old days were regarded as the peculiar province of the journals of which I am now speaking.

Weekly periodical press.

institutions of learning were as yet few, had its journals of entertainment long before its journals of erudition appeared. The date of the first literary periodical is 1741. In that year Franklin issued the *General Magazine and Historical Chronicle*, at Philadelphia, on the plan of the *Gentleman's Magazine*; but it existed only half a year, while of the *American Magazine*, begun in the same year and city by Webbe, two numbers only were published. The other issues of the kind prior to the revolution were mostly short-lived. They were the *American Magazine and Historical Chronicle* (Boston, October, 1743, to December, 1746); the *Boston Weekly Museum* (4 numbers, 1743); the *Independent Reflector* (New York, 1752-'54), which numbered among its contributors Governor Livingston and the Rev. A. Burr; the *New England Magazine* (Boston, 1758), which ceased after the appearance of a few parts; the *American Magazine* (Philadelphia, October, 1757, to October, 1758), published by Bradford; the *North American Magazine* (Woodbridge, New Jersey, 1758-1766), by S. Nevil; the *American Magazine* (Philadelphia, 1769), by Nicols; the *Royal American Magazine* (Boston, 1774-'75); and the *Pennsylvania Magazine* (Philadelphia, 1775), commenced with articles by Thomas Paine and others, but interrupted by the war. After the conclusion of peace, and before the end of the century, came the *Columbian Magazine* (Philadelphia, 1786-'89), edited at first by Carey, who abandoned it to undertake the *American Museum* (1787-1797), a compilation from the newspapers and other journals of the time of much historical value; the *Massachusetts Magazine* (Boston, 1789-1796); the *New York Magazine* (1790-1797); the *Farmers' Museum* (Walpole, New Hampshire, 1793), edited from 1796 until near the close of the century by Dennie; the *United States Magazine* (Philadelphia, 1796), by Brackenridge; the *American Universal Magazine* (Philadelphia, 1797); and the *Monthly Magazine and American Review* (New York, 1799-1800), founded by the novelist C. B. Brown, but carried on afterward as the *American Review and Literary Journal* (1801-1802).

"It would hardly be possible to give a complete list of the numerous literary miscellanies which have been undertaken since 1800 in the principal cities of the Union. A large majority of them never succeeded in obtaining anything like success or permanence. Among them were the *Portfolio* (Philadelphia, 1801-1825), by Dennie, the first American periodical which reached an age of over ten years; the *Literary Magazine* (Philadelphia, 1803-1808), by C. B. Brown; the *Monthly Anthology* (Boston, 1803-1811), containing articles by Tudor, Buckminster, Thacher, Kirkland, J. S. J. Gardiner, J. Q. Adams, and G. Ticknor; the *Literary Miscellany* (Cambridge, 1804-1805); the *General Repository* (1812-1813), at the same place; the *Mirror of Taste* (Philadelphia, 1810-1811), by Carpenter, who paid much attention to dramatic matters; the *Monthly Register* (Charleston, 1805), the first southern periodical; *Literary Miscellany* (New York, 1811), by Baldwin; the *Analectic Magazine* (Philadelphia, 1813-1820), designed especially for officers in the navy, and edited in 1813-1814 by Irving; the *New York Weekly Museum* (1814-1817); the *Portico* (Baltimore, 1815-1819); Buckingham's *New England Magazine* (Boston, 1831-1835); the *American Monthly Magazine* (New York, 1817-1818); the *Literary and Scientific Repository* (New York, 1820-1821); *Atkinson's Casket* (Philadelphia, 1821-1839), displaced at last by *Graham's Magazine*, which from 1840 to 1850 was the best of its class in America; the *Atlantic Magazine* (New York, 1824-1825), by Sands, continued until 1827 as the *New York Review*; the *Southern Literary Gazette* (1825); the *New York Mirror* (1823), begun by Morris and Woodworth, the latter being succeeded by Fay, who gave place to Willis, from which time till 1842 Morris and Willis successfully conducted it; the *Illinois Monthly Magazine* (Vandalia, 1830-1832), the earliest literary publication in the West, edited by J. Hall, who superseded it by the *Western Monthly Magazine* (Cincinnati, 1833-1836); the *American Monthly Magazine* (New York, 1833-1838), established by Herbert and Patterson, and subsequently edited by Park Benjamin; the *Gentleman's Magazine* (Philadelphia, 1837-1840), by W. E. Burton; the *Dial* (Boston, 1840-1844), edited during its first two years by Margaret Fuller, and afterward by R. W. Emerson, the organ of the school of New England transcendentalists; *Arcturus* (New York, 1840-1842), by C. Mathews and E. A. Duyckinck; the *Magnolia* (Charleston, 1842-1843); the *International Magazine* (New York, 1850-1852), under the editorial charge of R. W. Griswold. Much more prominent and successful than any of these were the *Knickerbocker* (founded by C. F. Hoffman at New York in 1832, and continued chiefly under the editorship of Louis Gaylord Clark till 1860) and *Putnam's Monthly* (New York, 1853-1857, and again 1867-1869). These two were the best of the lighter American magazines of the past.

"The present periodical literature of the United States includes several monthlies of a high class. The *Atlantic Monthly*, founded in Boston in 1857, successively edited by J. R. Lowell, J. T. Fields, and W. D. Howells, and sustained by the frequent contributions of Longfellow, Holmes, Whittier, and other leading writers of America, is prominent among these. *Harper's New Monthly Magazine* (New York, 1850) is the most widely circulated of the American monthlies; and others of a similar class more recently established in New York are *Scribner's Monthly*, edited by J. G. Holland, and the *Galaxy*. *Lippincott's Magazine* (Philadelphia) and the *Old and New* (Boston) are monthly publications of like character. The *Overland Monthly* is published in San Francisco, and the *Lakeside Monthly* at Chicago. All the early magazines drew largely from English sources, but in 1811-1812 appeared at Philadelphia the *Select Views of Literature*, solely devoted to reprints from the foreign periodical press; it has been followed by the *Saturday Magazine* (Philadelphia, 1821); the *Museum of Foreign Literature* (Philadelphia, 1822-1839), the *Select Journal of Foreign Periodical Literature*, edited by A. Norton and C. Folsom, (Boston, 1833-1834), and by two existing publications, *Littell's Living Age* (Boston, 1844), and the *Eclectic Magazine* (New York, 1844). A multitude of magazines filled with light reading, and designed more particularly for circulation among the women of America, has been published, the earliest of which were the *Ladies' Magazine* (Philadelphia, 1799) and the *Ladies' Weekly Miscellany* (New York, 1807-1808); later ones were the *Lowell Offering* (1841), chiefly written by female operatives in the New England factories; the *Ladies' Companion* (New York, 1820-1844); the *Columbian Magazine* (New York, 1844-1848); the *Union Magazine* (New York, 1847), by Mrs. Kirkland, afterward published at Philadelphia as *Sartain's Magazine*; *Arthur's Magazine* (Philadelphia); *Miss Leslie's Magazine* (Philadelphia); and the still issued *Godoy's Lady's Book* and *Peterson's Magazine*, of Philadelphia. Magazines for children appear to have originated with the *Young Misses' Magazine* (Brooklyn, 1806), and have been published since in great numbers. Rather historical than literary have been the *American Register* (Philadelphia, 1806-1810), and periodicals of the same name by Walsh (Philadelphia, 1817), and by Stryker (Philadelphia and New York, 1848-1851), as well as the *American Quarterly Register* (Andover, 1829-1843), by Edwards. The *New England Historical and Genealogical Register* (Boston, 1852), by Drake, and since by John Ward Dean and others, the *Historical Magazine* (New York, 1857), by Folsom, and the *New York Genealogical Record* (1869) are also filled with American historical and biographical matter.

"The review literature of the United States begins with the *American Review of History and Politics* (Philadelphia, 1811-1813), by Walsh; but the ablest and most permanent publication of this sort has been the *North American Review* (Boston, 1815), which has been successively edited by Tudor, E. T. Channing and R. H. Dana, Edward Everett, Sparks, A. H. Everett, Palfrey, Bowen, Peabody, Lowell,

The *New York Weekly*, with which Horace Greeley began his editorial experience, and the *Home Journal*, made famous in its early days by the pens of N. P. Willis and others, are illustrations of a style of publication honestly and thoroughly tried and unmistakably determined not to be profitable. The *Home Journal* has survived from 1849, and is still in a flourishing condition, owing to the fact that its original features have been largely changed and its character assimilated to that of a modern society journal, for which species of publication the American taste seems to offer a more promising field. On the other hand, the success of the *New York Nation*, a journal of high critical and literary ability, proves that a grade of periodical which attains remarkable success in Great Britain is neither unappreciated nor necessarily unremunerative in the United States. Ten years of successful publication by the Boston *Literary World*, and for a shorter period by the *Critic*, of New York, demonstrate that periodicals of criticism and literary intelligence are able to gain a foothold here by virtue of merit, and promise important and valuable additions to our periodical literature as culture becomes more general and the popular intelligence more exacting. While the daily press has temporarily interfered with the success of this class of periodicals by its enterprising intrusion into their field, it is all the while stimulating a public taste which must in time demand and sustain a hebdomadal journalism in this country less crude and less superficial in its judgments. The long list of failures which marks the history of this class of periodical literature in the United States is suggestive of the presence of men among us whose courage and ideals have been ahead of their times.

Charles Eliot Norton, and Henry Adams, and has constantly maintained a high character both for style and critical ability. The *American Quarterly Review* (Philadelphia, 1827-1837); the *Southern Review* (Charleston, 1828-1832), by Elliott and Legaré; the *Western Review* (Cincinnati, 1828-1830), by Flint; the *New York Review* (1837-1842), established by Hawks, and subsequently edited by J. G. Cogswell and C. S. Henry; and the *Southern Quarterly Review* (Charleston, 1842-1852), were well conducted, but were short lived. The *Democratic Review* (New York, 1838-1852), afterward the *United States Review* (1853-1855), and subsequently revived by Florence and Lawrence as the *National Democratic Quarterly Review*; the *American Whig Review* (New York, 1845-1852), by Colton and Whelpley; the *Massachusetts Quarterly Review* (Boston, 1847-1850), by T. Parker; and the *New York Quarterly Review* (1852-1853), were also of short duration. The *New Englander* began at New Haven in 1843, and the *National Quarterly Review* at New York in 1860. The *International Review* was begun at New York in 1874. Minor critical journals have been the *Literary Review* (New York, 1822-1824), followed by Bryant's *New York Review and Athenaeum Magazine* (1825), and its successor, the *United States Review and Literary Gazette* (1826-1827); and several periodicals in imitation of the London literary weeklies have been attempted, such as the *New York Literary Gazette* (1834-1835 and 1839); the *Literary World* (New York, 1847-1853), edited by Hoffman and the Duyckincks; *Norton's Literary Gazette* (New York, 1854-1855); the *Criterion* (New York, 1855-1856); the *Round Table* (1865-1866), and the *Citizen* (1864-1873). The *Literary World*, founded in Boston, 1870, by S. R. Crocker, and *Appleton's Journal* (New York, 1869), are successful literary weeklies; the former a critical periodical, the latter general. The *Nation* (New York, 1835), edited by E. L. Godkin, though more properly a weekly newspaper and political review, holds a high place in literary criticism, and has proved successful.

"The periodical religious literature of the country dates from the closing years of the last century. Omitting the notice of weekly journals, only those periodicals can here be mentioned which are of recognized importance in connection with the national theological literature. Of these the following is nearly a complete list: The *Theological Magazine*, bi-monthly (New York, 1796-1798); the *New York Missionary Magazine*, bi-monthly (1800-1803); the *Connecticut Evangelical Magazine* (New Haven, 1800-1814); *Monthly Anthology* (Boston, 1803-1811), followed in the exposition of Unitarian sentiment by the *General Repository* (1812-1813), the *Christian Disciple* (1813-1819), the *Christian Disciple and Theological Review*, new series (1819-1823), and the *Christian Examiner*, bi-monthly (1823-1870), edited at various times by Palfrey, Jenks, Walker, Greenwood, Ware, Ellis, Putnam, Hedge, and Hale; the *Panoplist*, Boston, commencing in 1805 (edited by Jeremiah Evarts), absorbing in 1809 the *Missionary Magazine*, and about ten years later taking the name of the *Missionary Herald*, which is still issued as the organ of the American Board of Missions, but succeeded as a theological publication by the *Spirit of the Pilgrims* (1823-1833), conducted by E. Pond; the *Christian Magazine* (1807-1811), edited by Dr. John M. Mason; the *Christian Herald* (New York, 1816), transformed in its eighth volume, four years later, into the *Sailors' Magazine*, still published; the *Christian Spectator* (New Haven), *Congregationalist*, issued monthly from 1819 to 1828, and quarterly from 1829 to 1838, and succeeded after an interval of five years by the *New Englander* (1843); the *Christian Advocate*, monthly (Philadelphia, 1822-1834), Presbyterian; the *Princeton Review*, commenced as the *Biblical Repository*, by Hodge, in 1825, in 1871 united with the *Presbyterian Quarterly Review*, when the titles of the two were combined; the *American Biblical Repository* (New York), issued quarterly from 1831 to 1850, when it was united with the *Bibliotheca Sacra* (Andover, 1844), with which the *Christian Review* (Baptist), commenced at Boston in 1836, and afterward published at New York, has been united, and which also in 1871 absorbed the *Theological Eclectic*, established at Cincinnati in 1865; the *American Quarterly Observer* of Edwards (Boston, 1833-1834), united with the *Biblical Repository*; the *American Quarterly Register* (Andover, 1829-1843); the *Literary and Theological Review* (New York 1834-1839); the *Universalist Quarterly* (Boston, 1843); the *Universalist Quarterly Review*, by G. H. Emerson (1844); the *Methodist Quarterly Review* (1841), commenced as the *Methodist Magazine*, 1818; Brownson's *Quarterly Review* (Boston and New York, 1844-1864, revived in 1873), begun as the *Boston Quarterly Review*, 1838; *American Quarterly Church Review* (Episcopal), commenced at New Haven, 1848, and subsequently transferred to New York; *New Englander* (New Haven, 1843); the *Theological and Literary Journal* (New York, 1849-1851), preceded by *Views in Theology*, published in occasional numbers (1824-1833); *Evangelical Quarterly Review*, Lutheran (1850-1870); *Religious Magazine and Monthly Review* (Boston, 1848), transformed in 1875 into the *Unitarian Review*, which is also published monthly at Boston; the *Presbyterian Quarterly* (Philadelphia, 1853-1862), by Wallace, united with the *American Theological Review*, founded by H. B. Smith in 1859, and after the union known as the *American Presbyterian and Theological Review*, till 1871, when, in conjunction with the *Princeton Review*, it took the name of the *Presbyterian Quarterly and Princeton Review*, by which it is now known; the *Free Will Baptist Quarterly* (Dover, New Hampshire, 1853-1866); *Mercersburg Review* (1854), the new series dating from 1867; the *Protestant Episcopal Quarterly Review* (1854); the *New Brunswick Review* (New Brunswick, New Jersey, 1854-1855); *Congregational Quarterly* (Boston, 1859); *Presbyterian Magazine* (Philadelphia, 1851-1860), succeeded after an interval by a similar publication first issued at Cincinnati and subsequently transferred to Philadelphia; the *Catholic World*, a prominent Roman Catholic monthly (New York, 1865); the *Baptist Quarterly* (Philadelphia, 1867); the *Reformed Church Monthly* (Philadelphia, 1868); the *Southern Review*, commenced in 1867 at Saint Louis under the auspices of the Methodist Church South, and still continued at Baltimore; and the *Quarterly Review* of the Evangelical Lutheran church (1871), succeeding to the *Evangelical Quarterly Review*."

The most notable successes attained by American publications not of a purely news character are found in a type of periodical of which Robert Bonner, of the New York *Ledger*, may be said to have been the fortunate discoverer. Mr. Bonner purchased the *Ledger* in 1851, and shortly thereafter converted it from a commercial sheet, devoted largely to the dry-goods trade, into a family newspaper, excluding from its contents everything relating to the business and news of the day, and substituting therefor a series of continued and short stories, not generally of the highest class of fiction. But he attracted public attention to his venture by engaging the best known literary and public men of the country to write for the *Ledger* over their own signatures. Among the contributors who thus assisted to make the *Ledger* widely known and read were Mrs. Sigourney, Fanny Fern, Edward Everett, William C. Bryant, Horace Greeley, Mrs. Stowe, and Henry Ward Beecher, and under the impetus afforded by these names it rapidly rose to an enormous circulation, which at times has reached as high as 400,000 per issue. The *Ledger* may be said to have been the original of that class of literary publications which has met with the greatest success both in this country and in England. There are in London nearly a dozen publications of this character, none of which, however, are conducted on as high a level as that for which the *Ledger* set a worthy example. These English story papers circulate in enormous quantities all over the kingdom. The imitations of the *Ledger* in the United States have been numerous, and frequently their publication has been attended with great pecuniary success.

The popular story papers.

Mr. Bonner's *Ledger*.

The lapse from a journal of the kind which Mr. Bonner started to the lower grades of sensational reading matter is very easy, and has been found in the United States, as in every other country, one of the most profitable fields of journalism. The country is weekly flooded with poorly printed sheets, whose crowded columns are the receptacle for vilely written stories of exciting adventure and prurient tendency, and whose eager purchasers are the servant girls and the shop boys. Some of these journals hover close upon the borders of decency; and the general effect of this class of periodical literature is far from healthy or advantageous. It has come to have a circulation proportionately larger than that of any other class of journals, although it is still true that periodicals of this kind do not yet meet with the tremendous sale in this country which attends their publication in London.

The sensational press.

It is due to the enterprising publishers of the weekly class of papers to add that there are a number of them, now in a flourishing condition, which are devoted to what is described as family reading, which do possess a healthy moral tone, while they strive to fill their columns with matter which will prove entertaining to all elements in the community. These family story papers are now published in larger or smaller numbers in most of the chief cities of the United States.

Family story papers.

The aggregate circulation per issue of the weekly and monthly periodicals of this class, including all describing themselves as "literary" periodicals, is 1,910,855 copies.

Circulation.

THE RELIGIOUS PRESS.

The next most striking differentiation of the American periodical press suggested by the census inquiry has been the establishment and successful conduct of what is known as the religious press. In 1850 there were 191 religious newspapers and periodicals; in 1860 the number had increased to 277, an increase of 47 per cent. No attempt was made to estimate the circulation of the religious press until the census of 1870, when there were reported 407 religious papers, with an aggregate circulation of 4,764,358. The Tenth Census reveals this number increased to 553, with a correspondingly increased circulation.

Comparative statistics of the religious press.

The religious periodicals of the United States comprise among their number many of our oldest and most successful journalistic enterprises. In tracing the origin of this class of periodicals it is interesting to recall that when Bartholomew Green assumed the management of the original Boston *News-Letter*, in 1723, he gave it a semi-religious character, somewhat in consonance with the prevailing tendencies of public thought at that period and in that section of the country. In his "advertisement from the publisher" he declared "because this is a country that has yet, through the mercy of God, many people in it that have the state of religion in the world very much at heart, and would be glad, if they knew how, to order their prayers and praises to the great God thereon, I shall endeavour now and then to insert an article on the state of religion". Somewhat similar announcements were made by the publishers of other early newspapers. (a)

Over the honor of the establishment of the first religious periodical, distinctively of that character, in the United States there is a long-standing controversy, which this report will not undertake to decide. The Boston *Recorder* was first issued in Boston, January 3, 1816, (b) by Nathaniel Willis, whose father, a practical printer, had printed and published the *Independent Chronicle*, a whig newspaper, in Boston, from 1776 to 1784. The descendants of Sidney Edwards Morse have claimed for him the honor of being its first editor, and in support of this claim they have given what is generally regarded as satisfactory

The first religious journal.

a In 1743 Kneeland and Greene, of Boston, published the *Christian History*, probably the first religious newspaper in the world. It was edited by Thomas Prince, jr.—*His. Mag.*, IX, New Series, 39.

b In February, 1816, Nathan Whiting, of New Haven, Connecticut, issued proposals for a weekly religious newspaper under the title of the *Religious Intelligencer*, in an octavo of 16 pages.—Mansell.

evidence. The *Recorder* now forms a part of the *Congregationalist* of Boston. The *Watchman and Reflector*, a large and well-edited journal, was founded in Boston in 1819 as an organ of the Baptist denomination, and has had from the beginning a prosperous and influential career. In 1820 Sidney Edwards Morse left the office of the *Recorder* and established, in connection with his elder brother, the *Observer*—a journal which has had an equally prosperous career. About the same time were established quite a number of the existing religious journals. The *Zion's Herald*, in Boston, was founded in 1818 as the organ of the Methodist church, and the *Christian Register*, in Boston, in 1821, as an exponent of American Unitarianism.

From the very beginning the men who ventured into the field of religious journalism achieved a degree of success which has not been equaled in any class of periodical publication. This is explainable by the fact that they each had behind them a well-defined and well-organized constituency in the shape of the church whose creed they advocated, and whose membership took pride and found advantage in rendering efficient support. As a rule, they have been conducted with tact, judgment, and business sagacity. The editorial management of the religious journals has generally been consigned to men who are noted in their denomination for efficient services to the church, the publishers early adopting the plan of adding to the popularity of their journals by the introduction of secular departments, in which due attention was paid to the events of the day and to political, social, and material developments of importance.

The honor of serving as the special organ of the large denominations in the United States is now divided between numerous papers, which are generally localized to a degree for the section of the country in which they are published, and which push their respective claims upon the members of their denominations with the business methods which distinguish the purely secular journals. The number of religious journals is thus constantly increasing, and every considerable religious sect in the United States now has its one or more exponents. (a) In this connection a table is submitted (Table X), showing the sectarian division of these papers by states. The following table gives the aggregate number and circulation of all the journals of each of the denominations:

Denominations.	Number.	Circulation.	Denominations.	Number.	Circulation.
Baptist	63	202,428	Presbyterian	42	201,410
Christian	4	7,800	Primitive Christian	2	958
Congregational	14	92,419	Reformed	11	24,230
Disciples	11	56,350	Roman Catholic	70	450,752
Dunkards	4	900	Second Advent	12	51,400
Episcopalian	33	90,030	Spiritualist	7	41,000
Evangelical	27	267,166	Swedenborgian	3	1,600
Friends	5	12,075	Unitarian	4	15,850
Jewish	13	52,500	United Brethren in Christ	7	25,285
Lutheran	22	77,177	Universalist	9	30,300
Mennonite	9	17,425	Unsectarian	96	394,042
Methodist	75	375,461			
Moravian	2	8,500		a 553	2,505,858
Mormon	4	8,200	Sunday-school papers	194	b 6,028,040

a 1 Shaker included in total number.

b This includes the issue of enormous numbers of mere leaflets or single-page tracts, for weekly Sunday school use.

One striking peculiarity of the statistics of the religious press illustrated by this table is the large number of journals of a religious character which are undenominational. The success of this class of journals is perhaps the most notable point in connection with religious journalism, and may be taken as a reflex of the habits of religious thought which prevail among the people, and their number has more steadily increased of late years than that of the denominational journals.

In connection with the stability of the religious press, a notable remark was made by the Rev. Clement C. Rabb in closing the sixteenth year of his editorial connection with the *Christian Herald* of Cincinnati. He stated that nearly one-half of the religious papers which were upon the exchange list of that paper in 1852, when his connection with the journal began, had died for want of support during the sixteen years. The statement does not indicate any exceptional lack of vitality in the religious newspaper, while it certainly proves that religious journalism is subjected to precisely the same conditions and risks that surround and embarrass secular journalism. The number of journals of all kinds and descriptions that have been started and have failed in the United States, if it could be accurately ascertained, would be found to be

a There are in Great Britain 400 religious newspapers, 315 of which are printed in London, 26 in Scotland, 9 in Ireland, 19 in Wales, and 31 in English provincial towns. They are representative of all the sects which have any standing in England, the largest number (13) being identified with the church of England. They vary as greatly in size as do those of the United States, and much more in price, running from sixpence to one penny; the better class of them, like the *Guardian* and the *English Churchman*, are six-cent papers. They are uniformly hebdomadal, one or two efforts to establish semi-weekly papers having failed. The oldest English religious newspaper is the *Watchman*, established in 1835 as the recognized organ of the Wesleyan Methodist body, and the *Guardian* (Anglo-Catholic), a sixteen-page paper, quarto, is the most profitable, if not the best edited and managed. It was established in 1846.

many times the number of periodicals now in existence. The blight of insufficient support has fallen with peculiar force upon the more stately periodicals devoted to theological discussion, of which a large number have been inaugurated in the United States and but few have survived for any length of time. The *Bibliotheca Sacra* (founded at Andover in 1844), the *Princeton Review* (originally founded as the *Biblical Repertory*, in 1825), and the *New Englander* (established in New Haven in 1843) are the most notable examples of a long and illustrious existence among American periodicals devoted to polemics. These, with many other religious periodicals which might be named with equal propriety, are striking illustrations of success attained and made possible by the voluntary labors of men who are glad to work for a cause which lies near to their hearts, not only without remuneration, but at a positive sacrifice of money and the labor which represents money.

SUNDAY-SCHOOL AND CHILDREN'S PERIODICALS.

A distinctive feature of American journalism, and one which has been carried farther in this country than in any other, is the periodical adapted to juvenile reading. The first periodical of this class known to have been established in this country was the *Youth's Companion*, established in Boston in 1826 by Nathaniel Willis, the founder of the *Recorder*. This journal is still in existence, and is a handsome, well-printed eight-page weekly. Upon the model thus created innumerable journals have since been founded, and have met with no small degree of success.

Periodicals for the young.

Many of the children's periodicals are Sunday-school papers, and are sold in bulk to the officers of these organizations, instead of to annual subscribers. In this way they reach enormous circulations, and are frequently distributed gratuitously to their young readers. These papers are generally illustrated, with a fair degree of skill, and their contents are graded to the age of the average Sunday-school scholar. The census shows a total of 217 children's periodicals published in the United States in 1880, the greater part of which were of this class of Sunday-school papers. This count also includes a number of leaflets or lesson sheets, issued periodically, and published for the use of scholars and teachers in the Sunday schools of the several denominations.

Sunday-school papers.

In its periodical literature for the young the United States is incomparably superior to any other country on the globe. This class of journals, widely read as it is during the formative period in all sections of the country and by children of every class, grade, and nationality, is an educational influence not surpassed by any other agency at work to effect the elevation of the masses. It is greatly to be regretted that there are included among the children's periodicals a number of prints of the cheaper order, modeled with dangerous closeness upon the flashy, cheap literature for more adult minds, which pours in such an undiminishing stream from the presses of the Anglo-Saxon nations.

A great educator.

Vicious juvenile prints.

In most complete contrast to the journals in question are such juvenile periodicals as the *St. Nicholas*, a monthly founded in 1870, and *Harper's Young People*, a weekly founded in the census year. The former has laid the best brains and the best pencils of the United States under tribute for the edification, amusement, and interest of young people, and it is absolutely unique in its wealth of original illustration and its variety of entertaining reading matter adapted specially to the tastes of the young people.

St. Nicholas and Harper's Young People.

THE AGRICULTURAL PRESS.

Continuing to trace the historical differentiation of the American press, the agricultural press next requires attention. The pioneer in this field appeared two years after the first religious journal, and was called the *American Farmer*, issued in April, 1818, in Baltimore, Maryland, and was founded by John S. Skinner, then and still well and honorably known in connection with the discussion of farming topics. The *American Farmer* was for a long time widely circulated throughout most of the states, and is still published.

The first agricultural journal.

The attention of the agricultural classes is taken up by 173 agricultural journals, of all kinds and descriptions, with an aggregate circulation per issue of 1,022,171 copies, this number having increased from 93 in 1870, when their combined circulation was 770,752. The percentage of increase in circulation is quite as great as that of any other variety or class of periodical, a fact somewhat unexpected, inasmuch as the increasing habit of daily and weekly newspapers to devote a considerable portion of their space to the discussion of the freshest agricultural topics—and particularly to those which relate more or less directly to the produce markets—has had a perceptible influence in restricting the circulation of the purely agricultural journal.

Statistics of the agricultural press.

Solomon Southwick established the *Plough-Boy* at Albany in 1821, and Thomas Reen Fessenden and T. W. Shepard founded the *New England Farmer* at Boston in 1822. These were followed by the *Southern Agriculturist*, published in Charleston, South Carolina, in 1828, by John D. Legare, and by the *Genesee Farmer*, published by Luther Tucker in Rochester, New York, in 1830. The latter year witnessed the establishment of the *New York Farmer and Horticultural Repository* by Samuel Fleet. The *Maine Farmer* appeared in 1833; and in 1834 Jesse Buell retired from active political journalism to found the successful *Cultivator* at Rochester. In rapid succession thereafter appeared the *Boston Cultivator*, the *Massachusetts Ploughman*, the *Quarterly Journal of Agriculture*, *Hovey's Magazine of Horticulture*, and the *American Agriculturist*.

Early agricultural papers.

The latter dates from 1842, and is one of the numerous periodicals of the same class which originated in all parts of the country at or about the same time, some of which are still in healthy existence, while others quickly subsided. The *Agriculturist* is especially worthy of mention, because of the remarkable success that has attended the unique and untiring efforts of its proprietor to increase and extend its circulation, which at one time reached a point undoubtedly higher than was ever before attained by a journal of its class. Its contents are duplicated every month for a German edition, which also circulates widely.

These agricultural papers are filled with information and discussion upon all phases of farming, including generally some attention to the produce markets and to family reading matter. Of late years the number of special agricultural journals has been largely on the increase. For instance, the census inquiry reveals a number in different sections of the country devoted exclusively to horticulture or the dairy interest, to stock raising, grape culture, poultry raising, horse breeding, etc., and confined in circulation to subscribers whose attention is occupied with this species of farming. The circulation of these journals is necessarily limited, although many of them have reached a substantial basis, and like all the agricultural journals, they have been of incalculable service to the agricultural interests of the country in the introduction of new and better methods and the general education of the farming classes.

The agricultural journals are generally illustrated, although not in the highest nor always in a creditable style of the art, and are commonly issued once a week, although some of the best known of them are monthly publications. The journals devoted to specialties in agriculture are more apt to be monthly publications. There are several of these journals which are published both in the English and German languages, and half a dozen are exclusively German.

The multiplicity of these journals has prevented any one of them from attaining the large patronage which is enjoyed by several of the leading agricultural papers in Great Britain; and the American journals cannot be claimed to rank with the *Mark Lane Express* and *Agricultural Gazette* of London, either in the fullness or the value of their specially-prepared contents. It is not, however, to be inferred from the superiority of these English agricultural journals that there is any better support accorded to that class of periodicals in Great Britain than in the United States. On the contrary, Mr. John Chalmers Morton, the editor and proprietor of the *Agricultural Gazette*, in a recent appeal for additional subscribers, announced that the enterprise had always been conducted at a loss, and adds that "there is not one of the purely agricultural journals of England which has not for years been spending money unreturned. There is not one of them which is repaying the expenditure upon it". Mr. J. B. Lawes, the eminent agricultural chemist, supplements this statement by the declaration that "the weekly circulation of all the purely agricultural papers published in London does not collectively exceed 10,000 copies". He adds that "the owners of journals devoted to agriculture in the United States count their subscribers by tens of thousands". This latter statement, except in reference to two or three such journals, must be counted an exaggeration.

THE EDUCATIONAL PRESS.

Educational journalism has grown to be a distinctive feature of the American press, the experience of the pioneers in this field having been as precarious, perhaps, as that of any other class of journalists. Most of the 88 educational journals reported are still in their youth, or are founded upon the wrecks of various ill-starred predecessors, and one authority estimates that there have been at least three hundred of these journals which have lived a longer or shorter period since the first was founded.

There are several distinct types of this class of journals. The earliest was the official organ of the state superintendent of public instruction, the first example of which was the *District School Journal*, started March 25, 1840, at Geneva, New York, by Francis Dwight. Mr. Dwight sought to make his periodical the medium of official communication between the superintendent and the district-school officers, as well as to supply other information that would be useful to parents, teachers, and pupils. The *Journal* was subsequently removed to Albany, for the purpose of a closer connection with the state educational authorities, and a law was passed, under which the superintendent applied \$2,800 to pay for eleven thousand *School Journals*, to be sent monthly into every school district in the state. This appropriation was continued for a number of years; and, as the editor once demonstrated, in response to frequent criticisms upon the use of the state funds to keep his periodical alive, it was all that enabled him to pay his printers' bills. In 1852, with volume XII, the *District School Journal* was united with the *New York Journal of Education*, and in the course of the same year it ceased to exist, the legislature of the ensuing winter having declined to make an appropriation for its support.

The *Teachers' Advocate*, founded at Albany in 1845 by T. W. Valentine, was established as the official organ of the State Teachers' Association, and was thus a type of another phase of educational journalism; but its existence was short and uneventful. Some of these official organs, however, have lived long, and have been the means of great good in the advancement of the interests of our system of public education.

Conspicuous among these are the Pennsylvania and the Indiana *School Journals* and the Ohio *Educational Monthly*. The Pennsylvania *School Journal* was established in 1852 and the Indiana *Journal* in 1856, and both were sustained by the state, as proper and necessary adjuncts to the free-school system. The necessity of state support to keep these journals alive can be seen from the figures

Varieties of the agricultural press.

Vicissitudes of educational periodicals.

The first ventures.

State educational journals.

given by the same authority in reference to the *Pennsylvania Journal*. Of its twenty-fifth volume it printed 7,500 copies a month; and by the law of the state the school directors are allowed to subscribe for it out of the school fund. Of the 10,810 who might thus subscribe, 1,272 did so, or about 12 per cent. The number of teachers who subscribed was 1,196, or 7 per cent. of those employed in the state schools. The number of copies paid for was therefore 2,468, and the remainder of the 7,500 copies were mailed gratuitously to the secretaries of school boards, superintendents, and others. As an illustration of the difficulties with which the conductors of these educational journals have to contend, these figures are far more creditable to their zeal, enterprise, and disinterestedness than to the intelligence and public spirit of those engaged in the work of instructing our youth. This experience is in marked contrast to that of the *London School Master*, the leading educational journal of Great Britain, whose books are said to contain the names of 25,000 *bona fide* subscribers.

The history of private enterprises in the publication of educational journals antedates that of the official organ, and is no more encouraging. The *Academician*, a semi-weekly octavo, appeared in 1818, at \$3 a year, its editors being Albert Picket, president of the incorporated society of teachers, and his brother, John W. Picket. It lived through twenty-five issues, which were "dry reading". The *American Journal of Education* was founded in Boston in 1826, and was a pretentious publication of sixty-four pages, at \$4 a year. Its conductors announced their endeavor to aid in diffusing enlarged and liberal views of education. It was succeeded, after an unprofitable career, by the *American Annals of Education* in 1830, which lived for ten years longer.

In 1836 the *Common School Assistant* was established at Albany by J. Orville Taylor, who was well known as an educational leader. He confessed at the end of the second year that his enterprise had never paid expenses, and at the end of the fourth volume he abandoned the undertaking.

Barnard's *American Journal of Education* was founded as a quarterly publication in 1855 by Dr. Henry Barnard and Dr. Abraham Peters, and immediately took rank as the best edited and most valuable of all the ventures of the kind yet seen in this country. It is still published; and in its files may be found some of the best educational literature that has appeared in the United States. (a)

COLLEGE JOURNALISM.

Closely allied to educational journalism is the college press. In 1800 the precursor of college periodicals was published at Dartmouth college. This diminutive sheet, the *Gazette*, numbered among its contributors Daniel Webster, then an alumnus of some years' standing. Harvard followed in 1810 with the *Lyceum*, to which Edward Everett contributed. In 1827 the *Harvard Register* was started by C. C. Felton. Yale, Williams, Amherst, Hamilton, and other institutions had ventured in the path of journalism before 1835. All of these journals were ephemeral, and compare but poorly with their modern progeny. In 1836 the *Yale Literary Magazine* was founded. The oldest living college periodical, it continues to be in many respects the best.

From the humble beginning at Dartmouth, the college press has multiplied, until it now includes 248 periodicals, from which reports were secured for the census. These publications were mostly monthly, but a fair proportion were of weekly or semi-monthly issue, while several appeared quarterly.

The extreme development of college journalism was the appearance of two daily newspapers, edited and published by the students of Yale and Harvard universities. The *Yale Record*, established in 1877, was published every morning, except Sundays and holidays, during the collegiate year, at \$4 a year, or 3 cents per copy; the *Harvard Daily Echo*, established in 1879, was published at noon each week-day during the term, at \$2 40 a year, or 2 cents per single copy. The contents and character of both enterprises are creditable to the enterprise and intelligence of their conductors.

