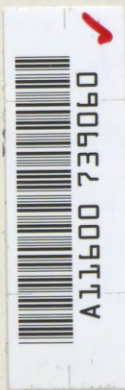


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AIRLIFT FOR OVERSEA ARMED FORCES POST OFFICE MAIL

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HEARINGS BEFORE THE COMMITTEE ON POSTAL OPERATIONS OF THE COMMITTEE ON OFFICE AND CIVIL SERVICE HOUSE OF REPRESENTATIVES

EIGHTY-NINTH CONGRESS

SECOND SESSION

ON

H.R. 12205 and related bills

BILLS TO AMEND TITLE 39, UNITED STATES CODE, WITH
RESPECT TO MAILING PRIVILEGES OF MEMBERS OF THE
UNITED STATES ARMED FORCES AND OTHER FEDERAL
GOVERNMENT PERSONNEL OVERSEAS, AND FOR OTHER
PURPOSES

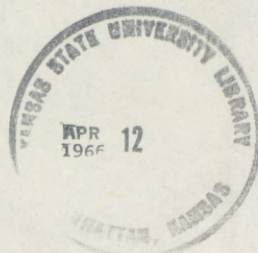
FEBRUARY 15, 16, 1966

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CONTENTS

Statement of—	Page
Ablard, Charles D., vice president, Magazine Publishers Association—	43
Batrus, Fredrick E., Deputy Assistant Postmaster General, Bureau of Transportation and International Services; accompanied by Greever P. Allen, Director, International Service Division, Bureau of Transportation and International Services, and Thomas F. Meagher, Acting Assistant General Counsel, Office of the General Counsel—	21
Corbett, Hon. Robert J., a Representative in Congress from the State of Pennsylvania—	19
Derwinski, Hon. Edward J., a Representative in Congress from the State of Illinois—	20
Donnelly, William F., vice president, Army Times Publishing Co.—	53
Glynn, Mrs. Walter H., national president, American Legion Auxiliary—	55
Lambert, Maj. Gen. J. C., Adjutant General, Department of the Army; accompanied by R. M. Kenney, Jr., Office of the Assistant Secretary of Defense; Lt. Col. J. V. Azevedo, Army and Air Force Postal Service; Lt. Comdr. W. R. Knapp, Office of the Chief of Naval Operations; and Maj. M. S. Mitchell, Army and Air Force Postal Service—	26
McCabe, Gibson, president, Newsweek, Inc., accompanied by F. Edgar Davis, vice president and general manager, Newsweek, Inc.—	44
Olsen, Hon. Arnold A., a Representative in Congress from the State of Montana—	12
Pool, Hon. Joe, a Representative in Congress from the State of Texas—	15
Roth, Irving, Director of Bureau of Economics, accompanied by Thomas P. Sheehan, Chief Counsel in the Rates Division, Bureau of Economics, Civil Aeronautics Board—	35
Sanderson, Harold R., secretary, Civil Aeronautics Board—	34
Seybold, Leo, vice president, Air Transport Association of America—	49
Tunney, Hon. John V., a Representative in Congress from the State of California—	20
Additional material submitted—	
Article from New York Times, entitled "Air Cargo Sets Record," dated February 9, 1966—	52
Part I of report, entitled "Postal Systems of U.S. Armed Forces and Certain Countries in Europe"—	2
Summary of H. R. 12205 and similar bills—	10
Text of section 406 (a) and (b) of the Federal Aviation Act—	52
Communications submitted by—	
Brown, Hon. George E., Jr., a Representative in Congress from the State of California, to Hon. Thaddeus J. Dulski, chairman, Subcommittee on Postal Operations, letter dated February 16, 1966—	48
Caputo, V. F., director for transportation and warehousing policy, to John H. Martiny, counsel, Committee on Post Office and Civil Service, letter dated January 11, 1966—	8
Hughes, Philip S., Assistant Director for Legislative Reference, Bureau of the Budget, to Hon. Tom Murray, chairman, Committee on Post Office and Civil Service, letter dated February 24, 1966—	57
Johnson, Hon. Lyndon B., President, to Hon. Lawrence F. O'Brien, Postmaster General, letter dated January 29, 1966—	9
Lemnitz, Gen. L. L., U.S. Army Supreme Allied Commander, to John H. Martiny, counsel, Committee on Post Office and Civil Service, letter dated February 9, 1966—	41
McVickar, Ronald, Northwest Airlines, Inc., to Hon. Thaddeus Dulski, Subcommittee on Postal Operations, letter dated February 15, 1966—	42

Communications submitted by—Continued

	Page
Martiny, John H., counsel, Committee on Post Office and Civil Service, to Hon. Robert S. McNamara, Secretary of Defense, letter dated December 28, 1965-----	7
Mize, Hon. Chester L., a Representative in Congress from the State of Kansas, to Hon. Thaddeus J. Dulski, chairman, Subcommittee on Postal Operations, letter dated February 15, 1966-----	48
O'Brien, Hon. Lawrence F., Postmaster General, to President Lyndon B. Johnson, letter dated January 29, 1966-----	10
Resor, Hon. Stanley R., Secretary of the Army, to Hon. Tom Murray, chairman, Committee on Post Office and Civil Service, letter dated February 15, 1966-----	10
Smith, Stanford, general manager, American Newspaper Publishers Association, to Hon. Thaddeus J. Dulski, chairman, Subcommittee on Postal Operations, letter dated February 18, 1966-----	42
Warner, Brig. Gen. George P., to John H. Martiny, counsel, Committee on Post Office and Civil Service, letter dated February 3, 1966-----	41

AIRLIFT FOR OVERSEA ARMED FORCES POST OFFICE MAIL

TUESDAY, FEBRUARY 15, 1966

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON POSTAL OPERATIONS OF THE
COMMITTEE ON POST OFFICE AND CIVIL SERVICE,
Washington, D.C.

The subcommittee met, pursuant to call, at 10:10 a.m., in room 219, Cannon House Office Building, Hon. Thaddeus J. Dulski (chairman of the subcommittee) presiding.

Mr. DULSKI. The meeting will come to order.

The Subcommittee on Postal Operations is meeting this morning to begin public hearings on H.R. 12205, which I sponsored, and similar bills, to authorize transportation by air between the United States and oversea military post offices of mail classified as first-class letter mail; second-class publications having current news value; and fourth-class parcels not exceeding 5 pounds in weight and 60 inches in length and girth combined.

The legislation applies to any individual, civilian or military, receiving or sending mail at an Armed Forces post office overseas. The regular rate of postage for surface transportation will be required in all cases, except where free-letter mail is now provided for servicemen in combat areas under Public Law 89-315. Public Law 89-315 applies only to servicemen in combat areas whereas H.R. 12205 applies to all individuals who send or receive mail at an oversea Armed Forces post office.

Similar bills have been sponsored by Mr. Corbett (H.R. 12005), Mr. Pool (H.R. 12046), Mr. Olsen (H.R. 12267), Mr. Derwinski (H.R. 12355), Charles H. Wilson of California (H.R. 12621), and Mr. Beckworth (H.R. 12654). The bills are identical except that H.R. 12205 and H.R. 12355 include a requirement that the transportation be on "all-cargo flights" to the extent possible.

The development of this legislation began last year when our colleague, the Honorable Joe Pool, attempted to have the Vietnam mail legislation, Public Law 89-315, cover mail to all servicemen overseas. The legislation, as passed, covers only servicemen in combat areas.

Subsequently, the subject of airlift for mail addressed to servicemen overseas received an extensive review by the members of our Committee on Post Office and Civil Service. The results of that review are contained in part I of the committee report, "Postal Systems of U.S. Armed Forces and Certain Countries in Europe" (H. Rept. 1226).

Part I of that report will be inserted in the record of the hearings at this point for background information. Also, there will be inserted in the record at this point the committee correspondence with the

Department of Defense, developing information on the cost and volume of mail expected to be transported by air under this legislation; a statement by the President and the exchange of letters with the Postmaster General, dated January 29, 1966, indicating the action taken to install airlift service within the boundaries of the United States for the Vietnam mail, a summary of the legislation, and the reports from the administration.

(The documents referred to follow:)

PART I—POSTAL SYSTEMS OF THE U.S. ARMED FORCES

The members of the subcommittees are vitally interested in a satisfactory postal service for U.S. servicemen overseas. During the first session of the 89th Congress, the full committee was instrumental in processing Public Law 89-315, which requires first-class letter mail to be carried as airmail at no cost to the sender when mailed by a member of the armed services in a combat area. This law also requires that parcels not exceeding 5 pounds, addressed to servicemen in combat areas, be transported by air between the United States and the combat areas.

During the consideration of this legislation, several members of our subcommittees expressed the view that all mail addressed to or mailed by any serviceman overseas should be transported by air. The subcommittee believed that these views warranted further consideration and as a consequence, the subject was discussed at the U.S. Naval Forces Headquarters, Europe, in London, England; U.S. Air Force Headquarters, Europe, Frankfurt, Germany; and U.S. European Command Headquarters, St. Germain-en-Lay, France.

These talks revealed that letter mail between the United States and fleet post offices is transported by air with a delivery time of 1 day to London, 2 days to Europe, and 3 days to other locations. Mail to Army and Air Force post offices, other than airmail and as noted below, is transported to Europe by ship. Both Air Force and Army representatives confirmed the following monthly surface totals prior to November 1965:

	Ships monthly	Delivery time (days)		Ships monthly	Delivery; time (days)
England.....	4.5	29	Italy.....	5.0	29
Ethiopia ¹	3.0	53	Libya.....	3.0	32
France.....	5.0	23	Netherlands ¹	3.0	24
Germany.....	9.0	31	Pakistan ¹	3.5	55
Greece ¹	3.0	36	Portugal.....	3.0	28
India ¹	3.0	75	Spain.....	5.0	29

¹ 1st-class letter mail is transported by air.

Information also was furnished as set forth below, showing the monthly surface mail totals to each major European area in 1965 and how much airlift would be needed (one large air freighter having a capacity of 65,000 pounds):

Country	Pounds a month	Pounds a day	Country	Pounds a month	Pounds a day
England.....	160,200	5,300	Italy.....	91,000	3,000
Ethiopia.....	47,400	1,600	Libya.....	51,200	1,700
France.....	321,600	10,700	Holland.....	16,000	500
Germany.....	1,931,600	64,300	Turkey.....	64,500	2,100
Greece.....	126,000	4,200	Pakistan.....	49,400	1,600
India.....	30,400	1,000	Spain.....	120,800	4,000
Iran.....	53,500	1,800			

The Postmaster General is authorized by 39 U.S.C. 705(d) to establish branch post offices at Armed Forces installations. The Armed Forces overseas post offices are established under such authority and operated jointly by the Post Office Department and the Department of Defense. The Post Office Department arranges for the overseas movement of mail to the designated overseas military mail terminals, and the transportation costs for moving the mail are an obligation of Department of Defense appropriations.

The subcommittees concur with the policy of providing transportation by air for letter mail to fleet post offices. The subcommittees believe that the policy should be amplified so that servicemen in all overseas areas will have the benefit of transportation by air for first-class letter mail and other time-value mail.

The attention of the subcommittee also was invited to another problem in connection with the postal service which involves the customs restriction on the value of a duty-free gift that may be sent by a serviceman to his family in the United States. Under existing practice, if the value of a package is more than \$10 the package will be held until the customs duty is paid by the receiver.

Authority granted by the act of June 27, 1942, Public Law 790, 77th Congress (50 U.S.C., app. 846) for free entry for gifts not in excess of \$50 in value for members of the Armed Forces on duty abroad expired on July 1, 1961. Since then the servicemen abroad have been subject to the same \$10 duty-free restriction for application generally under the provisions of the Customs Administrative Act of 1938 (19 U.S.C. 1321).

It was urged that the \$50 limitation be reinstated.

Summaries of the postal services of the Armed Forces in Europe are set forth below:

AIR FORCE POSTAL SERVICE

7025TH AIR POSTAL GROUP

MISSION

The 7025th Air Postal Group (USAFE) mission is to provide complete postal and security courier support for Department of Defense and other U.S. Government agencies in the USAFE and Stricom areas of responsibility throughout Europe, north Africa and Eurasia as far east as the Bay of Bengal—an area covering a quarter of the earth's surface.

DEPLOYMENT

The group's 25 detachments operate 164 activities including 98 air post offices (APO), 12 aerial mail terminals, 6 courier transfer stations, and 1 central mail directory in a geographical area spanning 25 countries stretching from Helsinki, Finland, to Kātmāndu, Nepal.

ORGANIZATION

The 7025th Air Postal Group is one of two such Air Force organizations—one in Europe and one in the Pacific—which, together with the Army postal system, make up the worldwide Army and Air Force postal service. Through the group's mail terminals and air post offices flow over 80,000 tons or 160 million pounds of mail annually—literally billions of letters. The 7025th Air Postal Group is organized on a group/field office/detachment concept with each detachment in a direct chain of command to the group headquarters.

Field office extensions of the group headquarters consisting of a field grade officer and senior NCO are located in London, Paris, Wiesbaden, Rome, Istanbul, and Madrid providing operational surveillance and on-the-spot guidance to detachments within their assigned geographical areas of responsibility.

In addition to functioning as a group, the 7025th is a staff agency of CINCUSAFE under the Directorate for Administrative Services. The group commander wears two hats; one as group commander and the other as the USAFE Deputy for Postal and Security Courier Operations.

OPERATIONS

Air post offices—APO's

The 114 air post offices of the group provide the same mail handling and postal finance service found in any civil post office in the United States. In overseas areas, where banking facilities are not available, the APO's sell postal money orders. Over \$19 million worth of money orders are sold in USAFE annually.

Aerial mail terminals

In order to provide the fastest possible mail service, the group has developed a fully integrated postal transportation network which links every corner of the command through a network of aerial mail terminals and truck feeder lines. Strategically located in 12 key cities throughout Europe and the Middle East, these terminals are geared to take full advantage of the frequency of commercial jet flights to move mail with the greatest possible speed.

Today's postal service is strongly oriented in support of operational and logistical requirements of USAFE combat forces. There has been, and will continue to be, a tremendous increase in transmission of official communications, weapons system hardware, publications and general supplies in support of USAFE operations.

WEAPONS SYSTEM SUPPORT

The 7025th Air Postal Group pioneered in the utilization of airmail in logistical support of USAFE's first-line weapon systems. Under this concept, weapons system pouches containing high-priority, high-value spare parts are transmitted by registered airmail from USAF depots and contractors in the United States to USAFE combat bases. Operating under a 50-hour "source-to-user" deadline time the Group has geared its system operations to insure delivery within the prescribed time limit. In 1962 and 1963 over 27,000 weapons system pouches were delivered with an average elapsed time of 48 hours covering an average distance of 4,000 miles.

COURIER TRANSFER STATIONS

Coupled with its postal operations, the 7025th operates six courier transfer stations of the Armed Forces Courier Service. These stations provide vault storage for top-secret and crypto courier material and act as a base of operations for courier officers who make pickup and delivery of over 5.7 million pounds of material annually in the USAFE area traveling over 5.2 million miles.