The printing of the collegiate press is necessarily done by contract in every instance, and for this reason it has been found impossible, and it was not deemed desirable, to include it in the statistics of gross product or wages. The editorial work upon the collegiate press is done by boards of editors, selected generally by vote of the classes, and is proffered without compensation.

In typographical execution equal, if not superior, to the general press of the land, in range of topics wide and attractive, its articles for the most part the fruit of careful reading, earnest thought, and careful revision, the college journal claims notice and praise. The college paper gives to the student a considerable experience in practical journalism, affords an agreeable and profitable recreation, and gives to the world of patrons and friends of education an insight into the actual life of the college—a thing not to be gained from stately annual catalogues. It advertises in a dignified way the institutions represented, submits college sentiments, motives, projects, and deeds to the test of deliberation and thoughtful perusal, and is a power in the college for good. It is, as some one has said, "the outstanding member of the faculty," and fosters acquaintance and community of feeling with sister institutions. In fine, it cannot but be viewed as an important factor in the advance of higher education.

a For most of the data contained in the above account of the educational press of the United States the special agent is indebted to an address on "Educational Journalism", delivered before the New York State Teachers' Association by C. W. Bardeen, editor of the *School Bulletin*, in 1881.

Little or nothing has been done in foreign countries in the field of college journalism. The several universities representing, in their undergraduates, fellows, and faculties, the acme of the national culture, are friendly and helpful to the public press; as is notably the case in Greece. No distinctively undergraduate journal, however, is in existence on the continent, and its publication would be discouraged alike by university and national authorities. In England attempts have been made at the great universities, but the success has been comparatively meager. Canada, on the contrary, bids fair to rival the colleges of the United States in this field. E. R. Gould, editor of the *Acta Victoriana*, furnishes a list of eight journals (three being from female colleges or seminaries), which compare creditably with our own leading college periodicals.

No collegiate journalism in other countries.

Several unsuccessful attempts have been made to establish an intercollegiate periodical, the most promising of which was the *University Quarterly*, otherwise known as the *Undergraduate*. Somewhat pretentious in matter and form, it was for a time very successful, and had it been of longer life would have been an honor to American journalism. It originated at New Haven in 1860, and during the few years of its existence abounded in articles of sterling worth. There is unquestionably a field for a similar journal to-day, and efforts now making may supply the want.

Intercollegiate publications.

In addition to the distinctively college press, there is a large class of publications from the schools and academies, similar in aim and scope to the college journals, but of less frequent issue and more ephemeral in character. When published as often as once a month, school journals have been included among the collegiate journals; but the great majority are annuals, and have not been enumerated.

School journalism.

Slightly connected with this particular differentiation of the American press is amateur journalism, of which there are numerous instances; but they have no special significance beyond the testimony they bear to the increasing tendency of American life to seek expression, in all its phases, through the medium of the printing press.

Amateur journalism.

THE SUNDAY NEWSPAPER.

A phase of journalism which is lately meeting with great success is the Sunday newspaper. The first journal of the kind known to have been established in this country was the *Sunday Courier*, which made its appearance in New York in 1825, and lived but a few months. But the idea appears to have been a taking one among the men who were dabbling in newspaper enterprises, and after a few years various other Sunday papers made their appearance at intervals, the *Atlas*, started in 1837 by three journeymen printers, being the most successful of them. The records contain the names of more than a dozen such papers in New York prior to the war, only a few of which managed to survive the prevailing sentiment against journals of their character and date of issue. Within the last ten years, however, much of the popular prejudice against the Sunday sheet has been overcome; and some of these papers which publish only on Sunday morning are, on their smaller scale, among the most prosperous in the United States.

The first Sunday newspaper.

The investigations of the census revealed the existence, in 1880, of no less than 252 newspapers which are printed on Sunday morning. Nearly half of these, however, were simply regular Sunday editions of the daily newspapers, 113 of which were printed seven days in the week during the census year, or 365 times a year. The habit of printing a Sunday edition in connection with the six issues of the week is of comparatively recent date, and is rapidly increasing in the principal cities of the United States. In all of these cities the time-honored custom of omitting publication on legal holidays is fast lapsing into desuetude, in recognition of the fact that the American people are a nation of newspaper readers, and desire their regular pabulum from the press, without reference to other interruptions in their daily habits of life.

Statistics of Sunday newspapers.

Quite a large number of daily papers, notably those which are published in the southern and far western cities, are in the habit of printing a Sunday morning and omitting the Monday morning edition. This habit is one that originated with the New Orleans *Picayune*. It answers, partly at least, the religious prejudice against the Sunday press—all the work upon which is done on Saturday night or in the early hours of Sunday morning, while the papers published on Monday morning are generally all prepared and put into type during the hours of Sunday.

The prejudice against the Sunday paper, as it first presented itself in New York and other cities, was largely due to the fact that its contents were of a character which religious people regarded as especially unfit for Sabbath-day reading. They were a curious hodge-podge of miscellaneous reading, partly literary, partly political, much given to gossip of the society-newspaper style, and frequently addicted to the effort to increase their circulation by the publication of sensational matter, sometimes of a prurient character.

The prejudice against Sunday newspapers.

The Sunday editions of the regular daily papers are generally made up of a lighter character of reading matter than that which is found in the daily issues, and are especially prepared for acceptable reading in the family circle.

Sunday editions of the daily press.

Sunday journalism has developed in this country to an extent not seen in England or on the continent. May's *Directory* for 1881 gives 10 journals, all published in London, which are recognized as Sunday newspapers, and it adds that, as a matter of fact, there are but two—the *Observer* and the *Sunday Figaro*—published on Sunday alone, the others issuing editions on preceding or following days.

THE PROFESSIONAL AND THE TRADE PRESS.

A thriving class of periodicals is that devoted to the interests of the professional pursuits. There is a great variety of these papers. The professions whose publications have been grouped in this inquiry are those of the law, medicine and surgery, teaching, and science and mechanics; and as no such grouping has been made heretofore in the census, it is impossible to give a statement of the growth of this class of journals during the decade. In 1872 the advertising directories gave the names of 71 periodicals devoted to medicine and surgery; this inquiry reveals a list of 114, with an aggregate circulation per issue of 315,179 copies. There were in the United States 18 medical journals in 1880. Of law journals there were 23 in 1872, and the number in 1880 was 45, with an aggregate circulation per issue of 55,215 copies. England had 21 law journals in 1880.

Statistics of professional periodicals.

the names of 71

Law and medical journals.

Allusion has already been made to the 88 journals devoted to the educational interests, which is exclusive of the 160 school and college periodicals, which do not seem to belong properly to the same class. To science and mechanics the energies of 68 journals were regularly devoted in the census year. From the latter classification the attempt was made to exclude all periodicals which can be more properly described as trade journals, although the distinction was at times a vague one.

The circulation of these journals is of course confined to the members of each profession, and is much more limited than their membership. They have been found invaluable aids to professional study, and their conduct reflects the highest possible credit upon those engaged in the enterprises. The medical and surgical journals of the United States especially rank very high, and are much prized in foreign schools. They keep fully abreast of the latest advances in the several branches of the profession, and their columns have come to be the receptacles for the best work of the most skillful physicians and surgeons. The various branches of the profession are represented by special journals, dentistry, for example, having five periodicals of exceptional value. The *American Journal of Insanity* has been conducted by the physicians in charge of the New York State Lunatic Asylum at Utica, New York, for thirty-six years, and is known as an authority on lunacy practice all over the civilized world; it also ranks as the oldest of existing journals devoted to this subject. The law journals publish promptly and accurately digests of the latest decisions in the courts of all the states, and they have thus become quite as valuable to the profession as the law library.

Importance of the professional press.

The trade press, as may be called, has increased rapidly of late years, and when the census was taken it numbered 248 journals, which were devoted to the interests of one or another of our manufactures. Many of these journals are conducted with marked enterprise and ability, and are among the best specimens of the typographical art which issue from the American press; and there is now no considerable industry in the United States which has not one or more journals devoted to this interest, their attention being largely taken up in the discussion of new processes of manufacture and in careful analyses of the markets. But incidentally they publish much interesting literature, often specially prepared, which bears more or less directly upon the particular industry with which they are associated, or its collateral branches.

The trade press.

ILLUSTRATED NEWSPAPERS.

Illustrated journalism supplies a peculiar and fruitful phase in the history of the newspaper press of all countries. The first attempt in this direction was the famous *Penny Magazine*, founded in London in 1832, which added immensely to its popularity by making a specialty of illustrations. Its wood-cuts were indifferently executed, but they carried the paper even among people who could not read; and the friends of popular education found it one of the best educational agencies England ever had. It was followed by *Punch* in 1841, a periodical based upon the idea that the picture is the natural and realistic complement of linguistic wit and humor. The pictures in *Punch* were for a long time as poor as its wit was trivial; but it gradually drew to its assistance the famous caricaturists and writers of that day, and with the aid of the pencils or the brains of John Leech, Thackeray, Richard Doyle, Mark Lemon, and others *Punch* reached the popularity and success to which both artistic and literary excellence still entitle it. It found a number of imitators, of which *Fun*, *Judy*, and *The Hornet* are the best known.

The first illustrated journal.

The *Illustrated London News* was started in 1843. Its illustrations were cheap and inferior at first; but from the date of the great exhibition, in 1851, they became good specimens of the constant improvement in wood-cut engraving, and the journal itself reaped enormous profits, its circulation on occasions mounting as high as 150,000 per issue. The success of the *Illustrated London News* was well assured before any attempt was made to start a similar publication in the United States.

The *Illustrated London News*.

The first venture in this direction appeared in Boston, in *Gleason's Pictorial*, by Gleason & Ballou. This journal was shortly removed to New York, where it reappeared in January, 1853, as the *Illustrated News of New York*, published by Barnum & Beach, with Frank Leslie as managing foreman. It lived but one year. After its suspension Frank Leslie established his *Illustrated Newspaper*, which rapidly grew into a profitable undertaking. The first number of *Harper's Weekly, a Journal of Civilization*, appeared January 3, 1857. The few engravings of the first numbers were merely illustrative of the text

First American illustrated journals.

of fiction and description; but very shortly the events of the day began to be illustrated, and the popularity and success of *Harper's Weekly* were at once assured. The increase both in the number and character of its illustrations has kept pace with the rapid development in the art of wood-cut illustration.

In the meanwhile a great number of illustrated papers of one kind and another had appeared in the American field, most of them, however, like the *Scientific American*, subordinating illustration to text. It remained for the proprietors of the New York *Graphic*, in 1873, to discover the possibility of the application of illustration to the immediate news of every day, and they issued the first illustrated daily journal of the world on March 3 of that year. The successful carrying out of this idea was rendered possible by the improvements in the art of photolithographic printing, which permitted the immediate transfer of the artist's work to stone plates, from which it could be printed.

There are a number of methods of preparing pictures for presentation, none of which require explanation in this connection. It may be said generally of this photolithographic work that it has the great advantage over the ordinary wood-cut of preserving in detail the exact peculiarities of the artist, and enables a journal like the *Graphic* to reproduce, in admirable manner, perfect fac-similes of the best artistic work at a comparatively slight expense. The *Graphic* shares with the *Illustrated London News* and the Paris *Le Monde Illustré*, *Harper's Weekly*, and the *Illustrated News of New York* the honor of pictorially representing, in spirited illustration, the great events of every continent. In the meanwhile the London *Graphic*, established in 1870, had given a great advance to illustrated journalism by inducing artists and painters of the highest class, who had hitherto held aloof from such work, to contribute directly toward the art education of the people. There are now a number of illustrated journals, both monthly and weekly, which contribute the finest specimens of the pictorial art to current literature.

The use of the illustration has become quite common among the class periodicals of the United States, the census inquiry revealing that there were in 1880 no less than 481 periodicals which were regularly illustrated. These journals are enumerated, under their proper classification, in Table I. Their popularity and success are both enhanced by the pictorial feature, and the quality of illustration in their columns is steadily improving with the improvements in the processes of producing good illustrations at cheaper rates.

THE FOREIGN PRESS—GERMAN-AMERICAN NEWSPAPERS.

A distinctive peculiarity of the American press, almost unique in this country, is the large number of journals published in the languages of the European countries. In 1872 there were 523 of these journals, and in 1880 the number had risen to 799, which is 7 per cent. of all the periodicals of every kind and description published in the United States. This feature of our newspaper press is so noteworthy that it was deemed proper to prepare special tables (see Tables VIII and IX), in which the various data relating to the foreign papers published in this country are grouped with reference to those of each language, by states and territories. The fifteen languages in which papers are printed, beside the English, were the following, those which have appeared in the press since 1872 being marked with a star (*): German, French, Spanish, *Danish, Swedish, Italian, *Chinese, Norwegian, Bohemian, *Polish, *Dutch, Indian, *Irish, Portuguese, and *Catalan.

This class of journalism is a sure index of the effect of the immense foreign immigration upon our civilization, and may be regarded as indisputable evidence of the superior intelligence of the class of citizens who seek new homes in the United States. The proportion of newspaper readers among them, as judged by the circulation of these papers, is certainly larger than the proportion of newspaper readers among those who remain behind; and when we have regard for the large proportion who are supplied by periodicals published in English, the ratio is indefinitely increased.

The number and success of these journals afford striking testimony to the tenacity with which the foreign-born citizens of the United States stick to the mother tongue in spite of the difficulties and embarrassments its use involves. Another explanation of their success is found in the eagerness of the foreign-born citizen to learn at regular intervals the news from home, which many of these papers make it an especial point to supply in even fuller degree than they do the local news, just as the first colonial newspapers devoted the greater part of their space and effort to the republication of the news from Great Britain.

The number and circulation of the German-American newspapers, as compared to that of the other papers in foreign languages, are out of all proportion to the number of German citizens, as compared either with the French, the Italian, or the Scandinavian. There were, in 1880, 641 German periodicals, of which 80 were daily newspapers, 466 weekly newspapers, and 95 periodicals devoted to specific objects, and published monthly, semi-monthly, etc.

The first German newspaper printed on this continent was published by that eminent pioneer printer, Christopher Souer, or Sauer, at Germantown, Pennsylvania, in 1739. He also printed a German almanac (Thomas, v. 1, p. 272). Another newspaper in the German language was published weekly in Philadelphia as early as May, 1743. Its printer was Joseph Crelius, and its name is understood by Thomas to have been the *High Dutch Pennsylvania Journal*. It existed for several years. In 1748 Godhart

Armbruster commenced a fortnightly publication in the same place in the German language, which he called *Die Zeitung*, and which was described by an advertisement in the *Pennsylvania Gazette* as "a Dutch and English gazette, containing the freshest advices, foreign and domestick, with other entertaining and useful matters in both languages, adapted to the convenience of such as incline to learn either", printed "at the German printing office, in Arch street; price five shillings per annum". Franklin at one time printed one of these papers.

In 1762 Henry Miller commenced in Philadelphia the publication of *Der Wöchentliche Philadelphische Staatsbote* with German types, which was continued until the British took possession of the city in 1777. Revived again after the evacuation, the journal continued until 1812, when it was finally discontinued altogether.

For a considerable period during its existence there were two English and German papers published contemporaneously every week in Philadelphia—a fact which is chiefly significant as bearing out the ordinary statements regarding the number and the intelligence of the Germans who were among the early settlers in Philadelphia. The original German printing outfit established in the city, like the first press introduced into Boston, was at the expense of a London society, which was formed, in the case of Philadelphia, for the purpose of "promoting religious knowledge among the German emigrants to Pennsylvania". School books and religious tracts in large numbers were printed from this press, and one at least of the German newspapers of which mention has been made was a direct outgrowth from it.

The early German press of Philadelphia.

In 1810 there were eight German newspapers, all weekly, published within the limits of the state of Pennsylvania, and one published in both German and English; but there is no record up to this time of the establishment of any German newspaper in any other state. Of these nine German journals, one only was printed in Philadelphia, two in Lancaster, one in Carlisle, two in Reading, two in Easton, and one in Harrisburg. One of these—the Reading *Adler*—was founded in 1796, and has been in continuous publication ever since. It is now the oldest German newspaper in the United States, and there are but fourteen existing papers which can boast an earlier date of establishment. The next German newspaper in seniority of existence is the Lancaster (Pennsylvania) *Der Volksfreund und Beobachter*, which was founded in 1808, as a federal organ, by William Hamilton & Co.

Statistics of the German press.

In the interval there have grown up in all the large cities German newspaper establishments which are marvels of business thrift and prosperity. In cities like New York, Cincinnati, and Saint Louis the daily German newspapers reach circulations which nearly equal those of the most prosperous English papers, and divide with them the regular advertising patronage. The New York *Staats-Zeitung*, which was founded in 1834 as a weekly paper, became a tri-weekly in 1842 and a daily in 1845, enjoys a daily circulation which is not exceeded by that of more than four of the English metropolitan dailies. It is claimed for the *Staats-Zeitung* that it has the largest circulation of any daily newspaper printed in the German language in the world, none of the papers published in Vienna, Berlin, Cologne, or Frankfort being its peers in this respect, or, it may with truth be added, in other respects. (a) It is edited with the same care, skill, and ability which distinguish its English contemporaries in the metropolis, all of the news of the Associated Press being nightly translated for its columns, and the same spirit of enterprise marked its method of conducting all the departments. One feature of its circulation is unique among metropolitan dailies, all of its issue being taken by the regularly appointed carriers to the residences of subscribers, and its actual subscription list is probably as large as that of any New York daily. In Cincinnati the *Volksblatt*, founded as a weekly in 1836 and as a daily in 1838, stands equally well. In Saint Louis the daily circulation of the German papers is 21 per cent. of the aggregate daily circulation of the city; in New York it is 10 per cent., and in Cincinnati 28 per cent.

The German daily press of the United States.

The New York *Staats-Zeitung*.

In 1850 there were published in the United States 133 German newspapers, which number had been reduced to 76—according to Coggeshall—in 1856. In the latter year there were 26 German dailies in existence, of which four were published in Cincinnati, three each in New York, Philadelphia, Milwaukee, and Saint Louis, two each in Pittsburgh, Baltimore, and New Orleans, and one each in Louisville, Chicago, Belleville, and Newark. There are now 80 German dailies published in thirty-nine cities of the Union; and there is hardly a town of size sufficient to afford good support to a weekly English newspaper, and around which there is a considerable settlement of German population, which does not also support a German weekly. Pennsylvania still holds its own, as it has from the first, as the chief locality for German publications; but of late years the most rapid increase in the German publications has been observable in the larger western cities and in the rural towns of the Northwest.

Growth of the German press in America.

There were published in the United States during the census year 641 periodicals in the German language. Of these, 80 were published daily, 466 weekly, and 95 at all other periods. The aggregate number of copies of the dailies per issue was 447,954; weeklies, 1,326,248; all others, 708,060, and the average subscription price of the dailies was \$7 81, and of the weeklies and all others, \$2 01. The amount paid annually in wages was \$2,398,475 89, an average of \$4,164 03 to each establishment, and the gross value of annual product was \$7,737,299 40. The number of persons employed was 4,064—3,964 males

Present statistics of the German press.

a It has been estimated that from 60,000 to 75,000 of the German-American newspapers are regularly circulated in the German Empire.

and 100 females. The aggregate number of pounds of paper used per issue was 209,146.50, an average of 326.28 pounds to each paper, and the aggregate reams of paper per issue was 5,268.74. The total number of German papers established in the census year was 41; suspended, 33.

The German newspapers have their vicissitudes; and the ratio of suspensions to new establishments is probably somewhat larger than among newspapers printed in English. The great majority of existing German journals of all kinds have been founded within the last twenty-five years, and it was stated by Coggeshall in 1856 that of the 72 German papers he found then existing, only 21 had been in existence for nine years, and 15 of the 21 thus enumerated have since ceased to exist.

Vicissitudes of the German press.

THE FRENCH-AMERICAN PRESS.

The early history of American newspapers published in the French language is necessarily one of isolation, the first venture of this kind of which there is any trace being the *Courrier de Boston*, a weekly newspaper, printed on a sheet of crown quarto by Samuel Hall, in Boston, in April 1789, for J. Nancrede, a Frenchman, who then taught his native language at the university. It was published only six months. (a)

The French press of the United States.

Several newspapers were published in the province of Orleans immediately after its purchase by the United States, a majority of which were either published in French, or in French and English jointly. Of the ten papers which Thomas discovered there in 1810, one tri-weekly was in French, one daily was in English, and one daily was in English and French; and three weeklies were in English and French, with a Spanish weekly and semi-weekly.

New Orleans.

None of the papers enumerated by him are now in existence. In the same year, however, *Le Propagateur Catholique*, a French Catholic journal, was founded, and is still in existence. *L'Abeille*, one of the two prosperous French dailies now in existence there, was founded in 1827.

In 1856 there were but four French papers published in the entire country, two of which were in New Orleans, one in New York, and one in Nauvoo, Illinois.

In 1880 there were five French daily newspapers, with an aggregate circulation per issue of 21,500, published one in San Francisco, California, and two each in New Orleans, Louisiana, and New York city. There were 30 weekly French newspapers and 6 French journals of other periods of issue. The aggregate circulation per issue of these 36 periodicals was 54,810. They were located in the following states: California, 4; Illinois, 1; Louisiana, 13; Massachusetts, 4; Michigan, 2; Minnesota, 1; Missouri, 1; New York, 8; Ohio, 1; and Rhode Island, 1. Three of the French publications were founded in the census year, and one of the number suspended. There have been several efforts to establish French weekly newspapers at points in Vermont where irruptions of French Canadians have located. *L'Union Canadienne* was published for a short time at Vergennes, Vermont, and *L'Idée Nouvelle*, with its reading matter in alternate French and English columns, was printed for a short time in Burlington, Vermont, in the interests of Canadian annexation. The *North Star*, at Caribou, in the extreme northern extremity of Maine, surrounded by the French and Swedish settlements, introduced departments in both languages during its brief existence. Journals of this type are not likely to ever prove successful in that part of the United States.

The leading French newspaper of the United States, the *Courrier des États-Unis*, founded March 1, 1828, is now published in New York city every morning, including Sunday, with a weekly edition on Saturday. The idea of its founder was to publish in the states an organ in the French language, and to excite attention to French literature, which at that time was entirely ignored in this country. This idea excluded consideration of politics, commercial interests, news, or international interests; and it is somewhat surprising that the paper should have met with the prompt success that attended it. It was published weekly, in eight quarto pages, at a subscription price of \$8, but in less than two years it became a semi-weekly. In 1839 it became a tri-weekly, and three years later, in May, 1851, the daily editions were commenced. In addition to its regular weekly editions, the *Courrier* publishes a weekly that is especially made up for circulation in Europe, and is largely sent there. The other weekly editions may now be found in the most distant points of the continent wherever French settlements exist of any size, including the Canadas, Louisiana, the Pacific coast, Mexico, the West Indies, and Central and South America.

The *Courrier* owes its remarkable success to the business sagacity and journalistic instincts of Frederic Gaillardet, who took charge of it in 1839. He thus tersely defined his idea of the functions of the journal he sought to make and succeeded in making:

There is a great field to be occupied by a newspaper which can become both the representative and the defender of the French nation in America, which will uphold the traditions of our manners, of our customs, and of our language among the populations of French origin; which can offer itself as a friend and ally to this population in upholding its native idioms and ideas, and in carrying the French diction to all parts of the New World—it will sustain and rally round it all those who speak the language, and of these different scattered members it shall make, if it is possible to do it, one body and one spirit.

The *Courrier* has maintained itself successfully and with great credit ever since, although its circulation has at no time approximated to those which the German dailies of that metropolis have long enjoyed. It is edited

with discretion and ability, and its peculiarity is its adaptation of several of the unique features of the daily journals of Paris, including the printing of a serial story in daily installments. The rival of the *Courrier*, *Le Messager Franco-Américain*, was established in 1859, and publishes also a weekly, on Sunday, and a semi-weekly, which appears on Sunday and Thursday. It partakes of the characteristics of the *Courrier*.

THE WELSH-AMERICAN PRESS.

The first newspaper in the Welsh language in America made its appearance in the city of New York, as a semi-monthly, in the year 1832. It was called *Cymro America*, and was first printed wholly in the Welsh, then in Welsh and English. It lived less than a year, owing, perhaps, to the panic caused by the cholera. Its editor was J. A. Williams, a printer.

The Welsh periodical press of the United States.

In January, 1838, Rev. William Rowlands, D. D., established the first Welsh monthly in America, *Y Cyfaill o'r Hen Wlad*, in New York city, and except for a few years continued to publish it until his death, in 1866. It was printed for a time in Rome, New York, and Scranton, Pennsylvania, but has been published in Utica, New York, for many years. After Dr. Rowlands' death, the magazine was bought by the Welsh Calvinistic Methodists (whose organ it was), and was for a time edited by Rev. William Roberts, D. D., and Rev. Morgan A. Ellis. Rev. Dr. Roberts, Utica, has been its sole editor for a number of years. It contains forty pages octavo, and of late years has been more strictly religious than before the establishment of weekly Welsh papers.

In 1840 Rev. Robert Everett, D. D., of Steuben, Oneida county, New York, commenced the publication of *Y Cenhadwr* (*The Messenger*) in the interest of the Welsh Congregationalists. It was at first printed in the Utica *Herald* office, and was then removed to the editor's home, in Steuben. After Dr. Everett's death, in 1875, it was published by his son, Lewis Everett, who died in 1881, when the magazine was purchased by Rev. Edward Davies, of Waterville, New York. These two publications have been of great benefit to the Welsh people, though the circulation of neither of them ever reached 2,000. In 1842 Dr. Everett published *Y Dyngarwrr* (*The Philanthropist*), devoted to the anti-slavery cause, but in about two years this was merged in *Y Cenhadwr*. In 1850 and 1851 he also published *Y Detholydd* (*The Eclectic*), consisting of selections from the magazines of Wales.

About 1840 or 1841 a monthly magazine was started in New York city in the interest of the Baptists by Rev. Dr. Phillips. This was called *Y Beread*. It lived less than a year; but in 1842 it was revived in Utica as *Y Seren Orllewinol* (*The Western Star*), under the editorship of Rev. William T. Phillips. It passed into the hands of Rev. Richard Edwards (one of its compositors), who removed it to Pottsville, Pennsylvania, where it was published for many years. Its circulation never reached 1,000, and it finally suspended.

In 1853 John M. Jones established *Y Cylchgrawn Cenedlaethol* (*The National Magazine*), and published it about two years and a half. It was a purely literary journal, consisting largely of selections from Welsh magazines. In 1856 Rev. John Jones published *Y Golygydd* (*The Editor*) in Cincinnati, Ohio, but it lived but a short time. In 1857 Rev. William Roberts, D. D., commenced to republish *Y Traethodydd* (*The Essayist*), a Welsh quarterly review, with American additions. It was issued for about four years. In April, 1876, Rev. O. Griffiths started *Y Wawr* (*The Dawn*) at Utica, where it is still published monthly. In 1848 Evan E. Roberts, of Utica, began to publish *Haul Gomer* (*Gomer's Sun*), a semi-monthly newspaper. It was obliged to suspend in about nine months on account of the difficulty in procuring Welsh compositors. In 1858 *Yr Arweinydd* (*The Leader*), another semi-monthly magazine, was published in Rome, New York, by R. R. Meredith, and continued to appear three or four years. *Y Bardd* (*The Poet*) was published for a few months by Thomas G. Price, in 1858, at Minersville, Pennsylvania, and about the same time a few numbers of *Y Ford Gron* (*The Round Table*) appeared, issued by a company. It did not succeed. *Blodau'r Oes ar Ysgol*, a monthly magazine for children, appeared in 1870, published by Hugh J. Hughes, in New York city. On the death of Mr. Hughes it passed into the hands T. S. Griffiths and W. Apmadoc, Utica, who sold it to Rev. M. A. Ellis, Cincinnati. Shortly after it suspended. R. T. Daniels, Pittsburgh, Pennsylvania, published a small monthly for a short time in 1871. It was called *Y Negesydd*. In the same year, 1871, a company started a small monthly in Hyde Park, Pennsylvania—*Yr Ymwelydd*. It was short-lived.

January 2, 1851, John M. Jones, of New York city, published the first number of *Y Drych* (*The Mirror*), the first weekly Welsh newspaper printed in America. In December, 1854, he sold it to a stock company. In a couple of years it passed into the hands of J. W. Jones, then to J. Mather Jones, and is now owned by Thomas J. Griffiths, who has printed it in Utica for nearly twenty years. Mr. J. W. Jones became one of its editors in its second or third year, and has been its chief editor (except for a short time) ever since. J. C. Roberts has been associated with him for about twelve years. In May, 1855, J. M. Jones commenced to publish *Y Cymro Americaidd* (*The Cambro-American*) in New York, and continued its publication until the war broke out, when it suspended. In the beginning of 1854 a stock company in Utica started *Y Gwyllyddydd Americanaidd* (*The American Watchman*). It was printed at the office of the Utica *Herald* until 1855, when it was bought by the *Drych* company.

Sketch of the Welsh-American weekly press.

In 1868 a stock company established the *Baner America* in Scranton, Pennsylvania, and published it for several years. It then passed into the hands of Hon. T. J. Phillips, Scranton. It was sold in 1877 to T. J. Griffiths, proprietor of the *Drych*, with which paper it was merged. In 1872 a company commenced the publication of *Y Wasg* (*The*

Press) in Pittsburgh, Pennsylvania, where it is still published. There have been other weekly papers of a political character published for campaign purposes, such as *Seren Oneida*, *Oyfaill yr Undeb*, *Yr Amserau*, in Utica; *Y Gwron Democrataidd*, in New York; and *Tarian y Gweithiwr*, in Scranton, Pennsylvania.

A literary class does not exist among the Welsh people in America; and the contributors to the magazines and newspapers come partly from among the clergy, but more largely from the mechanics and artisans, especially the miners. The contents are largely tinged with theology and theological discussions; but news about the Welsh people in Wales and in America is the main feature. The Welsh journals do not, of course, equal the best English publications; but, considering that they are largely written by men and women of the working classes, and are circulated among such a small constituency, they testify to much mental activity and a high degree of culture among those who labor for daily bread in other than literary pursuits. (a)

In 1880 there were 5 Welsh periodicals, and their aggregate circulation was 19,880. Four of these 5 periodicals were published in the state of New York, and the fifth in the state of Pennsylvania.

THE AMERICAN PRESS IN OTHER LANGUAGES.

There was an Italian newspaper started in New York city in 1854. In 1880 the number had increased to 4, with a circulation of 6,600. Three of these were published in California, and the fourth in New York.

The Italian press.

A Norwegian paper was published in Wisconsin as early as 1850. There are now 17 Norwegian periodicals, 1 of which is a daily, published in Chicago; 11 are weeklies, located in the northwestern states of Iowa (6), Illinois (4), Minnesota (3), Wisconsin (1), and Dakota territory (1), and having an aggregate circulation of 44,470.

The Norwegian press.

The Swedish papers, located in the states of California (1), Illinois (10), New York (4), Minnesota (4), Kansas (1), Michigan (1), and Nebraska (1), were, in 1880, 24 in number, 22 of them weekly, with an aggregate circulation per issue of 79,455.

The Swedish press.

The Spanish papers were 26 in number, 2 of them daily—1 in San Antonio and 1 in San Francisco—and 12 of them weeklies, and together they had a circulation aggregating 66,000. The weekly and other Spanish papers were published in Arizona (1), California (6), Missouri (1), New Mexico (4), New York (9), and Texas (5).

The Spanish press.

In 1850, when there were but 3 newspapers in San Francisco, 1 was in Spanish.

There were eight Danish papers published in the states of California (1), Illinois (4), Michigan (1), Nebraska (1), and Wisconsin (1), 6 of them weeklies, and all of them combined having a circulation per issue of 3,200 copies.

The Danish press.

Nine journals, eight of them weekly, were printed in the Dutch language. These were located in the states of Iowa (2), Michigan (6), and Wisconsin (1), and their united circulation per issue was 11,000.

The Dutch press.

The Bohemian-speaking population of the United States is noticeably successful in sustaining periodicals, there being, in 1880, 13 printed in this language, 2 of them daily—1 each in New York and Chicago—and 11 of them weekly, with a circulation of 25,150. The 11 weeklies were located in the states of Illinois (3), Iowa (1), Nebraska (1), New York (2), Ohio (1), Texas (1), and Wisconsin (2).

The Bohemian press.

The Polish and Portuguese papers were two each, with aggregate circulations of 5,000 and 10,000, respectively. There was one paper each in Catalan and in Irish printed in New York city.

Among the curiosities of the American press are the two newspapers published in San Francisco, California, in the Chinese language. These papers are as widely different from anything else published in this country as it is possible to be. *The Oriental (Wah Kee)* was established in 1875 by Yee Jenn, who learned the job-printing business subsequent to his arrival in this country, one year previously. He makes use of about 7,000 of the Chinese characters; and, as he has never been able to import Chinese type to this country, all the characters in the paper are formed by hand with a peculiar ink. The sheet, when thus prepared, is impressed upon a smooth stone, over which is constructed a crude machine answering for a press. Upon the stone as thus impressed each separate sheet of the edition is placed, subjected to pressure, and when removed is found to be printed with duplicate characters. The process is one of primitive lithography. When the edition is worked, the stone is chemically cleaned for the next paper. The contents of *Wah Kee* consist of advertisements, some San Francisco local news, and extracts and news from the Chinese press. It is sold at 10 cents a copy, or \$5 a year, and claims a circulation of 1,000 copies, many of which are sent to China. The second Chinese paper, "The Chinese-English newspaper" (*Tong Fan San Bo*), was established a year later, is very similar in contents and appearance, and is prepared and printed in the same manner. It claims a circulation of 750, which is said to be regularly increasing. It is sold at the same price. Both these Chinese journals are weekly. (b)

The Chinese press.

a The special agent is indebted to Mr. Benjamin F. Lewis, of Utica, New York, for the historical data of the Welsh-American press.
b A Chinese newspaper was first established in San Francisco in 1853.—Rev. Henry Cotton.

Two Indian journals, two of them weekly, are printed in the Indian territory, one of them half in English and half in Cherokee.

The full details of these foreign papers will be found in Tables IX and XIV.

The location of this foreign American press is worth attention, as indicating with much the same fidelity as the census tables of nativity the states in which the larger colonies of the several nationalities of our foreign-born citizens are located.

The difference between the population of the United States and that of Great Britain is well illustrated by the difference in the statistics of the foreign press of the two countries. Contrasted with the figures above given, there were in Great Britain in 1880 but 23 journals published in all languages other than the English. Of these, six were published in the French language, including three in the Channel Islands, and but three in the German language. There was one paper printed in the Italian language, and one was published in English, French, Portuguese, and Spanish combined. One paper was printed partly in Gaelic, and eleven were in Welsh. With the exception of an occasional English newspaper, published for the benefit of the English-speaking travelers, there are few journals on the continent of Europe in a language other than that indigenous to the country. The French newspapers printed in several European cities hardly form an exception to this rule, as they are read by the native population.

THE NOMENCLATURE OF AMERICAN NEWSPAPERS.

The nomenclature of the American press presents a curious study, and during the colonial period there was little disposition to seek for diversity of title. In nearly every colony the first newspaper established was a *Gazette*, as has been seen; and until after the revolution that name was as frequent as all others combined. Of the thirty-seven newspapers in existence in 1775, sixteen were *Gazettes*. The second name most frequent of adoption was the *Mercury*, adapted from the *Mercurie* of the Elizabethan era in England. Then followed, in order, the *Journal*, *Post-Boy*, *Packet*, *Courant*, *Post*, and *Herald*—names obviously suggested by the functions of the newspaper or typical of the methods of its delivery. The changed conditions that surrounded American journalism immediately following the revolution were immediately illustrated in the rapid variations in newspaper nomenclature. The intimate relations of the press to political parties was proclaimed in the new titles which made their appearance, and the *Democrat*, the *Republican*, the *Whig*, the *Constitutionalist*, the *Patriot*, the *Federalist*, the *Palladium*, the *American*, and titles of similar significance, became the predominating ones. The name *Advertiser* began also to appear frequently during this period, generally as a secondary caption, in recognition of the growing importance of the periodical press as a medium of business communication between the individuals of a community. As early as 1812, as may be seen from the list of the newspapers of that day elsewhere published, the tendency toward unique and fantastic newspaper titles was well developed. This tendency has continued ever since, particularly in the more recently settled sections of the United States, where it has not only become excessive to a degree unknown in other countries, but has been carried to extremes bordering on the absurd.

UNITED STATES vs. ENGLISH JOURNALISM.

It is difficult to institute a rigid comparison between the press of the United States and that of other countries, because the conditions of existence are totally unlike. In general development the periodical literature of the United States and that of Great Britain present many points in common, and there has been in both countries, progressing simultaneously, the same remarkable development of the special or technical press. The regard for the interests of particular trades, professions, and fields of inquiry has stimulated the printing presses of both countries to a degree seen nowhere else, and may perhaps be ascribed to the popularization of the higher lines of thought and intelligence. In what may be called its abstruse press, Germany is superior to either the United States or England, and France is not behind them; but the journals of which we are speaking are of the kind which are fitted to the wants of the many rather than to the few, and in the effort to lift the former up to a higher grade the special press of the United States may take an undoubted precedence of that of England.

Unique conditions of journalism in the United States.

The periodical press of England and the United States contrasted.

This tendency is, if anything, carried to too great an extreme in the United States—a fact clearly ascribable to the greater and closer competition here, and the consequent disposition to resort to literary and typographical devices for securing the patronage which others possess and endeavor to retain. There are fewer of this class of journals, in proportion to the population superficially interested in them, in England than in the United States. This is due to the more gradual English development of this class of periodical literature—a development which was well under way while the ordinary newspaper press was getting its first foothold in the United States.

England, however, has not been free from the influences of artificial stimulus in her press history. In 1846, when the railroad mania was at its height in Great Britain, there were no fewer than eighteen journals, some of them of diurnal issue, which sprang into existence, made money while the excitement lasted, and disappeared with the collapse of the bubble. In 1851 only three of these periodicals survived, and at present, notwithstanding the

great and healthy growth of the English railroad system, there are but four journals published in the interest of railroads, beside two which are devoted to the cause of railway employés. We have in the United States as many strong and well-sustained newspaper establishments as has Great Britain; but we have an infinitely larger number that are weak and even ephemeral, like the English railway periodicals of 1846.

The tendency in England is toward the consolidation of popular support around the journalistic establishments which have long existed and are able to be liberally conducted. Such has not been the tendency in the United States, certainly not until within a few years, and then only with respect to a class of newspapers like the metropolitan press. That such will be the tendency ultimately we are led to believe, not only by the experience of English journalism, but by the obvious drift already apparent here, and by a firm conviction of what is best and natural in the premises.

It is natural, under the circumstances, that in typographical characteristics the special or class journals of Great Britain should, as a rule, be far superior to those of the United States. The art of printing has reached such great perfection in both countries that to command its best results requires only the command of the means. Many of the technical journals of this country are execrably printed, because the use of modern type, good paper, and improved machinery is not warranted by the receipts. In the struggle for existence the American journals permit their columns to be disfigured by venturesome advertisers, who will pay for monstrosities of type or wood-cut to attract attention, and will pay for nothing else. These things are inevitable until such time as publishers shall be able to dictate terms to their advertising patrons, instead of accepting dictation from them.

The quality of paper used in England is, as a rule, better than that which is commonly employed here. It is better, not because it is more easily obtainable, but because more money is paid for it. The imprint is generally clearer, partly because of the better quality of the paper and partly because of the greater care and expense bestowed upon the press-work. The display of advertisements is almost uniformly in better taste, in better classification, and with greater regard for the requirements of typographical beauty.

While all this must be said by way of a general comparison of the typography of English and American periodicals, it is still true that we have individual publications in the United States, in goodly numbers, which are typographically equal to anything done in England or on the continent. In every large American city there are journals which present regularly an appearance which is creditable to the art in its best development. This is becoming strikingly true in the case of our metropolitan dailies and their auxiliary issues.

The contrast between the daily journalism of Great Britain and that of the United States is different, yet it is quite as marked. The London and the New York daily newspaper display an equal amount of enterprise in the collection of the news of the world, but it is exerted in different ways, and its results are spread before the people in accordance with different notions of what is the most effective. The London journal is regarded by the average American as heavy and stupid; while the average Englishman is apt to look upon the American daily as altogether too frothy and superficial to be profitable reading. It has for many years been the custom in London to employ the best attainable literary ability in constant editorial writing, as well as in continental and other correspondence. More and more every year the American journals of the metropolitan and large provincial cities tend in the same direction, and the American editor now enjoys a salary which will average as high as that of any other professional man.^(a) But the mark of scholarship and of painstaking work is not as discernible in the editorial writing of the daily press of this country, nor is there, perhaps, the same opportunity for its display. The erudite disquisition which is of daily appearance in the British press is displaced in American newspapers by a far wider variety of information and a far more miscellaneous collocation of reading matter. The intimate relations of Great Britain with continental politics led the chief daily journals many years since to the establishment of expensive and ably equipped bureaus in the European capitals, whose special telegrams fill column after column of reading space, to the exclusion of a large portion of that more miscellaneous reading matter which the American newspaper supplies in such a bountiful manner.

This is displaced in American journals by a multiplicity of news items, telegraphic and otherwise, in which are mirrored every day the multiform if somewhat monotonous life of fifty millions of people, living at peace with each other and working out a civilization as varied as it is extensive. The American press uniformly publishes more news, even though it is not better, than its

^a It may be doubted whether the general staff of a London newspaper, with perhaps the single exception of the *Times*, is better paid than a staff of corresponding numbers in New York. A few writers here and there may receive a higher rate of remuneration, but put all expenses together, and the New York paper will be found to cost the most in its production. Reporters in London receive from £2 to £4 a week. Men could not be got to do the same kind of work here for a corresponding price. The New York dailies pay more for editorial articles than their London contemporaries, always excluding one paper from the comparison. Again, the chief editors in this country are generally in part proprietors, and have their shares given to them, or at least acquire them on easy terms.—L. J. Jennings, in *Galaxy*, volume IX, No. 4.

Mr. James Grant, in 1872, in making a comparison between the salaries paid to editors in the three cities of New York, London, and Paris, concluded that those of the former city were on the whole the highest.

English contemporaries. In its general features it is a journal for the masses, which can be said of no prominent English daily. It consults all tastes, all pursuits, all grades of the community, and the undeviating tendency of its development has been toward popularization. Sensationalism is the inevitable accompaniment of this tendency, and American newspapers draw much of their vitality from it. But at the same time they are, as a rule, the conservators of law, of morals, and of patriotism, and strive more directly and successfully than English newspapers to enlarge their field of usefulness by the completeness of their records and the accuracy and comprehensiveness of their contents. Their general characteristics are not unlike those of the people for whom and to whom they speak, and their rapid and encouraging improvement from year to year in every department of newspaper growth is one of the marked signs of the times. (a)

The marked difference in the development of the periodical press of the two countries is largely due to the difference of governmental conditions. Since the revolution, with the single exception of a five years' income tax on advertisements from 1863 to 1867, the press of the United States has been absolutely free from government tax of every kind or description. It has had the added advantage during a great portion of the century of the use of the mails without prepayment of postage, and always the advantage of much cheaper rates of postage than have prevailed either in Great Britain or on the continent. In England, on the other hand, the government laid heavy and various imposts upon the newspaper, the last of which has only been removed since 1864. The taxes were threefold—the advertisement duty, the stamp duty, and the paper duty; and until within a few years after the passage of the reform bill of 1832 there had been for more than thirty years a 4*d.* stamp on all newspapers, 3*s.* 6*d.* duty on every advertisement, and 3*d.* per pound weight on newspapers. The price of a newspaper was then 7*d.*, and the smallest advertisement cost 7*s.*

English newspaper taxes.

The effect of these high prices, necessitated by government tax, was to keep the British press in a condition which practically forbade progress. At the time when this stamp duty was reduced, in 1836, from 4*d.* to 1*d.*, the newspaper press of the United States had already surpassed that of Great Britain in number, while its aggregate annual circulation was nearly double that of the British press, although the population of the United States, by the census of 1830, was but 12,866,020, that of Great Britain being then 24,392,485.

Reduction of the stamp duty in 1836.

The taxes on newspapers continuing onerous, there occurred in Great Britain about 1850 a concerted and widely organized movement for relief, which resulted, in 1853, in the repeal of the duty on advertisements, and two years later (1855) the agitation led to the abolition of the penny stamp on newspapers. There then remained only the tax of three half-pence per pound on paper, a tax which bore heavily upon literature and publishing in all their diversified departments. This duty remained unrepealed until 1861. The effect of this repeal in stimulating publication and increasing circulation may be gathered from the fact that the remission of the duty reduced the average cost of paper twenty-five per cent., and it averted the suspension of many provincial and local metropolitan journals, which had in many cases been passing through a losing struggle for existence. (b)

Repeal of the English duty on advertisements and the tax on paper.

Something of the effect of this final freedom from all tax upon the circulation of English newspapers was depicted by Edward Baines, member of parliament from Leeds, in a speech made by him in 1864 for the limited extension of the political franchise in parliamentary boroughs. He quoted a number of specially-prepared statistics, which went to show that in 1831, when the stamp on newspapers was 4*d.*, and the duty on paper 3*d.* per pound weight, the total yearly circulation of newspapers for the United Kingdom was 38,648,314. In the year 1864, in which Mr. Baines spoke, the annual aggregate circulation of London newspapers alone was 205,462,400, while the total yearly circulation of newspapers in the United Kingdom was 546,059,400. Recalling the fact that this increase in circulation was accompanied by an increase in population of only 30 per cent., it presents a phenomenon that not even the astonishing growth of the press in the United States surpasses. (c)

Effects of the repeal of taxes on the English press.

a The result of leaving newspapers to manage themselves in the United States is, that they are, as a rule, more enterprising than English newspapers. More money, for instance, is here spent in a single day for news than a London daily would spend in a week, and it is nothing unusual to see a whole page of telegraphic news in a New York morning newspaper. Atlantic cable messages of a column or two in length are as common as a police report. When a message of the same kind appeared lately in a London paper, people were struck with amazement, and the rest of the journals prostrated themselves in dust and ashes. From three to five columns of congressional debates are telegraphed to New York every night during the session. In the midst of the Abyssinian war the English papers were not above accepting some important telegraphic news concerning the British army from the correspondent of the New York *Herald*.—L. J. Jennings in the *Galaxy*, 1870.

b Grant, *Newspaper Press*, vol. II, p. 317.

c The rapid development of the newspaper press of the United States has been an unfailling topic of comment in Great Britain. In his *History of Advertising*, published in 1874, Mr. Henry Sampson declares:

It is almost impossible to tell the number of papers published throughout the United States of America, each individual state being hardly aware of the quantity it contains, or how many have been born and died within the current twelve months. The Americans are truly a great people, but they have not yet settled down into a regular system, so far, at all events, as newspapers and advertisements are concerned.

Mr. Sampson adds that "a professed and apparently competent critic" assures him that "there are quite 3,000 newspapers now (1874) in the states, and that at least a tithe of them are dailies". As a matter of fact, there were in that year 7,339 periodicals published in the United States, of which 678 were daily journals.

Nevertheless, in point of numbers, the growth of the provincial press of Great Britain has been comparatively slow, even since the removal of all these burdensome taxes upon knowledge. (a) It is within the scope of this inquiry to make a comparison of the newspaper press of Great Britain with that of the United States. In May's *English Press Directory* for 1881 the total number of publications of all kinds printed in the United Kingdom is placed at 2,997, of which 2,076 were political newspapers and 921 were periodical journals of class characteristics. The political newspapers were classified as follows, by periods of issue, and among the geographical divisions of the British isles:

When published.	Number of newspapers published in—						Total.
	Metropolis.	England.	Wales.	Scotland.	Ireland.	British isles.	
Daily, morning	14	45	3	12	13	1	88
Daily, evening	14	43	1	10	5		78
Five times a week	2	10					12
Three times a week	7	9		1	8	3	28
Twice a week	11	70	2	12	23	5	123
Weekly	361	893	58	141	108	9	1,570
Twice a month	12				1		13
Fortnightly	14	1		1			16
Monthly	104	15		5	5		129
Quarterly	2						2
Irregular and miscellaneous	8	7	1	1			17
Total	549	1,098	65	183	163	18	2,076

The periodical publications were similarly classified, as follows:

When published.	Number of periodicals published in—						Total.
	Metropolis.	England.	Wales.	Scotland.	Ireland.	British isles.	
Daily	3	1			2		6
Three times a week				1			1
Weekly	61	14	1	6	4		86
Fortnightly	8	2					10
Monthly	464	92	22	33	15	1	627
Bi-monthly	7			1			8
Quarterly	108	13	1	2	3		127
Half-yearly	9						9
Irregular and various	36	10		1			47
Total	696	132	24	44	24	1	921

The English directories differ as widely as the American in their statements of the statistics of the newspaper and periodical press. Mitchell's *Directory* for the same year places the number of newspapers in the United Kingdom at 1,886, divided as follows: Metropolis, 378; England, 1,087; Wales, 66; Scotland, 181; Ireland, 154; British isles, 20; the number of periodicals at 1,097; total, 3,083, as against 2,997 reported by May's *Directory*. These discrepancies, like those which occur in the reports of the American press, are doubtless due to the adoption of different rules to determine what publications shall be regarded as newspapers or periodicals, and what shall be thrown out as mere advertising devices.

Comparing the statistics here given with those contained in the tables submitted with this report, we find that the United States, with a population of 50,155,783, had 971 daily papers, which was 1 to each 51,654 of population, while Great Britain, with a population of 35,246,562 in 1881, (b) had 172 daily papers, which was one to each 204,922 of population. This extraordinary difference is somewhat reduced by taking England alone; 125 of the 172 daily papers embraced in the above comparison having been published in that portion of Great Britain the population of which is reported at 20,793,820, which is an average of one daily journal to each 166,351 of population. Recalling the fact that England is far better supplied with daily newspapers than any other country in the world, except the United States, and especially regarding the compactness of its population, and the correspondingly greater facilities for quick and easy circulation, the unique standing of our own diurnal journalism is made evident by these comparisons.

Carrying the same analysis farther, we find in Scotland, with a population of 3,734,370, 22 dailies, which is one to every 169,744 of population.

a Mr. James Grant asserts this to be the fact also with reference to the daily metropolitan press. "It was the general belief," he writes, "that when the stamp duty of a penny on newspapers was reduced to a half-penny as regards the postal transmission of journals we should at least have some addition to the number of our daily journals. But not one single daily paper, morning or evening, has been added to our previously existing list (1872). Nor, considering that no new morning newspapers could have the shadow of a chance of success without an expenditure of at least £50,000, is there any probability that we shall, for many years to come, see any additions to the present six morning journals."—*The Newspaper Press*, vol. II, p. 406.

b I have used the preliminary figures of the recent census of Great Britain.

In Wales we find 4 dailies and 1,359,895 population, or one daily to each 339,974 people.

There were 20 dailies published in Ireland, with its population of 5,159,839, which is one daily to each 257,992 of population.

Contrasting these figures with those of individual states in the United States, we may arrive at a closer comparison. The population of New York state is but 76,968 less than that of Ireland; and New York supports a daily newspaper to every 44,199 of population.

There were only three states in the Union where the number of daily papers was so small, in comparison with population, as in England itself. These were the states of Mississippi, where one paper was printed to each 226,319 of population; West Virginia, with one daily to each 309,228 of population; and Alabama, with one daily to each 210,417 of population. Arkansas, which had but six daily papers and a population of 802,525, averaged one daily to each 133,754 of population, which is 33,000 less than the average for England. The illiteracy statistics of these southern states are to be taken into account in estimating the significance of these comparisons. On the other hand, the variations in the circulation of the daily papers printed enter into the calculation as a modifying element. This fact is best proved by the case of Nevada, which, with a population of 62,266, supported no less than 14 daily papers in the census year, or one to every 4,448 of population, while the total circulation of the Nevada dailies was but 17,155.

Comparison by individual states.

We have seen that the average population of the cities in the United States which support one or more daily newspapers is 32,374, and that, as a rule, a population of 10,000 or under is sufficient to support a daily. England presents an extraordinary contrast to this rule in the United States. City after city, with a population far exceeding these figures, remains to-day without daily publications of any kind. The following list contains the names of the principal English towns with a population of 20,000 or over which had no daily paper in 1880. The population statistics are as estimated by May, from whose directory the list is compiled, the number of weekly, semi-weekly, and tri-weekly papers being added in the case of each town:

Daily papers in cities and towns of England.

Town.	County.	Population.	Papers.			Town.	County.	Population.	Papers.		
			W.	S. W.	T. W.				W.	S. W.	T. W.
Aldershot	Hants	30,000	4			Kighley	York	29,000	2		
Bacup	Lancaster	29,000	2			Kidderminster	Worcester	22,330	3		
Barnsley	York	29,021	3			Kingston	Surrey	30,000	1		
Barrow-in-Furness	Lancaster	40,000	2	2		Leamington	Warwick	22,000	4		
Batley	York	28,071	2			Leigh	Lancaster	33,592	2		
Bilston	Stafford	24,188	1			Lincoln	Lincoln	40,000	1	1	
Birkenhead	Cheshire	80,000	1	1		Luton	Bedford	22,000	2		
Burnley	Lancaster	40,858	2			Macclesfield	Cheshire	35,450	2	1	
Burton-on-Trent	Stafford	35,000	2	1		Maidstone	Kent	30,000	2	4	1
Cambridge	Cambridge	30,078	3			Middleton	Lancaster	20,000	1		
Canterbury	Kent	20,982	6			Pendleton	Lancaster	50,000	3		
Carlisle	Cumberland	31,049	2	1		Reading	Berks	32,324	3	1	
Chatham	Kent	45,792	2			Rochdale	Lancaster	70,000	2		
Chester	Cheshire	35,257	2	2		Rotherham	York	35,000	2		
Colchester	Essex	26,343	3	3		Saint Helens	Lancaster	57,000	4	1	
Coveentry	Warwick	37,070	3	1		Salford	Lancaster	170,000	2		
Crowe	Cheshire	24,800	2			Shipley	York	25,000	1		
Darwen	Lancaster	30,000	1			Shrewsbury	Salop	23,406	3		
Devonport	Devon	49,449	2			Southampton	Hants	70,000	4	1	
Dudley	Worcester	43,782	2			Southport	Lancaster	32,000	1		1
Enfield	Middlesex	20,100	1			Stalybridge	Lancaster	21,092	2		
Farmworth	Lancaster	24,000	1			Stockport	Cheshire	53,014	3		
Gateshead	Durham	48,627	1			Stockton-on-Tees	Durham	37,612	2		
Gorton	York	21,616	1			Torquay	Devon	28,000	2		
Gravesend	Kent	21,285	5			Warrenton	Lancaster	32,144	2	1	
Halifax	York	71,000	3			Wednesbury	Stafford	25,080	2		
Heywood	Lancaster	22,000	2			West Bromwich	Stafford	47,918	1	1	
Hyde	Cheshire	30,000	2			Wigan	Lancaster	45,000		1	1

Many of the above-enumerated towns are market towns or the centers of large manufacturing and agricultural interests. We have seen that the whole United States, with its population of 50,155,733, will not furnish one-third as many towns with equal population without from one to five daily papers published in each. The great number of large towns without daily newspapers explains the large ratio of population to each paper published in England.

To further emphasize the contrast, it may be added that the smallest English town in which a daily paper is published is Grimsby, in Lincolnshire, with a population of about 30,000. Many of the largest provincial cities, like Hull, population 143,000, and Leicester, population 130,000, were satisfied with two dailies. Manchester, population 400,000, had six dailies, and Liverpool, population 527,083, had eight, which is a smaller number than the cities of equal size in the United States sustain.

The marked contrast between the press of the United States and that of Great Britain is the larger average circulations which obtain in the latter country—the natural consequence of the fewer number of papers published in proportion to population and their greater stability. (a)

THE CIRCULATION OF NEWSPAPERS IN NEW YORK, LONDON, AND PARIS.

We have long been accustomed to the fact that the people of the United States are the greatest readers of newspapers in the world. The data regarding the press in other countries are not sufficiently complete to permit of an actual demonstration by comparative figures; but the general statement of the number of newspapers published in proportion to population, as given above, is sufficiently conclusive as to the general fact.

Americans the greatest newspaper readers in the world.

The circulation of the daily newspapers in the three cities of New York, London, and Paris affords something of a basis upon which to reach a right conclusion in the matter.

The daily press of New York, London, and Paris.

The Tenth Census shows twenty-nine daily journals published in the city of New York, with an aggregate daily circulation of 765,843, the population of the city at the same time being 1,206,299.

There were in the same year twenty-eight daily journals of all kinds published in the city of London, with its enormous population of 3,254,260 in 1871. The best attainable information as to the circulation of these journals places the aggregate at 710,000, or less than the aggregate circulation of the New York journals.

It has been found impossible to obtain reliable information as to either the number or the circulation of the Paris daily journals. The number is much larger than that of either New York or London, and several of them have enormous circulations. New ventures in journalism are so constantly appearing and disappearing in the French capital that a statement which is good for one year is worthless for the next. French authorities have estimated recently that the combined circulation of all these dailies is in the neighborhood of half a million copies, although statements placing it much higher are of frequent appearance.

The circulation of the Paris journals is very largely confined to the environs of the city itself, while the issues of the daily press of London and New York, in about the same relative ratio, are largely sent into the provinces and the states. The figures given for the daily circulation of the papers published in these cities do not therefore represent the actual number of those who buy a daily paper in either metropolis. On the other hand, it is safe to calculate that every printed paper thus circulated is read by at least two persons, some estimates doubling the average number of readers to a copy. Even at this low estimate the figures given supply, after making due allowance for the editions sent out of the city, a daily newspaper to every man, woman, and child in New York city.

Ratio of circulation to population in the three cities.

The same method of reaching a conclusion will assign a daily newspaper to one in every three of the population of London and one in every two of the population of Paris. The proportion of readers to population in London and Paris is much larger than in any other portions of either country, while in New York city the proportion is not as large as this inquiry has revealed it to be in several other American cities.

There are single journals, both in London and Paris, which reach a much larger circulation than any single journal in the United States. Since the abolition of the stamp duty there has been no authentic method of reaching the actual circulation of the London dailies, but the shrewd estimates made are undoubtedly not many thousand copies out of the way. The stamp returns show that the London *Times* increased in circulation as follows: 1834, 10,000; 1844,

Circulation of London and Paris daily newspapers.

a Mr. H. P. Hubbard, in his *Newspaper Directory of the World* (1881), gives some interesting comparisons regarding the comparative circulation of English and American newspapers, as follows:

"Eight thousand two hundred and eleven newspapers and magazines published in the United States and Canada, whose circulation is given, emit an aggregate per single issue of 20,677,538 copies. The average circulation of each journal is 2,041, against an average circulation of 7,602 of each British publication, thus showing that the average American journal has but 27 per cent. of the circulation of the average British.

"The aggregate of all issues for one year from the 8,211 American presses mentioned is 1,836,473,592 copies, against 1,734,841,956 copies, issued by the 2,928 British presses. Thus it will be seen that our foreign cousins, with but little more than one-third the number of American publications whose circulation is known, send out within one-eighteenth of as many copies per annum as ours. This may at first seem incredible when we consider that the population of the entire United Kingdom does not exceed 35,000,000, while that of the United States and Canada varies but little from 54,000,000. There are, however, in the United States and Canada, in round numbers, 2,000 publications whose circulations are not included in the American lists. Estimating their average issues per press at the same as those given, these 2,000 presses would add to the annual American issues 459,118,398 copies, giving to America for its 54,000,000 people an aggregate of 2,295,591,990 newspapers and other periodicals per annum, or at the rate of 42 $\frac{4}{10}$ copies per annum for each individual. The British press, issuing 1,734,841,956 copies for 35,000,000 people, furnishes to each individual within the kingdom 49 $\frac{4}{10}$ copies per annum, showing that were the circulation of the British press confined wholly to its immediate kingdom the average Briton would intellectually devour seven more periodicals in the course of a year than the average American and Canadian. It should not be forgotten, however, that the press of Great Britain enjoys an extensive field of circulation among the inhabitants of its numerous colonies—in Australia, South Africa, India, and even in Canada—to which the American press has no parallel. Subtracting, therefore, from the total circulation of the press of the United Kingdom that which seeks the colonies, it is fair to infer that the remainder does not exceed, per capita, the number supplied by the American press to its own readers."

23,000; 1854, 51,650. During the Crimean war the figures reached 70,000, and remained stationary for several years at that figure, with a tendency to decline under the pressure of the excellent penny papers which had then recently sprung into existence. The present circulation of the *Times* is believed to be about 60,000, while the London *Daily Telegraph* makes a claim, not generally disputed, to a circulation of 150,000,^(a) and the *Daily Evening Echo* claims 140,000. The London *Daily News* has been steadily gaining upon its competitors for some years back, and its present circulation may be safely placed at 100,000. In Paris *Le Petit Journal* prints daily 130,000 copies, and the *Figaro*, which is generally believed to be the journal nearest it in circulation, prints 70,000 copies daily.

The largest average daily circulation claimed by any one of the New York journals is 120,000. On frequent occasions, in response to an extraordinary demand, the leading journals will print an issue whose numbers closely approximate the largest average given for the *Telegraph*, of London, or *Le Petit Journal*, of Paris. The Boston *Herald*, situated in a city not more than half the size of New York, publishes on the average 100,000 papers, and can on occasion increase this number almost as much as it is increased in New York.

Circulation of the New York daily newspapers.

It may be added that there is no other European country in which the circulation of the daily newspapers reaches figures that approximate the dimensions of those of London, Paris, and New York. The *Allgemeine Zeitung*, of Augsburg, is believed to be the only German paper which has yet reached a circulation above 50,000; and it is a suggestive fact that the German daily with the largest circulation is published in the city of New York.

Newspaper circulations in continental Europe.

The latest authentic figures I have been able to obtain relating to the circulation of the German newspapers showed in the German empire, in 1875, thirteen daily newspapers which issued between 10,000 and 20,000 copies regularly, six which issued between 20,000 and 30,000, and two only which published more than 30,000—the Cologne *Zeitung* and the Berlin *Volkszeitung*. The periodical publications of a literary character, for the entertainment of the people, have a circulation in Germany exceeding in dimensions that of the same class of publications in the United States. Thus the *Gartenlaube* in 1875 sold 328,000 per issue, the *Familienzeitung*, illustrated, 200,000, and the *Modenwelt* 156,000. These figures exceed any that can be given for this country, although the aggregate circulation of this class of periodicals is much greater in the United States, in proportion to the population, than in Germany.

In Italy and Spain 5,000 is considered a large circulation for the best journals that are published, and the most popular paper in the former country (*Opinione*) did not exceed 20,000 copies, even during the excitement of the war of 1859. *The Unita Cattolica*, for a number of years the most firmly established Italian paper, never exceeded a circulation of 10,000.

THE RELATIONS OF THE UNITED STATES POST-OFFICE DEPARTMENT TO THE NEWSPAPER PRESS.

The relations existing between the post-office department of the United States government and the newspaper and periodical press have always been peculiarly intimate, and present a most interesting theme of investigation. No attempt has ever been made to historically trace the development of these relations, and much material which would shed interesting light upon the subject is unfortunately not now available. In the pursuit of an investigation which seemed to be a natural and necessary complement of a report of this character the special agent applied to the post-office authorities and was courteously permitted the use of all the public documents and other data in the possession of the department, and was afforded every facility for making a thorough and satisfactory investigation, with such advice and assistance as it was in the power of the officers in charge of this branch of the government to render. The results are presented in chronological form.

An investigation now first made.

The post-office service and the newspaper press have developed together. At the beginning the press leaned upon the department, depending altogether upon its assistance for expediting its circulation. The government, on the other hand, assumed somewhat of the attitude of a patron of the newspaper press, and avowedly undertook to encourage its growth as the most important disseminator of intelligence among the people. When the postal system of the United States was first organized, the press of the country was insignificant in character and volume, and its issues did not promise any very great burden to the mails. The rates of newspaper postage were therefore fixed at much lower figures than those charged for the transmission of letters, as they have in fact remained from that day to this.

A simultaneous development.

By the postal act of 1793 the rates of postage charged for a single letter (*i. e.*, one composed of a single sheet of paper) were: Under 40 miles, 8 cents; under 90 miles, 10 cents; under 150 miles, 12½ cents; under 300 miles, 17 cents; under 500 miles, 20 cents; over 500 miles, 25 cents; while newspapers were sent under 100 miles, or within the state where published, for 1 cent each, over 100 miles

The first federal postal act.

^a The daily circulation of the London *Telegraph*, recently certified by public accountants, averages over 260,000. The weight of paper used each morning is 21 tons. The paper is printed on ten Hoe machines, which turn out an average of 120,000 copies per hour.—Joseph Hatton, in *Harper's Magazine*, 1881.

and out of the state where published, $1\frac{1}{2}$ cents. Magazines and pamphlets, $1\frac{1}{2}$ cents a sheet under 100 miles; if periodicals, over 100 miles, $2\frac{1}{2}$ cents a sheet; if not periodicals, 4 and 6 cents. The provisions of the postal act of 1793, so far as they relate to the transmission of newspapers and periodicals, were as follows:

Extracts from the act of 1793.

SEC. 21. That every printer of newspapers may send one paper to each and every other printer of newspapers in the United States free of postage, under such regulations as the Postmaster-General may provide.

SEC. 22. *And be it further enacted*, That all newspapers conveyed in the mail shall be under cover, open at one end, and carried in separate bags from the letters, and charged with the payment of one cent each for any distance not over one hundred miles, and one and a half cents for any greater distance: *Provided*, That the postage for a single newspaper from any one place to another in the same state shall not exceed one cent; and that where the size of mails and the mode of conveyance will admit of it, magazines and pamphlets may be transported in the mails at one cent per sheet if conveyed any distance not exceeding fifty miles, one and a half cents for any distance over fifty miles and not exceeding one hundred miles, and two cents per sheet for any greater distance. And it shall be the duty of the Postmaster-General and his deputies to keep a separate account of the newspapers, magazines, and pamphlets, and the deputy postmasters shall receive fifty per cent. of the postage thereon exclusive of their own allowance.

[Additional act—same year.]

SEC. 6. That no newspaper shall be received by the deputy postmasters to be conveyed by post unless they be sufficiently dry and inclosed in proper wrappers, on which, beside the direction, shall be noted the number of papers which are inclosed for subscribers and the number for printers. The deputy postmasters shall form all newspapers deposited in their offices to be conveyed by post into mails, and if any deputy postmaster shall open or permit any other to open any mail not directed to his office to be opened, he shall, on conviction thereof, forfeit for such an offense a sum not exceeding twenty dollars.

But one principle of difference in rates in the postal transmission of newspapers was recognized in the original postal act, while two distinct principles were adopted in reference to the transmission of letters. Newspapers paid one cent postage for all distances within 100 miles, and a cent and one-half for all greater distances, without reference to their weight, while letters paid postage, according to their weight, upon a graduated scale of distances.

Different principle in newspaper and letter postage.

These rates made the burden of letter postage an onerous one from the start, while it was never claimed that the postage then charged upon newspapers was other than a reasonable one. The theory was that the cost of the mail service was to be paid out of the letter postage, and that the newspapers were to have the advantage of the revenues thus created for their contemporaneous transmission through the mails.

Nevertheless the principles adopted in the first postal law remained unchanged for half a century. The following letter of Postmaster-General Barry to Hon. Felix Grundy, chairman of the Senate committee on post-offices, written in 1833, contains a *résumé* of the postal laws and their modifications up to that date:

Postal modification s u to 1833.

SIR: In answer to your inquiry, I beg to state that from the earliest period of our government, when the circulating medium was much more limited, and consequently its nominal value was greater than at present, there has been no essential variation in the price of letter postage, as will be seen by the following statement:

Miles.	Not exceeding—	Cents.
30	60	8
60	100	10
100	150	$12\frac{1}{2}$
150	200	15
200	250	17
250	350	20
350	450	22
450	25

Newspaper postage on distances not exceeding 100 miles, 1 cent; exceeding 100 miles, $1\frac{1}{2}$ cents.

The law was revised by Congress in May, 1794, and the same rates of postage were again determined upon. The law of March 2, 1799, slightly reduced the rates on letter postage; newspaper postage continued as before. The law was revised in 1810, but no change was made in the rates of postage.

From February 1, 1815, to March 31, 1816, 50 per cent. was added to all postages for the purpose of raising a revenue in aid of the expenses of the war in which the country was then engaged. In April, 1816, Congress then reduced the postage on letters, but newspaper postage continued as before, except that the postage was reduced to 1 cent, though conveyed more than 100 miles for delivery in the same state in which they were printed.

In 1825 the law was revised but the rates on postage were confirmed.

Under these circumstances I am warranted in the conclusion that the rates on newspapers were so far settled that no important difference in their aggregate amount was to be contemplated, and the experience of forty years, without producing an opposite conviction in the public mind, was sufficient to justify the conclusion that the principle was settled.

On this principle all existing contracts for transporting the mails have been predicated. A reduction of the rates will require a very important reduction of the mail facilities of the country.

In relation to the postage on newspapers, the consequence of a reduction will be no less embarrassing. The expense of their transportation is very great, and their numbers are constantly multiplying. It is an occurrence of almost every day that a ton's weight of newspapers is carried in our mail hundreds of miles together, and at a rate of from 80 to upward of 100 miles a day; and if the postage

on them shall be abolished, the number will be multiplied and the cost of their transportation increased. It will probably be the means of superseding many of our village newspapers by supplying their places with papers from the cities, which will render it difficult for their rapid transportation at any expense. (a)

It is evident from the phraseology of this letter that the agitation of a reduction of letter postage began long previously included also a demand for the reduction of newspaper postage as well. Indeed, not only a reduction but the entire abolition of newspaper postage was asked. In the previous year a resolution making inquiries as to the expediency of such an abolition had passed the House of Representatives. In response to this resolution, Postmaster-General Barry wrote as follows:

Demand for a reduction of postage on letters and newspapers.

To the House Committee on Post-Offices and Post-Roads:

SIR: I have the honor to acknowledge the receipt of your letter inclosing a resolution of the House of Representatives relative to the expediency of abolishing the postage on newspapers and periodicals, in which you inquire the amount of net revenue received from this source, and the amount of each separately; also my opinion upon the propriety of adopting this measure. Having a due regard for the prosperity of the department, and with no other intention than that which may be useful to the committee in forming a correct opinion on the subject, to the first inquiry I will observe that the amounts of postage on newspapers and pamphlets are kept together, without distinguishing one from the other. The commission of postmasters is the same on both, and no occasion has ever arisen for separating them in the books of the department. The postage on pamphlets which are not periodicals is very inconsiderable. The intention of the law appears to be to evade and discourage their transmission by mail, except in cases where it might be required as a matter of considerable interest to the object which is to be accomplished. The postage on newspapers and periodicals arises principally from the former, probably more than four-fifths of the whole. The remainder is almost entirely on periodical pamphlets.

The gross amount of postage on newspapers and pamphlets for the year ending June 30, 1830, was \$196,606 34; that for the year ending June 30, 1831, was \$223,485 01. The increase in one year was \$26,878 67. The commission allowed to postmasters on newspapers and pamphlets is 50 per cent. of the gross amount; but by reserving to the department the fractions of cents the net proceeds are a little more than one-half the gross amount.

The net proceeds of postage on newspapers and pamphlets for the first above-mentioned year amounted to \$98,513 44; for the second year, \$112,111 22. The increase in the net proceeds was \$13,597 78.

To the second inquiry I have the honor to submit the following remarks:

The increase of postage on newspapers is in a greater ratio than that on letters; and the increase of postage of every description is in a ratio considerably beyond that of the population and business of the country. This great ratio of increase has resulted from the greatly increased facilities which have been given to communications by mail.

Having perceived at an early day the propriety and necessity of making such improvements in some of the leading mail-routes as would be calculated to draw every kind of communication as much as possible into the mails, and would thus increase the revenue to a greater amount than the increased expenditure required for such improvements, my attention has been constantly directed to this object. The propriety of the course adopted has been justified by the results. The improvements have called for a considerable expense, yet they have increased the revenue beyond their cost. But if improvements should now cease to be made, the ratio of increase of the revenue will be of necessity diminished.

a The text of the act of 1825, so far as it related to newspapers, was as follows:

"SEC. 30. That all newspapers conveyed in the mails shall be under cover and open at one end and charged with a postage of one cent each for any distance more than one hundred miles, and one and a half cents for any greater distance, provided that the postage on a single newspaper from any one place to another in the same state shall not exceed one cent; and the Postmaster-General shall require those who receive newspapers by post to pay always the amount of one quarter's postage in advance; and should the publisher of any newspaper, after being three months previously informed that his newspaper is not taken out of the office to which it is sent for delivery, continue to forward such paper in the mails, the postmaster to whose office such paper is sent may dispose of the same for the postage unless the publisher pay it.