Operational statistics, 1965

Volume of mail handled (tons)-----	¹ 89, 706
Registered mail handled (pieces)-----	¹ 1, 900, 000
Insured mail (pieces)-----	¹ 812, 887
Money order business (value)-----	¹ \$19, 000, 000
Postage sales (value)-----	¹ \$3, 100, 000
Number of countries served-----	25
Number of mail terminals operated-----	12
Number of APO/units operated-----	116
Number of courier stations operated-----	6

¹ These figures are 1964 calendar year totals. Figures for 1st 6 months of 1965 are running substantially ahead of 1964.

ARMY POSTAL SERVICE

MISSION

The commander in chief, U.S. Army, Europe, is responsible for operating postal facilities in support of his assigned forces, Navy and Air Force units that are deployed in his area of predominant interest, and in support of such other areas or units as directed by commander in chief, U.S. European Command. To accomplish this postal mission, the Army has 50 Army postal activities in Germany, France, and Italy. Forty-one of these units have a primary mission of providing retail postal service; the remaining nine units have a primary mission of providing wholesale mail support to the postal units that provide retail service. To conserve manpower and economy in operation, seven of the wholesale-type postal units provide retail service in addition to their primary mission. The two remaining wholesale-type units are postal regulating detachments at water ports, and do not have the capability of providing retail service. These 48 postal units provide complete retail service to patrons by the operation of 165 postal finance units. These finance units sell stamps, issue money orders, receive and dispatch mail.

The U.S. Army, Europe, operates seven base post offices, two postal regulating detachments, and one retail-type Army postal unit at the major seaports, rail-heads, and truck terminals for handling Army, Navy, and Air Force mail which moves by surface transportation within the command. The Army operates seaport mail terminals at Bremerhaven, Germany, Le Havre, France, and Leghorn, Italy, for receipt and dispatch of surface mail to and from APO's (Army, Air Force, and Navy) located in Germany, France, and Italy. A retail-type Army postal unit operates the seaport terminal in Leghorn, Italy, as an additional mission. The other two seaport terminals are operated by Army postal regulating detachments. A majority of the surface mail from the United States for Italy is processed at Naples, Italy, by the Navy postal facility there. Some surface mail is received through the port at Leghorn, Italy. Six Army-operated base post

offices in Germany are located in Heidelberg, Kaiserslautern, Stuttgart, Munich, Furth (Nuremberg), and Frankfurt. One Army-operated base post office is located in Orleans, France. These seven base post offices operate as wholesale mail terminals for the distribution of incoming mail and consolidation of outgoing mail for the APO's they support.

The U.S. Army, Europe, operates air terminals in Dusseldorf, Munich, and Stuttgart, Germany, for the receipt and dispatch of airmail to and from the United States. This function is performed as an additional mission by the Army postal units located in the respective cities. Airmail for the United States is dispatched by the Army at Nuremberg on U.S. commercial carriers.

The U.S. Army, Europe, operates long-haul rail and truck service for the intracommand movement of Army, Navy, and Air Force mail within and between Germany, France, and Italy. Movement of surface mail to and from the United States to the following countries is accomplished as follows:

Italy.—Surface mail arriving at Naples or Leghorn is moved to Army and Air Force post offices through the Italian postal system. Surface mail from Army and Air Force APO's destined to the United States is moved through the Italian postal service to the Army postal activity located in Leghorn for dispatch to the United States.

France.—Surface mail arriving at Le Havre, France, is moved to the Army base post office in Orleans in sealed rail cars. From this point it is moved to APO's in southwest France by military trucks. Mail for APO's in the Paris area and eastern France is moved to Paris by military truck. From Paris it is moved to APO's in eastern France on an Army-operated railway mail car which terminates at Frankfurt, Germany. APO's located in the Paris area pick mail up at the U.S. Air Force Paris Mail Terminal using truck transportation. Surface mail destined for the United States is moved to Le Havre in the reverse of this movement procedure.

Germany.—Surface mail is received in Bremerhaven and is moved to the six Army base post offices in rail cars. From these base post offices it is dispatched to Army and Air Force post offices by military trucks. Mail destined to the United States is moved to Bremerhaven in the reverse of this movement procedure.

Procedures, by country, for the movement of mail within the command are as follows:

Italy.—Airmail is received at the U.S. Air Force-operated terminals in Milan and Rome, and moved to APO's through the Italian postal system and military trucks. Airmail addressed to the United States is moved in the reverse of this procedure. Surface mail between APO's in Italy and those in Germany and France is moved by rail. All registered mail and airmail is moved on U.S. commercial flights operating between Frankfurt, Paris, Milan, and Rome.

Germany.—Army and Air Force post offices in Germany have a designated base post office from which they receive and dispatch mail. These Army base post offices are located in areas which give them access to truck and rail transportation to other Army base post offices. Mail is moved between the Army base post offices to Army and Air Force post offices by truck transportation. The 28th Base post office, operated by the U.S. Army at Frankfurt, is the hub for the movement of this mail in Germany. All APO's in close proximity to Frankfurt receive and dispatch surface mail through this base post office, and airmail through the U.S. Air Force Frankfurt Aerial Mail Terminal. Intercommand mail is moved daily in both directions, between Army and Air Force post offices in Germany by the following long-haul modes of transportation:

Railway mail service:

Frankfurt-Berlin.

Frankfurt-Heidelberg-Stuttgart-Munich.

Frankfurt-Kaiserslautern (car continues on to Paris and returns to Frankfurt).

Truck service:

Frankfurt-Wurzburg-Nuremberg.

Frankfurt-Kaiserslautern.

Frankfurt-Heidelberg.

France.—Paris is the hub for the movement of mail within France. Mail between the Paris hub and APO's located in southwest France moves by truck. Mail to and from APO's located in eastern France moves by the U.S. Army railway mail car operating between Paris and Frankfurt.

The U.S. Army, Europe, operates the sole postal finance and supply depot which provides Post Office Department equipment, supplies, stamps, and money orders for all Army and Air Force APO's in Europe.

A joint Army and Air Force Mail Distribution Scheme is published by the U.S. Army, Europe. This publication is a listing of all Army, Navy, and Air Force units authorized to receive mail through military post offices within the command. The New York Postal Concentration Center, operated by the U.S. Post Office Department, and all military postal activities use this publication for the routing of mail to the proper serving APO.

The U.S. Army, Europe, also operates the international exchange post office, which exchanges mail with the German postal service addressed to or from other foreign countries. This international exchange office is operated by the 28th Base Post Office in Frankfurt, Germany. Mail is exchanged in accordance with the Universal Postal Convention Agreements.

NAVAL POSTAL SERVICE

The Navy Postal Service is unique in that the primary effort is directed toward delivering mail to units constantly on the move. Service must be responsive to frequent changes of ship's schedules in order that mail en route may be directed or redirected to the proper point for delivery. In order to provide mail service to a Navy ship, mail in most instances is dispatched from the U.S. gateway to an overseas distribution terminal, referred to as a terminal Navy post office, where the mail is then transported by another Navy unit scheduled to rendezvous at sea with the ship concerned. If an aircraft carrier is in company and an airfield is within flying distance of the carrier's planes, mail service is provided through the facilities of the carrier. If mail cannot be delivered to a ship at sea by either an underway replenishment ship or carrier on board delivery aircraft, mail is prepositioned at the next port of call depending the ship's arrival. To accomplish this, fleet mail routing authorities and terminal Navy post offices maintain advance movement information on every mobile unit of their respective fleet.

Personal and official airmail and first-class mail is moved by commercial air transportation. Second- and third-class mail, as well as parcel post, is provided surface transportation. Military Airlift Command aircraft are utilized only when commercial air service is unavailable or is inadequate to handle the volume of mail. The majority of Navy mail to and from the European theater is transported on three U.S. commercial airlines. Foreign carriers in the European theater are utilized only on those routes where no U.S. airline or MAC service is available on adequate frequency. Courier material is transported by the Armed Forces Courier Service which is not coupled with the Navy Postal Service.

Background on Navy postal operations and the specific information requested by Mr. Martiny, as it applies to Navy postal operations, is provided below.

MISSION

The mission of the Navy Postal Service is to provide for the transmission of Navy mail and the operation of post offices where required by the Navy or Marine Corps in areas where the U.S. civil postal service does not operate, and in other places where the military situation requires.

DEPLOYMENT

Postal service for Navy ships and U.S. Navy and Marine Corps activities throughout the world is provided through the facilities of 2 fleet post offices located at New York and San Francisco which are actually mail regulating terminals, 6 terminal Navy post offices, and 654 Navy post offices. There are 588 Navy post offices aboard ship, 27 assigned to mobile units other than ships; i.e., U.S. Marine Corps, U.S. Navy construction battalions, etc., and 45 in overseas activities. In the European area there are 14 shore-based Navy post offices, 3 of which normally perform the functions of terminal Navy post offices. Additionally, there are normally about 45 ships in the European theater which have Navy post offices on board, as well as several ships which do not actually operate post offices.

ORGANIZATION

There is no separate postal organization as such in the Navy. All postal units are integral parts of the Navy activity at which located and are under the command of the commanding officer of the parent activity.

The Chief of Naval Operations is responsible for the direction of the Navy postal service throughout the world, and is designated to provide liaison between

the Department of the Navy and the U.S. Post Office Department. The Chief of Naval Operations has delegated the responsibility of planning, operating, and coordinating Navy postal operations, within their respective areas, to the commanders in chief, U.S. Pacific Fleet, U.S. Atlantic Fleet, and U.S. Naval Forces, Europe. There are two officers, three enlisted men, and one civilian assigned to the Office of the Chief of Naval Operations for postal matters.

The primary sources of mail routing information, which is based on ship's schedules and operations, is provided by the commanders in chief, Atlantic and Pacific Fleets through the service force commanders and the commander in chief, U.S. Naval Forces, Europe. One officer is assigned to the staff of the commander in chief, U.S. Naval Forces, Europe, for postal matters.

Worldwide, the Navy and Marine Corps have approximately 32 officers and 1,700 enlisted men whose primary task is in support of the Navy Postal Service. Additionally, there are approximately 1,500 enlisted personnel having ratings other than postal clerks who devote some portion of their time directly to the Navy Postal Service.

OPERATIONS

Terminal Navy post office.—In the European theater there are three terminal Navy post offices that provide postal support to fleet units and postal and financial service to local activities. These are located in London, England; Naples, Italy (with an airmail detachment in Rome, Italy); and Rota, Spain. Fleet units operating in the European, African, and Middle East theaters are provided mail service by these terminals.

Navy post offices.—There are 11 Navy post offices in the European theater. These post offices provide the same mail handling and postal finance service as civil post offices in the United States. In addition, terminal services are occasionally provided to fleet units visiting their areas.

Operational statistics.—The operational requirements and the mobility of fleet units are such that a ship normally operates in different theaters during the course of a year; consequently, it is difficult to provide exact figures on postal operations in one theater. Accordingly, the figures presented below are based on the postal operations of the 14 shore-based Navy post offices in the European theater and an average number of 60 fleet units operating in this theater during calendar year 1964:

Volume of mail handled (tons).....	10, 786
Registered mail handled (pieces).....	227, 771
Insured mail (pieces).....	(1)
Money order business (value).....	\$16, 097, 444. 45
Postage sales (value).....	\$662, 646. 71
Number of countries served.....	(2)
Number of mail terminals operated.....	3
Number of NPO's operated.....	11
Number of courier stations operated.....	(3)

¹ Statistics on the number of pieces of insured mail are not maintained.

² Under the provisions of the Universal Postal Convention mail may be dispatched to warships in care of local postmasters of member nations. Since this is accomplished on a "when occurring basis" the information on countries served is not provided. The 14 Navy post offices and terminals in the European theater are located as follows: England (2), Ireland, Scotland (2), Italy (3), Greece, Cyprus, France, Spain (2), and Morocco.

³ Courier stations are operated under the Armed Forces Courier System and are not included in Navy postal operations.

HOUSE OF REPRESENTATIVES, COMMITTEE ON POST OFFICE AND CIVIL SERVICE, Washington, D.C., December 28, 1965.

HON. ROBERT S. McNAMARA,
Secretary of Defense,
Washington, D.C.

DEAR MR. SECRETARY: Several members of the House Post Office and Civil Service Committee, who also are members of the three subcommittees having jurisdiction over the U.S. postal service, visited certain U.S. military postal facilities in Europe during their trip in November and December 1965.

The briefings by Gen. L. L. Lemnitzer, U.S. commander in chief, Europe, and Col. James K. Adcock, commander, 7025th Air Postal Group (USAFE), brought out, in response to questions by the members, that the delivery time on surface military mail between the United States and Europe generally is in excess of 1

month. Several members expressed considerable concern about the period of time required for surface transportation when compared with the 2 or 3 days' time required for transportation by air. The committee staff was directed to obtain information which will show the cost of transporting military mail by air and the cost of transporting military mail by surface.

Pursuant to that direction, information is requested which will show the cost of transporting all military mail to Frankfurt, Germany, when transported by surface facilities and the cost when transported by air. In computing the cost of transportation by air, please give appropriate consideration to the fact that transportation by air will be round-the-clock constant mail flow on a daily basis, thus eliminating much of the present docking, warehousing, rail and trucking costs, and that the daily mail flow will permit more economical use of personnel and facilities. It also is requested that the airlift transportation cost be based on what you feel would be a reasonable commercial airlift rate for transportation of such mail by air on a daily basis. We would like to have your reply specify such rate and the other rates now being charged for military mail.

It is requested that your reply be expedited, as Vice Chairman Morrison has indicated that legislation authorizing oversea transportation of all military mail by air will be scheduled for consideration early next year. Please feel free to have the members of your staff call me should additional information be required.

With kindest regards, I am,

Sincerely yours,

JOHN H. MARTINY, *Counsel*,

OFFICE OF THE ASSISTANT SECRETARY OF DEFENSE,
Washington, D.C., January 11, 1966.

Mr. JOHN H. MARTINY,
Counsel, Committee on Post Office and Civil Service,
House of Representatives, Washington, D.C.

DEAR MR. MARTINY: Reference is made to your letter to the Secretary of Defense concerning the airlift of military surface mail to oversea areas, dated December 28, 1965.

Military mail moving by surface to Frankfurt is 19,575 tons annually at the present rate of movement. The ocean cost for this tonnage would amount to about \$2,677,874. Airlift of this mail would cost about \$9 million.

While your letter specifically asked for "the cost of transporting all military mail to Frankfurt, Germany," we would point out that Frankfurt is only 1 of 30 oversea air terminals and is consequently only one segment of the total which would be involved if all military mail were airlifted to all destinations worldwide. Therefore, as agreed between yourself and postal personnel of the Department, the information below pertains to military surface mail to and from all oversea areas:

(a) The total amount of military mail moving to and from oversea areas via surface transportation is in the neighborhood of 63,158 tons annually.