"If any person employed in the department of the post-office shall improperly detain, delay, embezzle, or destroy any newspaper, or shall permit any other person to do the like, or shall open or permit another to open any mail, or take a newspaper not directed to the office where he is employed, said offender shall, on conviction thereof, forfeit a sum not exceeding fifty dollars for each said offense, and if any other person shall open or take a newspaper, or shall embezzle or destroy the same, not being directed to such person, or not being authorized to receive or open the same, said offender, on conviction thereof, shall pay a sum not exceeding twenty dollars for every such offense.

"If any person shall take or steal any packet, book, or mail of newspapers from or out of any post-office, or from any person having custody thereof, such person shall upon conviction be imprisoned not more than three months for every such offense and be kept at hard labor during such imprisonment.

"If any person shall inclose or conceal a letter or other thing or any memorandum or writing in any newspaper, pamphlet, or magazine, or in any packages of newspapers, pamphlets, or magazines, or make any writing or memorandum thereon which he shall have delivered into any post-office, or to any person for that purpose, in order that the same may be carried by post for letter postage, he shall, on conviction thereof, forfeit or pay the sum of five dollars for each and every offense, and the newspaper package or memoranda intended to be delivered to the person to whom it is directed shall be held till the amount of single letter postage is paid for each article of which the package is composed.

"No newspapers shall be received by the postmaster to be conveyed by post unless they are sufficiently dried and inclosed in paper wrappers on which, beside the direction, shall be noted the number of papers which are inclosed for subscribers and the number for printers, provided that the number intended be indorsed.

"The postmaster, in any contract he may enter into for the conveyance of the mail, may authorize the person with whom such contract is to be made, to carry newspapers, magazines, and pamphlets other than those conveyed in the mails; provided that no preference shall be given to the publisher of one newspaper over another in the same place. When the mode of conveyance and the size of the mail will admit of it, such magazines and pamphlets as are published periodically may be transmitted through the mails to subscribers at one and one half cents a sheet to any distance not exceeding one hundred miles, and two and one half cents for any greater distance. And such magazines and pamphlets as are not published periodically, if sent in the mails, shall be charged with a postage of four cents on each sheet for any distance not exceeding one hundred miles and six cents for any greater distance."

The gross amount of postage for the year ending June 30, 1833, may be fairly estimated at \$249,000, and the net revenue at \$125,000. If the postage shall be abolished on newspapers and pamphlets, it will materially diminish the earnings of postmasters, as their compensation generally does not now exceed a fair equivalent for their labor. They would probably solicit an increase of commissions on letter postage. Should this be granted, the diminished means for carrying on the operations of the department and for that progress of improvement which the country demands would consequently be \$249,000 for the first year, with a loss of its progressive increase from year to year; and if the postmasters should be denied an increase of commission to counterbalance the loss they will sustain in being deprived of this part of their compensation, the immediate diminution to the net revenue of the department would amount to \$125,000 a year. There must also be estimated the increased expense of transporting the mails incurred by the additional weight which would be added to it. * * * Should the measure be adopted, it would give an immediate check to all further improvement to mail facilities. In order to preserve the rapidity and certainty of the connections now secured between the large commercial towns it will probably be necessary to provide for separating newspapers from the letter mail. The newspapers and periodicals are held to be of inestimable value to the community, though it has not yet been considered to be the duty of the government to distribute them through the Union entirely at the public expense. The freedom of the press guaranteed by the Constitution, and the small share of postage with which these publications are charged, compared with the whole expense of their transportation, demonstrate the estimation in which they are held by the government. If they should be transported entirely free of postage, an equivalent amount appropriated from the treasury for their transmission would be at the expense of the government, or if the department shall depend upon its own resources alone, then their transmission will be at the expense of those who pay the revenue in postage on letters.

From the preceding view of the facts the committee will judge of the policy and justice of adopting either of the alternatives stated, and how far the energies of the department would be embarrassed by abstracting from it the revenue derived from newspapers and pamphlets, at the same time adding to its charges the increased number which it would be required to transport. (a)

A bill for the abolition of the postage on newspapers having been introduced in the Senate and referred to the committee on post-offices and post-roads, that committee, through its chairman, made the following adverse report on May 19, 1832:

Proposed abolition of newspaper postage.

The committee beg leave to report that they are aware of the importance of advancing information throughout the community through the medium of newspapers, and that it is the duty of the government to promote an object so laudable and desirable, so far as is consistent with the successful operations of the post-office department. The other great interests of the country, the safety of the department, and the beneficial effects which are everywhere felt from its operation, should not be hazarded for slight cost, nor should the principles of justice and equity be sacrificed for the attainment of fancied benefits wrought in any other but a tangible and durable form.

The object of the bill is a more extensive circulation of newspapers; and if this object be attained, it must in the same proportion increase the burdens of the mail. This will operate unjustly and press heavily upon the mail contractors who have already entered into obligations to meet their arrangements without reference to the new state of things which would be produced by the passage of this bill.

The postage on newspapers and pamphlets for the three years ending July 1, 1833, was as follows: 1829, \$180,656 48; 1830, \$205,098 55; 1831, \$228,876 56. On the same progressive ratio of increase they will for the current year amount to upward of \$250,000. Of this sum not more than one-fifth was derived from periodicals and pamphlets; and if the postage on newspapers shall be abolished, it is probable that most of the periodicals and pamphlets will assume the form and character of newspapers.

One-half of this sum is retained by the postmasters on account of compensation for their services. If this part of their compensation shall be taken from them, while their labor is increased, it would be but equitable to increase their compensation in some other way. And if no remuneration shall be made to postmasters in lieu of the compensation which would be withdrawn by the passage of this bill, yet will the law establishing new rates impose upon the department an additional burden of from \$100,000 to \$234,000 per annum. The passage of this bill will deprive it of the means of sustaining itself, by diminishing its revenue more than \$100,000.

From a careful investigation of the subject the committee are satisfied that the provisions of the bill cannot be sustained without an annual appropriation from the treasury, and that appropriation must be increased from year to year, for the increase of newspaper postage is greater than the increase of letter postage in a duplicate ratio. The increase of the weight of newspaper mails, even while subject to postage, is to the increase of letter mails as about thirty to one. It must then be obvious that, if the revenues arising on letter postage are not sufficient to defray the expense of transporting the letters and newspapers conveyed in the mails, the deficiency will continue to increase as the weight of the mail shall increase. The measure would probably in a few years become a serious burden to the treasury,

a As an illustration of the difficulties with which publishers had to contend, as well as the post-office department, because of these dead papers, we reproduce the following circular, addressed by Thomas Ritchie, of the *Richmond Enquirer*, to the postmasters at every office to which one or more of his papers were sent in 1819:

"RICHMOND, November 6, 1819.

"SIR: In these times it is a point of some importance to save as much as I can. One dead paper at one post-office may be a trifle; but one paper lying dead at 150 or 200 offices may amount in the year to a very serious loss. I have therefore determined to address a circular letter to each of the post-offices to which the *Enquirer* is forwarded, respectfully requesting the postmasters to inform me if there be any of its papers not taken up by the subscriber to whom it is addressed.

"It would be an additional obligation to me if you, sir, would add why the paper is not taken up; if the subscriber be dead, who is his representative; if removed, to what state he has emigrated; and any other information touching the matter which you may deem important for me to possess.

"You would also serve me essentially by informing me whether the *Enquirer* comes regularly to your office, and whether there be any change in its route or in the run of the mails which might make it arrive sooner at its place of destination.

"I have nothing else to offer you, sir, for any attention you may pay me in this way than the sincere thanks of one who works hard for the bread which he eats, and who is therefore unwilling to throw away any of his work. I am encouraged to hope for success in this application by the recollection that three years ago I made a similar experiment, whose results were as pleasing to me at the time as they have since been profitable. I have now on file more than one hundred very obliging letters in reply to mine; and the information thus kindly communicated saved me from fifty to one hundred papers annually, which had otherwise been wasted 'upon the desert air'.

"Any information you can furnish now or hereafter about the transmission of my papers will be gratefully acknowledged by, sir, your obedient servant,

"THOMAS RITCHIE."

and might prove the foundation for a pretext at no distant day for imposing a tax on newspapers as an equivalent for the expense of their transportation—a measure which at this time would meet the disapprobation of the whole community.

The inevitable consequence of passing this bill would be to resort to the treasury for the transportation of newspapers. To such a resort there are many and, in the opinion of the committee, very weighty objections.

Newspapers cannot be transported without expense, and they are generally distributed by the mail at a much lower rate than in any other way that can be devised. The price fixed is much lower than the actual cost to the department. If they were excluded from the mails, the weight would be so diminished as greatly to diminish the expense of transportation. It is the weight of the mail that subjects it to heavy charges for transportation; and from the best estimate that can be made the weight of the letters transported in all the mails of the United States does not amount to more than one-fifteenth part of the whole weight, yet the postage on letters for the year ending the 1st of October last amounted to \$1,323,563 08, and the postage on newspapers and pamphlets for the same period amounted to \$228,876 56, about one-eighth part of the same for fifteen times the weight.

The postage on newspapers is not a tax. It is no more in the nature of a tax than is the freight paid on merchandise. It is money paid for a fair and full equivalent in service rendered, and paid by the person for whose benefit and by whose venture the service is performed. The law does not require newspapers to be distributed by the mails. It only extends to their proprietors that privilege when it becomes their interest to avail themselves of it in preference to other and more uncertain and expensive modes of conveyance. There does not appear any sufficient reason why the public should pay for transporting printers' articles or merchandise to a distant market any more than the productions of other kinds of industry. In all cases the expense must be defrayed either by a tax or by the person for whom the service is performed; and the committee cannot perceive a more equitable way than for each one to pay for the services actually rendered to himself for his own benefit and by his own order.

From whatever source the revenue to be applied to that object shall be derived, yet it is drawn from the public, and if the bill shall pass it will in fact impose a tax upon the people for the transportation of newspapers. The greatest benefit from this tax will accrue to him who receives the greatest number of distant newspapers. The operation then will not be in favor of the laboring class of the community. The industrious and useful farmer or mechanic generally contents himself with one or two weekly newspapers, while his more wealthy neighbor is able to indulge himself with as many every day. The measure will therefore operate as a tax for the benefit of the wealthy at the expense of his more industrious and useful neighbor. The committee do not perceive the justice of taxing that portion of the community who read the fewest papers for the benefit of those who read the most.

The effect this bill would have upon the newspaper establishments of the country, and indeed upon the political character of the nation, is a subject worthy of deep consideration. There is a prevailing curiosity in the interior to see and read the papers which are published in the large cities, and to learn the news and rumors which are circulated there. If these papers shall be transported without expense, it is apparent that they will be generally preferred, although all the useful intelligence that they contain is now circulated, with but a few hours delay, through the medium of the local press.

The city editors, by fixing agents in the different towns and villages to receive and circulate their papers, will depress and finally supplant the smaller establishments and monopolize the news of the large cities, whose political atmosphere is not always the most congenial to the spirit of independence or calculated to promote that manliness of spirit which has always characterized the great body of the common people of our country; and that spirit which constitutes the safeguard of our liberties will gradually decline, and the loss consequent upon such a state of things cannot be compensated by any saving of postage on newspapers. A concentration of political power in the hands of a few individuals is of all things the most to be dreaded in a republic. It is of itself an aristocracy more dangerous and potent than any other, and nothing will tend more to prevent it than the sustaining of the newspaper establishments in the towns and villages throughout the country.

The committee, upon a full view of the subject, are of the opinion that it would be entirely inexpedient to pass the bill, and therefore recommend its indefinite postponement.

The soundness of the argument advanced by this committee against the free carriage of newspapers in the post has been demonstrated by the experience of more recent years. At the particular period of the preceding report there was a great deal of complaint on the part of the publishers of interior newspapers that the postal laws already discriminated most unjustly in favor of the metropolitan newspapers. These mammoth papers—for this was the golden era of the New York "blanket sheet"—were carried long distances at the same rates of postage charged to the smaller local press, and they conveyed the latest news to the people of the interior towns earlier than the publishers in the latter, obliged to wait for their news for the arrival of the same papers, could republish and circulate it. Thus the mail service was the real cause of that concentration of political influence about a few centrally-located newspapers, which has been spoken of elsewhere in this report as one of the marked journalistic characteristics of the second era. It was the mail facilities they enjoyed which gave to newspapers like the *National Intelligencer*, of Washington, a reputation and a circulation all over the Union such as no paper, however superior, can command in these days of telegraphic communication. Everywhere the people were obliged to await the arrival of the *Intelligencer* before they could learn what had transpired in Washington on the day previous to its publication, and the gentlemen of this committee were naturally affrighted by the vision of the concentration of political power about a few establishments, which this state of things, if left to the development then in progress, would eventually work. But the invention of the telegraph put all the journals of the Union on a par with respect to priority in the publication of the news, and thus restored journalistic development in the United States to healthy and natural conditions.

In the meanwhile the department continued to devote its energies to facilitating the rapid transmission of newspapers in the mails. The following extract from the annual report of Postmaster-General Amos Kendall for 1835 shows the early recognition of the steamboat and railroad as a revolutionizing element in postal history:

Sufficient attention has been given by the undersigned to the manner in which newspapers and other printed matter are conveyed through the mails to satisfy him that it is radically defective. No supervision or power to punish exercised or bestowed by the Postmaster-General is able to prevent on some occasions the canvas bags in which printed matter is stowed from being left behind, so long

Inequalities of newspaper postage rates.

Consolidation of newspaper power the consequence.

Railroads and steamboats as mail carriers.

as they are being carried separately from the letter mails or on the outside of coaches and stages. To prevent the evil in some degree, it has been provided in the contracts lately awarded on the mail routes to the West that on the outward trips no passengers shall be carried in the mail-coach, and that it shall be devoted exclusively to the mails, and on similar routes along the seaboard the same restriction will be applied in that direction. It is believed that the enforcement of the contracts in this respect will insure the safe conveyance of the newspapers so far as they travel on these routes.

A very great improvement in this respect is anticipated by the arrangements now in progress to run steamboat mails on the rivers during steamboat navigation and on a portion of the Mississippi during the whole year. The multiplication of railroads will form a new era in the mail establishment; they must soon become the means by which the mails will be transported on most of the great lines of intercommunication; and the undersigned has devoted some attention to the devising of a system which shall render the change most useful to the country.

The same report of Mr. Kendall broached a subject in connection with the mail transmission of newspapers which had already made much excitement in the southern states, and constitutes one of the most interesting chapters in the history of the relation of the United States mail to the newspaper and periodical press. Mr. Kendall's report continues:

Federal supervision over the contents of newspapers carried in the mails.

A new question has arisen in this department. A number of individuals have established an association in the northern and eastern states, and have raised a large sum of money, for the purpose of effecting an immediate abolition of slavery in the southern states. One of the means resorted to has been the printing of a large mass of newspapers, pamphlets, tracts, and almanacs containing exaggerated and, in many instances, false accounts of the treatment of slaves, illustrated with cuts calculated to operate on the passions of the colored men and produce discontent, assassination, and civil war. These they attempt to disseminate through the slaveholding states by the agency of the public mails.

As soon as it was ascertained that the mails contained these productions great excitement arose, particularly in Charleston, South Carolina, and to insure the safety of the mail in its course southward the postmaster agreed to retain them in his office till he could obtain instructions from the Postmaster-General. In reply to his appeal he was informed that it was a subject upon which the Postmaster-General had no legal authority to instruct him. (a) The question again came up from the postmaster at New York, who had refused to send the papers by the steamboat mail to Charleston, South Carolina, to whom I also answered that the Postmaster-General possessed no legal authority to give instructions on the subject. But as the undersigned had no doubt that the circumstances of the case justified the detention of the papers, he did not hesitate to say so. Important principles are involved in this question, and it merits the grave consideration of all the departments of the government.

There is no quarter whence domestic violence is so much to be apprehended in some of the states as from some of the servile population preyed upon by mistaken or designing men. It is to obviate danger from this quarter that so many of the state laws in relation to the circulation of incendiary papers have been enacted.

Without claiming for the general government the power to pass laws forbidding discussions of any sort as to the means of protecting states from domestic violence, it may safely be assumed that the United States have no right, through their officers or departments, knowingly to be instrumental in producing within the several states the very mischief which the Constitution commands them to repress. It would be an extraordinary construction of the powers of the general government to maintain that they are bound to afford the agency of their mails and post-offices to counteract the views of their citizens in the circulation of papers calculated to produce domestic violence, when it would be at the same time one of their most important constitutional duties to protect the states against the natural, if not necessary, consequences produced by that very agency. The position assumed by this department is believed to have produced the effect of withholding its agency generally in giving circulation to the obnoxious papers in the southern states. Whether it be necessary more effectually to prevent by legislative enactments the use of the mails as a means of avoiding the violation of constitutional laws of the states in reference to this portion of their respective rights is a question which, it appears to the undersigned, may be submitted to Congress upon the statement of the facts and their own knowledge of the public interest.

In the extreme view here advocated, of the right of the general government to exercise a discretionary supervision over the character of the contents of newspapers conveyed in the mails, Mr. Kendall reflected the sentiment of the administration and of a large element in the democratic party. The annual message of President Jackson for the same year contained the following passage on this subject:

President Jackson advocates the right of federal supervision.

I must also invite your attention to the painful excitement produced in the South by attempts to circulate through the mails inflammatory appeals addressed to the passions of the slaves, in prints and in various sorts of publications calculated to stimulate them to insurrection and to produce all the horrors of a servile war.

There is doubtless no respectable portion of our fellow-countrymen who can be so far misled as to feel any other sentiment than that of indignant regret at conduct so repugnant to the principles of our national compact and to the dictates of humanity and religion. Our happiness and prosperity essentially depend upon peace within our borders, and peace depends upon the maintenance, in good faith, of those compromises of the Constitution upon which the Union is founded. It is fortunate for the country that the good sense, the generous feeling, and the deep-rooted attachment of the people of the non-slaveholding states of the Union, and their fellow-citizens of the same blood in the South, have given so strong and impressive a tone to the sentiments entertained against the proceedings of the misguided

a Postmaster-General Kendall wrote as follows to the postmaster of Charleston, South Carolina, in response to a request for instructions as to how he should dispose of "incendiary documents" received at that office. It should be added that before the answer to the request came a public meeting was held in Charleston, which unanimously resolved that the matter in question should be burned, and this resolution was carried out, the mails being searched and rifled for that purpose:

"I am satisfied that the Postmaster-General has no legal authority to exclude newspapers from the mails, or to prohibit their carriage or delivery on account of their character or tendency, real or supposed. * * * But I am not prepared to direct you to forward or deliver the papers of which you speak. * * * By no act of mine, official or private, could I be induced to aid, knowingly, in giving circulation to newspapers of this description, directly or indirectly. We owe an obligation to the laws, but a higher one to the communities in which we live; and if the former be permitted to destroy the latter, it is patriotism to disregard them. Entertaining these views, I cannot sanction, and will not condemn, the step you have taken. Your justification must be looked for in the character of the papers detained and the circumstances by which you are surrounded."

persons who have engaged in these unconstitutional and wicked attempts, and especially against the emissaries from foreign parts who have dared to interfere in this matter, as to authorize the hope that those attempts will be no longer persisted in; but if these expressions of the public will shall not be sufficient to effect so desirable a result, not a doubt can be entertained that the non-slaveholding states, so far from countenancing the slightest interference with the constitutional rights of the South, will be prompt to exercise their authority in suppressing, so far as in them lies, whatever is calculated to produce the evil.

In leaving the care of the other branches of this interesting subject to the state authorities to whom they properly belong, it is nevertheless proper for Congress to take such measures as will prevent the post-office department, which was designed to foster an amiable intercourse and correspondence between all the members of the confederacy, from being used as an instrument of an opposite character. The general government, to which the great trust is confided of preserving inviolate the relations created among the states by the Constitution, is especially bound to avoid, in its own action, anything which may disturb them. I would therefore call the especial attention of Congress to the subject, and respectfully suggest the propriety of passing such a law as will prohibit, under severe penalties, the circulation in the southern states, through the mail, of incendiary publications intended to instigate the slaves to insurrection.

President Jackson's recommendation for the prohibition by law of the circulation of incendiary matter through the mails was referred by the Senate to a select committee, of which John C. Calhoun, of South Carolina, was chairman. Mr. Calhoun reported, February 4, 1836, that the measure proposed by the executive would violate the Constitution and imperil public liberty. The report says:

A Senate committee denies the right.

Nothing is more clear than that the admission of the right of Congress to determine what papers are incendiary, and as such to prohibit their circulation through the mails, necessarily involves the right to determine what are not incendiary and enforce their circulation. * * * If Congress may this year decide what incendiary publications are, they may next year decide what they are not, and thus laden their mails with real or covert abolitionism. * * * It belongs to the states, and not to Congress, to determine what is and what is not calculated to disturb their security.

Mr. Calhoun proposed that each state should determine for itself what kind of reading it would deem "incendiary", and that Congress should thereupon prohibit the transmission by mail of such matter to that state. His report concluded with a bill, which contained this provision:

State supervision proposed.

Be it enacted, &c., That it shall not be lawful for any deputy postmaster in any state, territory, or district of the United States knowingly to deliver to any person whatsoever any pamphlet, newspaper, handbill, or other printed matter or pictorial representation, touching the subject of slavery, where by the laws of said state, territory, or district their circulation is prohibited; and any deputy postmaster who shall be guilty thereof shall be forthwith removed from office.

This bill was ordered to a third reading in the Senate by ayes 18, nays 17—Mr. Van Buren, the vice-president, giving the casting vote in the affirmative. It failed, however, to pass, and that ended the matter.

The following year Postmaster-General Kendall returned to the subject of the inequalities of newspaper postage, especially complaining of the constantly increasing cost and trouble to which their transmission subjected the department and of the great injustice done the local press for the benefit of the metropolitan journals. He said (December 5, 1836):

Injustice to local press due to unequal postal rates.

Great changes have taken place in the newspaper business of the country since the present rates of postage were established. Newspapers have not only increased in number, but many of them have grown to an inordinate size. Postage, however, is the same, whether the newspaper be great or small. If not carried over one hundred miles out of the state where printed it is one cent; if out of the state, and over one hundred miles, one and one-half cents. The policy of reducing the rate of postage on newspapers generally is doubted. They constitute in weight over two-thirds of the mails, are in many parts of the country difficult of transportation, and produce numerous failures. These considerations would be of no moment if it were really necessary that large quantities of newspapers should be transported from one end of the Union to the other as a means of instructing and enlightening the public mind, but that phase can be as well provided for by the local press as by the newspapers from a distance. To reduce the rates of postage on newspapers below the actual cost of carrying them would be to tax the correspondence of the country generally for the benefit of the large newspaper establishments in the principal cities, to the injury of the distant and country press. Such a measure is not believed to be consistent with sound principle or good policy. It is not sound principle to tax the business of one portion of the people for the benefit of another portion. It is not good policy to aid the large city establishments in monopolizing the newspaper circulation to the exclusion of the local and country press. But there is just and good policy in graduating the postage on newspapers according to the size and weight of the matter to be conveyed.

The following scale of newspaper postage is therefore suggested in lieu of the present, namely:

Size of paper.	RATES OF POSTAGE.	
	Carried not over 200 miles nor out of the state.	Carried over 200 miles and out of the state.
	Cents.	Cents.
Between 550 square inches or under	½	1
Between 550 square inches and under 920 ..	1	1½
Over 920 square inches	1½	2

If these rates were reduced one-half, it would not materially diminish the means of the department, provided the entire newspaper postage were paid in advance. So great an innovation would probably be inexpedient. But where editors will pay in advance the postage on their whole impression sent by mail the Postmaster-General might be safely authorized to accept one-half of the foregoing rates. Circular newspapers are now extensively used, of every device and conventional size, all answering the purposes of letters, to evade the payment of postage. It would check this abuse if they were in all cases subject to double postage, to be paid in advance.

The rates of postage on periodicals and pamphlets may be as judiciously regulated upon the same principle as that suggested for the newspapers, and reduced to the least rate which will pay for their transportation.

If a preference be given to anything, it should be to works of agriculture, science, and mechanical arts; but the principle I believe to be a good one in relation to mails that everything ought to pay its own way.

To render the department measurably independent of the railroads and accomplish other important results an express mail has been started on the great mail line between New York and New Orleans. The great express mail is five days and seventeen hours going from New York to Mobile, and one day is occupied in transporting the mails between Mobile and New Orleans. This mail leaves far behind the news conveyed by railroad or any other means. The editors and the people of New Orleans will receive the news from New York in less than half the time it has heretofore occupied in its transmission. The editors will have the advantage of being the original dispensers of the news to their subscribers, and the people will obtain it from their own papers without postage five or six days sooner than it can reach them by the New York papers with postage. The editors and people along the whole road and to the right and left will participate in the same advantages to a greater or less degree.

On the other hand, the circulation in the South of newspapers from the principal cities in the North will undoubtedly be diminished. This injury is more than counterbalanced by the benefit secured to the local establishments; and if it were not, it is not to be brought into competition with the advantages of an earlier transmission and dissemination of commercial and other intelligence. No measure should be taken to injure the great city establishments, but it would be unreasonable and unjust to withhold information from the people of the South because the mail cannot carry with equal expedition the cumbrous sheets from the northern newspaper presses.

The above extract contains the first suggestion, officially made, of the advantage to the postal service that would result from the establishment of the principle of prepayment of all newspaper postage as the condition-*precedent* to a reduction of the existing rates. Meanwhile the agitation for a reduction both of letter and newspaper postage continued to increase, and Congress was flooded with petitions and memorials on the subject. In May, 1838, Mr. Montgomery, from the House committee on post-offices and post-roads, submitted a report on sundry petitions and memorials relating to the reduction of postage on letters and newspapers, in the course of which it was said that—

Prepayment of all newspaper postage first suggested.

The committee have not yet been able to agree on any change in the postage of newspapers, pamphlets, and other printed matter sent by mail; but all agree that some change is desirable and necessary, in order to make the postage more equitable. The committee still have the subject under consideration, and should they be able to agree upon a change they will report the subject to the House. From the facts contained in the annexed letter of the Postmaster-General, it is obvious that there is a great disparity in the postage on newspapers, pamphlets, periodicals, etc., and great disparity between the postage on newspapers, pamphlets, etc., sent by mail and the postage on letters.

The letter of Postmaster-General Kendall, replying to a request from the committee for the size in square inches and the weight and number of newspapers, with a statement of their comparative postage when sent by mail, and any other information relative to newspapers and pamphlets that he might deem necessary to supply, contained the following:

The lowest rate of newspaper postage is now one cent, half of which goes to the postmasters, leaving only half a cent to pay for transportation and other incidental expenses. This undoubtedly falls short of the actual cost for this service to the department, and there are many considerations dissuading from an increase of this rate on newspapers of a reasonable size. The distance upon which this rate is chargeable is within the limits of each state, and 100 miles if carried out of the state where mailed. It seems to me inexpedient to disturb or compromise the principle upon which this provision is founded, or alter the lowest rate on newspapers or papers of a moderate size. The same objection does not extend to an adjustment of postage on newspapers carried out of the state where printed and over 100 miles. On the contrary, the public interests of the several states as well as of the local press throughout the Union require that newspapers conveyed great distances shall be subject to a rate of postage which will approximate the cost of transportation and delivery. More especially is it desirable that the expense of transportation and delivery should be levied upon these large sheets, three-fourths of which are filled with matter of no utility to the distant reader. If the department be required to transport useless matter of this sort, those who send or receive it should pay the cost, instead of throwing it upon the letter correspondents; and it is believed to be good policy in reference to the public interests and the interests of the press generally, as well as to the convenience of the mail service, to discourage, so far as can be done, the inordinate size of newspapers which is now so much in fashion, especially when they are to be conveyed by mail.

By the existing law every publisher of a newspaper is allowed to receive free of charge one copy of every other newspaper published in the United States. When this provision was adopted the number of newspapers printed in the whole Union was not probably one hundred and fifty, and no inconvenience was likely to arise from the privilege granted. Now the number of newspapers published in the Union is believed to be from thirteen to fifteen hundred, and some publishers exchange with five or six hundred. Of these, not one hundred are of any practical use to them. They serve merely to overload and delay the mails, and are generally thrown away without being opened. It is found that on the express lines all news of importance is now sent in slips, not exceeding two columns in size, cut out of papers of from ten to eighteen columns upon a side, or printed for this special purpose, containing only one-fifth or one-ninth of the newspaper. Publishers now obtain the important news before receiving the newspaper with which they exchange. A shorter way of exchange would be accomplished by confining it to an interchange of slips, somewhat smaller in their dimensions, by the ordinary mail. It would probably be more acceptable to the printers if the permission to receive newspapers free were restricted to a certain number of papers. In relation to periodicals, pamphlets, and magazines, it is now optional with the Postmaster-General to permit them to be carried by mail or not. This discretionary power has not, however, been exercised to exclude them. On the contrary, great latitude of construction has been indulged in, which has opened the mails to a quantity of printed matter, under the name of periodicals, which is scarcely entitled to admission. The practice of sending this matter by mail had become so inveterate that this purpose with me was more of an experiment to regulate than to abolish it. It has every year very greatly increased, and already presents a serious obstacle to the speed of the mails; and as the Postmaster-General has power to send it in separate mails, if necessary, it need not impair the efficiency of the service, provided it be made to pay the full cost of its transportation and delivery.

So many changes have taken place within a few years in the manufacture of paper, that the names used in law to designate paper for use and indicate the sizes originally intended by them render the execution of the law in reference to the class of mail matter under consideration extremely difficult and perplexing. The weight of the pamphlet, or the size of the page in square inches, without reference to the name of the paper—whether medium-roll or superior-roll—affords a certain and unchangeable criterion by which the postage may be adjusted.

In compliance with your request, I have caused a number of newspapers to be bought and weighed, and herewith send you a statement of the result. The weight of an ordinary letter is about one-fourth of an ounce. The ruling operation of existing laws upon the postage of newspapers for long distances, compared with each other and with letters, so far as weight is concerned, is illustrated by the following table:

Name of paper.	Weight.	Present postage.	Letter postage on same weight.
Eastern Argus.....	0.666	\$0 01½	\$0 50
Ohio Statesman	0.812	01½	75
Delaware Gazette	0.958	01½	75
Boston Morning Post.....	0.779	01½	75
Richmond Enquirer	1.229	01½	1 00
Pennsylvanian	1.354	01½	1 25
Pennsylvania Inquirer	1.502	01½	1 50
New York Courier and Enquirer.....	1.750	01½	1 75

It hence appears that letter postage is one hundred and sixteen times as high as newspaper postage; on the largest paper about thirty-three times as high as on the smallest, and sixty-eight times higher than the general average; so that the postage on the smallest newspaper is two and two-thirds times as high as that on the largest. From the same data, in connection with the supposed number of newspapers conveyed by mail, it is estimated that if newspapers and other printed matter paid as high postage as letters the revenues of the department would now be about \$25,000,000, instead of \$4,000,000. On the other hand, if letters paid no more by weight than newspapers, the revenues would not be \$1,000,000, and the operations of the department would be brought to a standstill.

From these facts and considerations it is abundantly evident that, if the letter correspondence were not taxed to pay for the transportation of newspapers, it would not be necessary to impose upon letters a postage exceeding 10 cents for any distance. The revenue which would accrue from two rates—one of 5 cents for short distances and 10 cents for long—would, it is not doubted, pay for the transportation of the letter mails with greater certainty and expedition than they travel now. But so radical a change in the policy of the government in connection with the mail service is not to be expected, if it is even to be desired. All that can be hoped for is that the postage on large newspapers and on those carried great distances shall be increased, to the end that their bulk and weight may be diminished, and that they may afford to the department and the community a greater proportion of the means necessary to effect their transportation.

It is not easy to determine what should be the maximum size of newspapers which shall be conveyed at the lowest rate of postage. If the question were not incumbered by the existing practice of printers, I should say it should be smaller than the daily papers in this city, so small as to give a reasonable assurance that their contents consisted chiefly of useful and interesting matter. To enable the committee to judge for themselves on this point, I send herewith the papers alluded to in the statement above. I also transmit to you a statement showing the size of the pages and the weight of sundry periodicals. The following is an exhibit of the weight, size of sheet, and rate of postage of several of these periodicals, as also the postage to which they would be subject if charged at letter rates:

Name.	Weight in ounces.	Present postage.	Letter postage on same weight.
Missionary Advocate	0.875	\$0 05	\$0 75
Thompsonian Manual.....	1.75	05	1 75
Turf Register.....	2.25	04½	2 25
Western Messenger.....	2.75	07½	2 75
So. Int. Messenger.....	4.25	10	4 25
Foster's Reprint of Blackwood.....	6.00	15	6 00
Littell's Magazine.....	6.25	10	6 25
Journal of Medicine.....	8.25	17½	8 25
Law Library	9.25	17½	9 25
North American Review	16.00	25	16 00

It will be observed that the highest weight and postage on letters, newspapers, and periodicals has been taken as the basis of this calculation.

It is proper to remark that the burden of conveying newspapers and other printed matter short distances is scarcely felt by the department. It is the masses which pass along its great connecting lines between cities and sections of the Union which are found so expensive and so difficult to convey. The weight of such matter delivered within 100 miles of the starting point would not be perceived, although it would not at present rates pay the expense of transportation. So far as that consideration is involved in the question, there is no pressing call for a change in the present policy. On the whole, I am clearly convinced that the size of the sheet and page being a tolerably correct indication of the weight, is the best basis for newspaper and pamphlet postage, and that the postage should be greatly increased on the larger size and on all of the sizes conveyed great distances, and ought to be reduced on letters in an equal ratio. But if there is to be no increase of postage on printed matter, then there should not be, at present, any reduction of postage on letters, because it would make absolutely necessary a ruinous curtailment of mail facilities.

Again, on February 24, 1838, Postmaster-General Kendall wrote to the House committee on post-offices and post-roads, in response to its request for his opinion as to the expediency of abolishing the postage on newspapers altogether. The letter was written in reply to the following resolution, passed by the House and submitted by the committee for his consideration:

Postmaster-General Kendall opposes the abolition of postage on newspapers.

Resolved, That the committee on post-offices and post-roads be instructed to inquire into the expediency of abolishing by law the postage upon newspapers; and that the said committee report to this House, first, as to the policy of abolishing postage on newspapers distributed by mails in the respective counties where the respective papers may be published; and secondly, as to all newspapers sent by mail into any part of the United States.

The letter is as follows :

I propose to consider the latter portion of this resolution first: the expediency of abolishing postage on all newspapers conveyed by mail.

1. Newspapers and other printed matter yield the department the net revenue of half a million dollars annually. If the department was to lose this revenue, it must be followed by a ruinous retrenchment of the mail service.

2. It would operate unjustly, by taxing other interests to pay for the transportation and delivery of newspapers. Already injustice is done to letter writers and receivers by throwing upon them almost the entire expense of transporting newspapers and other printed matter. More than two-thirds and probably five-sixths of the weight transported by mail is composed of printed matter, and it pays but about one-sixth of the net revenue. To make the newspapers free, without other provision to pay for their transportation, would aggravate this injustice, and instead of affording any equivalent would act injuriously. The effect would be an additional weight of matter thrown in the mail to impede and often delay the transportation of letters. Thus the letter writers and receivers would be taxed more heavily for a worse service. And if the tax to pay for the transportation of newspapers be laid upon something else, or the expense be taken out of the general revenues of the country, the injustice will be the same.

3. It would destroy or cripple all the newspaper establishments in the interior towns and villages, and in a great measure concentrate the newspaper business in the great cities, and principally New York city. Settle the principle that the news generally be permitted to travel faster than the newspapers, and that all newspapers shall be conveyed free of charge, and the newspaper establishments in the city of New York will be almost the only ones in the Union worth possessing. Our people are eager for news, and will resort to the readiest expediency to obtain it early. If in New Orleans or Saint Louis or the Red river or the Upper Missouri, they can get it quicker in a New York paper than in those published in their own towns and villages, and as cheap too, they will take the New York papers and drop their own.

The New York press is justly entitled to the advantages of its position, but the correspondence of the whole nation ought not to be taxed to add artificial ones. Letter writers and correspondents should not be called upon to pay their money, not only to no direct benefit to themselves, nor yet for the benefit of the newspaper press generally, but to enable the New York publisher to come into competition with other publications throughout the Union and at their own doors. A tariff to produce competition is as unjust as a tariff to prevent it; the only difference is that the injury falls upon the other party. The newspapers sent by mail should pay for their own transportation and delivery, but nothing more. To relieve them from this tax is to give their proprietors a bounty to enable them to come into competition with others of their own trade throughout the Union, the advantages of which will be enjoyed by the great city press with an equivalent injury to all others.

The injury to proprietors of newspapers generally would find no equivalent in any benefit to the people; it is the news they want, and not particular newspapers. The news is just as valuable read in papers printed at their own doors as in papers printed thousands of miles off, if there be no advantage in having it quicker from the distant paper than that which they may enjoy by their own. On the other hand, a great deal may be sent by slips in closed mails or in signs or by telegraph. It is for the true interests of the country to spread intelligence with the greatest possible rapidity. Newspapers are favored in the mails because they are the means of disseminating intelligence. To withhold intelligence because newspapers cannot be carried so rapidly as intelligence may be otherwise conveyed is sacrificing the end to the means; it is sacrificing the interests of the people and the press generally to the interests of a few newspaper proprietors in the great cities or any one city; and if the people are to be taxed in order that masses of newspapers may be carried free, when the news might fly to them on horseback or through the air or instantaneously along the electric wire, they will be taxed not only without an equivalent benefit, but even to bring upon themselves a serious injury. The public wrong is aggravated by the consideration that at least three-fourths of the contents of many newspapers are totally useless to the readers when received. Look at the large daily papers of the commercial cities; they seldom contain a page of matter which is of interest to any reader outside the city where printed or in its immediate vicinity. If it were deemed to be right to tax correspondents for the purpose of sending the news free, would there be any excuse for taxes to give free transportation for mere waste paper?

There are no moral considerations which should induce Congress to give special advantage to the city over the country press. It is not likely to be in purer hands or subject to better influences. If it be true that cities are the sores of the body-politic, the reverse is very likely to be the case.

Nor are there any practical considerations which encourage this preference. If the newspaper business be monopolized at one or a few points, there is danger that the newspapers will fall under the control of a few men of wealth and power, who will thus extend an undue influence throughout the nation. One man or a few, or one corporation or a few, may buy up the true press, and with their hired writers fail not only to advance the rights of man and the cause of liberty, but carry some great point of ambition or speculation in derogation of the rights of the people and the general interests of society. Even if corruption does not taint the purity of the press, the proposed policy will give to favored points an undue and even an injurious influence over the other portions of the Union. There may be subjects in relation to which the different sections of our country have different interests and feelings which can only be made known with due weight by a well-sustained local press. Our nation is not one in relation to the several subjects discussed in the newspapers; and in many respects we are twenty-six independent nations. Each of these has its separate interests, systems of legislation, jurisprudence, and police which require a well-sustained local press to discuss local differences, right its separate wrongs, and maintain its rank and importance among its confederates. Legislation by Congress to give advantage within its borders to the press of other cities would be an attack upon the state press, and indirectly upon the dignity and importance of the state itself. Indeed, to give a bounty to the press of the great commercial emporiums of the nation, enabling it to disseminate, free of postage, the earliest foreign and most important domestic news in all the cities and villages of all the states, would be to destroy a great portion of the local press and extend through the states a control and consolidation both in politics and business incompatible with the true interests and even with the continuance of our federal system.

The other branch of this inquiry is as to the expediency of abolishing postage on newspapers conveyed by mail within the respective counties where they are printed. This proposition is in some respects in the opposite extreme; it would operate to the benefit of the local and country press, and in some degree to the injury of the city and other distant journals. It would therefore in particular be unjust to the latter. Distant presses, however, ought not in fact to receive a bounty to enable them to compete with the local press, because postage on newspapers sent by mail great distances is not adequate to pay the cost of transportation and delivery. Most of this cost is now paid out of the letter postage. Yet to make the local press free is deemed unjust and impolitic because it would increase the tax on letters for the benefit of newspapers, and violate the great principle that the persons whose interests are served by the government shall pay for the cost of the service.

In another respect such a measure is objectionable. It would reduce the revenues of the department, and would operate unequally. In a portion of the Union the counties are very large, being subdivided into townships for local purposes. In other portions they are small, having no subdivisions of that sort. Many of the counties in the South and West are unequal in size and population, while it is not

so in many counties of the North. Hence to make newspapers free in the counties where printed would operate much more advantageously to the latter section of the nation than to the former. The difference would be so great as to constitute of itself the fatal objection to the proposed measure.

On the whole, my opinion is that the postage on newspapers carried short distances should not be taken off, but that on newspapers carried great distances it should be increased. In short, the newspaper postage should be so regulated as to pay for the transportation and delivery of newspapers, including those sent free, and the postage on periodicals, magazines, and pamphlets should be regulated upon the same principle. Since the origin of the prevailing practice a great change has been wrought in the printing business of the country. Then there were but few newspapers and no periodicals, and indeed newspapers were published almost exclusively in the large cities. Their cheap transportation, therefore, was to establish means of disseminating their intelligence among the people. Now we find newspapers in almost every neighborhood, and periodical works have sprung up in nearly every section of the Union. The means of acquiring intelligence are therefore at the doors of the people, and it is no longer necessary to raise a tax in their interest to give transportation to newspapers with a view to their enlightenment. By disseminating intelligence to editors free the government accomplishes the great object of disseminating it freely among the people.

The size of newspapers has been greatly enlarged. It is not many years since newspapers as large as the *Globe* and the *National Intelligencer* first made their appearance. Now some of the weekly papers have swollen to great dimensions. Yet no one of these huge sheets pays more postage than the smallest penny paper of the Union. That such a graduation of postage is unequal and unjust it requires no argument to illustrate.

A new element should be made to enter into the rate of newspaper postage, and that is the size of the paper. If papers of a moderate size were fixed at one rate, and to all over that size a higher rate was charged, the effect would probably be to reduce them all to a smaller size, containing all the useful matter, and thus ridding the mails of a mass of waste paper now transported without any purpose but to the delay of the mails and the injury of the revenue.

By the present law the newspapers transported not over one hundred miles when out of the state where printed pay one cent postage, half of which goes to the postmaster who delivers them. This puts all newspapers carried not over one hundred miles when out of the state where printed at a less rate of postage, and gives advantage to the papers printed within the state over those printed out of it. Though this would be objectionable if our Union was of one opinion, yet, considering that the states are in many particulars separate and independent, it does not appear inappropriate.

Probably no better basis can be found on which to rest the lowest rates of newspaper postage than to have within these limits everywhere one rate for small papers and another higher rate for larger ones. The system would in these particulars be as perfect as it can well be made.

I would respectfully suggest a remodeling of the whole system of newspaper postage, as demanded by justice to the public interests, on a basis established upon the following proposition, viz:

On newspapers not exceeding — square inches in size and not carried over 100 miles and out of the state where printed, *one cent*.
On newspapers exceeding — square inches in size and carried as above named, — postage.

On newspapers not exceeding — square inches in size and carried over 100 miles and out of the state, where printed, —. On newspapers exceeding — square inches in size and carried as above, —.

The right of printers to receive papers free should be limited to a reasonable number. The postage on periodicals, magazines, and pamphlets should be regulated on similar principles; the rates should be sufficient to cover the charge of transportation and delivery and nothing more.

Another reform in this respect is much needed, and has every day become more urgent. The mail which leaves New York city daily for the South is believed to average two tons in weight, more than a ton and a half of which is printed matter. At Baltimore it separates, and about one-half goes west and the other half south. It is now difficult to carry other than by steam-power on the sea or railroads. The stage lines, where the roads are not highly improved, are impeded daily and often broken down with this increased weight of the mails, delaying and sometimes losing the letter mails, and always injuring their valuable contents. Indeed, when one travels upon these lines and sees how the mails are piled on and in the stages, and sees how they are unloaded and exposed, he cannot but marvel that such vast sums of money and so many valuable papers are hazarded in them at all. I cannot but be impressed with the folly of attempting to convey this heavy mass with the speed required at this age for business correspondence, and with the bad policy of so legislating as to increase it, especially when no general interest is to be promoted thereby. Indeed, without the redeeming power of railroads it would be necessary under the present tendencies of things to give up the hope of transmitting letters and newspapers with the same speed and cause them to be conveyed on separate lines. But if the railroads relieve the department on some lines, they leave it to all of its embarrassments on others, and the relief which they give is at an increase of expense which the accumulating matter they convey will go but a short way to remunerate.

If the committee were disposed to adjust the newspaper postage upon the principle hereinbefore suggested, the letter postage might be greatly reduced.

Congress still failing to take any action, the newspapers of the country began to largely avail themselves of the facilities offered by railroads and steamboats for the transmission of their papers outside of the mails, and as this practice increased the revenues of the department from newspaper postage were sensibly affected. This was in violation of the existing postal law, and Postmaster-General John M. Niles, in his annual report dated December 5, 1840, called the attention of Congress to the subject in the following words:

Newspapers sent outside the mails.

The greatly enhanced expense of the transportation of the mail on railroads is not the only way in which they affect the revenues of this department. The great facilities which they afford for the transportation of letters and newspapers out of the mail evidently diminished and reduced the postage receipts. This is proved by the sudden falling off of the revenue where these facilities have recently been provided. Information has also been received from the agents of the department, showing that letters, packages, and newspapers were extensively conveyed out of the mails on the railroads, steamboat lines, and many of the stage-coach routes. So far as this practice was detrimental to the income of the department it was believed to be in violation of law. I endeavored to suppress it, regarding it as my highest duty to enforce the laws. The practice of carrying newspapers out of the mails without having secured a provision in the contract I found to be so general that it could not be suppressed without great inconvenience to the public; and as the ambiguity of the law admitted of doubt in regard to the restriction, I concluded that I should best discharge my duty by permitting these practices to continue and leave it to Congress to remove the prohibition or make the law more explicit for its enforcement. As it is probable that the enforcement of the prohibition would have the effect of stopping the carrying of newspapers on the mail routes rather than causing them to be conveyed in the mails, it would seem both just and politic to abolish the restriction entirely.

Postmaster-General Niles also alluded to the inequalities of the existing rates of newspaper postage in the same report as follows :

Inequality of newspaper and letter postage.

The low rates of postage on newspapers and other printed matter originated in considerations of public policy, and were designed to promote the general dissemination of intelligence among the people, and the reasons for this policy, if deemed ever to have been just, have in a great measure ceased to exist. When the mail establishment was first organized printing was confined to the large cities, and there were few other channels for conveying newspapers but the mails. Now there are printing establishments in almost every village, and railroads, steamboats, and other lines of communication afford cheap and convenient channels for conveying newspapers and also other publications, the greater portion of which are distributed among the people without the agency of the mails. * * *

All newspapers now pay the same rates of postage, although some are ten times the dimension and weight of others. This is not only unjust to those who pay the taxes, but equally so to publishers. It gives an undue advantage to the large establishments in the commercial cities over the penny papers in the same place, and over the country newspapers, which are more removed from sinister influences and in general are the most independent channels of sound public opinion. There seems no good reason for the difference in postage between periodical and non-periodical pamphlets, and the distinction, in fact, is often difficult to preserve. By the present law all printed matter, except newspapers, is taxed by the sheet, but by the change in the forms of publication the postage is not and cannot be collected with any uniformity from the difficulty experienced by the postmasters in classing the various publications. Sixteen pages of octavo or twenty-four of duodecimo constitute a sheet, although it is often impracticable to distinguish between them. To remove all of these difficulties, and to establish a uniform rate of postage on printed matter, the best rule would be to tax it by weight; and if there should be an objection to so great a change, newspapers could be divided into three classes, according to their dimensions, on the plan recommended by the Postmaster-General in his report for 1836. To the proposition to tax other printed matter by weight it is believed there can be no objection. Whether the other more important reforms which have been recommended are effected or not, the tariff of postage on newspapers and other printed matter demands a radical change.

The advance of the postage on newspapers and other printed matter, although regarded as eminently just, is not admitted to be indispensable, but the object in view is a revision and an equalization of the tariff.

This report appears to have contained the first official suggestion that the true method of arriving at a just rate of newspaper postage was to tax by weight. Even he advanced the suggestion with timidity so far as newspapers were concerned, although confident there could be no objection to the principle in reference to other printed matter. His suggestion appears to have been derived from the report of Mr. George Plitt, a special agent of the post-office department, who was instructed to make an inquiry regarding the rates of newspaper postage in England and the United States. Mr. Plitt reported as follows :

The plan to base postage upon weight.

Special Agent Plitt's report.

Newspapers are sent free to any part of the British kingdom, provided they are mailed within eight days after they are printed, and all foreign newspapers are charged with postage at the rate of 2d. each. Every newspaper published in England pays a stamp duty of 2d. It would therefore seem scarcely right to tax it again when sent by mail. The average number of newspapers received daily for delivery in the London post-office is 11,460; the average number of newspapers posted in London is 83,510; the average number of newspapers daily distributed and forwarded is 3,000.

The transportation of newspapers, pamphlets, and other printed matter is by far the most burdensome portion of the mails, for which the department receives a very inadequate compensation. The price paid to the contractor is generally in proportion to the weight of the mail, and consequently that portion for which the lowest compensation is received is that for which the highest price is paid for transmission. To remedy this in some measure I would earnestly recommend that newspapers and printed matter of every description should be charged by weight. There is no reason or justice in the present law so far as regards the transmission of printed matter by mail. While one of the smaller newspapers pays as much postage as some of the mammoth sheets published in New York and elsewhere, which are perhaps 6 feet square, it is positively unjust to the publishers, the public, and the mail service. If newspapers were charged by weight, both the public and the department would be benefited by the change, for the publisher would surely be careful to see that every paper should be well dried before it was sent to the post-office, thus securing its transmission without being rubbed or defaced; and it would at the same time aid in decreasing the weight of the mails. The postage upon all newspapers should be paid in advance, except when sent to offices within the county, district, or parish within which they are published. In that case they might be sent free. Publishers of newspapers should not be allowed to send their exchange papers free of postage, as at present. As well might the merchants demand from the department a free exchange of their prices current, or any other class of citizens be allowed to send free of postage everything in relation to any particular branch of business in which they might be engaged. As the country extends and increases in population, the attention of the department will necessarily be turned to one great object: the most effectual manner of decreasing the weight of the mails with the least injury to the public, in order that it may be enabled to convey them with the speed that seems to be demanded by the increased wants and enterprise of the country. This cannot be done without lessening the circulation of the newspapers to legitimate and reading subscribers, by excluding from the mails entirely such matter as is now transported from one section of the Union to another without being taken from the post-office. As evidence of this the following statement of the average number of the newspapers remaining uncalled for each week in the post-offices of New York, Philadelphia, Boston, and Baltimore will be sufficient to prove :

New York	750
Philadelphia	400
Boston	500
Baltimore	400

The number of periodicals and other publications remaining dead in these post-offices is in about the same proportion. If the postage upon these papers and pamphlets had been paid in advance, the probability is that they would have been called for; or, if not, the States receive a proportionate quantity of dead printed matter respectively, and that all this amount could be culled from the mails by the system of prepayment, what an immense weight at once would be taken away! A newspaper of the size of the *Globe*, *National Intelligencer*, or *Philadelphia Inquirer* will weigh, when dry, without a wrapper, about two ounces. If papers are allowed to go free in the counties where they are published a prepayment of 1 cent per ounce postage would be but a reasonable charge for those sent beyond the limits of the county; for other printed matter of all kinds 2 cents per ounce might be charged for a distance of anything under five hundred miles,

and 3 cents for any distance beyond; this would be a reduction of the present price, and yet the revenues of the department would be augmented. As the one great desideratum is to lessen the weight of the mails, all publishers might be allowed the privilege of sending their newspapers by private conveyance or otherwise, even over the mail-routes.

It will be observed that the newspaper postage law recommended by Mr. Plitt in 1840 is identical, except in the matter of rates, with that now in force in the United States.

The annual report of Postmaster-General C. A. Wickliffe, dated December 2, 1841, called the attention of Congress to a new difficulty growing out of the unsatisfactory condition of the laws with reference to the postage on newspapers, as follows:

I do not desire that the rates on newspapers proper should be increased, though much might be saved the department if the principle of full postage were applied to newspapers, provided such regulations were deemed acceptable to public opinion. I must, however, earnestly invite your attention to the necessity for the enacting of some law by which a just discrimination may be made in the imposition of postage on newspapers proper and those mammoth periodicals which assume the names of newspapers, and which are in fact the republication of books, reviews, and novels, sent through the post-office, not always to subscribers, but in large masses to agents, to vend in the markets of more distant cities and towns, which greatly increase the size and weight of the mails and the expense of transportation without a corresponding remuneration to the department. The great number of these large publications which have been sent by the mails from Baltimore to Wheeling has largely contributed to the frequent irregularity of the western mails.

I respectfully inquire whether it is just that the United States mail shall be compelled to transport one of these newspapers, weighing nearly one pound, for one cent and a half, from Boston or New York to Louisville, Kentucky, to a factor, to sell for the benefit of the book writer, while the letter of friendship or business is taxed 25 cents postage between the same points?

I have already alluded to the establishing of what is called the printers' express, for the carrying of letters, packages, and newspapers upon the post-roads of the United States for pay and compensation, as one cause tending to greatly reduce the revenues of the department. I must beg leave to bring the subject to your notice, in the hope that you will invite the attention of Congress to the necessity of some further legislation to effectually protect the interests of the general government in its post-office department.

Mr. Wickliffe in his next annual report thus reverted to the habit of newspaper publishers of sending their issues outside the mails in violation of the law:

Connected with this subject is the business of transporting newspapers out of the mails over mail roads in violation of law. When applied to by postmasters and contractors to instruct them upon their duties upon this subject, I addressed to the contractors a circular letter, in which I gave them my opinion of what the law of Congress was upon the subject. A copy of that letter accompanies this report. The correctness of the opinion contained in this circular letter has been questioned. I was confident of the facts therein expressed, believing them to be correct, and felt it a public duty to publish them when called for by those to whom the duty of transporting the mails was confided, and am gratified to find my views sustained by the official opinion of the Attorney-General.

The following is an extract from the circular letter above referred to:

Congress, by the act of 1825, has expressly declared that no stage or vehicle which regularly travels trips on post-roads shall convey letters, nor shall any packet-boat or other vessel which regularly plies on a water route declared to be a post-road convey letters.

The thirtieth section of the act of 1825 provides that the Postmaster-General, in any contract that he may enter into, may authorize the person with whom such contract may be made to carry newspapers, magazines, and pamphlets other than those conveyed in the mails, provided no preference shall be given to one publisher over another in the same place. The practice has grown up of sending newspapers on the cars and steamboats that transport the mails. This is a right claimed by some editors, and others have addressed letters to their subscribers inviting them to receive their papers in that way in preference to the mails.

This is a subject which has given rise to no small portion of abusive denunciation of the head of this department. This right is called for by the cheap penny papers, as they are called. The laws of Congress have made no distinction between newspapers. The postage is imposed upon all newspapers, regardless of their size. It applies to all alike, and all must share the same fate in the mails. It is true the act of 1825 has authorized the Postmaster-General, in making the contracts for carrying the mails, to authorize the contractor under certain conditions to carry newspapers out of the mails. Without such permission no such right exists, and the contractor who carries them violates his contract with the government. Such a privilege upon many of the railroads and steamboat routes would no doubt be advantageous alike to the publisher and public, but it must be granted upon application and specific terms.

If, therefore, any publisher wishes to convey newspapers on your line out of the mail, he should make application to you, stating the name and number of the papers, daily or otherwise, and upon your report of application to this department the terms upon which it can be done will be made known, which terms will be applicable to all other papers. You are requested to report to this department, when known to you or your agents, monthly, the name and number of newspapers which are daily transported over your line by way agents, out of the mail, and between what places.

The long agitation of the subject led finally to a revision of the postal laws in 1845. Under the act of March 3 of that year the following rates of postage were adopted: For a letter not exceeding one-half ounce in weight, under 300 miles, 5 cents; over 300 miles, 10 cents; and an additional rate for every additional half ounce or fraction thereof. Pamphlets, magazines, etc., per ounce, 2½ cents, and each additional ounce 1 cent. Newspapers under 30 miles, free; over 30 and under 100, or any distance within the state where published, 1 cent; over 100 miles and out of the state, 1½ cents. Carriage by express was prohibited unless the postage was previously paid. It will be seen that while the letter postage was very considerably reduced by this act, newspaper postage remained the same as it had been from the organization of the government, except that all newspapers were carried free for 30 miles from the place of publication. The principle of charging by weight was applied to all periodicals and pamphlets under this law, which resulted in a very considerable increase in the cost of their transmission by mail. The details of the law of 1845, respecting the mailing of newspapers, were contained in the following extract:

SEC. 2. That all newspapers of no greater size or superficies than 1,900 square inches may be transmitted through the mails for the delivery and be delivered to all subscribers or other persons, within 30 miles of a city or town or other place in which the paper is or may

Newspaper transmission outside the mails.

Postal law of 1845.

Extracts from the law of 1845.

be printed, free of all charge for postage whatever. And newspapers of and under the size above stated which shall be conveyed in the mail beyond 30 miles from the place where the same shall be printed shall be subject to a rate of postage chargeable upon the same under the thirtieth section of the act of Congress approved March 3, 1825; and upon the newspapers of greater size and superficial extent than 1,900 square inches there shall be charged the same rates of postage which are prescribed by this act to be charged upon magazines and pamphlets.

Referring to the act of 1845, Postmaster-General Johnson, in his annual report, dated December 1, 1845, said:

Postmaster-General Johnson upon the law of 1845.

A discrimination has been made in behalf of newspapers and other printed matter because they are supposed to advance the policy of the government by contributing to the general diffusion of intelligence among the people, upon which depends the maintenance and perpetuation of our free institutions.

There was under the old law a great difference in the tax upon letters and printed matter; the tax upon the former was unnecessarily high and became oppressive to the citizens, while the tax upon the latter was not so high as materially to interfere with their general circulation.

There are returns made of the weight of the different kinds of matter passing through the mails, upon which an opinion might be formed of the actual cost of the different kinds, or the proportion each should pay. One of my predecessors had an account kept in 1838 for one week of the weight of the mails, distinguishing between the weight of letters, newspapers, and pamphlets in the cities of New York, Philadelphia, Baltimore, Washington, and Richmond, from which it appears that the whole weight of the mails was 55,241 pounds, of which the newspapers weighed 48,868 pounds, the periodicals 8,857 pounds, letters (free and taxable) 1,916 pounds. It is confidently believed that the difference in weight between printed matter and written communications passing through the mails is greater since the passage of the late law than before; that nine-tenths of the whole weight of the mails, and a greater inequality in bulk, is composed of printed matter, paying about one-ninth of the expense. This great inequality in the cost of transportation did not warrant the difference of postage under the former law, and was most unjust to the friendly and business correspondence of the country. The reduction of letter postage by the late law was but an act of justice to that class of our citizens which had been so long and oppressively taxed for the benefit of others. The same necessity did not exist for the reduction of the rate upon printed matter. This has always been low—greatly below the actual expense of its transportation—and yet not so high as to interfere with the original policy of the government. I therefore recommend the restoration of the former postage upon all printed matter passing through the mails, with the right reserved to publishers to take them out of the mails over post-roads.

I also recommend a limitation of the number of papers editors may interchange free through the mails. There are now understood to be between seventeen and eighteen hundred printing establishments in the United States from which newspapers issue. From this fact alone it will be readily seen what abuses may be practiced upon the departments.

In his next annual report Postmaster-General Johnson returned to the discussion of this subject, again recommending an increase of postage upon printed matter. Alluding to the fact that the revenues of the previous year show a great deficiency, he said:

Increased newspaper postage recommended.

I recommend that the postage on newspapers be so adjusted as to approach more nearly the cost of transportation and delivery, and be made more equal and just between the publishers. This may be accomplished without any material interference with the policy of disseminating intelligence among the people by their general circulation.

When this policy was first adopted, newspapers were few in number and were published in the principal cities, and low postage seemed necessary to secure the object of their publication, and the rates were fixed without much regard to the size, or weight, or the distance they were to be transported, while the letter postage was made high, so as to cover the transportation of both. Newspapers are now published in every village throughout the Union and furnish the means of information to almost every neighborhood. This injustice to written correspondence occasioned by taxing it with the transportation of newspapers has been partially removed by the reduction of the rates on letter postage.

From this act of justice an injury has resulted to the community at large by transferring the cost of transporting newspapers upon the general revenues. No satisfactory reason now exists why those who buy or sell newspapers should have the cost of transportation paid by the revenues collected from the great body of the people. The low postage on newspapers, without regard to size, weight, or the distance to be taken, operates unfairly between the publishers themselves, by enabling those papers published in large commercial cities to compete with the village press by circulating in their localities, while sending the papers free for 30 miles from the place of publication counteracts to some extent this advantage, an advantage alike unjust to the editor and unjust to the community, as the burden of both is thrown upon the Treasury.

As an act of justice between the publishers themselves the rate of postage should be regulated by the size and weight of the paper and the distance to be carried, reserving the right to them to take their own papers over mail routes out of the mails. As an act of justice to the community these rates should be so high as to cover any deficiency the reduced rates of postage on letters may make, so as to make the income of the department equal to its expenditures. Transient newspapers other than those sent by the publisher to subscribers, as they are usually sent in lieu of letters, should be rated higher than other newspapers. All printed matter passing through the mail should be prepaid.

In the next Congress after that which effected the reduction of postage an effort was made for the restoration of the old rates, as the postal revenues did not pay the expenses of the department. The effort did not succeed as to letter postage, but transient newspapers were charged 3 cents, prepayment being required; the postage on circulars was raised from 2 to 3 cents; newspaper postage to California and Oregon was fixed at 4½ cents; and letter postage to the Pacific territories at 40 cents. In the meanwhile the revenues from newspaper postage were steadily increasing. The number passing through the mails and the receipts for their carriage are stated in the annual report of Postmaster-General Johnson, dated December 6, 1847, as follows:

The Postmaster-General's report for 1847.

The newspapers passing through the mails annually are estimated at 55,000,000; pamphlets and magazines at 2,000,000. The number of transient newspapers paying 3 cents postage cannot be ascertained with any accuracy, as the postage is usually returned with that of letters.

For the year ending June 30 last there was derived from the postage on newspapers, pamphlets, etc., \$643,160 59, making an increase over the previous year of \$81,018 10 and an increase over the annual average of the nine preceding years of \$114,181 61. The total revenues of the department for the same year were \$3,945,893 31.

The postage on newspapers is unequal and unjust to the publishers themselves. The same postage is charged on each paper without regard to weight. Many of the larger class of papers weigh more than 2½ ounces each, and pay but 1½ cents for any distance over 100 miles; and if charged as letter postage would pay under 300 miles 15 cents, and over 300 miles 30 cents. Other papers weigh as low as one-half an ounce, only one-fifth of that weight, and pay the same rates. Some of the larger sized periodicals weigh over 12½ ounces, and pay 14½ cents over 100 miles, and if charged with letter postage would pay under 300 miles \$1 30, and over \$2 60. This inequality of tax on the different publications should be regulated in some way, and no reason exists why the postage on newspapers should not be regulated by weight, as on letters. The weight and bulk of the mails, which add so greatly to the cost of transportation and actually impede the progress of the mails, are, I think, attributable to the mass of printed matter daily forwarded from the principal cities of the Union and from all parts of the country. Justice requires that their transportation should be paid by the postage charged upon them, and it is believed that the present rates would not meet with objection if the postage could be equalized and in all cases collected.

In his report dated December 2, 1848, Postmaster-General Johnson again urged that newspaper postage be regulated by weight, and said:

For the purpose of taxing, the matter conveyed in the mails is classified as follows: First, letters; second, newspapers. The latter class has always been esteemed of so much importance to the public, as the best means of disseminating intelligence among the people, that the lowest rate has always been afforded for the purpose of encouraging their circulation. Heretofore a charge has been made upon every paper without regard to weight, which is unjust to the publisher as well as to the public, and there is no satisfactory reason why they should not be charged by weight as well as letters and other sealed packages. This would lead to a discontinuance of the practice of depositing newspapers in the mails before they are dry, which renders them more liable to injury, and their weight is greatly increased by the dampness of the paper. A uniform rate of 1 cent upon each ounce or fraction of an ounce would be more just and proper, while at the same time it would yield as much revenue as the present rates. Third, all other printed matter of whatever nature or kind should be rated with double newspaper postage.

In the report of Postmaster-General Collamer, of November 19, 1849, is the following:

To exhibit separately the increase in the revenue derived from letter postage and printed matter the following comparison is instituted:

	Year ending June 30, 1848.	Year ending June 30, 1849.	Rate of increase.
Letter postage, including stamp sales....	\$3,350,304	\$3,882,762	Per cent. 15.9
Newspaper and pamphlet postage.....	767,385	819,016	6.7
Aggregate	4,117,689	4,701,778	14.2

The whole number of letters passing through the mails charged with postage amounted last year to 62,000,000. On all these letters the postage collected was \$3,882,762; on newspapers and pamphlets, \$819,016. It is well known that the postage on newspapers and pamphlets, in proportion to their weight and numbers, is in a very great degree less than the letter postage, so that they did not pay their proportion of the expenses of the service. It therefore follows that the letter postage pays not only for its own cost, but also what the newspaper postage falls short of its proportion. It is not to be understood, however, that any increase of newspaper postage is proposed. It has long been regarded as a sound public policy to promote the circulation of these publications by cheap postage, and it may be advisable to proceed further in this policy, especially with a view to increasing their circulation in the vicinity of publication, provided no decided injustice be done in that same vicinity.

Postmaster-General N. K. Hall, in his report dated November 30, 1850, stated that "the gross revenue of the department for the year ending June 30 was \$5,552,971 48, of which the amount received from newspaper and pamphlet postage was \$919,485 94". After recommending that the provision which imposed an additional half-cent postage upon newspapers sent more than 100 miles, and out of the state where they were mailed, be repealed, so as to leave the uniform inland postage on newspapers sent to subscribers from the place of publication at 1 cent each, he continued:

The postage upon pamphlets, periodicals, and other printed matter, except newspapers, may be simplified and somewhat reduced with advantage to the department. Two cents for the pamphlet or periodical of the weight of two ounces or less, and 1 cent for each additional ounce or fraction of an ounce, is recommended as the inland rate upon all pamphlets, periodicals, and other printed matter, instead of the present rate of 2½ cents for the first ounce, and 1 cent for every additional ounce or fractional part of an ounce. The sea-going charge on such matter and on newspapers, twice the inland rates to and from the points to which it is proposed that the letter postage shall be 10 cents and four times the inland rate where the letter rate is 20 cents, is deemed a just and proper rate. This would, in some cases, increase the postage on printed matter sent to the Pacific coast and by other sea lines where the postage is not fixed by postal arrangements. But the postage to California, as above proposed, would hardly equal the price now charged by private expense for the conveyance of the same weight. It will be perceived that the reduction proposed in the postage on printed matter is not large. The reason for the proposed reduction on letter postage is found in the fact that the rates upon printed matter are now exceedingly low when compared with letter rates. The average postage on letters is estimated at about \$3 16 per pound, and on newspapers and pamphlets at about 16 cents per pound. After the reduction proposed the average inland postage on letters will be about \$2 50 per pound when not prepaid and \$1 50 per pound when prepaid.

In 1851 another postal law was enacted which reduced letter postage to 3 cents (one-half ounce) for all distances under 3,000 miles, or 5 cents if not prepaid; weekly newspapers, where published in the county, to actual subscribers, free; under 50 miles and out of the county, 5 cents a quarter; over 50 and under 300 miles, 10 cents; over 300 and under 1,000 miles, 15 cents; over 1,000 and under 2,000 miles, 20 cents; over 2,000 and under 4,000 miles, 30 cents. Monthly newspapers one-quarter, and semi-monthly one-half these rates; semi-weekly double, tri-weekly treble, and oftener than tri-weekly five times these rates; newspapers under 300 square inches, one-quarter these rates; if paid quarterly in advance, a deduction of one-half

The postal law of 1851.

to be made from these rates. Transient newspapers, circulars, and other printed matter, 1 cent an ounce under 500 miles; over 500 and under 1,500 miles, 2 cents; over 1,500 and under 2,500 miles, 3 cents; under 3,500, 4 cents; over 3,500, 4 cents. Books under 32 ounces, 1 cent an ounce if prepaid; if not, 2 cents an ounce.

In 1852 the following modifications were made: Letters sent over 3,000 miles and not prepaid, 10 cents postage; newspapers, circulars, etc., under 3 ounces, 1 cent; every additional ounce or fraction, 1 cent; small newspapers and periodicals, published monthly or oftener, and pamphlets of not more than 16 octavo pages, sent in single packages of not less than 8 ounces, prepaid, one-half cent an ounce, or if not prepaid, 1 cent. Books, bound or unbound, less than 4 pounds, under 3,000 miles, 1 cent an ounce; over 3,000, 2 cents an ounce; 50 per cent. added when not prepaid. By the act of the same year postage-stamps and stamped envelopes were ordered.

Postmaster-General James Campbell commented as follows upon these changes in his annual report for 1854:

Under the act in operation prior and up to July 1, 1851, the postage, for instance, on a weekly newspaper when sent not over 100 miles or any distance in the state where published, was 13 cents, and when over 100 miles and out of the state where published, 19 cents a quarter. By the act of 3d March, 1851, these different rates, according to distance, were abolished.

Thus on a weekly newspaper for any distance not exceeding 50 miles, 5 cents per quarter; over 50 miles and not exceeding 300 miles, 10 cents; over 300 miles and not exceeding 1,000 miles, 15 cents; over 1,000 and not exceeding 2,000 miles, 20 cents; over 2,000 and not exceeding 4,000 miles, 30 cents a quarter; and weekly newspapers to the subscribers in the county where published were made free.

By this act the postage, it will be perceived, for any distance not over 1,000 miles was greatly reduced; but owing to the diversity of rates, the too great reduction for the shorter and too great increase in the longer, its modification was at once called for, and this resulted in the present law, by which the quarterly rates on any weekly newspaper or periodical not exceeding 3 ounces in weight sent any distance in the United States is only 6½ cents. On newspapers not exceeding 1½ ounces in weight, when circulated in the county where published, the rate is 1½ cents less, being only 3½ cents; but a weekly newspaper to subscribers in the county where published goes free.

If my recommendation be adopted, the quarterly postage, for instance, on weekly newspapers or periodicals not exceeding 1½ ounces in weight, circulating in the state where published (and in the same proportion for more frequent publications), would be 6½ cents; and when not over 3 ounces in weight, and not published in the United States, 13 cents a quarter; newspapers sent to subscribers living in the county where published will continue to go free.

The recommendation of the Postmaster-General above referred to was as follows:

In view of the trifling increase of postage on printed matter and the extremely low rates, particularly for newspapers and periodicals, I would recommend that the law be so far changed as to omit the clause, "When the postage on any newspaper or periodical is paid quarterly or yearly in advance one-half only of the regular rates shall be charged," leaving the department to fall back upon the act of 1825, under which quarterly payments in advance on newspapers and periodicals have heretofore always been required.

In his report for 1859 Postmaster-General Holt attacked with great vigor the long-existing practice of permitting newspaper publishers to receive their exchanges in the mail free of postage, and he declared this practice to be an unjustifiable discrimination in favor of a particular class. He also denounced the more recent custom of free postal delivery in the county of publication, as follows:

The revenue of the office was \$7,968,484 07, of which was received from the postage on newspapers and pamphlets \$589,352 39.