(b) The cost of surface transportation approximates \$10,787,000 annually.

(c) Airlift of the mentioned surface mail would require about 314,644,000 ton-miles airlift and would cost about \$37,686,000 at 12 cents per ton-mile, a rate which we believe to be in the zone of reasonableness.

Commercial air transportation for all surface mail would undoubtedly produce some offsetting savings. However, a comprehensive study would have to be undertaken to develop a reasonably accurate estimate of those savings.

The existing rates applicable to the airlift of military mails which you inquired about are as follows:

(a) Airmail over Pacific routes, \$0.36 per ton-mile.

(b) Airmail over Atlantic routes, \$0.40 per ton-mile.

(c) Military ordinary mail (all routes), \$0.273 per ton-mile.

(d) Five-pound surface parcels to and from military forces in Vietnam, \$0.12 per ton-mile outbound from the United States and \$0.10 inbound to the United States.

The chart below reflects our current fiscal year 1966 estimate of military mail which will move by commercial airlift and is provided pursuant to your telephone request of January 3.

	Tonnage	Ton-miles	Cost
Category of mail:			
Airmail.....	20, 228	114, 302, 276	\$42, 514, 835
Military ordinary mail.....	17, 875	73, 842, 570	20, 159, 021
5-pound surface parcels to and from Vietnam.....	2, 321	19, 031, 947	2, 188, 100
Total.....	40, 424	207, 176, 793	64, 861, 956

I trust that this will be helpful to you. If we can be of further assistance please do not hesitate to call on us.

Sincerely,

V. F. CAPUTO,
Director for Transportation and Warehousing Policy.

STATEMENT BY THE PRESIDENT AND EXCHANGE OF LETTERS WITH THE
POSTMASTER GENERAL, JANUARY 29, 1966

President Johnson today directed Postmaster General Lawrence F. O'Brien to order speedup in mail to and from servicemen in Vietnam and the Pacific area.

This order will affect the approximately 20 million pieces a year of first-class mail sent by servicemen and servicewomen and their friends and families at home.

"This faster mail delivery will be welcomed by the thousands of our countrymen in Vietnam and by their families and friends at home. It is part of our unremitting effort to support the high morale of our troops in Vietnam by bringing them the very best in mail service," the President said.

The President requested the Postmaster General to make the order effective immediately.

All first-class mail addressed to the 380,000 servicemen in the Pacific area or bearing an individual's Armed Forces return address from that part of the world will now be moved by air domestically whenever possible. This will speed delivery by at least 1 to 4 days.

Under the new program, a mother in New York who wishes to send a letter to her son in Vietnam will have the letter carried by air within the United States to a west coast terminal point although she pays only the first-class (5 cents) rate. From the west coast point, the letter will be sent by air to Vietnam.

JANUARY 29, 1966.

HON. LAWRENCE F. O'BRIEN,
Postmaster General, Washington, D.C.

DEAR MR. POSTMASTER GENERAL: I approve your recommendation to accelerate delivery of first-class mail to and from our servicemen in Vietnam and the Pacific.

I request that you make the new program effective immediately.

This faster mail service—speeding delivery time from 1 to 4 days—will be welcomed by the thousands of our countrymen halfway across the world and by their families and friends at home. Mail is the vital link that bridges vast distances, bringing warmth and news and, most important, easing the pain of separation. To have mail delivered sooner is to bring home that much closer.

As I have said many times before, I am determined that our troops in Vietnam shall have all the guns, planes, and equipment they need. And I am determined to do all we can to support their high morale. That is why we have been unremitting in our search to bring to our men the very best in mail and other services. The new program I approved today is another key step forward and I ask you to continue your efforts to take every possible action to improve mail delivery to and from Vietnam.

Sincerely,

LYNDON B. JOHNSON.

JANUARY 29, 1966.

THE PRESIDENT,
The White House,
Washington, D.C.

DEAR MR. PRESIDENT: At the present time, first-class mail for individual members of the Armed Forces serving in the Vietnam combat zone is transported by air from Seattle and San Francisco to its oversea destination. Personal first-class mail originated by the Armed Forces men and women in this area moves by air across the Pacific to the United States.

This airlift on a space-available basis was instituted in cooperation with the Department of Defense to assure the quickest possible delivery during the pre-Christmas period. The program has been continued because it is effective, efficient, and is an important morale factor.

I recently asked that a survey be undertaken to determine the feasibility of extending the program domestically to this same mail. The study indicated that an airlift service within the borders of the United States for the 20 million pieces of mail affected could be instituted at a negligible cost.

I, therefore, recommend that first-class mail to and from all members of the Armed Forces serving in the Pacific area be domestically transported by air or the fastest possible means. In most cases, this will accomplish a 1- to 4-day reduction of delivery time.

Respectfully yours,

LAWRENCE F. O'BRIEN.

SUMMARY OF H.R. 12205 AND SIMILAR BILLS

This legislation authorizes transportation by air between the United States and oversea military post offices of mail classified as:

First-class letter mail;

Second-class publications having current news value; and

Fourth-class parcels not exceeding 5 pounds in weight and 60 inches in length and girth combined.

The legislation applies to any individual, civilian or military, receiving or sending mail at an Armed Forces post office overseas. The regular rate of postage for surface transportation will be required in all cases, except where free letter mail is now provided for servicemen in combat areas under Public Law 89-315. Public Law 89-315 applied only to servicemen in combat areas whereas this proposal applies to all servicemen.

Similar bills have been sponsored by Mr. Corbett (H.R. 12005), Mr. Pool (H.R. 12046), Mr. Olsen (H.R. 12267), Mr. Derwinski (H.R. 12355), Charles H. Wilson of California (H.R. 12621), and Mr. Beekworth (H.R. 12654). The bills are identical except that H.R. 12205 and H.R. 12355 include a requirement that the transportation be on "all-cargo flights" to the extent possible.

This legislation is based on unanimous recommendation of the Subcommittees on Postal Rates, Postal Operations, and Postal Facilities and Modernization, as contained on page 39 in the report on the study of the "Postal Systems of the U.S. Armed Forces and Certain Countries in Europe" (H. Rept. 1226).

Administrative reports have not yet been received. However, the subcommittee has been advised that the total military mail moving to and from oversea areas via surface transportation now is approximately 63,000 tons annually. This tonnage is transported at an approximate cost of \$10.8 million annually. The airlift of such mail would result in approximately 314.6 million ton-miles at an estimated cost of \$37.7 million, resulting in an increased cost of transportation of \$26.9 million. It is expected that there will be several offsetting cost reductions, such as the discontinuance of some warehousing facilities now required in connection with off-loading of mail from ships.

FEBRUARY 15, 1966.

HON. TOM MURRAY,
Chairman, Committee on Post Office and Civil Service,
House of Representatives,
Washington, D.C.

DEAR MR. CHAIRMAN: Reference is made to your request to the Secretary of Defense for the views of the Department of Defense on H.R. 12046, H.R. 12205, H.R. 12267, H.R. 12355, and H.R. 12621, 89th Congress, bills with identical

titles, "To amend title 39, United States Code, with respect to mailing privileges of members of the United States Armed Forces and other Federal Government personnel overseas, and for other purposes." The Department of the Army has been assigned responsibility for expressing the views of the Department of Defense on these bills.

Section 1 of these bills removes the requirement in section 4169(a), title 39, United States Code, that first-class letter mail sent by a member of the Armed Forces serving in an oversea combat area shall be transported by air within the continental United States. Section 2 rewrites section 4303(d)(5) of title 39, United States Code, to provide that first-class letter mail, second-class publications having current news value, and fourth-class parcels not exceeding 5 pounds in weight and 60 inches in length and girth combined, mailed at or to an Armed Forces post office overseas, shall be transported by air between the point of embarkation in the United States and such post office. This feature of the bills removes the present "space-available" airlift provision. Section 2 is also applicable to any individual, military or civilian, receiving or sending mail at an Armed Forces post office overseas. The regular rate of postage for surface transportation will be required in all cases. H.R. 12205 and H.R. 12355 differ from H.R. 12046, H.R. 12267, and H.R. 12621 only in that the mail covered by section 2 "shall to the extent possible be transported on all-cargo flights."

Section 4303(d)(5) of title 39, United States Code, authorizes fourth-class parcels not exceeding 5 pounds in weight and 60 inches in length and girth combined, sent by or addressed to members of the Armed Forces at or in care of military post offices, in oversea combat areas as designated by the President, to be transported by air on a space-available basis between the point of embarkation and the oversea post offices. It further provides that such parcels will be transported on U.S.-flag carriers under such conditions as the Secretary of Defense may prescribe and at rates approved by the Civil Aeronautics Board for space-available parcel service not to exceed the minimum rates charged for the airlift of military cargo in scheduled airline service.

These bills will provide faster and less expensive mail service to all personnel stationed overseas. The airlifting of newspapers, magazines, and other periodicals (second-class mail) having a currentness of information, in which expeditious receipt is desirable, will remove a long-standing and universal complaint among service personnel. Because of infrequency of ship sailings and distance involved, fast service by surface means is not possible. The airlift of 5-pound parcels (fourth-class mail) within the limitation prescribed will benefit all personnel serviced by oversea military post offices and their correspondents. Parcels mailed by families, friends, and other correspondents will receive airlift at surface rates, rather than at the premium air-parcel-post rates, will relieve a financial burden on many individuals, and will provide a greater frequency in sending parcels. These provisions will have a favorable morale impact on personnel stationed overseas.

In view of the foregoing, the Department of the Army on behalf of the Department of Defense favors enactment of these bills provided the following changes are made:

(a) On line 14, page 2 of H.R. 12046, H.R. 12267, and H.R. 12621, and on line 12, page 2 of H.R. 12205 and H.R. 12355, add the phrase "on a space-available basis," after "only". This change is deemed necessary to assure that the priority of military traffic is protected.

(b) Delete section 1 and the last sentence of section 2. These provisions would amend the free mailing privilege enacted by Public Law 89-315, approved November 1, 1965, in that a letter sent by a serviceman in Vietnam would no longer be given air transportation beyond the point of entry into the United States. This is a service to which he has become accustomed; and any attempt to withdraw this benefit, especially while duty in Vietnam continues to be extremely hazardous, will invite adverse criticism from the serviceman as well as his correspondents and the general public.

(c) Beginning on line 12, page 2 of H.R. 12046, H.R. 12267, and H.R. 12621, and beginning on line 10 of H.R. 12205 and H.R. 12355, delete the phrase "between the point of embarkation in the United States and such Armed Forces post office on United States-flag carriers" and substitute therefor "over international routes on United States-flag carriers and Military Airlift Command-owned or chartered aircraft". As presently written, the bills do not provide for air transportation of intertheater or intratheater mail. It is felt that this mail should be transported in the same manner as mail transported between the point of embarkation in the United States and oversea military post offices.

(d) Beginning on line 12, page 2 of H.R. 12205 and H.R. 12355, delete the phrase "and shall to the extent possible be transported on all-cargo flights,". This provision would limit the flexibility for moving mail and therefore result in mail delays. The use of both passenger and all-cargo aircraft is highly desired to assure most expeditious mail service.

(e) Provide air transportation, on a space-available basis, and at a rate to be established by the Civil Aeronautics Board, of fourth-class parcels weighing in excess of 5 pounds, addressed to and from remote areas where surface transportation is not available or where the frequency of ship sailings is unacceptable. This mail is now being transported by airlift at the military ordinary mail (MOM) rate. The inclusion of this provision in the bills will result in a decrease in postal transportation costs for transporting mail to and from these remote areas.

(f) Provide airlift of merchandise parcels of the third class. Except for weight, there is no difference in third- or fourth-class parcels. Third-class mail includes merchandise parcels weighing less than 16 ounces, whereas the weight of fourth-class parcels ranges from 1 pound to 70 pounds. Therefore, no distinction should be made between these two classes of mail, and third-class merchandise parcels should be accorded airlift.

(g) Include airlift of first-class parcels, subject to the same size and weight restrictions as contained in the bills for fourth-class parcels. As presently written, the bills would provide airlift of fourth-class parcels between the point of embarkation and the oversea military post office. On the other hand, first-class parcels, even with a higher rate of postage, would receive surface transportation. Since the rate of postage for first-class mail is higher, it should not only continue to receive preferential treatment in the United States but, in addition, should receive service equal to that afforded fourth-class parcels for the overocean haul.

Enactment of these bills as written would increase the annual military postal transportation costs by an estimated \$11,035,400 if moved at the 12 cents per ton-mile rate; it is considered likely that the rate will be significantly higher than this. It is estimated that the recommended changes to the bills will reduce the above cost approximately \$351,900 annually. These funds have not been budgeted for by the Department of Defense.

This report has been coordinated in the Department of Defense in accordance with procedures prescribed by the Secretary of Defense.

Sincerely,

STANLEY R. RESOR,
Secretary of the Army.

Mr. DULSKI. Our first witness doesn't need any introduction, my colleague from Montana, the Honorable Arnold Olsen, sponsor of H.R. 12267.

STATEMENT OF HON. ARNOLD OLSEN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MONTANA

Mr. OLSEN. Thank you, Mr. Chairman.

Mr. Chairman and members of the subcommittee, I want to thank you for this opportunity to appear before you in support of my bill, H.R. 12267, and of course in support of the chairman's bill, H.R. 12205. I have some suggestions and some changes that I would like to recommend in both of them, and I will get to that later.

This legislation would provide for transportation by air, on U.S.-flag carriers only, of letters, post cards, packages, news magazines, and newspapers to our servicemen overseas.

During the last session of Congress this committee was instrumental in passing Public Law 89-315, which requires first-class letter mail to be carried as airmail at no cost to our fighting men in Vietnam. That law also requires that packages not exceeding 5 pounds, addressed to or by men serving in Vietnam, be transported by air between the United States and the combat areas.

The bill before you today would liberalize this policy so that servicemen in all oversea areas would have the benefit of air transportation

for letters, post cards, small packages, and other "time-value" mail such as news magazines and hometown newspapers.

Passage of the bill would demonstrate in a tangible way that we in the Congress do care about the courageous men and women who are serving the cause of freedom overseas, and that we are interested in their welfare and in helping them keep in touch with their families and friends.

The bill provides no luxuries, but was born out of the realities of conditions in oversea areas. During our committee discussions last year with representatives of the U.S. Armed Forces military mail systems, we learned that while letter mail between the United States and fleet post offices is transported by air—with a delivery time of 1 day to London, 2 days to Europe, and 3 days to other locations—mail to Army and Air Force post offices, other than airmail, is transported by ship. This mail takes anywhere from a month for delivery to Europe to 3 or even 4 months for delivery to the Middle and Far East.

Our servicemen should not have to wait this long for news from home, and all our men overseas should have the very best mail service within our power to give them.

Any of you who served with the Armed Forces during World War II or the Korean conflict know the importance of timely news and packages from home. We are all aware of the vital role mail plays in maintaining the morale of our troops and their families.