The act of 1825 authorized every printer of a newspaper to send one paper to each and every other printer of a newspaper in the United States free of postage. And such is the existing law. However slight the support this statute may seem to give to the individual publisher, it imposes in the aggregate a heavy and unjust burden upon the department; and though it is thus twice generous to the publisher who sends and he who receives the paper in exchange, I have ineffectually sought an explanation of the policy indicated by this provision. It seems far more questionable than the franking privilege, since the latter assumes to be exercised on behalf of the public, whereas the exemption secured by the former is undoubtedly in the advancement of a particular interest. The newspapers received by the journalist is, in American parlance, his stock in trade. From their columns he gathers materials for his own, and thus makes the same business use of them as does the merchant of his goods or the manufacturer of the raw material which he proposes to manufacture into fabric. But as the government transports nothing free of charge to the farmer, merchant, or mechanic to enable them to prosecute successfully and economically their different pursuits, why should it do so for the journalist? If the latter can rightfully claim that his newspaper shall thus be delivered to him at the public expense, why may he not also claim that his stationery and type, and indeed everything which enters into the preparation of the sheet he issues as his means of living, be delivered to him on the same terms? It has been alleged, I am aware, that postage on newspaper exchanges would be a tax on the dissemination of knowledge. But so is the postage which the farmer, mechanic, and merchant pay on the newspaper for which they subscribe; yet it is paid by them uncomplainingly. If it should be insisted that the publishers of newspapers, as a class, are in such a condition as to entitle them to demand the aid of the public funds, it may be safely answered that such an assumption is wholly unwarranted. Journalism in the United States rests upon the deepest and broadest foundation, and has here won a career far more brilliant and prosperous than in any other nation in the world. The exceedingly reduced rates at which its issues pass through the mails secure to it advantages enjoyed under no other government. Under the fostering care of the free spirit of the age it has now become an institution of this country, and controls the tides of the restless ocean of public opinion with almost resistless sway. It is the *avant courier* of the genius of our institutions, and is everywhere the advocate of progress and of the highest and noblest feelings of human freedom. Is it not, therefore, to the lowest degree unseemly, if not worse, that in its own interests, and in the furtherance of its own pecuniary gain, it should claim permission to violate habitually a great principle of which it is the standing advocate, and which underlies our whole political system—the principle of equal rights to all and especial privileges to none? If, however, from the grandeur and beneficence of its mission, the press is to be exempted from the operation of this wholesome democratic doctrine, and is to be subsidized to the extent of its postage to the government, then undeniably such a subsidy should be contributed from the general treasury instead of being imposed, as at present, upon the revenues of the post-office department, which under all circumstances should be deemed inviolable. Into the same category, but for more cogent reasons, must follow that class of weekly papers which the statute of 1852 requires shall be delivered free of postage to all subscribers residing within the limits of the county in which they are published. This requirement is less sound on the score of principle than the discrimination in favor of the press in the matter of newspaper exchanges. There may be something in the characteristics of the latter, ennobling as it is as an organ of the intellect and heart of the millions of freemen, which may induce many to grant to it especial and distinguished immunities; but why a citizen who chooses to reside on one side of a county line shall be exempt from the postage on his newspaper, when his neighbor on

the other side of the line is obliged to pay on the same paper, surpasses my comprehension. There would be more reason for exempting letters from charge while circulating through the mails within the county in which they are written, because, being much lighter than newspapers, their transportation burdens the department less. Could contractors be found sufficiently public-spirited to transport this class of newspapers without compensation, then indeed gratuitous delivery might be claimed of the department as a reasonable duty. But precisely the same rate of compensation is demanded to pay for this as for every other postal service, and hence this privilege is in fact a donation of so much of the postal revenues as the service costs.

Postmaster-General Montgomery Blair, in his annual report dated December 2, 1861, thus referred to certain abuses of the postal service by publishers, and recommended a new legal definition of the meaning of the word "newspaper":

Abuses of the postal law.

By existing law, section 16 of the act approved March 3, 1845, "newspapers" are declared to embrace printed matter issued by the press and published monthly, and are entitled to the same privilege of free exchange and low rates of postage as daily and weekly newspapers enjoy. It is ascertained that this classification is abused by the publication of monthly issues of printed matter, chiefly designed as advertising circulars from exchanges, for the proprietor, and are often sent gratuitously.

I recommend that the definition of a newspaper as given by that act be amended by the substitution of the words, "Published at short stated intervals of no more than one week," for the words, "Published at short stated intervals of no more than one month." And also that the privilege of free exchange of publications be limited to newspapers thus defined, and to religious, literary, and educational periodicals published not less frequently than once a month.

It is found that considerable fraud is perpetrated on the revenues of the department by publishers of newspapers, who include, mingled with the packages sent to their regular subscribers, numbers of issues which are not regularly sent to their subscribers, and which are therefore subject to pass without postage.

To remedy this evil, I recommend that discretion be given to the head of this department to exclude temporarily from the mails any newspaper or periodical whose proprietor or agents shall send any of their issues without prepayment of postage to other than *bona fide* subscribers, or otherwise that an express penalty be imposed for such act.

During Mr. Blair's administration of the post-office department there occurred several events in connection with the relations of that department to the newspaper press of which no mention is made in the official reports of the department, but which nevertheless have a most important bearing upon this investigation. They recall the excitement created under the administration of Andrew Jackson, in reference to the transmission of "incendiary newspapers" through the mail.

Federal suppression of newspapers during the civil war.

The circumstances surrounding the exercise of federal authority to exclude certain publications from the mails in 1861 and in subsequent years were widely different from those existing in 1835, owing to the actual existence of a state of war. On the 16th of August, 1861, the grand jury of the city of New York "presented" certain newspapers published in that city to the circuit court of the United States, on the ground that they contained treasonable utterances calculated to aid and comfort the enemy. This presentment read as follows:

To the circuit court of the United States for the southern district of New York:

The grand inquest of the United States of America for the southern district of New York beg leave to present the following facts to the court, and ask its advice thereon:

There are certain newspapers within this district which are in the frequent practice of encouraging the rebels now in arms against the federal government by expressing sympathy and agreement with them, the duty of acceding to their demands, and dissatisfaction with the employment of force to overcome them. These papers are the New York daily and weekly *Journal of Commerce*, the daily and weekly *News*, the daily and weekly *Day Book*, the *Freeman's Journal*, all published in the city of New York, and the daily and weekly *Eagle*, published in the city of Brooklyn. The first named of these has just published a list of newspapers in the free states opposed to what it calls "the present unholy war"—a war in defense of our country and its institutions and our most sacred rights, and carried on solely for the restoration of the authority of the government.

The grand jury are aware that free governments allow liberty of speech and of the press to its utmost limit. If a person in a fortress or an army were to preach to the soldiers submission to the enemy he would be treated as an offender. Would he be more culpable than the citizen who, in the midst of the most formidable conspiracy and rebellion, tells the conspirators and rebels that they are right, encourages them to persevere in resistance, and condemns the effort of loyal citizens to overcome and punish them as an "unholy war"? If the utterance of such language in the streets or through the press is not a crime, then there is a great defect in our laws or they were not made for such an emergency.

The conduct of these disloyal presses is of course condemned and abhorred by all loyal men, but the grand jury will be glad to learn from the court that it is also subject to indictment and condign punishment.

CHARLES GOULD, *Foreman.*

On the strength of this action of the grand jury the following order was promulgated from Washington:

POST-OFFICE DEPARTMENT, August 22, 1861.

SIR: The Postmaster-General directs that from and after your receipt of this letter none of the newspapers published in New York city which were lately presented by the grand jury as dangerous, from their disloyalty, shall be forwarded in the mails.

I am, respectfully, your obedient servant,

T. B. TROTT, *Chief Clerk.*

WILLIAM B. TAYLOR,

Postmaster of New York City.

The postmaster of New York also received orders from Washington in August, 1861, that no more copies of certain papers in or near New York should be sent through the mails. (a)

a In addition to the post-office department, the war department and department of justice used their authority for the suppression of sundry newspapers, or of particular issues thereof, which published matter adjudged to be treasonable.

By an order issued from the war department at Washington, newspapers publishing military intelligence, however obtained and by

In his annual report for 1865 the Postmaster-General announced that—

New stamps have been adopted of the denomination of 5, 10, and 25 cents for prepaying postage of packages of newspapers forwarded by the publishers or news dealers under the authority of law, whereby a revenue will be secured hitherto lost by the department.

In his annual report dated November 15, 1869, Postmaster-General Creswell detailed some of the objectionable features of the then existing postal laws with reference to the transmission of newspapers, and substantially recommended the features of the law as it now stands :

Postmaster-General
Creswell recommends the
existing law.

The department is defrauded out of a large amount of postage on newspapers by parties who, while professing to be sending out papers from known offices of publication to regular and *bona fide* subscribers, are in fact loading the mails with specimen papers and mere business circulars disguised in the form of newspapers. The act of March 3, 1863, and the regulations made in pursuance thereof, require that all such matter, if sworn from the mailing office, shall be sent to the office of

whatever means received, not authorized by the official authority, were excluded thereafter from receiving intelligence by telegraph or transmitting their papers by railroad. The following is a record of some of the newspaper suppressions by federal authority :

August 15, 1861, at Saint Louis, Provost Marshal McKinstry suppressed the publication of the *War Bulletin* and the *Missourian*.

August 26, 1861, a company of federal troops took possession of the *Northwest Democrat*, published at Savannah, Missouri. The *Democrat* boldly carried at the head of its columns the name of Jefferson Davis for President and of Claiborne F. Jackson for Vice-President.

On the arrival of the New York train at Philadelphia on the morning of August 22, 1861, Marshal Millward and his officers examined all the bundles of papers and seized every copy of the New York *Daily News*. The sale of this paper was suppressed in that city. Marshal Millward also seized all the bundles of the *Daily News* at the express offices for the West and South, including over 1,000 copies for Louisville and nearly 500 copies for Baltimore, Washington, Alexandria, and Annapolis.

In Philadelphia, Pennsylvania, August 23, 1861, United States Marshal Millward proceeded to the office of the *Christian Observer*, in Fourth street below Chestnut, and took all the type, paper, and other appurtenances of the place. He also closed up the office, and warned the persons conducting the *Observer* that on any attempt to revive the publication they would be dealt with according to law.

The *Stark County* (Ohio) *Democrat*, Canton, was destroyed by federal troops August 24, 1861.

The *Jeffersonian*, West Chester, Pennsylvania, was suspended by Deputy United States Marshal Schuyler, August 24, 1861.

The *True American*, Trenton, New Jersey, suspended August, 1861, giving as its reason for the act that the national authorities had virtually interdicted the publication of every paper that did not support the government and administration.

February 17, 1862, the *Mississippi*, the *Organ Democrat*, at Los Angeles, and *California Star* were suppressed from the mails on the ground that they had been used for the purpose of overthrowing the government and giving aid and comfort to the enemy then at war against the United States.

The New Orleans *Bee* was suppressed May 16, 1862, for publishing an elaborate though covert argument in favor of the cotton-burning mob. Publication resumed May 30.

The New Orleans *Delta* was suppressed May 16, 1862, for discussing the cotton question in a manner which violated the terms of the proclamation of May 1, taken possession of, and published by United States authorities.

The New Orleans *Crescent* was suppressed May 13, 1862, by order of General Butler.

Edmund Ellis, publisher of the *Boone County* (Missouri) *Standard*, was tried March 31, 1862, before a military commission at Columbus, Missouri, on two charges: First. The publication of information for the benefit of the enemy, and encouraging resistance to the government and laws of the United States; second. Violation of the laws of war by publication, within the lines of the troops of the United States, in a public newspaper, of articles and information intended and designed to comfort the enemy and invite persons to rebellion against the United States. One of the criminal publications was styled "Letters from the Army"; another, "Root, Abo, or Die;" a third, "News from General Price."

The commission found the prisoner guilty of the charges and specifications, and sentenced him to be placed and kept outside of the lines of the state of Missouri during the war, and that the press, types, furniture, and material of the printing office of the *Boone County Standard* be confiscated and sold for the use of the United States. General Halleck approved the finding and sentence, and directed the printing office to remain in charge of the quartermaster until further orders; that the prisoner be placed outside the state of Missouri, and that if he returned during the war without permission he be arrested and placed in close confinement in the Alton military prison. The proceedings being returned to the war department, they were approved by the Secretary, and an order was issued that the form of procedure should be adopted in like cases by the commanders of all the military departments.

These minor suppressions were followed in 1864 by the government suspension of the New York *World* and the New York *Journal of Commerce*, both of which journals had been deceived into the publication of a forged proclamation of the President calling for more troops. By order of the President the editors and publishers of these journals were imprisoned in Fort La Fayette, and their respective newspaper offices were seized and occupied by military guard and the publication thereof suspended. The occupation and suspension continued for two days and three nights.

The generals commanding the Union armies frequently issued orders relating to the correspondents and the publication of military intelligence. The representatives of the newspaper press held a consultation with General McClellan, by his special invitation, at Washington, August 5, 1861, when it was unanimously decided that the following suggestions from him be transmitted to the editors of all the newspapers in all the loyal states and the District of Columbia:

1. That all such editors be required to refrain from publishing, either as editorial or as correspondence, any description, from any point of view, of any matter that might furnish aid and comfort to the enemy.
2. That they be also requested and earnestly solicited to signify to their correspondents here and elsewhere their approval of the foregoing suggestion, and to comply with it in spirit and letter.

It was resolved that the government be respectfully requested to afford the representatives of the press facilities for obtaining and immediately transmitting all information suitable for publication, particularly as touching engagements with the enemy.

General Rosecrans issued the following card to the press, dated Clarksburg, Virginia, August 20, 1861:

"The general commanding the army of occupation in western Virginia and the department of Ohio invites the aid of the press to prevent the enemy from learning through it the position, strength, and movements of the troops under his command. Such information is of the greatest service to the enemy, and deprives the commander of our own forces of all the advantages which arise from the secrecy of concentration and surprise. These advantages are constantly enjoyed by the rebels, whose press never betrays them."

General McClellan sent the following dispatch to the war department in 1862:

"I find some of the newspapers publish letters from their correspondents with this army giving important information concerning

delivery, with the editor's order, at newspaper rates, but letter rates shall be charged by way of fine for fraud, and shall be collected at the office of delivery. If not paid for and delivered, it often happens that no other disposition of the matter can be made than to return it to the mailing office for the prosecution of the offender. The double transfer thus incurred is frequently attended with no result except that the matter is left in the office and ultimately sold for waste paper. For this mischief there is but one adequate remedy, and that is to require prepayment on all printed matter.

A due regard to the convenience of the publishers of newspapers would require that postage on newspapers should be charged according to the weight of the packages. To accomplish this reform a considerable reduction of present rates might be conceded by the department. To make the remedy of prepayment complete it would be necessary furthermore to confer ample power on postmasters at mailing offices to open and inspect suspicious packages of newspapers, and to impose upon them, if found to be vitiated by fraud, full letter postage, to be paid invariably in advance. This summary proceeding should not relieve the offender from liability to the imposition of the fine already provided for by law.

In his next annual report Postmaster-General Creswell more elaborately outlined his plan for the collection of newspaper postage as follows:

In my report for 1869 I had the honor to suggest a plan for the prepayment of postage on newspapers and other matter of the second class by weight of packages rather than by the present system, which requires the manipulation of each particular paper and allows the payment of postage either at the mailing office or at the office of delivery. The prepayment of newspaper postage.

A careful revision of the subject confirms me in the opinion that the postage on all such matter should be collected in advance at the mailing office. Collections are now made with great difficulty, and there is no provision whatever by which dishonesty or negligence can be dealt with. No stamps are used for the payment of such postage, and the department is compelled to accept in full satisfaction whatever sums of money postmasters choose to charge against themselves. So execrably bad is this system that postmasters of high standing have assumed that no more than one-third of the postage probably charged on newspapers is accounted for and paid over.

Furthermore, disputes are continually arising between postmasters and publishers as to whether the issues they transmit come within the meaning of the term newspaper, and as to the number of their *bona fide* subscribers.

In the hope of contributing to a more faithful collection of postage, of a more prompt and efficient transmission of newspapers, and save the labor in post-offices to the general advantage of the department and the publishers and their patrons, I respectfully submit the following plan for prepayment of second-class matter and urge its adoption:

Let the publishers, or their business managers or agents, at the beginning of every quarter state under oath that after diligent inquiry they are satisfied that they will send in the mails to regular subscribers during the coming quarter no more than ——— copies of the newspaper known as the ——— (giving the number of copies and name of newspaper), and let them be further required to pay in advance the postage prescribed by law, taking therefor duplicate receipts, one of which shall be transmitted to the post-office department; and to afford reasonable opportunity for an increase of circulation during the quarter, let the oath taken at the beginning of the next quarter embrace all the additional copies for the last one, as well as the number to be sent during the then commencing quarter. On the other hand, let the postmasters be required to return, within two weeks after the beginning of every quarter, regular lists of all newspapers addressed to regular subscribers and dispatched in the mails from their respective offices, stating the number of copies of each newspaper and the average weight per paper, the number of issues per quarter, and the amount of money paid as postage therefor.

Payment having been made in advance for the quarter, no stamp or manipulation would be needed, but when received into the office every paper answering to the description given in the receipt would be treated as paid. The papers of persons subscribing after quarter day would be forwarded immediately and paid for at the next quarter. So marked would be the improvement in the collections under this plan that I believe the department could safely consent, in case of its adoption, to the reduction of newspaper rates to 40 per cent. of the present postage. At a reduced rate I am satisfied the department would realize more revenue than now. I also believe that so great would be the saving of labor to newspaper proprietors in the preparation of their papers for the mail, and so decided their gain from the swifter dispatch and freedom from mistakes in transmission and delivery, that they would find the new plan more advantageous to them than the present one. A similar plan could be adopted for magazines and periodicals of the second class.

our movements, position of troops, etc., in positive violation of your orders. As it is impossible for me to ascertain with certainty who these anonymous writers are, I beg to suggest that an order be published holding the editors responsible for its infraction."

The frequent transmission of false intelligence and the betrayal of the movements of the Army of the Potomac by publication of injudicious correspondence of an anonymous character made it necessary for General Hooker, in May, 1863, to issue general orders requiring all newspaper correspondents to publish their communications over their own signatures.

The vicissitudes of the southern press during the civil war were necessarily of an extreme character, and the historian who supplies the chapter in the history of American journalism which details the experiences of newspaper publishers in the southern states from 1861 to 1865 will add interesting details now almost wholly lacking. Many of the oldest and best newspapers of the South disappeared, and have not since been revived. Others continued their issues, even when reduced to the extremity of printing brief news statements on the back of common wall-paper. Rev. Henry Cotton relates the following episode, which illustrates the experience of a number of southern newspapers:

"A confederate states newspaper, originally called the *Memphis Appeal*, has been repeatedly compelled, by the fortune of war, to change its place of publication. On each occasion it has added the name of the new place to its title. This, when last heard of, was the *Memphis-Hernando-Grenada-Vicksburg-Jackson-Atlanta-Griffin Appeal*."

In many of the southern states exceptions were made in favor of newspaper editors in the conscriptions. The governor and executive council of South Carolina adopted the following resolution, March 18, 1863:

"*Resolved*, That the editors and owners of newspapers in this state be informed that if any of their employes shall fall under the conscription the adjutant and inspector-general will be instructed to withhold from confederate service such of said conscripts as the editor or owner of such newspaper shall declare by affidavit to be absolutely necessary to carry on their respective establishments, and that the work cannot be done by workmen within their command or otherwise exempt: *Provided*, The number withheld shall not exceed seven for the Charleston daily papers, five for the Columbia daily papers, and two for each country paper: *And provided*, The conscripts withheld from confederate service shall be subject to be detailed to such local and special duty as may not seriously interfere with the business of their respective offices."

The Virginia legislature enacted a law exempting newspaper men from military duty. The bill exempted "one editor of each newspaper now being published in the state, and such employes as the editor or proprietor may certify on honor to be indispensable for conducting the publication of the newspaper, so long as the same is regularly published at least once a week".

These suggestions were embodied in the law by an act of Congress approved June 23, 1874; and after nearly three-quarters of a century of unequal, unsatisfactory, and illogical regulation of the subject the government of the United States finally put in operation a system of newspaper postage which is believed to be as rational in its theory and as satisfactory in its operation as any in existence in the world. Under this system newspaper postage is paid by weight, without reference to the distance carried, and is paid uniformly in advance at the office of publication. The government thus receives compensation for every pound of newspaper mail it transmits, and the burden of the cost of transmission is thrown upon the publisher, instead of the subscriber. In his report for 1874 Postmaster-General Marshall Jewell thus detailed the features of the new law with reference to newspaper postage:

The postal law of 1874.

Postmaster-General Jewell on the law of 1874.

By an act of Congress approved June 23, 1874, it is required that on and after the 1st day of January, 1875, postage on newspapers, periodicals, and publications mailed from a known office of publication or news agencies, and addressed to regular subscribers or news agents, shall be charged at the rate of 2 cents per pound if issued weekly or oftener, and at 3 cents per pound if issued less frequently than once a week. The act provides that the matter shall be weighed in bulk, and prepaid with adhesive stamps, to be especially devised for the purpose. The manner of applying the stamps is left discretionary with the department, and a system, which it is hoped will work satisfactorily, has been devised for carrying the law into effect. It is expected that the revenues of the department from the postage on printed matter will be increased by the enforcement of this act, notwithstanding the rates are cheaper than before, as now the postage will be prepaid, while heretofore much loss has been occasioned to the department on account of the non-collection of postage at the point of delivery.

In his next annual report, dated November 15, 1875, Mr. Jewell gave the following account of the satisfactory working of the new law:

The working of the law of 1874.

The act of June 23, 1874, requiring prepayment in stamps of postage on newspapers and periodical publications mailed from known offices of publication or news agents, and addressed to regular subscribers or news agents, went into effect on the 1st of January, 1875, and from present indications it will realize about \$1,000,000 for the first calendar year. This is not a material variation from the average results of the old law, though during the last year in which this law was in operation the amount was increased by the payment of postage on newspapers circulating within the county where published—a requirement which was discontinued at the end of one year.

While, therefore, there has been no increase in the aggregate receipts, there must be a large net gain in the saving of commission on collections allowed by the old law, as under the present law the great bulk of postage is paid at the large offices, whose salaries are not affected by this item. Under the old law there was no check to insure the collections at the office of destination, and the consequence was that much matter went unpaid to its destination that under the present more equitable mode of universal collections have made up for the reductions in the rate.

The new system is working so admirably, and has given such general satisfaction, that no change is deemed necessary. Full information as to the manner of executing the law, with more specific statements of its results, will be found in the accompanying report of the Third Assistant Postmaster-General.

The report of the Third Assistant Postmaster-General to his chief in 1875 gave further details of the methods adopted by the department for the carrying out of the provisions of the law, as follows:

Method of executing the law of 1874.

On the 1st day of January, 1875, the new law requiring prepayment of postage by stamps on all newspapers and periodicals sent from a known office of publication to regular subscribers through the mails went into operation.

The system inaugurated to carry the law into effect was perfected by you in October, 1874, and has been found by experience to be admirably adapted to the purpose for which it was devised. No complaints of abuse on the part of publishers or postmasters have been received at this office during the nine months that have elapsed since the law went into effect. Indeed, it has worked so well in all its details, and has given such general satisfaction, that the idea of returning to the old system or materially modifying the new one should not be entertained.

Previous to the time when this law began to operate no stamps were required for the payment of postage on newspapers sent to regular subscribers, as the postage was collected in money quarterly at the office of delivery. Last year there were 3,500 post-offices at which newspaper postage was collected, while under the present true system of the absolute prepayment of all postages the whole amount is collected at about 3,400 offices, the latter representing the places in the United States at which newspapers and periodicals are mailed.

The papers for subscribers living outside the county in which they are published are made up in bulk at the publication office, carted to the post-office, and there weighed. The postage is computed on the whole issue, the proper amount in stamps is handed to the postmaster, who gives the publisher a receipt as evidence of payment, and on the stubs of the receipt book he affixes a cancellation stamp which corresponds in value with the sum mentioned in the receipt. Thus one transaction is all that is required in paying the postage upon a single issue of any regular edition. The stubs, with their canceled stamps, are kept in the post-office as vouchers for the postage paid. In no case are the stamps affixed to the papers or packages which pass through the mails. These stamps are twenty-four in number. The denominations are: 2, 3, 4, 6, 8, 9, 10, 12, 24, 36, 48, 60, 72, 84, and 96 cents, \$1 92, \$3, \$6, \$9, \$12, \$24, \$36, \$48, and \$60. These denominations were found to be necessary, in order that payment might be made on any given quantity, from one pound to one ton, at both the two and three cent rate, with the use of not to exceed five stamps in any transaction.

The report of the Third Assistant Postmaster-General for the year 1876 shows that the issue of newspaper and periodical stamps for the previous year was 1,290,347, valued at \$945,254 75. There was a decrease of \$12,956 24, or 4.50 per cent., in ordinary newspaper wrappers, and \$171,138 75, or 20.49 per cent., in official postage stamps.

The following is from the annual report of Hon. D. M. Key, Postmaster-General, dated November 9, 1877:

Under the present system of collecting postage on newspapers and periodical publications mailed to regular subscribers from the office of publication there has been collected during the year on this class of matter the sum of \$1,024,719 16, derived from 40,865,246 pounds, at 2 cents per pound, and 6,913,808 pounds, at 3 cents per pound. The increase in the whole amount collected over that for the preceding year was \$10,564 89, or 1.04 per cent.

Revenues from newspaper postage.

The report of Hon. A. D. Hazen, Third Assistant Postmaster-General, for the same year, says:

The system of collecting postage in advance still exhibits its advantages over the system formerly in operation. Over fourteen thousand quarterly returns, covering collections of this particular class of postage, have been made during the year by postmasters of 3,576 offices, which returns, after being carefully audited, have been entered upon the books of the division. The amount of this postage is as follows:

On 40,865,246 pounds of matter, at 2 cents per pound.....	\$817,304 92
On 6,913,808 pounds of matter, at 3 cents per pound.....	207,414 24
Total.....	<u>1,024,719 16</u>

This shows an increase over the amount collected during the preceding year of \$10,564 89, or 1.04 per cent.

Of the total amount, it will be seen from the subjoined general table that more than half was collected at only six offices:

Offices.	Pounds of newspaper and periodical matter.	Amount of postage on same.
New York.....	15,397,438	\$338,020 62
Chicago.....	3,653,202	77,915 88
Boston.....	3,082,255	66,412 40
Philadelphia.....	2,175,112	52,643 84
Saint Louis.....	2,093,503	43,707 72
Cincinnati.....	1,869,110	39,724 80
	28,270,020	618,524 32

The following extract is from the report of Postmaster-General D. M. Key, November 9, 1878:

The total revenues of the department were \$29,277,516 95, of which \$1,093,845 were for newspaper and periodical stamps.

Under the act of Congress of June 23, 1874, regarding the prepayment of postage on second-class matter mailed by publishers and news agents, the total amount of postage collected on such matter during the fiscal year was \$1,025,180 98, or \$817,673 26 on 40,883,663 pounds at 2 cents per pound, and \$270,507 72 on 6,916,924 pounds at 3 cents per pound. The increase of the amount of postage collected over that of the preceding fiscal year was \$461 82.

I renew the recommendation made in my last annual report, that suitable provision be made by law to deliver to editors free of customs duties the newspapers and other printed matter received in the mails from foreign countries when dispatched in accordance with the provisions prescribed by the universal postal union convention. The fact that our laws impose customs duties upon newspapers and other printed matter of every kind received from foreign countries causes embarrassment to this department in its relation to the other postal conventions, as well as annoyance and inconvenience to our citizens who subscribe for foreign publications or occasionally receive them from correspondents abroad. The duties chargeable on such publications, even if they could be regularly collected, are too trifling in amount to justify the expense of their collection. Restriction of this character on their free entry and circulation is not only in conflict with the stipulations of the postal conventions of other countries, but places the United States in the unenviable position of being the only country in the world whose laws exact customs duties on publications of this character received in the mails from other countries.

From the report of Postmaster-General Key, dated November 8, 1879, the following extract is taken:

The total amount of postage collected during the year on periodicals mailed to subscribers from known offices of publication was \$1,104,184 67: On 42,958,033 pounds of matter at 2 cents per pound, \$859,160 66; on 8,167,467 pounds of matter at 3 cents per pound, \$245,024 01.

The increase in the amount of postage collected during the year on this class of matter over the previous year is \$79,003 69, which, in view of the reduction in the rate on newspaper and periodical postage, which took effect the 1st of May last, under the act approved March 3, 1879, is a very gratifying increase.

The following is taken from the report of the same Postmaster-General for 1880:

The weight of newspaper and periodical matter mailed during the year from regular offices of publication or from news agencies was 61,322,629 pounds (30,661 tons), the postage on which was \$1,226,452 58. This is an increase of \$122,267 91, or 11 per cent. over the amount of postage collected on such matter during the preceding year, and is rather remarkable, considering the reduction made by the act of March 3, 1879, in the rate of postage on periodicals, which reduction went into effect only two months prior to the beginning of the present fiscal year. The number of post-offices at which this class of matter was mailed during the year is 4,423, an increase of 235, or 5.6 per cent., over the number for the preceding year. (a)

a In explanation of the excess of towns where second-class mail matter is received over the number of towns discovered by the census where newspapers or periodicals were published Mr. E. J. Dallas writes as follows:

“WASHINGTON, D. C., November 26, 1881.

“MY DEAR SIR: Your letter of the 23d instant has been received. The apparent discrepancy between the report of the department and the figures that you have obtained is explainable as follows:

“The department's report includes the number of post-offices at which second-class matter was mailed at any time during the last fiscal year, whether by publishers or news agents, the latter having, under the law, the privilege of mailing their matter at pound rates. As newspapers are being established and discontinued constantly, the number of offices at which second-class matter was mailed at any one time, for example, when the census was being taken, could not include all the offices at which it has been mailed during the entire year. You are also to understand that news agents in many instances are carrying on business within the delivery of small post-offices where newspapers are neither printed nor published, but for the purposes of the department's statistics it is necessary to include those offices in the Postmaster-General's annual report, while they would not naturally belong in yours.

“Very truly, yours,

“E. J. DALLAS.”

The following table shows the number of pounds of newspapers and periodicals mailed during the year and the amount of postage collected thereon at ten of the principal post-offices in the United States: (a)

Post-office at—	WEIGHT OF MATTER.		Postage collected.	Per cent. of total amount collected in the United States.
	In pounds.	In tons.		
New York, New York.....	17,326,455	3,663	\$346,529 10	28.2
Chicago, Illinois.....	5,775,760	2,888	115,515 20	9.4
Boston, Massachusetts.....	3,753,616	1,876	75,000 32	6.1
Philadelphia, Pennsylvania.....	3,169,614	1,585	63,392 28	5.1
Saint Louis, Missouri.....	2,697,319	1,348	53,040 88	4.4
Cincinnati, Ohio.....	2,593,799	1,297	51,875 98	4.2
Augusta, Maine.....	2,216,901	1,108	44,388 02	3.7
San Francisco, California.....	1,180,764	590	23,615 28	2.0
Louisville, Kentucky.....	763,840	382	15,276 80	1.2
Baltimore, Maryland.....	592,546	296	11,850 92	1.0
Total.....	40,070,014	20,033	801,400 28	65.3

In the year 1880 the post-office department instituted a count of the mail matter passing through the several post-offices in the several states. This count was supervised by a special committee appointed for that purpose, of which Mr. E. J. Dallas, the superintendent of the dead-letter office, was the efficient chairman. The period covered by this count was sufficiently contemporaneous with the census year to permit of comparison. It showed the following results in respect to newspapers and periodicals:

States and Territories.	SECOND-CLASS MAIL.		States and Territories.	SECOND-CLASS MAIL.	
	Number of newspapers mailed to subscribers or news agents by publishers and news agents.	Number of magazines and other periodicals mailed to subscribers or news agents by publishers and news agents.		Number of newspapers mailed to subscribers or news agents by publishers and news agents.	Number of magazines and other periodicals mailed to subscribers or news agents by publishers and news agents.
Alabama.....	4,037,332	26,700	Missouri.....	46,128,784	1,805,784
Arizona.....	838,136	3,804	Montana.....	860,268	2,052
Arkansas.....	3,606,856	28,352	Nebraska.....	8,074,524	46,548
California.....	18,110,976	135,420	Nevada.....	1,883,512	492
Colorado.....	6,063,772	9,312	New Hampshire.....	7,486,416	108,036
Connecticut.....	7,808,424	124,716	New Jersey.....	6,403,280	270,228
Dakota.....	1,674,660	1,692	New Mexico.....	441,584	1,236
Delaware.....	1,141,348	19,260	New York.....	172,245,528	6,060,780
District of Columbia.....	5,052,008	30,072	North Carolina.....	6,265,872	30,864
Florida.....	1,141,452	420	Ohio.....	72,125,560	6,408,216
Georgia.....	15,355,288	651,336	Oregon.....	4,035,096	146,532
Idaho.....	374,556	24	Pennsylvania.....	71,685,404	7,882,044
Illinois.....	87,128,444	4,343,460	Rhode Island.....	2,250,092	50,868
Indiana.....	20,490,080	444,000	South Carolina.....	4,867,480	8,820
Indian territory.....	115,648		Tennessee.....	12,020,712	553,008
Iowa.....	25,261,184	275,868	Texas.....	12,060,756	21,816
Kansas.....	13,703,924	97,224	Utah.....	2,053,272	22,044
Kentucky.....	17,443,296	100,656	Vermont.....	4,268,844	223,264
Louisiana.....	6,645,132	24,888	Virginia.....	8,039,884	361,056
Maine.....	17,962,204	1,627,880	Washington.....	580,816	688
Maryland.....	9,670,232	193,512	West Virginia.....	8,762,980	6,048
Massachusetts.....	38,661,792	3,933,624	Wisconsin.....	20,163,520	460,632
Michigan.....	24,462,932	215,172	Wyoming.....	178,956	180
Minnesota.....	13,065,260	145,524	Miscellaneous.....	140,224	36
Mississippi.....	3,334,604	1,932	Railway mail service.....	30,536	4,534
			Total.....	812,082,000	46,148,792

a The annual report of Postmaster-General James for 1881 supplies the following statistics for the subsequent year:

"The total amount of postage collected during the year on newspapers and periodicals mailed to regular subscribers from known offices of publication, and from news agencies, at 2 cents per pound, was \$1,399,048 64, an increase of \$172,596 06, or a little over 14 per cent.

"Of the total amount derived from this source 27.65 per cent. was collected at New York, 10.01 per cent. at Chicago, 5.95 per cent. at Boston, 5.02 per cent. at Philadelphia, 4.65 per cent. at Augusta, Maine, 4.61 per cent. at Saint Louis, 3.96 per cent. at Cincinnati, 1.71 per cent. at San Francisco, 1.53 per cent. at Detroit, 1.29 per cent. at Louisville, 1.25 per cent. at Cleveland, 1.21 per cent. at Milwaukee, 1.02 per cent. at Pittsburgh, 1.01 per cent. at Toledo, and eighty-eight hundredths of one per cent. at Baltimore.

"The 15 offices named collected 71.75 per cent., or nearly three-fourths of the whole amount realized.

"The weight of second-class matter mailed was 69,952,432 pounds, or 34,976 tons. The number of post-offices at which the matter was mailed was 4,821, an increase of 390 over the number for the previous year."

By comparing these figures with those of the census giving the actual circulation of newspapers and periodicals during the census year we arrive at a definite knowledge of the proportion of the total circulation which is distributed through the agency of the United States mails. We have seen that the actual number of copies annually printed of newspapers and periodicals of all classes is 2,067,848,209. Of this number Mr. Dallas' report shows that 852,180,792, including newspapers and periodicals, were transmitted through the mails, leaving 1,215,667,417 copies to reach their destination through other agencies—the carrier, the express companies, the news agencies, and other miscellaneous methods. The great revolution which time has wrought in the methods of newspaper transmittal is well illustrated by these figures. In the early days of newspapers in this country the mails were the sole reliance of the publishers for transmission outside the city or town of publication. They are still the chief sources of circulation in other countries, although it is worthy of note that a count similar to that instituted by Mr. Dallas in this country was made in Great Britain, covering the same period of time, which showed a total of but 130,518,400 newspapers and periodicals transmitted through the British mails, a smaller number by 721,662,392 pieces than the United States mails carried in the same period of time. The significance of these figures lies in their demonstration of the fact that there is in Great Britain no such universal diffusion of the newspapers and periodicals—the periodicals especially—published in the large cities as exists in the United States. During the census year the practice of starting newspaper trains out of London at 5 a. m. was inaugurated from the four great railway termini of that city. These trains deliver the metropolitan dailies in all the large cities of England before noon, and their circulation has considerably increased in consequence.

Comparison of count with statistics of the Tenth Census.

The several methods of newspaper carriage.

CIRCULATION OUTSIDE THE MAILS.

The development of the railway system has robbed the post-office department of the larger portion of the patronage of the press, (a) publishers finding that they can transmit their papers by express to the chief centers not only cheaper, but with greater celerity than the mails can handle them. It follows that at present but a small portion of the daily newspapers of the United States, except those which are sent in exchange for other papers, are transmitted by mail.

The press outgrows the post-office.