It is our duty, particularly in times like these, to do everything we can to encourage and assist the flow of mail between the men overseas and their people on the homefront. I therefore urge your favorable consideration of H.R. 12205 and the other related bills, including my own, H.R. 12267.

I would like to bring to your attention two changes that I would recommend in H.R. 12205 and the other related bills, including my own, H.R. 12267. The first one—and I will address myself to the chairman's bill, H.R. 12205—is in lines 12 and 13 beginning with the words "and shall to the extent possible be transported on all-cargo flights."

Airlines such as the one that serves Montana, Northwest Airlines, carry both passengers and cargo. I therefore suggest that the language in the bill should read: "and shall be transported by the most expeditious flights possible."

On reflection I felt that this would give the passenger flights, or the combined passenger and cargo flights an advantage over cargo flights in that passenger flights may be able to show that they will be moving faster, thus providing the more expeditious service.

Certainly the language now in the bill gives quite an edge to the all-cargo flights, and mail could very possibly be taken away from a passenger flight to be given to an all-cargo flight.

I would recommend that we leave it up to the Post Office Department to make the selection and to move the mail by whatever means it thinks best, giving neither all-cargo flights nor passenger-cargo flights any edge, one over the other.

The next change I would suggest—

Mr. DULSKI. The reason it was put in there was because there is a cost factor involved. It would be cheaper to transport the mail by cargo flights. That was the reason I had that language in my bill.

I want to add that an important provision of this legislation is that the Civil Aeronautics Board shall continue to exercise control over the rates to be paid and the conditions of carriage of this mail matter.

The bill will maintain the priority balance and cost differential that presently exists between military airmail and military airlift mail. It does this by encouraging the use of all-cargo flights to the extent possible on all U.S.-flag air carriers for military airlift mail. Military airmail would continue to be flown by the fastest means available, whether all-cargo or passenger flights.

By encouraging the use of all-cargo flights to the extent possible for transporting the lower priority military airlift mail, the cost of this legislation will be kept at the lowest level and we will be following the established congressional policy of encouraging increased air cargo capacity in support of our national defense needs.

Mr. OLSEN. I felt sure you had a good, sound reason for the language and that is a sound reason. I suggest that the committee consider deleting the language and leaving it up to the Post Office to determine the means of delivering the mail. That is, the Post Office Department would weigh the cost factor against delivery time and make a decision. Will the Department wait and send the mail by a cheaper method and then pay storage someplace, or use a more expensive method and move it out faster? I think this is an administrative decision that has to be made after weighing the two factors.

Mr. DULSKI. What do you mean "storage"? Mail moves.

Mr. OLSEN. Mail sometimes waits for transportation. I would like to have the Post Office Department have the opportunity to select the method of moving it so that it does not have to wait for transportation.

Mr. DULSKI. Sometimes you wait 2 or 3 days before the mail moves out. There are cargo flights and regular flights going out almost every hour, out of New York or out of San Francisco. I do not think there would be any storage problem at all because they can take these flights. There are so many flights leaving with cargo and so many leaving with passengers.

But that is a good point. We will discuss that in the committee.

Mr. GROSS. Will the gentleman yield?

Mr. DULSKI. Yes, sir.

Mr. GROSS. Where are they speaking of delay?

Mr. DULSKI. It was my idea that when this legislation was passed, there were enough cargo flights leaving the ports of entry—San Francisco, New York, Boston, or wherever the shipment of mail is from—that there would not be any delay. That was what I was questioning.

Mr. OLSEN. The next language that I wanted to address my remarks to would be on line 14: "at rates approved by the Civil Aeronautics Board."

This same language is in my bill, but I would like to suggest that it be changed to "at rates fixed and determined by the Civil Aeronautics Board in accordance with section 406 of the Federal Aviation Act."

For the information of the committee, section 406 says, in part:

The Board is empowered and directed upon its own initiative or upon petition of the Postmaster General or an air carrier to fix and determine, from time to

time, after notice and hearing, the fair and reasonable rates of compensation for transportation of mail by aircraft—

The language in my bill and in the chairman's bill would leave it exclusively up to the Postmaster General to adjust rates, rather than having them approved by the Civil Aeronautics Board. I do not want that to be the construction of the language in my bill. The rates should be fixed by the Civil Aeronautics Board upon petition by any of the interested parties, just as is set forth in section 406 of the Federal Aviation Act.

Mr. JOHNSON. Will the gentleman yield for a few questions?

For the purpose of the record, I think it would be nice if you would elaborate on some of the situations that occur with respect to the way we are delivering our mail now. For instance, we had a conference with General Lemnitzer about this specific problem. Would you put in the record just what the problem was?

Mr. OLSEN. I would like to ask permission to put all of the comments that we found on our investigation in Europe concerning the delivery of this oversea mail, all of it, in this record.

Mr. DULSKI. There will be no objection?

Mr. JOHNSON. No.

(The material referred to is on p. 2.)

Mr. DULSKI. I have no further questions, unless Mr. Gross has some. Thank you very much.

Mr. OLSEN. Thank you very much.

Mr. DULSKI. I hope the others will be as gracious as you have been.

The gentleman from Texas is sponsor of H.R. 12046, the Honorable Mr. Pool.

STATEMENT OF HON. JOE POOL, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF TEXAS

Mr. POOL. Mr. Chairman and members of the committee, I have been convinced for quite some time that we should furnish our servicemen overseas with mail service by the fastest means of transportation available.

As you know, I was attempting to provide such mail service last year when I offered the amendment to the Vietnam bill. So, Mr. Chairman, I am hopeful that this subcommittee will take favorable action on this legislation at the earliest possible moment.

The information we obtained from the representatives of the Armed Forces in Europe last fall should remove any doubt of the necessity for this legislation. It is inconceivable to me that in this age of jet air travel, letter mail between the United States and our servicemen in Europe takes at least 30 days' delivery time by surface ships.

I was not successful in my attempts last year to provide air transportation for the mail because of the objections raised by the Department of Defense. I believe their objections basically were that the combined capabilities of commercial airlines and military air transport service would be taxed unnecessarily by the requirements for air transportation of the mail, and that the increased cost of air transportation would place an unwarranted burden on the military postal transportation budget.

I was not convinced of the validity of those objections last year, and you can be sure I will not be convinced of the validity of similar objections if they are made this year.

I have weighed very carefully the purposes and objectives we are trying to accomplish by enactment of this legislation. My rationale is very simple. It is based upon a policy that I have given careful thought to and that I would most seriously urge this subcommittee to adopt. The policy is simply this: We should adopt as a policy of this subcommittee of the Congress the proposition that, when a member of the Armed Forces is separated from his family and friends in an over-sea area in service to his country, his Government should endeavor to provide him and his family with the means for fast and efficient communication.

This benefit should be provided to all servicemen overseas, and to those members of his family who wish to communicate with him, regardless of the serviceman's duty assignment. It should be extended in recognition of the fact that he is separated by distance rather than in recognition of the fact that he may be in a combat area.

I believe that, if you will consider this matter for a moment, you will agree with me that what we are trying to do by this legislation is to recognize the need for improving communications between a serviceman and his loved ones separated by vast distances in an over-sea area. Why should the serviceman stationed in a remote area of the Arctic manning an early warning station, or a serviceman stationed in Newfoundland, Pakistan, India, or in any over-sea area of the world, be denied, and have his parents and wife denied, the benefits of air transportation of his mail? I know of no logical reason for denying air transportation for mail to servicemen.

Adoption of this legislation obviously will result in some additional cost. I have no way of knowing how much, but whatever the additional cost may be I am convinced that it will be justified.

Mr. Chairman, I am hopeful that the members of this subcommittee will agree with me and be favorably disposed to take favorable action on my bill, H.R. 12046, at the earliest possible time.

Mr. DULSKI. Thank you, Mr. Pool. The gentleman was not here when I read my opening statement complimenting you for having initiated this legislation last year, when you attempted to have Vietnam mail legislation cover mail to all servicemen overseas.

Mr. POOL. Thank you.

Mr. DULSKI. Mr. Cunningham? Mr. Gross?

Mr. GROSS. You were overseas, Mr. Pool, as I understand it.

Mr. POOL. That is right.

Mr. GROSS. How do other countries handle the mail of their servicemen, or do many other countries have troops doing what we are doing, sticking our noses in every fracas everywhere over the world?

Mr. POOL. I do not know. We did not check the number of servicemen other countries had. I doubt if they have very many. I will point out this, though: In France, practically all the mail is airlifted except mail right close to Paris. They have their own airplanes, small airplanes, to airlift it and they get next-day delivery. That is everybody, not just to servicemen.

Mr. GROSS. Of course, the French are not doing much anywhere with their troops.

Mr. POOL. I doubt if they have any servicemen overseas. We did not check that. We did run into this, though: We found out that the Navy gets its mail airlifted and, when the Pentagon came over here

last time, they didn't say anything about the Navy getting this airlift of all their mail, wherever the sailors are.

But if you are in the Air Force or the Army, you do not get airlift and that was one thing we found out.

Another thing, General Lemnitzer, who is head of NATO, waited to see us. He is a very important man, and a very busy man. He gave us an hour and a half of his time to impress upon us the morale factor of the airlift of this mail and pointed out he was getting some of his mail 6 weeks later by surface ship.

Mr. GROSS. You speak of some of the servicemen being separated from their families. Not all of them are separated from their families. Is that not true? Many families are in Europe with the servicemen.

Mr. POOL. That is true. Their wives and children are there. Their mothers and fathers are back home, but in a lot of cases they stay around these PX's.

In Frankfurt, that is the most boresome place I have ever stayed in in my life. They have an officers club. I feel sorry for those officers.

Of course, the married ones do not have this problem.

Mr. GROSS. You are saying they have nothing to do?

Mr. POOL. There is very little to do, a very dull place.

Mr. GROSS. That is interesting, but I guess the question of why belongs in the Armed Services Committee.

Mr. POOL. You brought up the factor that some of them have their families and some do not. That was why I was telling you.

Mr. GROSS. Yes, sir.

Mr. JOHNSON. Mr. Pool, you are speaking of the mail terminal at Frankfurt. When the ships come in fully loaded with mail and packages, what is the first problem that occurs there at the port?

Mr. POOL. You mean a surface ship? When a surface ship comes in, they have to handle it four or five times to get it from the port to Frankfurt or any other central distribution center. So that also slows it down, the way they handle it.

Mr. JOHNSON. The mail arrives on surface ships to a port in France; is that right?

Mr. POOL. That is right.

Mr. JOHNSON. And then it is loaded on Army trucks or on rail and is hauled to Frankfurt?

Mr. POOL. That is right.

Mr. JOHNSON. We were told that one Christmas they had so much mail arriving at Frankfurt that they had to put up tents to have a covered place to sort it.

Mr. POOL. It all comes in one big bunch and it takes several days to work it out. If it came in every day by airplane, it would be a routine job and it would be handled faster. You lose 3 to 4 days getting it separated.

Mr. JOHNSON. Then on these days when the packages arrive, they have to engage large numbers of men to handle the mail?

Mr. POOL. It really costs more. That is a good point.

Mr. JOHNSON. By reason of the fact they have to have these standby men, who most of the time are sitting around, waiting for the boats to come in.

Mr. POOL. That is right.

Mr. JOHNSON. When the boat comes in, they occasionally have to put up tents, as we understood it.

Mr. POOL. The testimony of one of the colonels was to that effect. He said it would just take one air transport a day to handle the extra mail that this bill would cause to be transported by air to Europe.

Mr. DULSKI. Colonel Adcock.

Mr. POOL. Yes. That was his testimony.

Mr. GROSS. You mean air transport?

Mr. POOL. One plane a day would take care of the European mail. I do not know what one airplane would mean when we are talking about the morale of the servicemen over there.

Mr. JOHNSON. Again, Mr. Pool, if we were to airlift the mail and it would come in every day, you would not have to have the large group of standby employees waiting for the boat to come in to handle the rush.

Mr. POOL. That is right, and it is a cost item that is hard to figure. But it is there. That would offset the extra plane a day to a certain extent.

Mr. GROSS. If I may, Mr. Chairman, one thing that would be helpful would be to get some of these troops home, would it not? Get them back to this country instead of stationing them all over the world?

Mr. POOL. I do not know whether I agree with you on that, Mr. GROSS. I stayed over there and looked over that Berlin wall and we need troops in Germany to back up the West Germans. If we did not have them there, all hell would break loose.

Mr. GROSS. If the British have troops to send into Rhodesia to beat a friendly government to its knees, if it is going to require two British divisions to go in and clean up Rhodesia, why should not the British make a better contribution to the defense of Europe, for instance? You want to transport mail to servicemen because servicemen are overseas. Is that correct?

Mr. DULSKI. That is correct.

Mr. GROSS. The more you diminish the number of troops overseas, the less the problem. Is that not correct? I can understand Vietnam and I can understand Korea. I cannot understand it from the standpoint of lack of help that we are getting from these so-called free world friends of ours. But I can understand the air transportation of mail to Vietnam and Korea because dependents are not allowed in either place.

Are we transporting mail for the benefit of the dependents of contractors in Vietnam? Would this be limited to servicemen?

Mr. DULSKI. No; it also takes in people who receive mail through the military postal system.

Mr. GROSS. I would not want to be giving fast mail transportation to the wife of one of the contractors in Vietnam who allegedly sent back \$36,000 she cleaned up on the black market. I would not want to be providing transportation for that kind of deal.

Mr. POOL. I do not know much about it. I have not been to Vietnam. But I would say this: The people working over there for companies and doing technical work for the armed services, I think, should have the benefit of the mail. They are doing a job whether they are in the Army or the Navy or the Air Force or not. I would not discriminate against them on it. I think they should also benefit.

Mr. GROSS. I do not know why dependents of Brown & Root, a Texas firm, or any other contractors—there are three big ones—I do not know any reason why they should have dependents in Vietnam.

Mr. POOL. I do not know if they have dependents over there.

Mr. GROSS. I know they have them over there.

Mr. POOL. I do not think there are a great number of them, Mr. Gross, not at this time. It might have been so a year or two ago.

Mr. DULSKI. Thank you very much, Mr. Pool.

We have statements submitted for the record from Hon. Robert J. Corbett, Hon. Edward J. Derwinski, and Hon. John V. Tunney. We will insert these statements in the record.

(The statements referred to follow:)

STATEMENT OF HON. ROBERT J. CORBETT, REPRESENTATIVE IN CONGRESS FROM
THE STATE OF PENNSYLVANIA

Mr. Chairman, as a sponsor of one of the bills under consideration today, I am especially pleased to note the promptness with which hearings have begun on airlift for oversea military post office mail. As the chairman will recall, during consideration of the now Public Law 89-315, which provides free airmail service to members of the Armed Forces in combat zones, many members felt that such privileges should be extended to servicemen in any part of the world. The Congressional Record will show that on October 8 last year, when that legislation was being considered in the House, I secured an agreement from the managers of the bill that hearings would be held as early as possible this year. Therefore, I want to commend the chairman and members of this subcommittee for turning their attention to this subject at this early date.