The development of the carrier system for the distribution of daily newspapers has of course not particularly interfered with the postal revenues from the press. It is a system of delivery that may be called American in its origin, and the custom of hawking newspapers in the street is almost contemporaneous with their existence on this continent. The early publishers also hawked books and ballads in the same manner, and there were many book-peddlers in the colonial era. To-day a very considerable proportion of the circulation of our daily press, especially in the large cities, is sold in this manner by the newsboys, who buy at wholesale rates from the counting-room. This practice is almost unknown in England even at the present date. (b)

The distribution of papers by carrier is sometimes managed directly from the office of publication and sometimes let out by routes to responsible parties. Thus in New York, San Francisco, and other large cities certain well-defined routes are owned by individuals who buy the papers every morning or evening from the publishers and distribute them to their customers by carrier boys.

Much of the burden and the risk connected with the circulation of newspapers is borne by the news companies. These organizations had their beginnings in the years just previous to the civil war, when the circulation of newspapers was beginning to extend into large volume. The American News Company—or rather its nucleus—was started in New York about 1856 by A. S. Tuttle, and involved the consolidation of several of the largest newsdealing firms of that city. It established its first branch office in Chicago in 1866, called the Western News Company, and to-day it has its branches in every city in the United States. It has revolutionized the methods of newspaper circulation in the United States, performing for the publishers the larger portion of that service formerly done, at the publisher's risk, through the agency of the mails. Under the old system the publishers dealt with many dealers, large and small, direct, necessarily encountering many who were irresponsible. Now the News Company acts as a jobber, purchasing the papers from the publishers and disposing of them to the smaller dealers precisely on the principle of a mercantile commission house. It is one of the developments growing out of the extraordinary increase in the newspaper and periodical circulation of the day.

The organization of news companies.

The American News Company.

a The New York *Sun* has published figures of its relative circulation through the different channels which illustrate this fact. On a certain day in the census year its lists showed the copies delivered to news agents out of town, and buying directly of the publishers, to be 14,443; mail copies, 5,221; sold at counting-room, 792; by check to newsboys, 12,237; by ticket to the New York news companies, 101,165.—*The Paper World*.

b In Paris at least three-fourths of the entire impression of each paper is sold in the public streets. Probably five-sixths of the New York daily papers are sold in the streets, or at railways or steamboats, by newsboys and news companies. Indeed, it was proved lately, in a case which came into the courts, that out of the aggregate circulation of 11,000 copies of a particular newspaper no fewer than 8,500 were sold in the streets and at news-stands. With the London dailies it is different. The penny papers, it is true, are to be found on sale in the streets and at railroad stations, but not one-fourth of their circulation takes place in this way; while the full-priced papers—the *Times*, the *Advertiser*, and the *Post*—never sell a single copy in the streets, and but comparatively few copies at railway stations or on steamboats.—Grant, II, 421.

THE EXISTING POSTAL LAWS RELATING TO NEWSPAPERS AND PERIODICALS.

The consideration of this branch of the subject may properly be concluded with a transcript of the existing laws and the regulations of the post-office department bearing in any way upon the subject of the transmission of newspapers and periodicals through the United States mails.

The present laws and regulations regarding the transmission of newspapers and periodicals by mail.

SEC. 184. *Second-class matter*.—Mailable matter of the second class shall embrace all newspapers and other periodical publications which are issued at stated intervals, and as frequently as four times a year, and are within the conditions named in the next succeeding section. (Act March 3, 1879, §10, 20 Stat., p. 359.)

SEC. 185. *Essential characteristics of second-class matter*.—The conditions upon which a publication shall be admitted to the second class are as follows:

First. It must regularly be issued at stated intervals, as frequently as four times a year, and bear a date of issue, and be numbered consecutively.

Second. It must be issued from a known office of publication.

Third. It must be formed of printed paper sheets, without board, cloth, leather, or other substantial binding, such as distinguish printed books for preservation from periodical publications.

Fourth. It must be originated and published for the dissemination of information of a public character, or be devoted to literature, the sciences, arts, or some special industry, and have a legitimate list of subscribers: *Provided, however*, That nothing herein contained shall be so construed as to admit to the second-class rate regular publications designed primarily for advertising purposes, or for free circulation, or for circulation at nominal rates. (Act March 3, 1879, §14, 20 Stat., p. 359.)

SEC. 186. *A known office of publication defined*.—A known office of publication is a public office for the transaction of the business of the periodical, where orders may be received for subscriptions and advertising during the usual business hours. Publications issued without disclosing the office of publication must not be forwarded unless prepaid at the rate of third-class matter.

SEC. 187. *Advertising sheets defined*.—"Regular publications, designed primarily for advertising purposes," within the intendment of section 185, are defined to be—

First. Those owned and controlled by one or several individuals or business concerns, and conducted as an auxiliary, and essentially for the advancement of the main business or calling of those who own or control them.

Second. Those which, having no genuine or paid-up subscriptions, insert advertisements free, on the condition that the advertiser will pay for any number of papers which are sent to persons whose names are given to the publisher.

Third. Those which do advertising only, and whose columns are filled with long editorial puffs of firms or individuals who buy a certain number of copies for distribution.

Fourth. Pamphlets containing market quotations, and the business cards of various business houses opposite the pages containing such quotations.

SEC. 188. *Decision upon doubtful publications*.—Whenever a postmaster is in doubt as to the character of a publication offered for mailing as second-class matter, he will submit a copy of the same to the First Assistant Postmaster-General, and accompany it with a statement of such facts as he may be in possession of respecting the publication, and the reasons for his inability to decide as to its character. The First Assistant Postmaster-General will also decide any appeal from the decision of a postmaster by publishers whose publications have been excluded from the second class by the action of the postmaster.

SEC. 189. *Postmaster's record of second-class publications*.—Postmasters must keep a record of all the publications of the second class mailed at their post-offices, and submit a duplicate thereof to the office of the Third Assistant Postmaster-General, and must report on the first day of every month any changes made therein.

SEC. 190. *Postage on second-class matter*.—Publications of the second class, except as provided in section 239, when sent by the publisher thereof, and from the office of publication, including sample copies, or when sent from a news agency to actual subscribers thereto, or to other news agents, shall be entitled to transmission through the mails at 2 cents a pound, or fraction thereof, such postage to be prepaid, as now provided by law. (Act of March 3, 1879, §11, 20 Stat., p. 359.) (See section 192.)

SEC. 191. *Weighting of second-class matter*.—Periodical publications, on their receipt at the post-office of mailing, shall be weighed in bulk, and postage paid thereon by a special adhesive stamp, to be devised and furnished by the Postmaster-General, which shall be affixed to such matter, or to the sack containing the same, or upon a memorandum of such mailing, or otherwise, as the Postmaster-General may, from time to time, provide by regulations. (Act of June 23, 1874, §6, 18 Stat., p. 233.)

SEC. 192. *Manner of prepaying second-class matter*.—Publishers and news agents must tender their newspapers and periodicals intended to be sent through the mails at the post-office of mailing, so that they may be weighed in bulk. The postage thereon must then be prepaid, according to the weight of the matter to be mailed, by special adhesive stamps, known as newspaper and periodical stamps, which are furnished by the department to postmasters for that purpose. Unbound back numbers of a regular second-class publication may be sent at the rate of 2 cents per pound. (See section 159.)

SEC. 193. *"Regular subscribers" defined*.—A regular subscriber is a person who has actually paid, or undertaken to pay, a subscription price for a newspaper, magazine, or other periodical, or for whom such payment has been made, or undertaken to be made, by some other person. But in the latter case such payment must have been made or undertaken with the consent or at the request of the person to whom such newspaper, magazine, or periodical is sent. Consent is to be implied in the absence of objection by the party to whom the publication is sent.

SEC. 194. *Evidence of subscription list may be required*.—If a postmaster has reason to doubt that a publication offered for mailing as second-class matter has a legitimate list of subscribers, he may require the publisher thereof to satisfy him that it has, before permitting such publication to be mailed at the rates prescribed in section 190.

SEC. 195. *Sample copies at second-class rates*.—By section 185 subscribership is made one of the tests of the *bona fide* character of a publication. A publication having no legitimate list of subscribers cannot be admitted to the second class, except as provided in section 196. When once determined to be entitled to transmission as second-class matter, the distinction in favor of subscribership in the circulation of second-class matter, which was made necessary by former laws, is by section 190 abandoned, and sample copies of second-class publications may, when sent from an office of publication or a news agency, be forwarded in the mails at the same rates as to subscribers, to wit, at 2 cents per pound, or fraction thereof.

SEC. 196. *Admission of new publications to second-class rates*.—A temporary permit, in writing, shall be granted by a postmaster to a publication when the first issue of the same shall be presented, accompanied by an affidavit from the publisher thereof that the publication is published for the purposes named in section 185, unless the postmaster shall be satisfied from internal evidence furnished by the

publication itself that it comes within the proviso of that section. When such temporary permit shall be granted, the publication shall be entitled to pass in the mails at the rate of 2 cents per pound, or fraction thereof. Such temporary permit shall be revoked by the postmaster in case the publication shall have so changed its character as to make it no longer within the conditions named in section 185. A duplicate of such temporary permit shall be forwarded to the First Assistant Postmaster-General whenever issued.

SEC. 197. *Penalty for submitting false evidence as to a publication.*—Any person who shall submit, or cause to be submitted (for transportation in the mails), any false evidence to the postmaster relative to the character of his publication shall be deemed guilty of a misdemeanor, and upon conviction thereof in any court of competent jurisdiction shall, for every such offense, be punished by a fine of not less than one hundred dollars nor more than five hundred dollars. (Act of March 3, 1879, §13, 20 Stat., p. 359.)

SEC. 198. *Postmasters to report the submission of false evidence.*—Whenever a postmaster is of opinion that a publisher has submitted to him any false statements respecting the character of his publication, either as to its office of publication, or as to its list of subscribers, or as to any other fact which the postmaster may have deemed it his duty to ascertain in order to determine whether the publication was entitled to admission to the second class, he should report the case, with all the evidence in his possession, to the First Assistant Postmaster-General, and await his instructions.

SEC. 199. *Entry of second-class publications.*—After a publication has been determined to be of the second class, the publisher thereof may, if he desire, formally enter the same at the post-office where mailed, and print upon each copy thereof the words, "Entered at the post-office at ——— as second-class matter." Publications so entered, and having printed upon each copy the words of entry, may be exchanged at second-class rates with other second-class publications and may be regularly sent at second-class rates, as complimentary, to customers or business agents of the publication, and to other persons solely in the interest of the publication itself, or of its publishers or employes as such. The formal entry will consist in a written notification of the publisher's desire to the postmaster, who will forward a copy of such entry to the First Assistant Postmaster-General. The unauthorized printing by a publisher of the words of entry herein prescribed, or their equivalent, will render him liable to the penalty prescribed in section 197. Postmasters should take pains to call the attention of publishers to this section and invite them to enter their publications as herein set forth.

SEC. 200. *News agents applying for second-class rates must make and file with the postmaster at their post-office of mailing a statement signed by them showing the names of the periodicals which they thus mail, the post-offices respectively to which they are directed, and the number of such subscribers to each, with the dates to which their respective subscriptions extend. On all packages of second-class matter mailed by news agents to newsdealers the word "newsdealer" must form part of the address.*

SEC. 201. *Evidence required of news agents.*—In order to enable news agents to transmit matter of the second class at pound rates which is not published within the delivery of the post-office of mailing they must furnish evidence that the periodical so offered has been inspected and admitted to the second class by the postmaster at the post-office of publication. The most satisfactory evidence of such inspection and approval will be when, in some conspicuous portion of its title page or cover, the periodical bears the printed words of entry prescribed in section 199.

SEC. 202. *News agents defined.*—No person is a news agent within the contemplation of the law by virtue of his acting simply as a local or traveling agent for a publication. He must be engaged in business as a newsdealer or bookseller in order to be entitled to send newspapers and periodicals at the pound rates.

SEC. 203. *Sample copies defined.*—Sample copies of publications of the second class, which are entitled to transmission through the mails at two cents a pound, are defined to be copies sent to persons not subscribers, for the purpose either of inducing them to subscribe for or to advertise in the publication, or to agents, or to persons desiring to become agents, or whom the publisher may wish to induce to act as agents, to be used by them in procuring subscriptions and advertising. Any number of copies of any number of different editions of a second-class publication may be sent at any one time as sample copies. The primary design of a publisher in sending out sample copies is to increase the subscription list and advertising patronage of his publication, and the law permits him to send such copies at the most favored rates, in the expectation that the correspondence resulting therefrom, and the increased circulation of the publication to regular subscribers, will augment the postal revenues. (See section 195.)

SEC. 204. *Extra numbers not sample copies.*—Publishers will not be permitted, however, to use the exceptional advantages given to them by the law so as to defraud the postal department by mailing as sample copies extra numbers of their publications ordered by advertisers, or by campaign committees, or by other persons, to be sent to specified addresses, and apparently intended, from the nature of the contents or of marked portions thereof, to serve the business, political, or personal interests of the person or persons ordering the same. Such copies are third-class matter, and must be prepaid by stamps at the rate of one cent for each two ounces or fractional part thereof.

SEC. 205. *Sample copies to be mailed separately.*—Sample copies of second-class publications should be put up in single wrappers, and each package addressed to a person or firm should be plainly marked, in printing or writing, "sample copy."

SEC. 206. *Supplements admitted as second-class matter.*—Publishers of matter of the second class may, without subjecting it to extra postage, fold within their regular issues a supplement; but in all cases the added matter must be germane to the publication which it supplements; that is to say, matter supplied in order to complete that to which it is added or supplemented, but omitted from the regular issue for want of space, time, or greater convenience, which supplement must in every case be issued with the publication. (Act of March 3, 1879, § 16, 20 Stat., p. 359.)

SEC. 207. *Definition of supplements.*—A supplement is held to be matter proper to be inserted in the publication to which it is added, but not inserted for want of space, or want of time, or because it is more convenient regarding space or time, or either, that it should be printed on a separate sheet. It is not indispensable or necessary that the sheet should be printed at the office of the publication to which it is intended to be a supplement; but if printed there or elsewhere, to be considered or treated as a supplement, it must be printed with the intention and purpose only of supplying an integral portion of the publication to which it professes to be a supplement, and not for another distinct and separate use. It should have direct relation to the publication supplemented, so that without it the publication supplemented would be incomplete.

SEC. 208. *Hand-bills and posters not supplements.*—The two preceding sections cannot be construed to admit "hand-bills" or "posters" as supplements. Hand-bills and posters are subject to the rate of postage of one cent for each two ounces or fraction thereof; and when such matter is inclosed in a newspaper and sent to regular subscribers it subjects the package to postage at the higher rate of one cent for each two ounces. Should the package reach the post-office of delivery without any evidence of prepayment, double the prepaid rate must be charged.

SEC. 209. *Examination of second-class matter.*—Matter of the second class may be examined at the [post] office of mailing, and if found to contain matter which is subject to a higher rate of postage, such matter shall be charged with postage at the rate to which the inclosed matter is subject: *Provided*, That nothing herein contained shall be so construed as to prohibit the insertion in periodicals of advertisements attached permanently to the same. (Act of March 3, 1879, § 12, 20 Stat., p. 359.)

SEC. 210. *Prohibited advertisements in second-class matter.*—Advertisements in the form of separate sheets in the body of periodical publications, which are inserted for convenience, and for the purpose of being removed and put to separate use, are not "attached permanently" to such periodical within the meaning of the preceding section, and when so inserted will subject the periodicals in which they are found to the rate of one cent for each two ounces, or fraction thereof; but this must not be held to apply to bills, receipts, and orders for subscription to such periodicals, which are permitted by the proviso to section 233.

SEC. 211. *Detention of suspected second-class matter.*—When the postmaster at the post-office of mailing shall have reason to believe that any publisher or news agent has violated the provisions of section 209 by depositing third-class matter in any post-office, for transmission through the mails as matter of the second class, he may, at his discretion, retain the suspected matter, notifying the publisher or news agent at once of his action, and report the facts to the Postmaster-General. If such third-class matter shall by inadvertence reach its destination, the postmaster at the post-office of destination must collect the postage due thereon as prescribed by law.

SEC. 212. *Foreign publications admitted as second-class matter.*—Foreign newspapers and other periodicals of the same general character as those admitted to the second class in the United States may, under the direction of the Postmaster-General, on application of the publishers thereof or their agents, be transmitted through the mails at the same rates as if published in the United States. Nothing in this act shall be so construed as to allow the transmission through the mails of any publication which violates any copyright granted by the United States. (Act of March 3, 1879, §15, 20 Stat., p. 359.)

SEC. 213. *Examination of foreign publications.*—Agents of foreign publications, who may desire to secure the benefits of the second-class rates of postage for the transmission of such publications in the domestic mails, should make application to the postmaster at the post-office where they desire the same to be mailed, and if the postmaster is of opinion, after an examination of the publications submitted, that they are in their essential features similar to domestic publications transmitted in the mails at the second-class rates, he will, upon their complying with the provisions of section 200 and filing an affidavit that the publications submitted come within the first and second conditions of section 185, and that they have a legitimate list of subscribers in the country where they are published, admit them to the mails on the same terms as domestic publications.

SEC. 216. *Manner of presenting second-class matter for mailing.*—In mailing publications of the second class they should in all cases be properly dried, folded, and addressed. It is certainly no part of the duty of a postmaster or his assistants to fold newspapers so that they can be placed in the boxes, &c., for delivery; and in case a publisher persists in sending them without being properly folded, after being notified to put them up so that they can be promptly assorted and delivered, the postmaster would be justified in not distributing them with the regular mail.

SEC. 219. *Free county publications.*—Publications of the second class, one copy to each actual subscriber residing in the county where the same are printed, in whole or in part, and published, shall go free through the mails; but the same shall not be delivered at letter-carrier offices, or distributed by carriers, unless postage is paid thereon at the rate prescribed in section [190]: *Provided*, That the rate of postage on newspapers (excepting weeklies) and periodicals not exceeding two ounces in weight when the same are deposited in a letter-carrier office for delivery by its carriers shall be uniform at one cent each; periodicals weighing more than two ounces shall be subject, when delivered by such carriers, to a postage of two cents each, and these rates shall be prepaid by stamps affixed. (Act of March 3, 1879, §25, 20 Stat., p. 361.)

SEC. 240. *Postage on second-class matter at free-delivery post-offices.*—Mailable matter of the second class deposited in a letter-carrier post-office for local delivery shall be delivered through boxes or the general delivery on prepayment of postage at the rate of two cents per pound, but when delivered by carriers the following rates must be prepaid by postage stamps affixed: On newspapers (except weeklies), one cent each without regard to weight; on periodicals not exceeding two ounces in weight, one cent each; on periodicals exceeding two ounces in weight, two cents each. The rate on weekly newspapers of the second class deposited by the publisher in a letter-carrier post-office for local delivery is two cents per pound, whether the same are delivered by carriers or through boxes or the general delivery.

SEC. 241. *Second-class matter at free-delivery offices, how separated.*—Second-class matter for city delivery, where the carrier system is established, should be separately made up at the office of publication—that for delivery by the carriers of a post-office being put in one package or bundle, each article of mail matter therein properly stamped, and that for delivery through the boxes of the post-office by itself. If the separation is not made at the office of publication, each paper or periodical not properly stamped must be placed in the boxes or at the general delivery for delivery therefrom.

SEC. 242. *Free county publications must be mailed by themselves.*—When a publisher of a newspaper sends in the mails a package of his papers, a portion intended for subscribers residing within the county in which the paper is printed (in whole or in part) and published, and the remainder intended for subscribers residing in another county, he must pay postage on the entire package at the pound rates. The publisher should make two packages, one for the subscribers residing in the county and one for those out of the county, the former to go free under section 239.

SEC. 243. *Publications with offices in two counties free in neither.*—No publication of the second class claiming more than one office of publication in different counties is entitled to pass in the mails free in either county unless the publisher elect which office he will regard as his office of publication. In that event the publication shall go free in that county only. The postmaster at the post-office thus selected should notify the postmaster at the other post-office of such selection. The provisions of this section are not applicable, however, to publications claiming or having more than one office of publication which do not claim free county circulation.

SEC. 244. *Sample copies of free county publications subject to postage.*—Nothing in the act of March 3, 1879, can be so construed as to permit "sample copies" of any publication to be mailed free in the county where the same is printed or published; they must be prepaid at the rate of two cents for each pound.

NEWSPAPER FILES.

At the suggestion of the Superintendent, a request was sent with the press schedules to the publishers of the newspapers of every class for a specimen copy of the journal, for which a franked wrapper was inclosed, with a view to making a complete collection of the issues of the periodical press of the census year for permanent preservation in the Congressional Library. A very general response was made to this request, and all publications not found in the file at the conclusion of the inquiry were again sent for, and were, with hardly an exception, received. The publishers were asked to send the issue of their publication nearest in date to July 4, 1880, and, with some exceptions among journals received in response to the last request, the file represents the press of the United States as it stood on the national anniversary in the census year. The specimen journals, as they were received, were checked and filed, with respect to newspapers,

The census file of newspapers and periodicals.

alphabetically by towns and cities of publication in the several states, and as the file for each state was completed the papers were deposited in portfolios, and the collection passed into the custody of the Librarian of Congress.

The periodical press, including the magazines, trade and professional journals, etc., was arranged in groups, the law journals, the medical journals, the scientific journals, the literary journals, etc., each forming a group by themselves, and each arranged by states.

A similar effort was made at the census of 1850 to form a file of the newspaper press of the United States as it then existed. (a) The Superintendent of that Census, in his report, spoke of this effort as follows:

An effort was made to secure at least one copy of every journal published in the United States in 1850, and the assistant marshals were intrusted with the matter. It has been attended to but partially, and the papers obtained fall very far short of the actual number returned by name. This is to be regretted, as such a file, complete in every respect, properly bound and placed away in the Library of Congress, would be a great national curiosity, and be of great interest to the future antiquarian.

No such criticism can be made respecting the file of the American press which the Tenth Census contributes to the literary archives of the nation. It is felt that all the value assigned by Superintendent De Bow, and much more, attaches to this file. It conveys a much more vivid picture of the actual character, typographical, literary, mechanical, intellectual, and moral, of the press of to-day than can be conveyed by a report, and supplies a more complete understanding of the immense development of the press than can be pictured by cold statistics. It admits of ready comparison between the press of all the states and the journals of all classes and descriptions. In comparison with a similar file, made ten or twenty years hence, it will offer a more exact standard for measuring the degree and the nature of the progress of the intervening years than any figures can afford.

In this connection, it is proper to add that there has been, and still continues to be, in every American state a failure to appreciate the importance of preserving files of the newspapers of each locality. The newspaper in itself is of necessity a matter of transient interest. It appears, it serves its purpose, The importance of preserving newspaper files. it is superseded by another of later date, and ceases to be regarded as of importance or value; but there is no issue of the humblest paper in all the land in which there does not appear something which will some time prove of real historic value. The newspaper, of necessity, bears an intimate relation to the official history of the corporation in which it is published. Whether or not it be designated as the repository of the official proceedings of the corporate authorities, it nevertheless contains them, and thus becomes a method of record which, in point of regularity and fullness, is unsurpassed. The historians of the colonial era find no better clew to the feeling, the events, and the character of those times, or of the personages who figured in them, than is contained in the files of the newspapers then published, and it is their constant source of grievance and annoyance that they are not only few in number and difficult of access, but are far from complete. Even in later days files of newspapers which in their time were repositories of the current history of important localities, and which exercised a marked influence upon public opinion, are few in number and imperfectly preserved. Hundreds of newspapers have been born, have lived a brief space, and chronicled their share of history, yet no trace of them remains anywhere. Such files as we now possess of the journals of the past are due almost entirely to private appreciation of their value as the sources out of which history is to be wrought. They are in the possession of historical societies and private individuals, and are prized among the choicest of their collections. All told, they do not represent one tithe of the actual publications which have emanated from the American press. I can learn of no town, city, or county which makes it one of the duties of its officers to preserve files of the newspaper press of the locality, and there is no state which keeps a regular file of the newspapers printed within its limits and regularly supplying the most complete record of its The official preservation of newspaper files. history attainable. (b) Not even the newspapers themselves are as careful in the matter of files as pride and self-

a The first known attempt to make a file of American newspapers was that of the late Joel Munsell, of Albany, New York—a gentleman who did as much as any man who ever lived in this country to advance and promote the art of typography and to preserve its annals—in 1828. The papers in Mr. Munsell's files were generally single specimens, the first issues, where they could be obtained, or copies that contained something of more than ordinary interest. Taken as a whole, the collection satisfactorily illustrated the character and condition of the American press at the time. It was bound in 100 volumes, which are now deposited in the New York state library.

b The Maine legislature, at its session in 1849, directed the clerks of the county courts to purchase, bind, and preserve, for the use and at the expense of the county, a copy of the newspapers published therein, not to exceed three in number, commencing with the year 1849, and giving preference to those papers abounding in historical and other information valuable to the public.—Munsell's *Typographical Miscellany*.

While no one library, however large and comprehensive, has either the space or the means to accumulate a tithe of the periodicals that swarm from a productive press, there are valid reasons why more attention should be paid by librarians to the careful preservation of a wise selection of all this current literature. The modern newspaper and other periodical publications afford the truest, the fullest, and on the whole the most impartial image of the age we live in that can be derived from any single source. Taken together, they afford the richest material for the historian or the student of politics, of society, of literature, and of civilization in its various aspects. What precious memorials of the day even the advertisements and brief paragraphs of the newspapers of a century ago afford us! While in a field so vast it is impossible for any one library to be more than a gleaner, no such institution can afford to neglect the collection and preservation of at least some of the more important newspapers from year to year. A public library is not for one generation only, but it is for all time. Opportunities once neglected of securing the current periodicals of any age in continuous and complete form seldom or never occur. The principle of selection will, of course, vary in different libraries and localities. While the safest general rule is to secure the best and most representative of all the journals, reviews, and magazines within the limits of the fund which can be devoted to that purpose, there is another principle which should largely guide the selection. In each locality it should be one leading object of the

interest would seem to require. There are many of the long established newspapers which have no complete files of their publication. The accident of fire frequently destroys the file accumulations of years, and as a rule they cannot be duplicated, and the frequent changes in the proprietorship of newspapers is apt to lead to a break in the files. All these contingencies serve to emphasize the importance of the suggestion that the local and the state authorities of the United States should take the steps necessary for permanently and completely preserving the newspaper records of their several sections.

CONCLUSION.

I have now concluded this report on the past history and development and the present condition and statistics of the newspaper and periodical press of the United States.

Conclusion. The review of a progress so remarkable, and in some respects so unique as this has proved to be, might be accompanied by some attempt to estimate the influence of the newspaper press upon the commerce, the society, the politics, the morals, the education, and the happiness of the people. I have preferred, however, to leave deductions of that character to others, who may find herein the materials upon which to found them. The American press has been the recipient of much eulogy, and much condemnation as well, at the hands of many whose words are entitled to respectful consideration. To both those who eulogize and those who condemn it must present itself, in the light of the statistics which form the basis of this report, as a factor in our civilization which is unsurpassed by any other in the energy, the enterprise, and the success of those who are engaged in its conduct. The earnings of the newspaper press represent a large portion of the wealth which the census of 1880 reveals in the United States. The men and women employed in it, both mechanically and professionally, are no mean proportion of our citizenship, and their rate of earnings is not inferior to that of any class of laborers, either mechanical or professional. The rate of increase, both in the number and the circulation of the newspapers, is perhaps the most remarkable of any revealed in the Tenth Census. The relations of the press to the public, in the character of a servitor and assistant, are sufficiently indicated, not

principal library to gather within its walls the fullest representation possible of the literature relating to its own state and neighborhood. In every city and large town the local journals and other periodicals should form an indispensable part of a public library collection. Where the means are wanting to purchase these, the proprietors will frequently furnish them free of expense for public use; but no occasion should be lost of securing, immediately on its issue from the press, every publication, large or small, which relates to the local history or interests of the place where the library is maintained. This collection should embrace not only newspapers, magazines, etc., but a complete collection of all casual pamphlets, reports of municipal governments, with their subdivisions, reports of charitable or benevolent societies, schools, etc., and even the prospectuses, bulletins, catalogues, etc., of real-estate agents and tradesmen. Every library should have its scrap-books (or series of them) for preserving the political broadsides and fugitive pieces of the day which in any way reflect or illustrate the spirit of the times or the condition of the people. These unconsidered trifles, commonly swept out and thrown away as worthless, if carefully preserved and handed down to the future, will be found to form precious memorials of a bygone age.

While the files of the journals of any period furnish unquestionably the best instruments for the history of that epoch, it is lamentable to reflect that so little care has ever been taken to preserve a fair representation of those of any age. The destiny of nearly all newspapers is swift destruction; and even those which are preserved commonly survive in a provokingly fragmentary state. The obvious causes of the rapid disappearance of periodical literature are its great volume, necessarily increasing with every year the difficulty of lodging the files of any long period in our narrow apartments, and the continual demand for paper for the uses of trade. To these must be added the great cost of binding files of journals, increasing in the direct ratio of the size of the volumes. As so formidable an expense can be incurred by very few private subscribers to periodicals, it is so much the more important that the public libraries should not neglect a duty which they owe to their generation as well as to those that are to follow. These poor journals of to-day, which everybody is ready to stigmatize as trash not worth the room to store or the money to bind, are the very materials which the man of the future will search for with eagerness, and for some of which he will be ready to pay their weight in gold. These representatives of the commercial, industrial, inventive, social, literary, political, moral, and religious life of the times should be preserved and handed down to posterity with sedulous care. No historian or other writer on any subject who would write conscientiously or with full information can afford to neglect this fruitful mine of the journals, where his richest materials are frequently to be found.

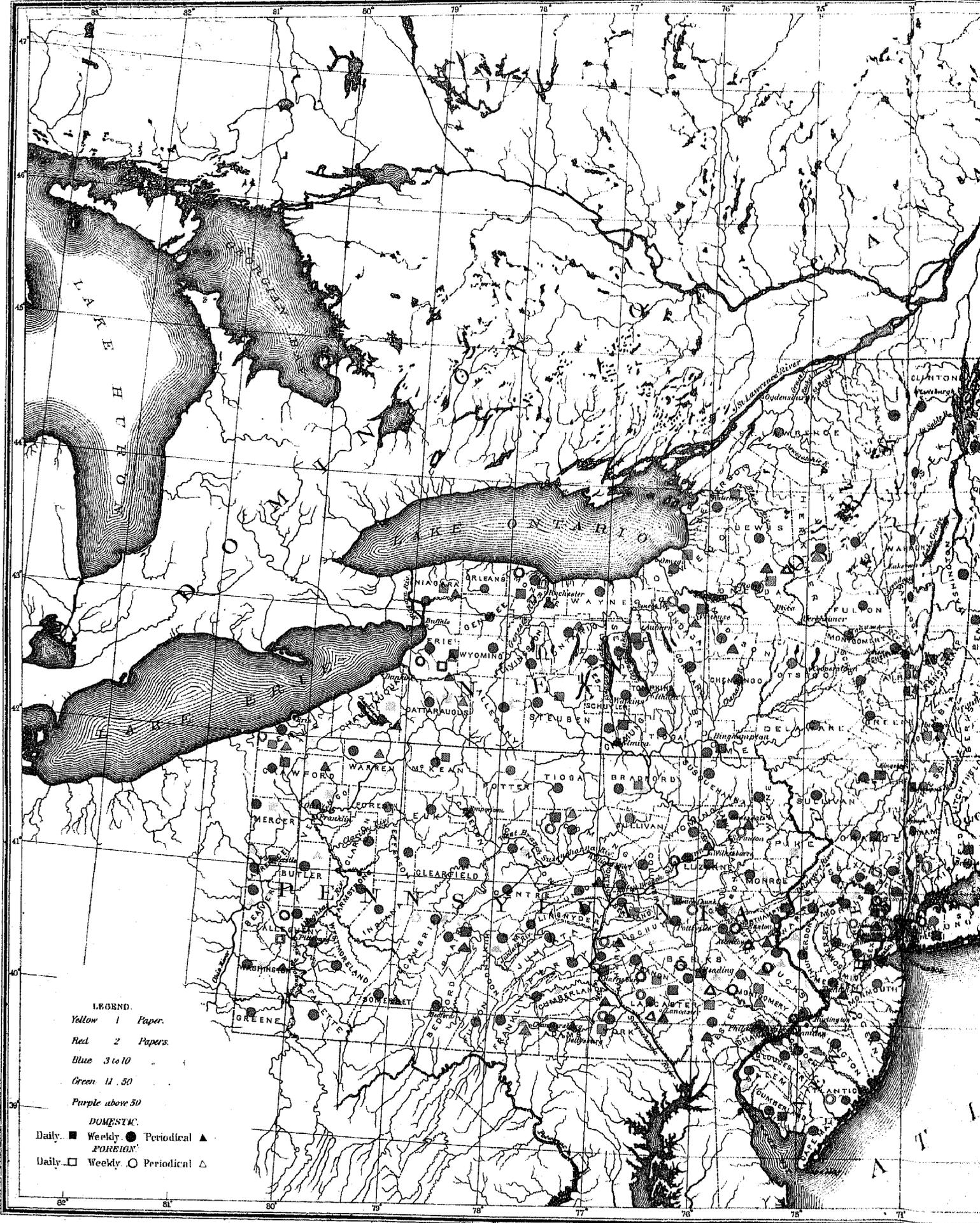
The life-long devotion of a late American collector, Peter Force, of Washington, to the same historical spirit resulted in amassing a large and rich library of manuscripts, newspapers, books, pamphlets, maps, broadsides, etc., mainly illustrative of American history. This invaluable collection, which no amount of money could have reassembled, was fortunately not permitted to be scattered, but was secured during the lifetime of the possessor for the Library of the United States.

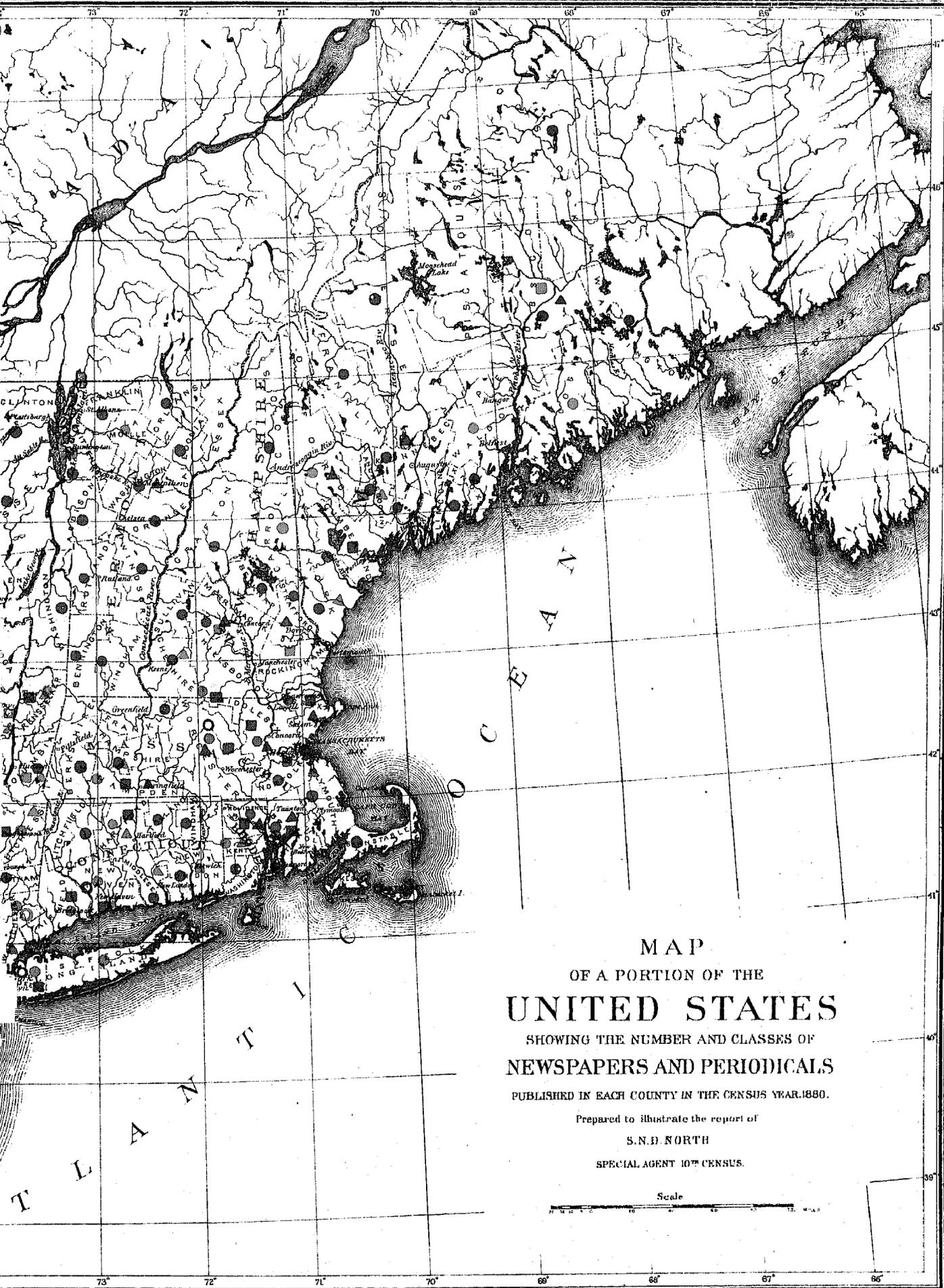
In the absence of a great library of journals, or of that universal library which every nation should possess, it becomes the more important to assemble in the various local libraries all those ephemeral publications which, if not thus preserved contemporaneously with their issue, will disappear utterly and elude the search of future historical inquirers. And that library which shall the most sedulously gather and preserve such fugitive memorials of the life of the people among which it is situated will be found to have best subserved its purpose to the succeeding generations of men.