The bill which I have introduced, H.R. 12005, is similar to the several other bills now before the subcommittee. This measure provides for air transportation of certain mail between the United States and oversea military post offices. Such mail would include first-class letter mail, second-class publications having current news value, and fourth-class parcels not exceeding 5 pounds in weight and 60 inches in length and girth combined. This legislation would make no change in the regular rate of postage for surface transportation, except in that case where free letter mail is provided for servicemen in combat areas under Public Law 89-315. The airlift service would apply to mail transported between the point of embarkation in the United States and Armed Forces post offices overseas.

In authorizing this airlift we would, I suggest, be meeting a moral obligation to the men and women in the Armed Forces who have been separated from their families in the defense of our Nation. While demanding sacrifices of these military personnel, the very least we can do is to insure a swift means of communication between the serviceman overseas and his family at home.

As this subcommittee pointed out in its report on European postal systems, Air Force and Army post office mail by surface to Europe requires a delivery time of at least 1 month. I believe that if we are to require our military personnel to serve in farflung areas around the globe, we have the obligation to provide them with the best possible postal service. Certainly in this sophisticated age of space travel we are equipped financially and technically to establish a faster means of mail transportation between the military man and his home.

Maintaining a high level of morale is always of major importance at oversea military installations. The legislation which this subcommittee is presently considering would go a long way toward that goal.

To a serviceman overseas a letter, or package, or newspaper from home is invaluable as a morale booster. We in Congress can give it an added boost by shrinking that distance between the oversea post and home through the use of air transportation.

Congress has already acted to provide the serviceman in designated combat zones with prompt airmail service. I suggest that like benefit should be extended to all servicemen overseas regardless of their duty assignment. There is no logical reason for discrimination when it comes to providing fast and efficient mail services to the members of our Armed Forces overseas. I therefore urge the enactment of H.R. 12005 so that all military personnel overseas will be equally served just as they serve for the benefit of all of us.

STATEMENT OF HON. EDWARD J. DERWINSKI, A REPRESENTATIVE IN CONGRESS
FROM THE STATE OF ILLINOIS

Mr. Chairman, as you know, I joined you and other Members in introducing a bill to provide airlift for mail between the United States and the Armed Forces post offices overseas and certainly believe that this legislation is deserving of favorable action by the Congress.

The need for this legislation seems clear under present circumstances. Letter mail airlifted between the United States and fleet post offices and certain other installations in Europe is delivered in 1 day to London, 2 days to Europe, and 3 days to most other locations. However, surface mail to Army and Air Force post offices requires a minimum of 30 days.

Although free letter mail is now provided for servicemen in combat areas, I certainly think that members of our Armed Forces serving overseas in noncombat zones also deserve prompt delivery of their mail without having to pay airmail rates.

Mr. Chairman, I hope that the Postal Operations Subcommittee will give prompt approval to this worthy legislation so that it can be processed through Congress in this session.

STATEMENT OF HON. JOHN V. TUNNEY, A REPRESENTATIVE IN CONGRESS FROM
THE STATE OF CALIFORNIA

Mr. Chairman, I would like to add my support to legislation now before your subcommittee to provide airlift for mail between the United States and our Armed Forces post offices overseas.

A definite need to speed up the transportation of mail has been demonstrated by information gathered by your subcommittee's trip to Europe.

Last November, I returned from a 6-week trip to Vietnam and other parts of the Far East and observed how much a letter from home means to these young men overseas.

Important legislation was passed last year requiring first-class letter mail to be carried as airmail at no cost to the sender when mailed by a U.S. serviceman in a combat area.

It is now important to take a further step in this direction. There is a definite need to speed up the flow of mail to our servicemen by permitting transportation by air between the United States and APO post offices for—

- (1) First-class letter mail;
- (2) Second-class publications having current news value; and
- (3) Fourth-class parcels not exceeding 5 pounds in weight and 60 inches in length and girth combined.

The legislation applies to any individual, civilian or military, receiving or sending mail at an Armed Forces post office overseas. The regular rate of postage for surface transportation will be required in all cases, except where free letter mail is now provided for servicemen in combat areas.

With the passage of this legislation, letter mail airlifted between the United States and Armed Forces post offices can be delivered in 1 day. At the present time, regular surface mail takes a minimum of 30 days. This unreasonable delay is not fair to our servicemen overseas or to their dependents here in the States. I urge this subcommittee to favorably report this legislation.

Mr. DULSKI. Our next witness will be Mr. Frederick E. Batrus, Deputy Assistant Postmaster General, Bureau of Transportation and International Services, Post Office Department; accompanied by Mr. Greever P. Allen, Director of International Service Division; and Mr. Thomas F. Meagher, Acting Assistant General Counsel. Gentlemen?

STATEMENT OF FREDERICK E. BATRUS, DEPUTY ASSISTANT POSTMASTER GENERAL, BUREAU OF TRANSPORTATION AND INTERNATIONAL SERVICES; ACCOMPANIED BY GREEVER P. ALLEN, DIRECTOR, INTERNATIONAL SERVICE DIVISION, BUREAU OF TRANSPORTATION AND INTERNATIONAL SERVICES, AND THOMAS F. MEAGHER, ACTING ASSISTANT GENERAL COUNSEL, OFFICE OF THE GENERAL COUNSEL

Mr. BATRUS. Mr. Chairman, I am Fred Batrus. On my right is Thomas Meagher, Acting Assistant General Counsel, and on my left, Greever Allen, of our International Services. We appreciate very much the opportunity to appear here before you today on behalf of the Post Office Department. I would like to say at the outset that a letter addressed to the Honorable Tom Murray was delivered this morning. It is the Postmaster General's report, as requested, on these bills.

I regret that because of some slight changes that had to be made that we were delayed in reproducing the required number of copies for the committee, but we expect those very shortly.

With your permission, Mr. Chairman, I would like to read into the record the letter of the Postmaster General to the chairman of the committee.

Mr. DULSKI. Go right ahead, sir.

(The letter of Lawrence F. O'Brien, Postmaster General, as presented by Mr. Batrus, follows:)

Mr. BATRUS (reading):

This is in reply to your requests for reports on H.R. 12005, H.R. 12046, H.R. 12205, H.R. 12267, and H.R. 12355, similar bills relating to mailing privileges of combat troops, and the method of transporting certain mail matter to and from Armed Forces post offices overseas.

Under present law, members of the Armed Forces stationed in designated combat zones may send their letters and cards home free of postage by airmail (39 U.S.C. 4169). The proposed legislation would delete reference to such airmail carriage, and provide that letters be transported by air from the combat zone (Vietnam) to the point of embarkation at home (San Francisco). The effect of the proposed change would be to guarantee air transport across the Pacific, but not beyond San Francisco.

Section 2 of the proposed legislation amends section 4303(d)(5) of title 39, United States Code, which now provides that fourth-class parcels not exceeding 5 pounds in weight and 60 inches in length and girth combined, addressed to or mailed by members of the Armed Forces at military post offices in designated combat zones shall be transported between the U.S. embarkation point and the combat areas by air, on a space-available basis. Under the proposed changes, first-class letter mail and certain second-class publications, as well as the 5-pound parcels, addressed to or mailed at any oversea Armed Forces post office, would be guaranteed air transportation between such oversea post office and the U.S. embarkation point.

The Post Office Department and the Department of Defense have taken a special interest in assuring the best possible service for mail to and from our servicemen overseas. Recently, with the approval of the President, the Post Office Department began using air transportation for all letter mail to and from our military personnel in the Pacific area, in our domestic operations. This means that letter mail which formerly went by surface domestically is now being given most expeditious handling to and from the gateway point.

During the past Christmas season, in cooperation with the Defense Department, we successfully handled the largest Christmas mail volume for our troops overseas. Particular emphasis was placed on Christmas mail operations to Vietnam.

We plan to continue to work with the Department of Defense in a joint effort to assure the best possible mail service to our military men overseas.

The subject matter of the proposed legislation falls essentially within areas of responsibility which pertain to the Department of Defense. Therefore, we believe the merits of the legislation are properly for determination by that Department.

In considering these bills, we invite the committee's attention to the following: H.R. 12205 and H.R. 12355 contain language to the effect that the mail traffic described in section 2 shall to the extent possible be transported on all-cargo flights. With this language in the bills there would undoubtedly be numerous occasions on which regular passenger flights with space available would have to be passed over.

The legislation should specifically provide that the Department of Defense shall reimburse the Post Office Department for the cost of transportation of all military mail between oversea Armed Forces post offices and U.S. embarkation points. Under present procedures reimbursement is made by executive agreement between the two agencies, based on authority contained in the Defense Department's appropriations acts. Such a provision would reflect the existing statutory arrangement in permanent statutory form.

Mr. BATRUS. This, Mr. Chairman, is the statement of the Post Office Department. We will be pleased to answer any questions with respect to this statement or the whole area of the service involved.

Mr. DULSKI. Does the Post Office have any position on this yet?

Mr. BATRUS. Our position, Mr. Chairman, is favorable to the principles of the legislation, subject, of course, to the fact that the principal determination on the merits, we feel, should be made by the Department of Defense because the subject matter of the bills is within their area of responsibility, and they are acquainted with all of the factors involved.

Mr. DULSKI. You referred to the language in the bill, line 13, "shall be to the extent possible be transported on all-cargo flights at rates." If there are flights going out which would be only passenger, they would not be precluded from taking mail would they? The bill does not force you to use only cargo flights, does it?

Mr. BATRUS. We read this provision as saying that where there are cargo flights on a particular run between certain points, and that if the cargo flight can carry it, we should limit our dispatch to the cargo flight.

This would mean that if there were a number of passenger flights that day between these points, that this mail would nevertheless be held for the all-cargo schedule and therefore be delivered in accordance with that schedule, rather than the fastest possible means.

Mr. DULSKI. I believe it is not limited to that extent. If there is a flight leaving at 12:30, and it is a passenger flight, and the next cargo does not leave until 2:30, there is nothing to stop the Post Office from using this passenger flight at 12:30.

It says, "to the extent possible."

Mr. BATRUS. If that is the way it is intended, that we interpret it, then it would be a different situation than what we see, however.

Mr. GROSS. I thought it would be discretionary with the Post Office Department on the terms proposed in the bill.

I am surprised that the letter indicates otherwise.

Mr. DULSKI. That is the reason I questioned the witness, Mr. Gross, to make legislative history so that it would be in the record that this does not preclude passenger flights that would be leaving before a cargo ship would be leaving, particularly since the Post Office Department does not take a position.

Mr. Cunningham? Mr. Gross?

Mr. GROSS. You are now transporting first-class letter mail to the Pacific area. In other words, you are transporting by air 5-cent, first-class letter mail?

Mr. BATRUS. Yes, sir; we are transporting that domestic mail to the gateway point, in this case San Francisco, for the Pacific area. The 5-cent letter mail addressed to a serviceman through APO's in the Pacific area is being flown domestically in our domestic operations. For example, if it is mailed in New York City, to a serviceman in the Pacific area, it will be flown from New York to the gateway point where it is processed for dispatch in the Pacific area.

Mr. GROSS. So, aside from the proposal to transport 5-pound parcels, you are not transporting 5-pound parcels to all areas in the Pacific now, are you?

Mr. BATRUS. No, sir; we are not.

Mr. GROSS. Only to Vietnam.

Mr. BATRUS. The combat zone; yes, sir.

Mr. GROSS. Yes. What subsidy are you getting from the Defense Department on your 5-cent letter mailed that is being transported by air?

Mr. BATRUS. The Department of Defense reimburses the postage for the free mail incoming from the combat zone.

Mr. GROSS. I am talking about the 5-cent letter mail.

Mr. BATRUS. On postage, there is no reimbursement made in the United States, but they do reimburse us for all transport costs for military mail beyond the gateway point.

Mr. GROSS. Whose?

Mr. BATRUS. Costs for all transportation beyond the gateway point, between the gateway point, in this case San Francisco, and Saigon as the transport cost is reimbursable to us from the Department of Defense.

Mr. GROSS. What are the costs? Suppose this is transported military?

Mr. BATRUS. No, sir. It is transported by commercial air carriers and we pay the commercial air carriers in accordance with the rates prescribed by the Civil Aeronautics Board. We pay them. The Department of Defense reimburses us.

Mr. GROSS. Now, if this were passed, it would be on the letter rate or first-class airmail?

Mr. BATRUS. We would be reimbursed in accordance with the rates fixed by the Civil Aeronautics Board. Right now, we have an airmail rate for all of the Pacific prescribed by the Civil Aeronautics Board. That is the rate we pay the carriers for airmail.

There is also a rate for what is called the military ordinary mail, which is a lesser rate and has a lesser priority of service.

Mr. GROSS. What is your deficit now and what do you estimate the cost of this bill?

Mr. BATRUS. I think the Department of Defense can give you a better figure on the cost than we can, Congressman, if I may, because they will have a better estimate of the additional volume and the areas to which this volume will move.

Insofar as the Post Office Department is concerned, there will be some additional costs, probably at the gateway points, some costs for the additional separation of this mail, depending upon the circum-

stances. But otherwise there will be no new cost to the Post Office Department for transportation beyond the gateway point.

Mr. GROSS. You have mail going out to, let us take Vietnam. You have had mail going to Vietnam by boat, or have you? Any mail of any description going to Vietnam by boat?

Mr. BATRUS. Yes, sir; there is. Presently being flown is all first-class mail, all parcels weighing 5 pounds or under, under the bill that was enacted last year. Otherwise, mail moves in the Military Sea Transport Service between Vietnam and—

Mr. GROSS. Is that a substantial amount of mail?

Mr. BATRUS. That is a substantial amount, but I do not have the figures.

Mr. GROSS. It is going by surface?

Mr. BATRUS. By sea transport. That is correct, by surface.

Mr. GROSS. How long is this mail delayed? We have had in the past months—and I think the situation still exists—surface transportation stacked up all the way to the Philippines that could not be unloaded. Is this the history of mail transport too?

Mr. BATRUS. There has been difficulty during peakloads, as I understand it. The military can give you the better information on the port difficulties in handling all of the steamship arrivals.

Mr. GROSS. Thank you.

Mr. DULSKI. Mr. Johnson?

Mr. JOHNSON. Now, with respect to the additional costs at the gateway centers, would it perhaps cost you less by reason of the fact that you would need fewer people to handle the mail? As it is now, the packages and mail accumulate in piles and in stacks waiting for a boat to load the mail on. Is it not true that the day that you finally load it on the ship you need large numbers of men to load this mail for the trip across the ocean, whereas if it were flown out every day, you would just need a relatively small force to handle the mail?

Mr. BATRUS. When it moves by surface transportation, Congressman, it is processed, for example, at New York and then under the supervision of the military it is dispatched to the Military Sea Transport Service where, under their arrangements with the steamship company, it is loaded by personnel that are paid and supervised by the steamship company itself.

In connection with the air transport, we would move this to the airport where it eventually would be loaded by air transport personnel.

The only thing that I would refer to as a possible additional cost to us may be—and I have no figures as to whether there would be a net additional cost, but I feel there would be, in connection with our processing daily the separation of this mail—under this bill we would have to separate out the 5-pounds-and-under parcels. We would have to separate out the newspapers and periodicals that are governed by the bill. So there may be additional separations and handling at the post office which may be an additional cost to us.

Mr. JOHNSON. Another question: You probably heard Mr. Pool say that there was a figure given by an airline that perhaps just one large cargo plane a day would be all that would be necessary to haul all the mail going abroad. Do you have any idea of the number of pounds per day of mail it would be and the extent to which aircraft would be necessary?

Mr. BATRUS. It is a very substantial amount, Congressman. I think the capacity of the cargo flight would be around 60,000 pounds. I know that we have had daily dispatches during the Christmas season last year that exceeded that amount. We have constantly moving, for example, in the transatlantic service, flights all day long, in the morning, midafternoon, early evening as well as cargo flights late evening and early morning.

Whether one flight can handle all of this, I do not know. I do not believe they could on a regular basis.

Mr. JOHNSON. Maybe not at Christmas, but during just normal periods, one flight could handle it?

Mr. BATRUS. I have here a daily figure of poundage. I will try to get that before the record is complete and give it to you.

Mr. JOHNSON. That is all.

Mr. DULSKI. Mr. Batrus, about the publications described on page 4 of the bill, it says second-class publications published once each week or more frequently featuring current news, would the post office have any difficulty in separating the magazines?

Mr. BATRUS. Mr. Chairman, I do not believe we would have any difficulty in separating the magazines that are turned over to us coming from the publishers themselves, because of the way it is prepared and dispatched to us. We would know what magazine it was. If a publication were mailed by an individual and wrapped completely, we would have no way of knowing what kind of magazine or newspaper it was. There would be some separation problems, but we could handle that.

Mr. DULSKI. Thank you very much. There are no further questions.

Mr. BATRUS. Excuse me, Mr. Chairman, I have the figure here. It is approximately 22,000 pounds of military mail per day. So it is within the capacity of one cargo flight.

Mr. JOHNSON. Do you have any other brief of figures and statistical data there that you think would be of interest to the committee and that we ought to have in our files? I see you have quite a few figures prepared. Are they something that we ought to have in the record?

Mr. BATRUS. I am not sure, Congressman that what I have is helpful. I reviewed recently the report of the committee's investigation in its recent trip, which I think sets forth quite a few figures. It has been made a part of the record, showing the volumes of military mail that are moving, as well as the civilian mail. I am sure the Department of Defense has figures that probably would be more appropriate at this point.

Mr. DULSKI. Are we all set, Mr. Johnson? Thank you very much, Mr. Batrus.

Our next witness is from the Department of Defense. We are privileged to welcome Maj. Gen. J. C. Lambert, the Adjutant General, Department of the Army, accompanied by Mr. R. M. Kenney, Jr., Office of the Assistant Secretary of Defense; Lt. Col. J. V. Azevedo, Director, Army and Air Force Postal Service; Lt. Comdr. W. R. Knapp, U.S. Navy, Head, Postal Affairs; and Maj. M. S. Mitchell, U.S. Air Force, Chief, Transportation Branch.

I bring you greetings from General Sternberg in Saigon, Vietnam.

STATEMENT OF MAJ. GEN. J. C. LAMBERT, THE ADJUTANT GENERAL, DEPARTMENT OF THE ARMY, ACCOMPANIED BY R. M. KENNEY, JR., OFFICE OF THE ASSISTANT SECRETARY OF DEFENSE (INSTALLATIONS AND LOGISTICS), LT. COL. J. V. AZEVEDO, U.S. ARMY, DIRECTOR, ARMY AND AIR FORCE POSTAL SERVICE, LT. COMDR. W. R. KNAPP, U.S. NAVY, HEAD, POSTAL AFFAIRS SECTION, OFFICE OF THE CHIEF OF NAVAL OPERATIONS, AND MAJ. M. S. MITCHELL, U.S. AIR FORCE, CHIEF, TRANSPORTATION BRANCH, ARMY AND AIR FORCE POSTAL SERVICE

General LAMBERT. I have with me departmental witnesses which the chairman has named. I have a prepared statement.

Mr. DULSKI. Go right ahead, sir.

General LAMBERT. The Department of Defense favors H.R. 12005, H.R. 12046, H.R. 12205, H.R. 12267, H.R. 12355, and H.R. 12621 provided certain changes are made which I will develop further in my statement. These bills are identical except for the provision in section 2 of H.R. 12205 and H.R. 12355 which provides that the mail matter covered therein "shall to the extent possible be transported on all-cargo flights."

Section 1 of the bills removes the requirement in section 4169(a) of title 39, United States Code, that first-class letter mail sent by a member of the Armed Forces serving in an overseas combat area shall be transported by air within the continental United States. Section 2 rewrites section 4303(d)(5) of title 39, United States Code, to provide that first-class letter mail, second-class publications having current news value, and fourth-class parcels not exceeding 5 pounds in weight and 60 inches in length and girth combined, mailed at or to an Armed Forces post office overseas, shall be transported by air between the point of embarkation in the United States and such post office. This feature of the bills removes the present "space-available" airlift provision. Section 2 is also applicable to any individual, military or civilian, receiving or sending mail at an Armed Forces post office overseas. The regular rate of postage for surface transportation will be required in all cases.

The proposed legislation will provide faster and less expensive mail service to all personnel serviced by overseas military post offices. The airlifting of newspapers, magazines, and other periodicals (second-class mail) having a currentness of information, in which expeditious receipt is desirable, will remove a longstanding and universal complaint among service personnel.

Fast service by surface means is not possible because of the infrequency of ship sailings and distance involved. Personnel serviced by overseas military post offices and their correspondents will benefit by the airlift of 5-pound parcels (fourth-class mail) within the limitations prescribed. Parcels mailed by families and friends will receive airlift at surface rates which will relieve a financial burden on many individuals and will in turn provide a greater frequency in sending parcels. These provisions will have a favorable morale impact on our personnel stationed overseas.

The Department of Defense, however, recommends the following changes:

(a) On line 14, page 2 of H.R. 12046, H.R. 12267, and H.R. 12621, and on line 12, page 2 of H.R. 12205 and H.R. 12355, add the phrase "on a space-available basis," after "only". This change is deemed necessary to assure that the priority of military traffic is protected.

(b) Delete section 1 and the last sentence of section 2. These provisions would amend the free mailing privilege enacted by Public Law 89-315, approved November 1, 1965, in that a letter sent by a serviceman in Vietnam would no longer be given air transportation beyond the point of entry into the United States. This is a service to which he has become accustomed; and any attempt to withdraw this benefit, especially while duty in Vietnam continues to be extremely hazardous, will invite adverse criticism from the serviceman as well as his correspondents and the general public.

(c) Beginning on line 12, page 2 of H.R. 12046, H.R. 12267, and H.R. 12621, and beginning on line 10 of H.R. 12205 and H.R. 12355, delete the phrase—

between the point of embarkation in the United States and such Armed Forces post office on United States-flag carriers—

and substitute therefor—

over International routes on United States-flag carriers and Military Airlift Command-owned or chartered aircraft.

As presently written, the bills do not provide for air transportation of inter- or intra-theater mail. It is felt that this mail should be transported in the same manner as mail transported between the point of embarkation in the United States and oversea military post offices.

(d) Beginning on line 12, page 2 of H.R. 12205 and H.R. 12355, delete the phrase "and shall to the extent possible be transported on all-cargo flights,". This provision would limit the flexibility for moving mail and therefore result in delays. The use of both passenger and all-cargo aircraft is highly desired to assure most expeditious mail service.

(e) Provide air transportation, on a space-available basis, and at a rate to be established by the Civil Aeronautics Board, of fourth-class parcels weighing in excess of 5 pounds, addressed to and from remote areas where surface transportation is not available or where the frequency of ship sailings is unacceptable. This mail is now being transported by airlift at the military ordinary mail rate. The inclusion of this provision in the bills will result in a decrease in postal transportation costs for transporting mail to and from these remote areas.

(f) Provide airlift of merchandise parcels of the third class. Except for weight, there is no difference in third- or fourth-class parcels. Third-class mail includes merchandise parcels weighing less than 16 ounces, whereas the weight of fourth-class parcels ranges from 1 pound to 70 pounds. Therefore, no distinction should be made between these two classes of mail and third-class merchandise parcels should be accorded airlift.

(g) Include airlift of first-class parcels, subject to the same size and weight restrictions as contained in the bills for fourth-class parcels. As presently written, the bills would provide airlift of fourth-class parcels between the point of embarkation and the oversea military

post office. On the other hand, first-class parcels, even with a higher rate of postage, would receive surface transportation. Since the rate of postage for first-class mail is higher, it should not only continue to receive preferential treatment in the United States but in addition should receive service equal to that afforded fourth-class parcels for the overocean haul.

Enactment of these bills as written would increase the annual military postal transportation costs by an estimated \$11,035,400 if moved at the 12 cents per ton-mile rate; it is considered likely that the rate will be significantly higher than this. It is estimated that the recommended changes to the bills will reduce the above cost approximately \$851,900 annually. These funds have not been budgeted for by the Department of Defense.

The Bureau of the Budget advises that at present it has no position on this legislation because time limitation has precluded its consideration of the bills.

I have appreciated this opportunity of appearing before the committee and shall be happy to answer any questions you may have.

Mr. DULSKI. Thank you very much, General.

If this bill were enacted, it would affect only that mail bearing an APO address. Is that correct?

General LAMBERT. Yes.

Mr. DULSKI. Now, can private organizations in foreign countries, such as a U.S. contractor operating a radar station in Africa, use APO mail for his contract activities?

General LAMBERT. Mr. Chairman, the people who may use Army or Air Force postal facilities in a foreign country are those people within the terms of agreement with the host nation which authorizes the Armed Forces to be there. Within one country, the contractor may be permitted use of the APO. In other countries, he may not.

Basically, it is the military personnel, their dependents, military employees, and their dependents, and, as far as I know, the State Department representation in all countries is included within the terms of the basic agreements.

Some countries have expanded the agreement and have authorized additional people: Charitable organizations; educational organizations; contractors, one-time removed or two-times removed.

Mr. DULSKI. How about the employee of a contractor? Does that apply to him also?

General LAMBERT. I am not prepared to answer that, Mr. Chairman. I will get you the answer. Now, you are speaking of—

Mr. DULSKI. Of the contractor.

General LAMBERT. If you say Westinghouse has a contract to operate certain installations overseas and they subcontract the operation of a particular installation, would Westinghouse, as the contractor, be authorized to the use of the postal facilities?

Mr. DULSKI. That is right.

General LAMBERT. In lieu of the subcontractor? I will get that answer for you, Mr. Chairman.

(The requested information follows:)

In oversea areas where U.S. forces are stationed, oversea commanders are authorized to furnish postal service to U.S. contractors and subcontractors who directly assist the commanders in the accomplishment of the military mission. The decision as to whether a company or its U.S. citizen employees are eligible to

receive the support and the extent of this support rests with the oversea commander. The support is subject to the terms of the contract and any agreements which the United States has entered into with the government of the nation concerned.

Mr. DULSKI. Now here is another thing that is confronting the committee. Would a publishing company that prints a foreign edition in Japan of a U.S. newspaper or magazine deposit copies of such foreign edition in the APO system in Japan addressed to either an APO addressee in another country, such as the Philippines, or to an individual in the United States? Would they receive the same privileges under the bill? Would they receive the same transportation?

General LAMBERT. Mr. Chairman, I would have to qualify my answer. It would be within the terms of the conditions on which the host nation was permitting them to operate. I refer to the Paris edition of the Herald Tribune, the European edition of Time magazine. They are licensed to operate and to print in those nations, based on the nations' laws, not on ours.

I would have to confirm whether it is actually true that if a member of the service subscribed to the Paris edition of the New York Herald Tribune, under the terms of this bill, it could be introduced into the Army and Air Force postal system.

(The information on the Paris edition of the New York Herald Tribune is as follows:)

The proposed law prescribes second-class mail as eligible for airlift. If the Paris edition of the New York Herald Tribune had authority from our Post Office Department and the host government agreed with this direct entry service into our APO system, then the member of the service would receive it through the military postal service. The agreement between the United States and the Japanese Government requires publications printed in Japan to be entered into the Japanese postal service. When received at the international exchange post office these publications enter the U.S. postal service as printed matter. They would not, therefore, be eligible for airlift as they could not qualify as second-class mail matter.

Mr. DULSKI. Let us take it that the company prints in London or Paris, and they send bulk packages. In other words, they print the magazine and wrap it up. Would they have the same privilege and send it to the PX?

General LAMBERT. Mr. Chairman, as far as I know—and again that is an answer I would have to get for you—all of the post exchange merchandise is moved commercially and at the commercial rates.

Mr. DULSKI. I do not want you to answer this unless you know whatever position the Defense Department will take. I know that there are many U.S. magazines which are sometimes printed in a foreign country. Now, some of those magazines have a great deal of advertising in them.

Now, would they be permitted to send them in bulk to the PX where they would be almost distributed at a cost price? Would they have the same privilege under this bill?

General LAMBERT. I would not attempt to answer that.

Mr. DULSKI. Would you get us that information?

General LAMBERT. Yes, sir.

(The information requested follows:)

Yes, provided the bills are amended as proposed by the Department of Defense to permit movement of second-class publications between commands by airlift.

However, the publisher must have been issued an entry permit by the Post Office Department to enter second-class mails into the APO system. Host governments must agree with this direct entry service in their country.

Mr. DULSKI. I have no further questions.

Mr. Cunningham?

Mr. CUNNINGHAM. No questions.

Mr. DULSKI. Mr. Gross?

Mr. GROSS. General, I am not exactly clear as to your explanation. Now we are transporting this mail at the present time at a cost to you of 12 cents per ton-mile. Is this correct?

Lieutenant Colonel AZEVEDO. This is surface, approximately 7 cents a pound.

General LAMBERT. And the airmail——

Mr. GROSS. Let us deal with your 12-cent-per-ton mail since that is the figure you use here.

Lieutenant Colonel AZEVEDO. On the 5-pound parcels to Vietnam, this is at 12 cents a ton-mile.

Mr. GROSS. What is the cost of first-class letter mail?

Lieutenant Colonel AZEVEDO. Going surface, approximately——

Mr. GROSS. No; going air. Your airlift cost is 12 cents a ton-mile. I am looking at a letter here from the Office of the Assistant Secretary of Defense, signed by Mr. V. F. Caputo, Director of Transportation and Warehousing Policy. Is he in the room?