Not less important than the preservation of newspapers is that of reviews and magazines. In fact, the latter are almost universally reckoned as far more important than the more fugitive literature of the daily and weekly press. Though inferior to the journals as historical and statistical materials, reviews and magazines supply the largest fund of discussion upon such topics of scientific, social, literary, and religious interest as occupy the public mind during the time in which they appear. More and more the best thought of the times gets reflected in the pages of this portion of the periodical press. No investigator in any department can afford to overlook the rich stores contributed to thought in reviews and magazines. These articles are commonly more condensed and full of matter than the average books of the period. While every library, therefore, should possess for the current use and ultimate reference of its readers a selection of the best, as large as its means will permit, a great and comprehensive library, in order to be representative of the national literature, should possess them all.—Hon. A. R. Spofford, Librarian of Congress.

only by the official connection which newspapers bear to state, municipal, and other public corporations, but by the quickness and the accuracy with which they supply private individuals with the information upon which their own private concerns are dependent; and their value as conservators of historical material is put beyond dispute by the records of history itself. Their potency as an educating and informing medium is conceded by the preachers, teachers, politicians, and philanthropists who seek their agency as affording a wider method of intercommuniation than any other agency of civilization. As all these multiform public functions come to be more widely understood by both public and publishers to reside in the press, its tone and character and influence cannot fail to improve and increase in a degree that shall correspond more nearly than now with its numerical and material increase of the American press. Its development has been traced through three distinct eras of progress in the history of this country, each succeeding era indicating extraordinary advancement over the one just previous. Nevertheless, the newspaper press of the United States must still be described as in the formative state. It has but reached the point where its possibilities are within the grasp of realization. In the future its progress promises to be rapid and upon a constantly broadening basis. No field of American industry and energy, combined with American intelligence and the national spirit, opens to those who embrace it more glorious opportunities.

DEPARTMENT OF THE INTERIOR

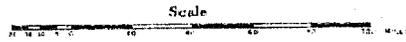


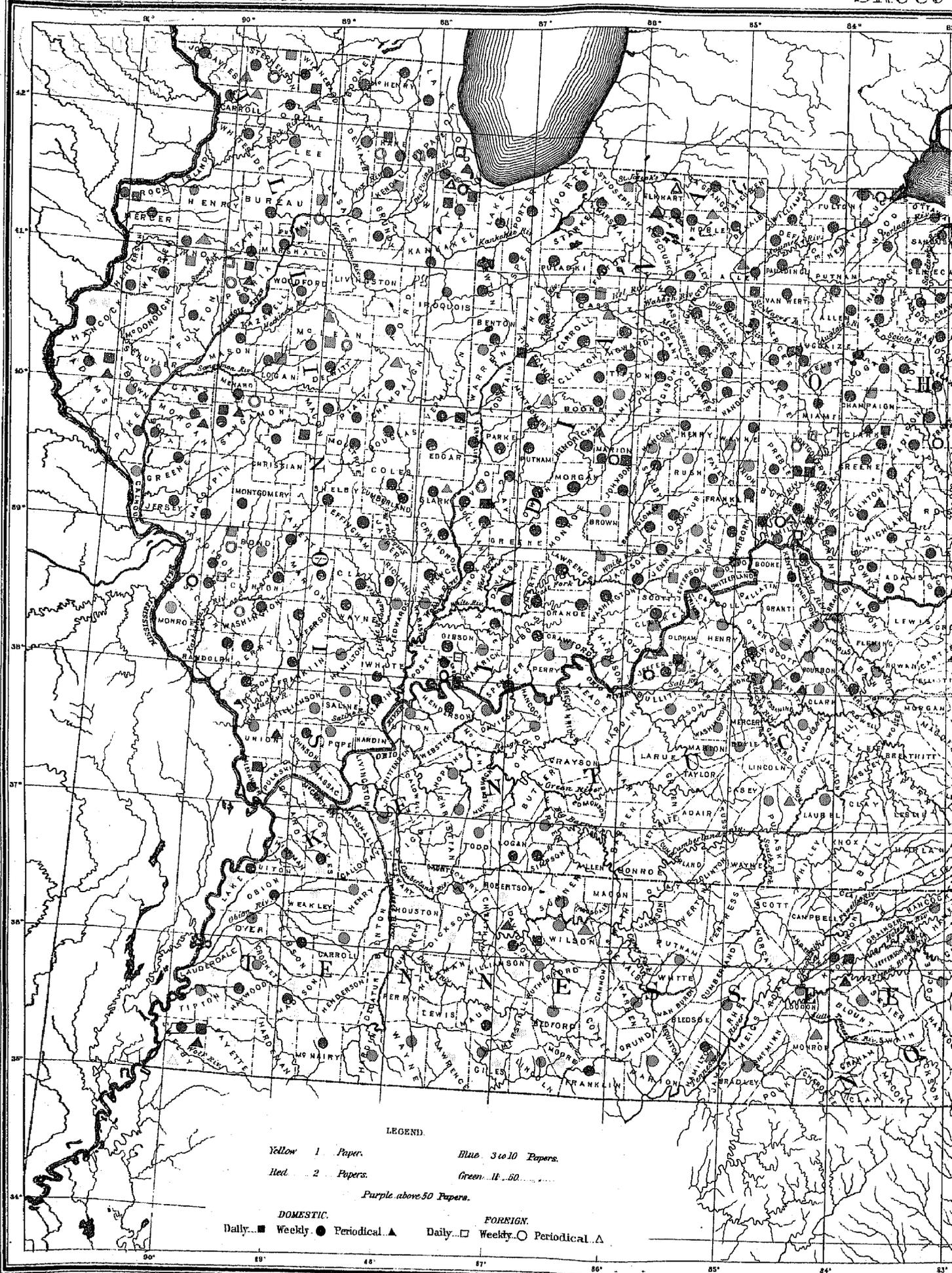


MAP
 OF A PORTION OF THE
UNITED STATES
 SHOWING THE NUMBER AND CLASSES OF
NEWSPAPERS AND PERIODICALS

PUBLISHED IN EACH COUNTY IN THE CENSUS YEAR 1880.

Prepared to illustrate the report of
 S. D. NORTH
 SPECIAL AGENT 10TH CENSUS.





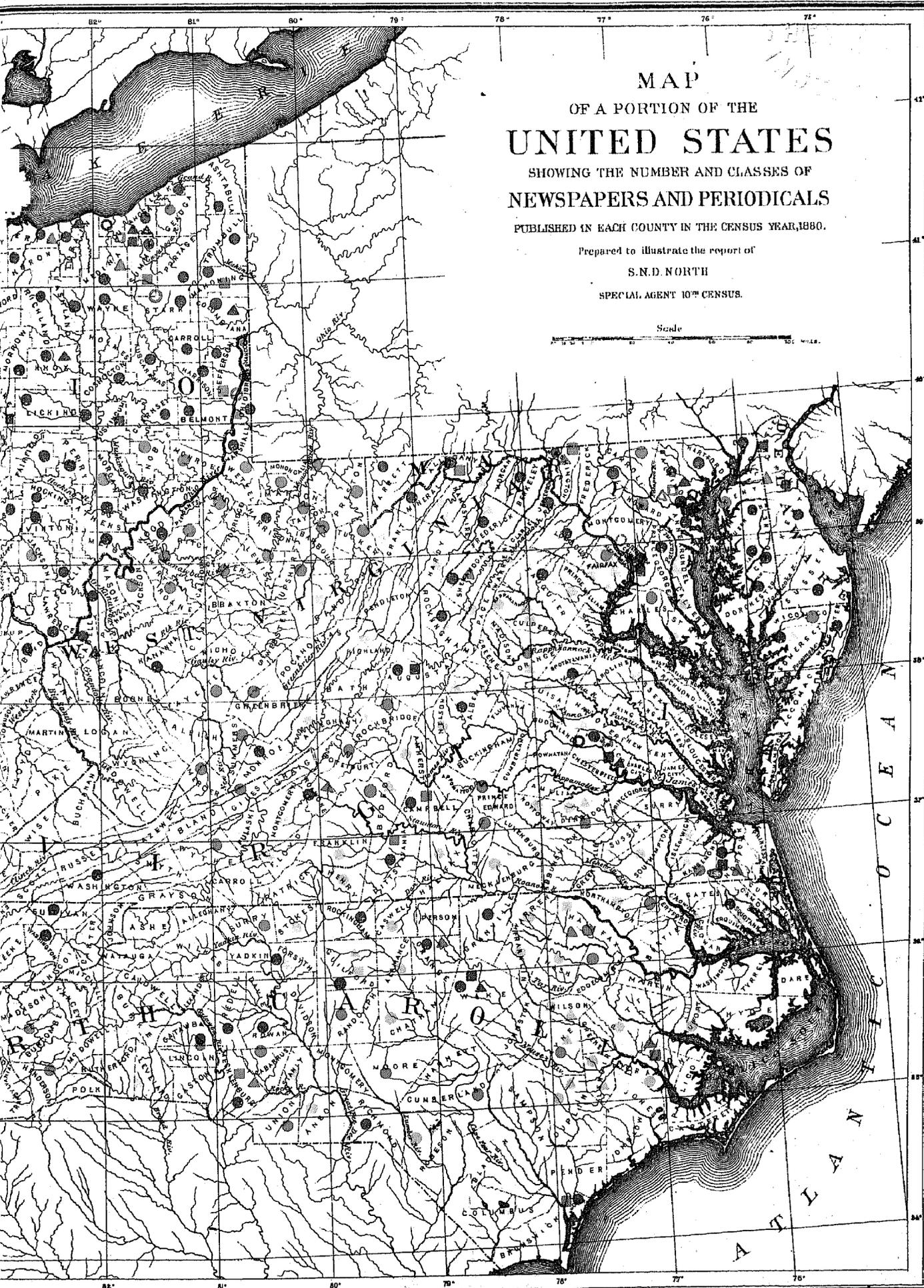
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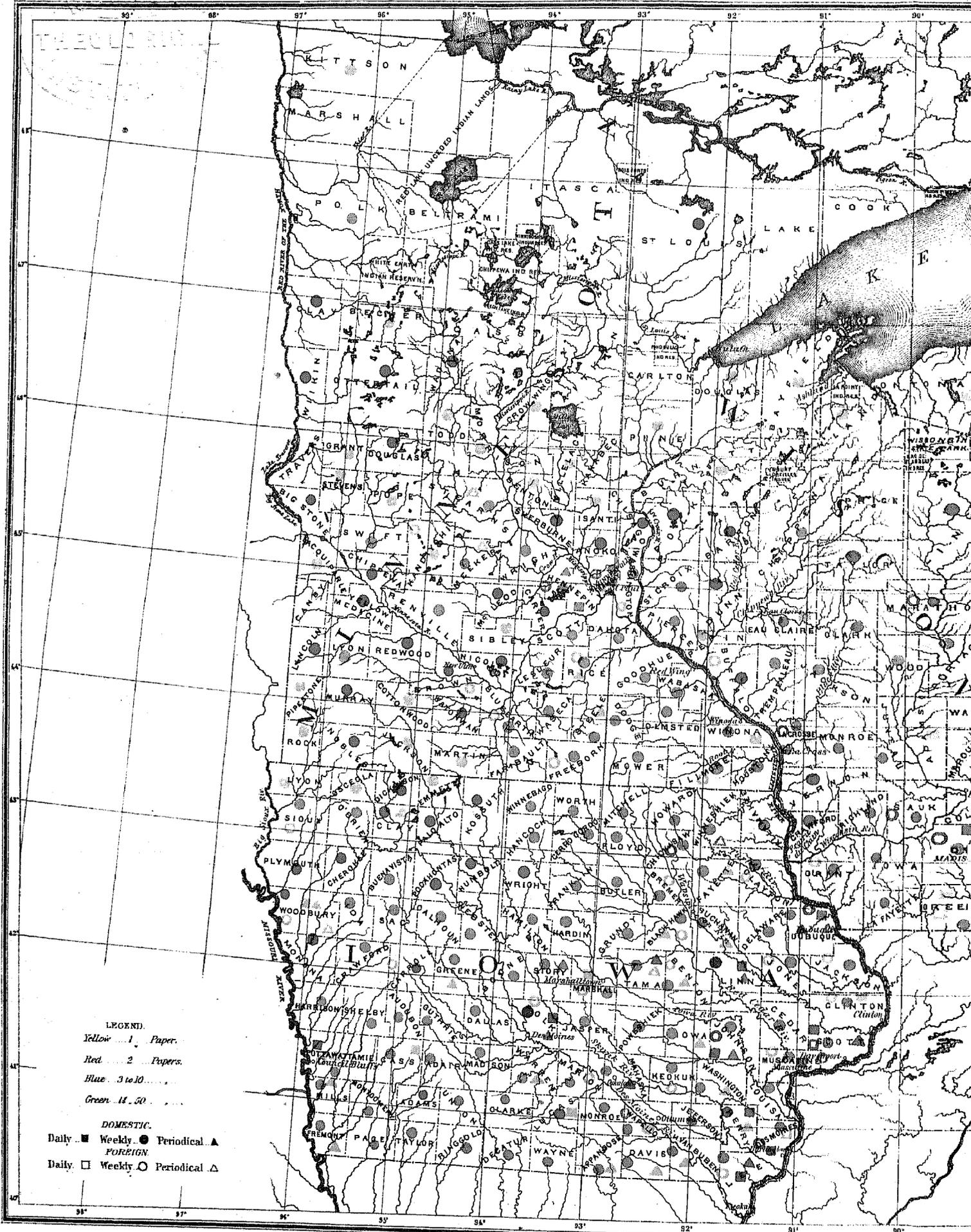
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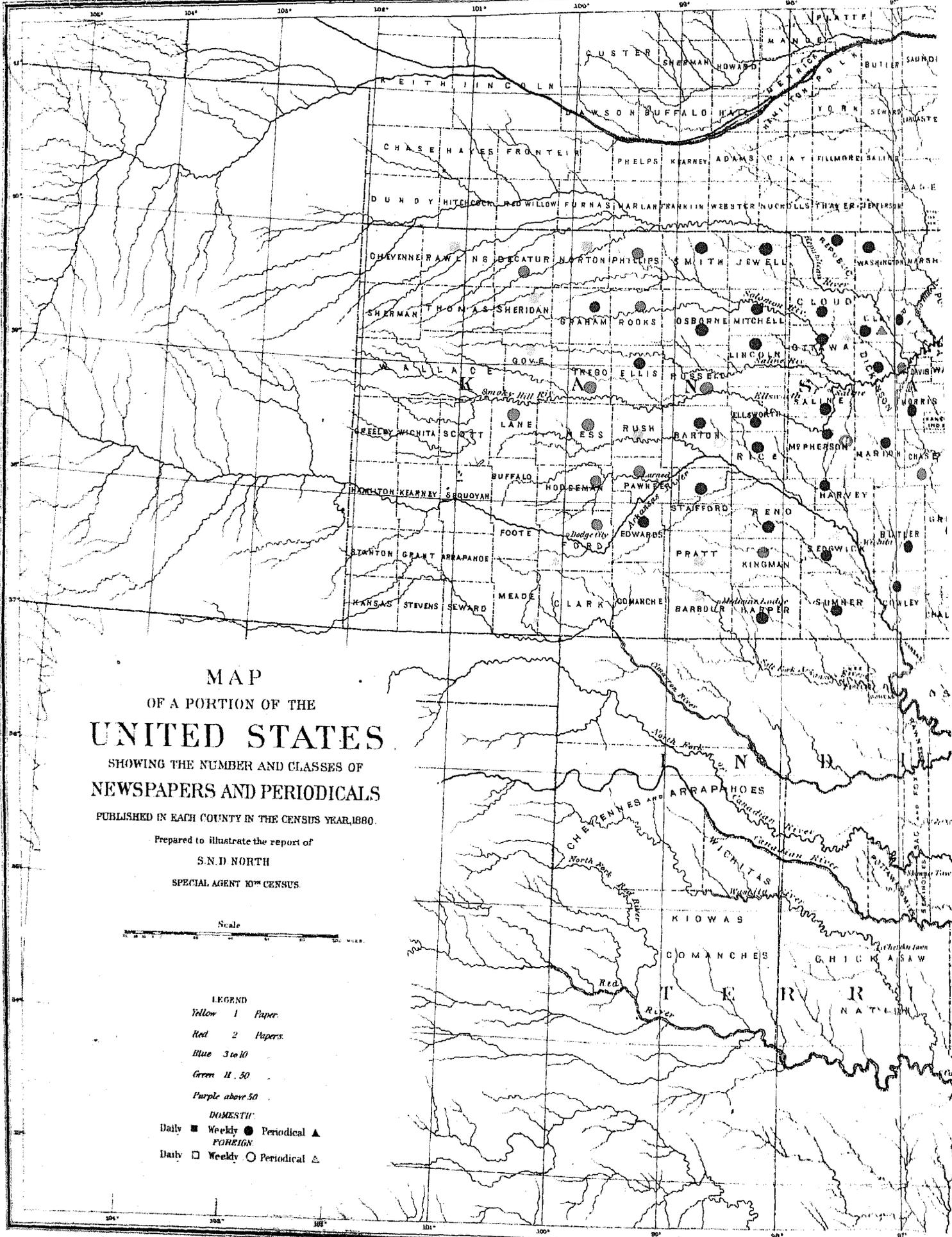


LEGEND.
Yellow 1 Paper.
Red 2 Papers.
Blue 3 to 10
Green 10, 50

DOMESTIC.
Daily...■ Weekly...● Periodical...▲
FOREIGN.
Daily...□ Weekly...○ Periodical...△





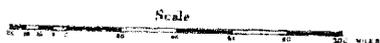


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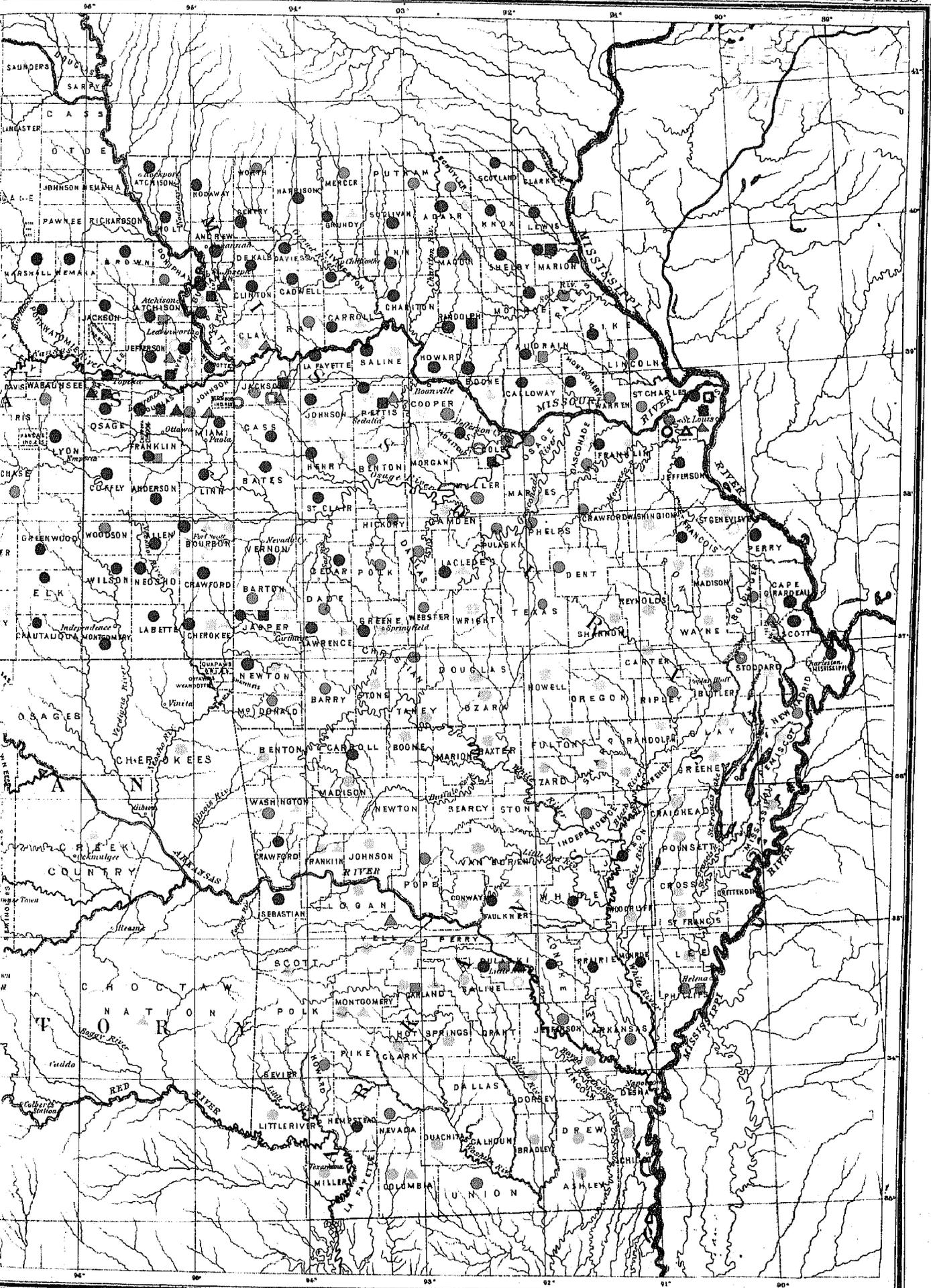
PUBLISHED IN EACH COUNTY IN THE CENSUS YEAR, 1880.

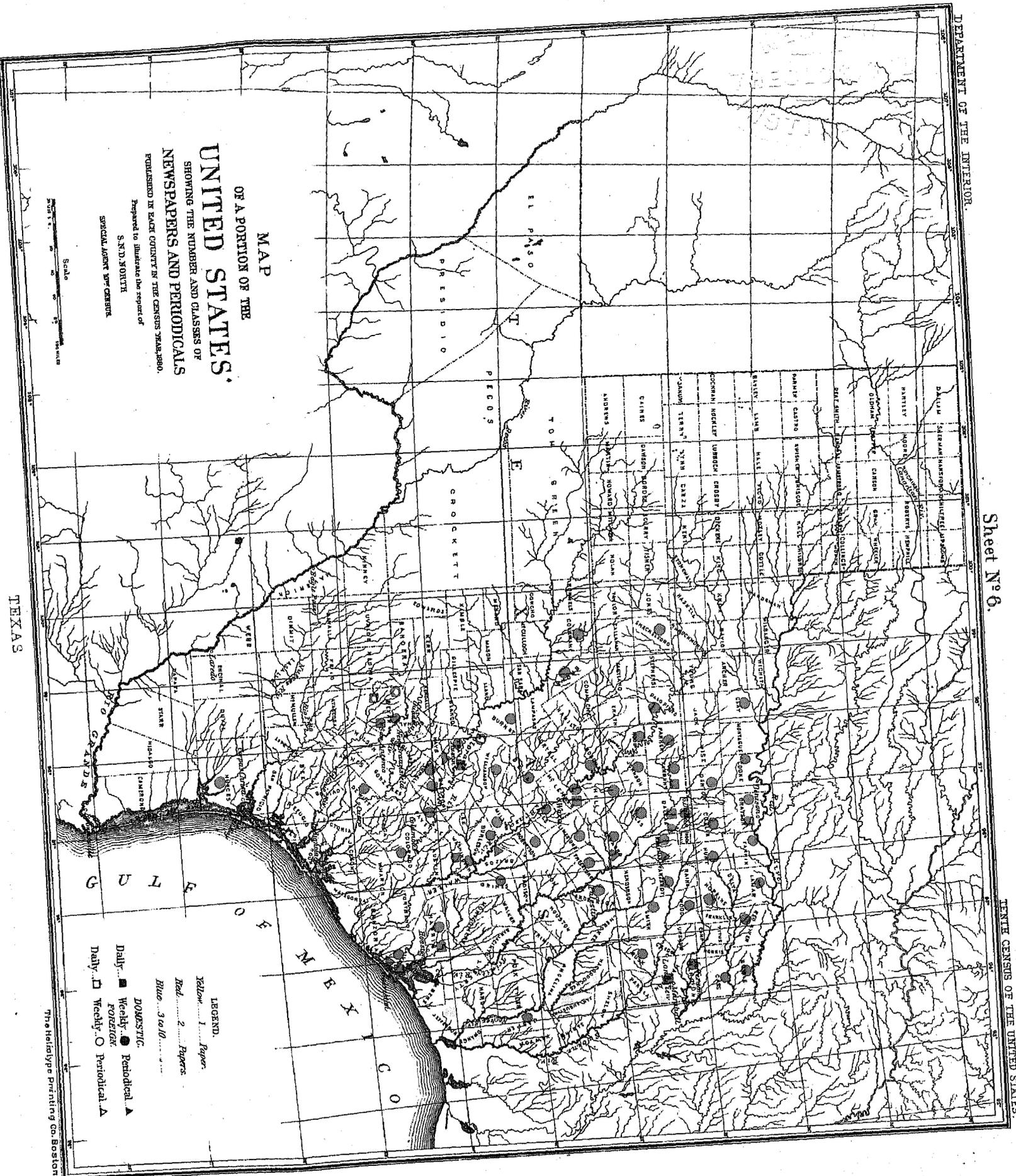
Prepared to illustrate the report of
S. N. D. NORTH

SPECIAL AGENT 10th CENSUS



- LEGEND
- Yellow 1 Paper.
 - Red 2 Papers.
 - Blue 3 to 10
 - Green 11 to 30
 - Purple above 50
- DOMESTIC:
Daily ■ Weekly ● Periodical ▲
- FOREIGN:
Daily □ Weekly ○ Periodical △





MAP
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UNITED STATES.
SHOWING THE NUMBER AND CLASSES OF
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PUBLISHED IN EACH COUNTY IN THE CENSUS YEAR, 1880.
Prepared to illustrate the report of
S. M. MORTON
SPECIAL AGENT IN CHARGE

LEGEND.

Yellow..... 1 Paper.
Red..... 2 Papers.
Blue..... 3 or 10.....

DAILY:

Daily..... Weekly Periodical
 Daily Weekly Periodical

Scale
0 10 20 30 Miles

TEXAS

The Helotype Printing Co. Boston.

MAP OF A PORTION OF THE UNITED STATES

SHOWING THE NUMBER AND CLASSES OF NEWSPAPERS AND PERIODICALS PUBLISHED IN EACH COUNTY IN THE CENSUS YEAR, 1880.

PREPARED TO ILLUSTRATE THE REPORT OF THE SPECIAL AGENTS IN CHARGE.

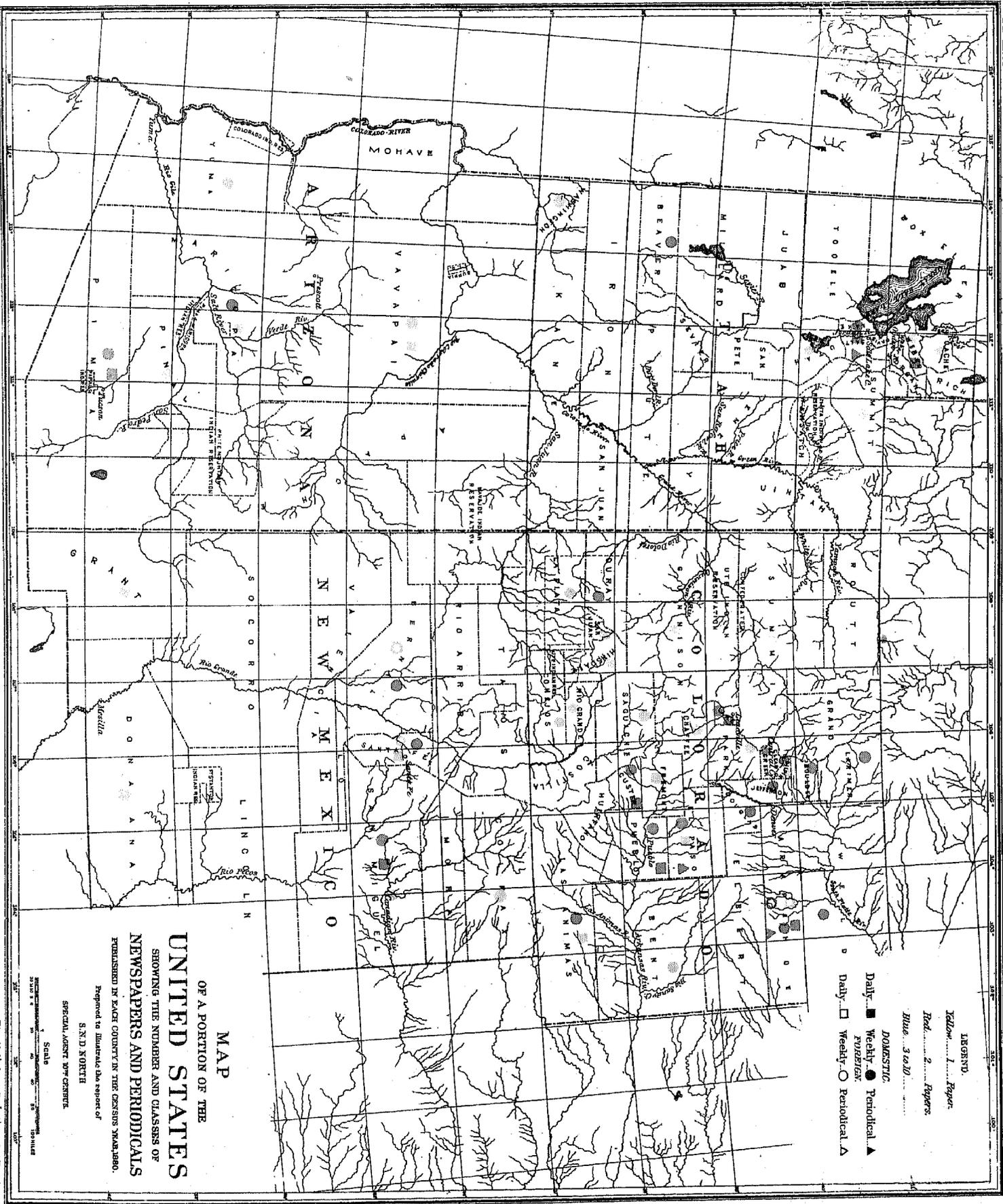


LEGEND

Yellow 1. Papers
Red 2. Pottery
Blue 3 to 10

DOMESTIC
Daily ■ Periodical ▲
Weekly ● Pottery △
Daily □ Weekly ○ Periodical ▲

Scale
0 10 20 30 40 Miles



LEGEND

Yellow.....1.....Paper
 Red.....2.....Papers
 Blue.....3 to 10.....

DOMESTIC

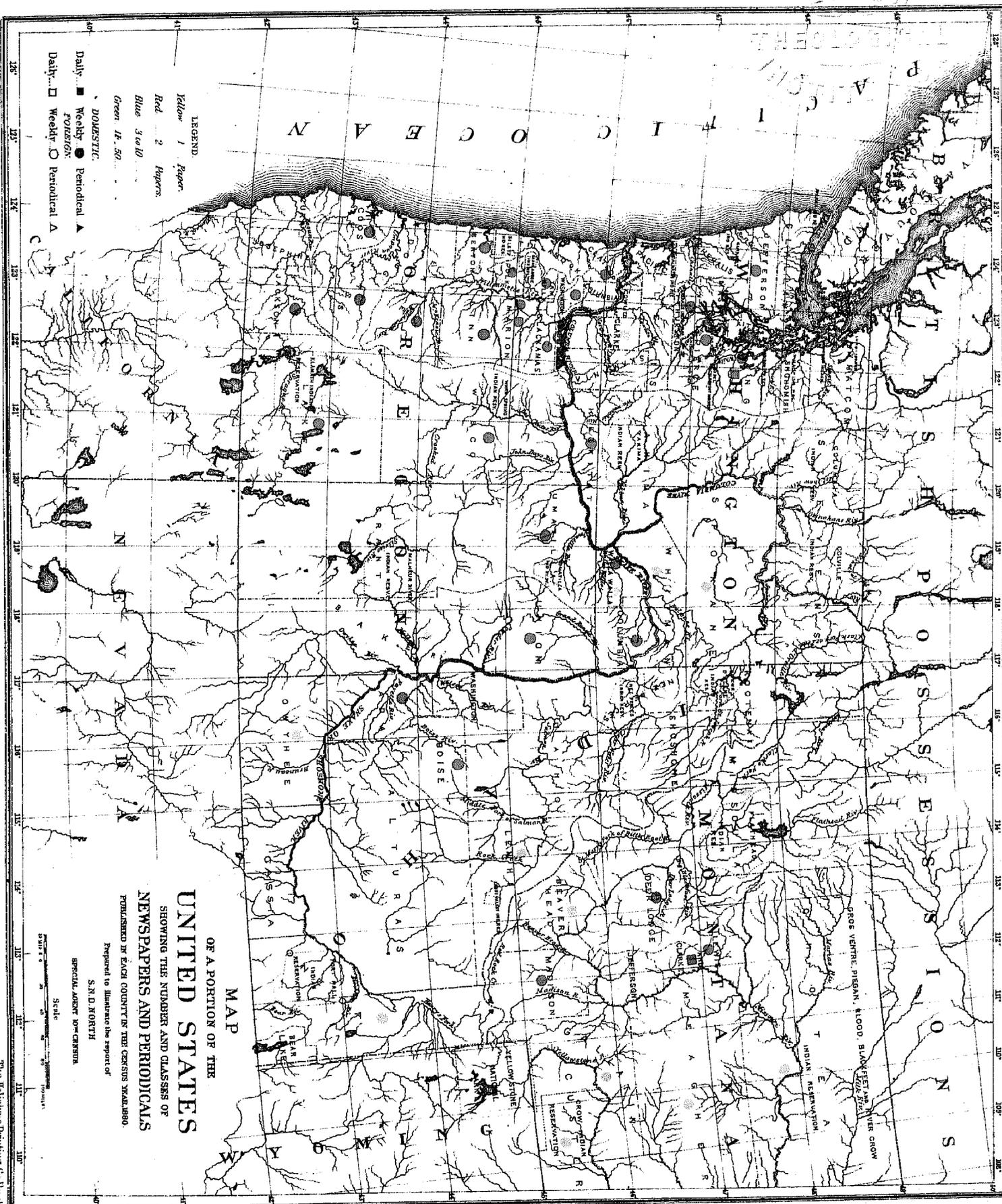
Daily.....■.....
 Weekly.....●.....
 Fortnightly.....▲.....
 Daily.....□.....
 Weekly.....○.....
 Periodical.....△.....

MAP
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UNITED STATES
 SHOWING THE NUMBER AND CLASSES OF
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 PUBLISHED IN EACH COUNTY IN THE CENSUS YEAR, 1900.
 Prepared to illustrate the report of
 S. N. D. KORTH
 SPECIAL AGENT IN CHARGE

Scale
 1 inch = 100 miles
 1 inch = 100 kilometers

COLORADO, NEW MEXICO, UTAH, ARIZONA

The Helixtype Printing Co., Boston.



LEGEND

Yellow 1 Papers
 Red 2 Papers
 Blue 3 or 10
 Green 15, 50

DOMESTIC:
 Daily... ■ Daily
 Weekly... □ Weekly
 Periodical... ○ Periodical
 Foreign... ▲ Foreign

MAP
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 S. N. D. NORTH
 SPECIAL AGENT IN CHARGE

Scale
 1 inch = 20 miles