He says "surface mail would require about 314,644,000 ton-miles airlift and would cost about \$37,686,000 at 12 cents per ton-mile, a rate which we believe to be in the zone of reasonableness."

General LAMBERT. Mr. Congressman, I would like to point out that first-class mail is now moved to Vietnam at the military ordinary mail rate. The 5-pound parcels are moved at the rate of 12 cents a ton-mile and what we are talking about within the terms of these bills and within the estimates that we have given is that we would move the mail, all mail, including parcels and your periodicals, at 12 cents a ton-mile.

Mr. GROSS. Why the differential in rate of 36 cents per ton-mile? Is it 36 cents?

Mr. MARTINY. 36 cents.

Mr. GROSS. 36 cents per ton-mile over Pacific routes and 40 cents per ton-mile over Atlantic routes. Why the cheaper rate?

Mr. KENNEY. Those rates were set by the Civil Aeronautics Board and I do not know the background.

Mr. GROSS. Let us see if I can get straight on this. The mailing of a letter or parcel from Saigon to Washington, D.C., free all the way to the serviceman?

General LAMBERT. No, not on parcels. He has it on letter mail. It's free mail to the serviceman from the combat area to the addressee within the United States. That exists today within the provisions of the law that was enacted last year.

Mr. GROSS. But not the 5-pound package?

General LAMBERT. No.

Mr. GROSS. So you are not advocating the mailing of 5-pound packages into the United States free?

General LAMBERT. No, sir. I do not read that into these bills.

Mr. GROSS. Or even airlifted into these countries. You are not advocating airlift of parcels up to 5 pounds into this country?

Lieutenant Colonel AZEVEDO. Yes, sir.

Mr. GROSS. They already do this?

Lieutenant Colonel AZEVEDO. This is from Vietnam only.

Mr. GROSS. From Vietnam?

Lieutenant Colonel AZEVEDO. Yes, sir.

Mr. GROSS. What would they be shipping from Vietnam back to this country that would entitle them to free transportation all the way?

General LAMBERT. I am not sure that I understood that, Mr. Gross.

Mr. GROSS. The servicemen can ship up to 5 pounds—

General LAMBERT. Right, sir.

Mr. GROSS. To any addressee in this country?

General LAMBERT. Right, sir.

Mr. GROSS. Free.

General LAMBERT. No, sir.

Mr. GROSS. Are you advocating that he be able to do this?

General LAMBERT. No, sir.

Mr. GROSS. I see. Not even across the Pacific, not even to the gateway into this country?

General LAMBERT. No, sir, not the movement of parcels.

Mr. GROSS. Not the movement of parcels?

General LAMBERT. The Congress has determined that they would be entitled to the free letter privilege which is in effect today. That is all.

Mr. DULSKI. Are you all through, Mr. Gross?

(Discussion off the record.)

Mr. DULSKI. Mr. Johnson?

Mr. JOHNSON. General Lambert, from a bookkeeping standpoint now, just how do you handle the charges? The mail was being sent, of course, abroad and you say it will cost the Defense Department another \$10,700,000 annually. Does the Post Office Department bill the Department of Defense for all mail transported?

General LAMBERT. There are two series of billings, of course: One within the continental United States and the other is abroad, the commercial vehicles that the Post Office contracts with to move it overseas. We reimburse the Post Office on demand when they have contracted for the movement of the Armed Forces mail by air.

Mr. JOHNSON. Of course now, if I were to send a letter to a soldier in Europe, I would put, in this case, a 5-cent stamp of the letter. The Post Office Department would get the 5 cents. I send a 5-pound package over, I pay the post office in my hometown the postage on that package.

Now, that money goes into the Post Office Department, into their treasury.

General LAMBERT. Yes, sir.

Mr. JOHNSON. Then they transport it to the soldier abroad and then they turn around and bill you for their cost of sending that package?

General LAMBERT. No, sir. It is not that way. When you pay postage on any letter or parcel addressed to an APO, you are paying postage to the ports only. You would pay the rate of postage from Washington, D.C., to San Francisco, or Washington, D.C., to New York.

Then we commence a new transportation obligation from the port of embarkation to the port of destination.

Mr. JOHNSON. So this extra \$10 million you are talking about is that extra cost of transportation after it leaves the port of embarkation in New York?

General LAMBERT. Yes, sir.

Mr. JOHNSON. So the Post Office Department already would have been paid for transporting the letter?

General LAMBERT. Yes, sir. We do not reimburse them. We would not reimburse them for the cost to you of movement of the parcel from Washington to San Francisco. We would reimburse them for the movement of the parcel from San Francisco to Seoul, Korea, or Saigon, wherever it happened to be.

Mr. JOHNSON. The reason I asked this question is I, too, was on this postal inspection trip abroad and we spent a very productive day at the International Postal Union in Bern. We were shown figures which are about the same all over Europe, practically all over the world, as to what it costs a post office department to deliver a first-class letter.

While we charge 5 cents in this country, some others charge 6 cents and some, I believe, as much as 7 cents, but the average cost of handling a first-class letter is 1 cent. So there is a 4- to 5-cent profit on each first-class letter. So, our Post Office Department, in transporting this letter of the serviceman to New York, has already made about a 4-cent profit on that first-class letter before it ever gets ready to be transported abroad.

I am just wondering if you would take the total cost of transporting it to New York, plus sending it over to Europe, there probably would still be a profit on that first-class letter, even if you haul it by air.

General LAMBERT. I am not qualified to discuss the postage rates.

Mr. JOHNSON. I may be wrong.

Mr. DULSKI. Mr. Gross.

Mr. GROSS. From the standpoint of being a morale builder, you recognize as quite different, do you not, General, Korea and Vietnam as contrasted with Europe for servicemen stationed in Europe?

General LAMBERT. Mr. GROSS, I spent a large number of years of my military service overseas. Manifestly, the man who is not accompanied by dependents is a greater morale problem, whether it is in Korea or whatever it happens to be. If he has no dependents, we have an increased morale problem. That is only natural. It would be true in any case.

I would say that from the standpoint of the morale in Europe, this legislation is not, I do not believe—and it is my personal opinion—as essential as it is to the forces in Korea or some of the more isolated commands. But that is strictly a personal opinion.

Mr. GROSS. That is what we want: Your best opinion. You are representing the Defense Department.

General LAMBERT. On the other hand, Mr. GROSS, I think that we cannot, from the standpoint of the Department of Defense or from the services, give preferential treatment to one oversea command to the exclusion of another. There are people who have and probably will move from Europe to Vietnam and vice versa. They are all equally subject to the tours in the hardship areas.

Mr. GROSS. Do servicemen get combat pay everywhere now, wherever they are stationed abroad? I do not know. It has been a long time since I was the beneficiary of a few bucks a month for combat pay.

General LAMBERT. Mr. Gross, combat pay, I do not believe, will compensate for—I do not believe it is sufficient.

Mr. GROSS. I am talking about the differential. That is what we are talking about here, the difference in stations and conditions and so on and so forth.

Do they draw combat pay in Korea today?

General LAMBERT. No, sir.

Mr. GROSS. No?

General LAMBERT. No, sir.

Mr. GROSS. Only in Vietnam?

General LAMBERT. Yes, sir.

Mr. DULSKI. What about the Dominican Republic?

Mr. GROSS. Yes; there is a good one.

General LAMBERT. I am not sure that they do. In fact, I am reasonably sure they do not. But I will get the answer to that one. I am quite confident that the troops in the Dominican Republic do not receive combat pay.

(The information requested follows:)

The Dominican Republic has not been designated by the Secretary of Defense as a hostile area. Therefore, entitlement to special pay for duty subject to hostile fire is authorized only for those military personnel serving in the Dominican Republic who are killed, injured, or wounded by hostile fire, explosion of a hostile mine or by any other hostile action.

Mr. GROSS. Are servicemen's dependents permitted in the Dominican Republic today?

General LAMBERT. No, sir; not as of today. Servicemen are there on a temporary basis. The troops in the Dominican Republic have been on a rotational basis, that is, they do not go for 16 months or 18 months or 24 months.

Mr. GROSS. They are rotated in Vietnam, or will be?

General LAMBERT. Yes, sir; but they will be rotated after the 14 months or whatever tour is determined.

Mr. GROSS. They are rotated in Korea?

General LAMBERT. They are rotated in Korea on the basis of the overseas tour as established by the Department of Defense.

Mr. GROSS. Mr. Chairman, I think we need to get pretty deeply into this APO business of being able to mail. If this bill is going to permit mailing to State Department employees—and we cannot get the answers here this morning—and to contract employees around the world, I am going to take an awfully long, hard look at the bill.

Mr. DULSKI. Will the gentleman yield?

Mr. GROSS. Of course.

Mr. DULSKI. I have just seen some television shots of a personal interview in the Dominican Republic. That is a pretty hot zone there, too, and they do not draw combat pay.

General LAMBERT. I would not answer that categorically, Mr. Chairman.

Mr. GROSS. I want to do everything I can to keep up the morale in Vietnam and in Korea, but when you get beyond the zones of one, a hot war zone, and the other, a mighty uneasy truce, when you get beyond that, I want to look long and hard at this bill.

The increased costs are going to be more than I think at first blush we have anticipated. I think I see here an increased cost of some four times over in at least one category. Can it be possible that it will quadruple the cost?

General LAMBERT. To what category are you referring?

Mr. GROSS. I found it in one of the statements. I cannot locate it again quickly.

General LAMBERT. If you are relating the cost of movement of parcels by surface, as opposed to the cost of movement by air, Mr. Gross, the movement by surface of parcels now is around 6 cents a ton-mile. The movement of parcels by air, depending on whether it's 12 cents a ton-mile or military ordinary mail, can be from 12 to 27 cents.

Mr. GROSS. Thank you, Mr. Chairman.

Mr. DULSKI. So you will get us the answers for those questions, General?

General LAMBERT. As I understand the bill, this has included the State Department. It includes certain contractors and their employees. This bill does cover that.

Mr. GROSS. It seems to me that State Department employees are being well paid now and can afford to pay postage. I just do not understand going beyond the servicemen to these civilian employees.

Mr. DULSKI. I have no further questions. Thank you very much, General.

General LAMBERT. Thank you, Mr. Chairman.

We have a letter from the Secretary of the Civil Aeronautics Board who does not want to testify, but we have a statement from him. If there are any members of the committee who want to ask any questions of the Civil Aeronautics Board, they have representatives here.

Mr. JOHNSON. Yes; I think we ought to ask how they arrived at this 12-cent rate.

Mr. DULSKI. We will include the Secretary's statement as part of the record at this time.

STATEMENT OF HAROLD R. SANDERSON, SECRETARY, CIVIL AERONAUTICS BOARD

The Board has been advised that your committee desires its views with respect to H.R. 12005 and H.R. 12205, bills "To amend title 39, United States Code, with respect to mailing privileges of members of the U.S. Armed Forces and other Federal Government personnel overseas, and for other purposes," which are to be the subject of hearings commencing on February 15, 1966. Although the Board does not wish to present testimony at the hearings, it desires to offer the comments hereinafter set forth, and requests that this letter be incorporated in the record of the hearings.

Section 4303(d)(5) of title 39, which would be amended by both bills, presently permits fourth-class parcels not exceeding a specified weight and size sent by or addressed to members of the Armed Forces at or in care of military post offices in overseas combat areas to be transported by air on a space available basis between the point of embarkation and the overseas post office. Such parcels may be transported on U.S.-flag carriers under such conditions as the Secretary of Defense prescribes and at rates approved by the Board for space-available parcel service, which may not exceed the minimum rates charged for military cargo on scheduled flights.

This section would be amended so as to include first-class letter mail and certain second-class publications within its scope, and its provisions would also be made applicable to both military and Federal civilian employees in overseas areas. Both the requirement that the mail be carried on a "space-available" basis and the limitation that the rates approved by the Board may not exceed

"the minimum rates charged for the airlift of military cargo in scheduled airline service" would be removed. In addition, H.R. 12205 would require that the mail to the extent possible be transported on all-cargo flights.

The Board's powers and duties would be affected primarily by the provisions relating to the establishment of rates for the specified categories of transportation. In this connection, the Board understands that suggestions may be made to your committee to the effect that such rates should be fixed rather than approved by the Board. Presumably, the intent of this suggestion is to amend the legislation in such fashion as to require that the procedures for fixing mail rates under section 406 of the Federal Aviation Act of 1958 be made applicable.

Since the bills relate to matters involving military personnel and postal policy, the Board defers to the views of the Secretary of Defense and the Postmaster General concerning their substantive merits. In the event that any questions arise at the hearings concerning the procedures and practices which might be followed by the Board under legislation of this nature, Mr. Irving Roth, Director of the Bureau of Economics, or his designee, will be present at the hearings on February 15, 1966, for the purpose of responding to such questions.

The Board has been advised by the Bureau of the Budget that there is no objection to the submission of this report from the standpoint of the administration's program.

STATEMENT OF IRVING ROTH, DIRECTOR OF THE BUREAU OF ECONOMICS OF THE CIVIL AERONAUTICS BOARD, ACCOMPANIED BY THOMAS P. SHEEHAN, CHIEF COUNSEL IN THE RATES DIVISION, BUREAU OF ECONOMICS, CIVIL AERONAUTICS BOARD

Mr. DULSKI. Could you identify yourselves.

Mr. ROTH. Yes, sir. I am Irving Roth, Director of the Bureau of Economics of the Civil Aeronautics Board, and I am accompanied by Mr. Thomas P. Sheehan, who is Chief Counsel in the Rates Division of my Bureau, Civil Aeronautics Board.

Mr. DULSKI. Did you have a question, Mr. Johnson?

Mr. JOHNSON. You, of course, have been in the audience here and have heard the statement that it is your Board that fixes the rates and the Post Office Department and Department of Defense seem to disavow any responsibility for what the rates are or will be.

Will you please tell us how you go about fixing a rate of, let us say, 12 cents per ton-mile, as indicated here?

Mr. ROTH. Sir, under the law that was enacted, I believe, last November 1, that involved the provision for special arrangements for airlift of mail to the combat zone, South Vietnam. There was a clause in the bill requiring that the rates shall not exceed certain rates for corresponding movement by air of military cargo and such rates shall be approved by the Civil Aeronautics Board.

Those rates have not yet been approved by the Board. It is my understanding that in the past week or so there has been an understanding reached between the Department of Defense and Pan American, which is the one certificated air carrier of the United States serving Saigon. As I understand it, the agreed-upon rate, which still has to be submitted to and approved by the Board under the terms of the enacted bill, involves a rate of 12 cents per ton-mile outbound and 10 cents per ton-mile inbound.

This rate was arrived at on the basis of what the corresponding price for the movement of certain types of military freight on scheduled flights has amounted to for some time. Since the Board has not yet passed upon the rate, I cannot answer on what basis the Board has or will pass upon it.

Mr. JOHNSON. Then it is a negotiated rate that is in vogue at the present time, actually?

Mr. ROTH. This particular rate, as I understand it, is one that was arrived at by negotiation by the parties, but is actually the equivalent of an agreed rate, subject to approval of the Civil Aeronautics Board that, in accordance with the terms of the bill, will be equivalent to the price charged the Defense Department by the respective airlines for the movement of military cargo.

Mr. JOHNSON. Now, if this bill should pass, or one of these bills should pass, which would involve quite a number of carriers who could participate, would CAB, let us say, have hearings on what would or would not be a fair rate, and would they take into consideration cost factors and all the other things that they are supposed to consider in fixing a rate which is fair and reasonable?

Mr. ROTH. Ordinarily, when the Board has the responsibility for fixing and determining the rate of mail compensation under the terms of section 406—I believe one of the Congressmen read this to you this morning. Section 406 requires that the Board fix and determine the rates after notice and hearing.

I would say that at least 90 percent of the service mail rate activities—we are talking about the rates for the transportation of mail, and not subsidies. About 90 percent of such determinations by the Board are accomplished through negotiation between the Board's staff, ordinarily my Bureau, in consultation with the interested air carriers and representatives of the Post Office Department. We attempt to negotiate and get agreement as to what the facts are, and, if possible, what rate would be supportable on the basis of the facts.

The principal fact, of course, would be the cost of performing the service, including a just profit margin and, in determining the cost, a key factor would be the precise nature of the service.

For example, a critical factor that some of the Government representatives have mentioned to the committee this morning, is whether the service is on a space-available basis, because this would have a decided influence upon a determination of the reasonable cost. If it is top-off, or so-called space-available, then we would cost differently and therefore the price would be considerably lower.

These factors are normally arrived at through negotiation and then the customary procedure is that there is an order to show cause promulgated by the Civil Aeronautics Board, directing the interested air carriers, who would perform the service, and the Postmaster General to show cause within usually 10 or 15 days why the tentative rate shall not be made final as a rate determination of the Board.

Such rates then would be paid by the Postmaster General to the air carriers performing the service. In that way, we typically meet the notice and hearing requirements of the statute by negotiation and then set up notice and opportunity for hearing. Where we have a rate agreement, then we do not go through the long drawn-out, time-consuming process of a hearing that would not serve any purpose. Where there is no agreement among the parties, then a formal hearing, the customary type of public utility hearing, is conducted by the Board.

Mr. JOHNSON. Then, in other words, if the Defense Department and the Post Office Department did not agree with a proposed tenta-

tive rate, they could come in and file briefs and file answers, and would be heard on the subject?

Mr. ROTH. Yes, sir.

Mr. JOHNSON. That is all.

Mr. DULSKI. Mr. Roth, on page 2 of the bill—I do not know if you have a copy of H.R. 12205, on page 2, line 12, beginning with the word “United States-flag carriers only and shall to the extent possible be transported on all-cargo flights.”

How do you interpret this language? Or how would the Civil Aeronautics Board interpret this language?

Mr. ROTH. First, on U.S.-flag carriers only, I believe we would interpret to mean certificated U.S. carriers authorized by the Board to transport U.S. mail.

I would hesitate to interpret the exact words “to the extent possible be transported on all-cargo flights.”

We, until now, have not had the occasion to interpret such language and exactly what interpretation the Board, on advice of the technical staff and general counsel would reach, I would hesitate to speak on.

Mr. DULSKI. You were in the room when I asked the general about that. Is this gentleman the counsel from the Civil Aeronautics Board?

Mr. ROTH. Mr. Sheehan is Chief Counsel in the Rates Division.

Mr. DULSKI. How would you interpret this?

Mr. SHEEHAN. I had interpreted it, until I heard the earlier discussion, as a restriction on the use of passenger or combination equipment.

Mr. GROSS. As a restriction?

Mr. SHEEHAN. On the use; yes, sir.

Generally, in the Atlantic, for example, there are a limited number of all-cargo flights operating. Many of these flights leave at a rather late hour in the evening and they bunch up. The vast majority of the commercial flights, the combination flights, leave throughout the remainder of the day.

I would have interpreted this language to mean that the Post Office Department would be restricted, at least during the latter hours of the day, from using the combination flights.

Mr. DULSKI. The reason I wanted to ask these questions is to prepare legislative history. Now, using the airline, a plane leaves at 12:30. It is a passenger flight and it has space available for freight. There is another cargo that leaves at 2:30. But the 2:30 flight arrives at its destination at exactly 6 o'clock. The 12:30 does not arrive until 8:30 in the evening, because it makes adjoining stops.

Now, how would you interpret “to the extent possible” now? Would you not say the fastest way to get the mail over would be at 6 o'clock, although it leaves at 2:30 but it arrives at 6?

The other leaves at 12:30 and does not arrive until 8:30.

Now, that is the reason this is in the bill: to give you the flexibility, but it does not specify that you have to use all-cargo flights, but only “to the extent possible.”

You have many airlines that are leaving the ports of embarkation at various hours, but they do not arrive at their destinations, like Paris or London or Rome or any other place. They make certain stops and pick up passengers. Now, this gives you the flexibility. I do not see why there is any question.

The language could be changed to give you more flexibility but, not being a lawyer, I would say it is "to the extent possible."

Mr. ROTH. Mr. Chairman, may I just comment briefly, sir? As far as I know, the Civil Aeronautics Board would not be called upon to interpret the particular language, because it is far from clear that that language would have an effect upon the cost of performing the service, and the Board would only be concerned with determining the factors that are relevant to what is a fair and reasonable rate.

So we would presumably defer to the Post Office Department with any assistance they need from the Defense Department to interpret that. If at any time we were faced with the problem of interpreting, we would certainly try to do it in the light of the legislative history.

Mr. DULSKI. That is what we are developing here.

Mr. GROSS. Mr. Chairman, would you yield?

Mr. DULSKI. Yes.

Mr. GROSS. Without attempting to put words in your mouth, Mr. Counsel, are not the words "shall to the extent possible" discretionary, in your view?

Mr. SHEEHAN. Yes, to a degree, sir. For example, in the illustration of the chairman, it is possible to use that cargo flight, even though it departed later.

Mr. GROSS. Again, I do not want to put words in your mouth. I assume what you are saying is in response to the chairman's question that that would have the effect of being a limitation.

Mr. SHEEHAN. Yes, sir.

Mr. GROSS. Discretionary, but a limitation.

Mr. SHEEHAN. Yes, sir. That has been my view in reading the bill. However, as Mr. Roth has indicated, we have not focused on this particular point as it is not in our area.

Mr. DULSKI. Are there any other questions?

Mr. GROSS. One suggestion, Mr. Chairman. I noted that in General Lambert's statement he says the Bureau of the Budget advises at the present it has no position on this legislation because time limitation has precluded its consideration of the bills.

I would hope that before the hearings are concluded that we could have someone from the Bureau of the Budget appear before the committee, or, at least, furnish a statement as to the position of the Bureau on this bill.

I think it is quite essential that we have this, and preferably someone to come over here. I do not believe this bill is of such length that the Bureau of the Budget cannot arrive at some position with respect to it.

Mr. DULSKI. We will ask the Bureau of the Budget to appear or at least submit a statement of the position, because we have no position from the Army. They have some position providing we make these stipulations, and of course the Post Office Department is also awaiting a report from them.

So before we conclude, we will have the Bureau of the Budget, either with us or a statement or position.

Thank you very much.

Mr. CUNNINGHAM. In figuring your rates and just profit, do you figure in the free transportation of postal employees on these airplanes that carry mail?

Mr. ROTH. I do not believe, sir, that that has been given any significant or substantial weight in the past years in the determination of rates of mail compensation. That factor has been mentioned.

Mr. CUNNINGHAM. They go free or reduced rate?

Mr. ROTH. On certain types of official business, authorized postal inspectors are permitted free transportation.

Mr. CUNNINGHAM. A lot of people went to the UPU convention. They are not postal inspectors.

Mr. ROTH. There are various categories, including various types of officials who, as part of their official duties, are authorized, under the Federal Aviation Act, to receive free transportation from the licensed U.S. air carriers. The carriers do not have any option.

Mr. CUNNINGHAM. Is that overseas or domestic?

Mr. ROTH. Both.

Mr. CUNNINGHAM. Who keeps a record of how many of these people travel free?

Mr. ROTH. My impression, sir, is that in the case of the Post Office Department, it is the Post Office that keeps the full record. The Board keeps no record of the official travel of certain key Post Office officials who are identified in our regulations, but receives reports from the carriers on the full travel of other postal employees.

Mr. CUNNINGHAM. You do not keep the record?

Mr. ROTH. I think that is the Post Office. I think we do get a form with respect to the Post Office and other Government agencies, for example, certain technical personnel of the Federal Aviation Agency are also authorized to use free transportation. But I do not think, because of the express provisions in the Federal Aviation Act which authorizes the free transportation for postal officials, that the Board has found it necessary or desirable to have us get complete reports from the Post Office Department.

Mr. CUNNINGHAM. What other agencies did you say have this privilege?

Mr. ROTH. Under the Board's regulations, there is provision, and under the terms of the Federal Aviation Act, certain types of personnel concerned with technical inflight observation, for example.

In other words, ordinarily the Board, through appropriate regulations implementing the statutes, has made provision for free transportation for those who have a mission in riding the aircraft.

Mr. CUNNINGHAM. It has to have something to do with aviation?

Mr. ROTH. Yes, sir.

Mr. CUNNINGHAM. Why is it that the Post Office Department, which does not have anything to do with aviation, has this privilege?

Mr. ROTH. I can only say, sir, that that was part of the Civil Aeronautics Act when it passed in 1938. I believe it has not been amended since 1938. I believe also that that is a somewhat customary provision in a great many of the postal or aeronautical statutes of other countries for the postal officials to have special rate arrangements.

Now, this is not for personal travel. This is for official travel.

Mr. CUNNINGHAM. I understand that, but I am wondering when you mention in your statement about a just profit, you want to make sure these carriers have a just profit.

Mr. ROTH. Yes, sir.

Mr. CUNNINGHAM. They should have. I am wondering how much higher the rates might have to be because of the free carriage of these

people on planes. In other words, if they were not carried free, maybe the rates would be less.

Mr. ROTH. I do not believe there is enough of such travel, particularly of postal officials who displace other fare-paying passengers, to have any measurable impact on the rates that are set.

What usually happens is that in the course of negotiation, the very able negotiators on each side advance whatever legitimate arguments can be advanced in favor of the point they are trying to make. I have certainly heard a great many air carrier representatives indicate that one of the plus factors on their side was they ought to get some credit as they are performing a certain amount of free transportation for the Post Office Department. But I am quite confident that in the last 20 years that I have been involved in the mail rate process for the Board, we have never made any specific allowance for it. It is just one of those judgment-negotiating factors that is talked about.

Mr. CUNNINGHAM. Mr. Chairman, would the committee agree to ask the Post Office Department for a listing of all of the Post Office personnel who traveled free in 1965?

Mr. DULSKI. I think we can ask the Department to get that.

Mr. CUNNINGHAM. I think the committee should ask for it.

Mr. DULSKI. I do not think there is any objection.

Mr. CUNNINGHAM. Is there any objection?

Mr. GROSS. I would like to know, myself.

Mr. DULSKI. So ordered.

The meeting stands adjourned.

(Whereupon, at 11:48 a.m., the subcommittee adjourned, to reconvene on Wednesday, February 16, 1965, at 10 a.m.)

AIRLIFT FOR OVERSEA ARMED FORCES POST OFFICE MAIL

WEDNESDAY, FEBRUARY 16, 1966

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON POSTAL OPERATIONS OF THE
COMMITTEE ON POST OFFICE AND CIVIL SERVICE,
Washington, D.C.

The subcommittee reconvened, pursuant to adjournment, at 10:12 a.m., in room 219, Cannon House Office Building, Hon. Thaddeus J. Dulski (chairman of the subcommittee) presiding.

Mr. DULSKI. The meeting is called to order. We resume hearings today on H.R. 12205 and related bills.

During our European review last fall, we had an extensive review on Armed Forces postal problems with L. L. Lemnitzer, general, U.S. Army Supreme Allied Commander, Paris, France. General Lemnitzer explained at that time how important it would be for the servicemen overseas to have a 4- or 5-day delivery time for letter mail. I would like to have inserted in the record a brief letter I have received from General Lemnitzer, stating that passage of this legislation will mean a great deal to those servicemen stationed overseas.

If there is no objection, I will include the letter in the record.

(The letter referred to, and other communications received from Brig. Gen. George P. Warner, Mr. Ronald McVickar, and Mr. Stanford Smith, are as follows:)

SUPREME ALLIED COMMANDER, EUROPE,
Paris, France, February 9, 1966.

HON. JOHN H. MARTINY,
*Counsel, Committee on Post Office and Civil Service,
House of Representatives, Washington, D.C.*

DEAR MR. MARTINY: Thank you for your recent letter and the material enclosed concerning the committee's action to improve oversea mail service.

My congratulations to the committee for its fine work and the promptness with which H.R. 12205 was introduced. Passage of this bill will mean a great deal to those of us stationed overseas.

With regards and best wishes.

Sincerely,

L. L. LEMNITZER,
*General, U.S. Army,
Supreme Allied Commander.*

HEADQUARTERS, U.S. ARMY, EUROPE,
OFFICE OF THE ADJUTANT GENERAL,
New York, February 3, 1966.

JOHN H. MARTINY, Esq.,
*Counsel, Committee on Post Office and Civil Service,
House of Representatives, Washington, D.C.*

DEAR MR. MARTINY: This is to acknowledge your kind letter of January 28, 1966, to the commander in chief concerning H.R. 12205. Thank you for the material you thoughtfully enclosed.

It is indeed gratifying that the Congress is continually seeking ways and means to improve the lot of the serviceman. I am certain that the bill on mailing privileges, if enacted, will prove of significant morale benefit to all members of U.S. Army, Europe.

Sincerely,

GEORGE P. WARNER,
Brigadier General, U.S. Army, Adjutant General.

NORTHWEST AIRLINES, INC.,
Washington, D.C., February 15, 1966.

HON. THADDEUS J. DULSKI,
*House of Representatives,
House Office Building,
Washington, D.C.*

DEAR CONGRESSMAN DULSKI: As an interested observer at today's hearings before your Subcommittee on Postal Operations concerning H.R. 12205 and related bills, we submit the following comments for your consideration.

Based on the testimony of the Department of Defense, the Post Office Department, and the interpretation of the counsel of the Civil Aeronautics Board, it would appear that the wording on page 2 of H.R. 12205, lines 13 and 14 reading, "shall to the extent possible be transported on all cargo flights, at rates approved by the Civil Aeronautics Board" should be deleted. It is evident that this provision would restrict the Post Office Department from exercising their responsibilities to route the mail in the most expeditious manner.

The impression was given that there was a savings to the Government through the use of all-cargo flights. This is false.

You have inadvertently given a priority to the all-cargo carriers, which, by your own comment, you did not intend to do.

We would conclude that in order to give the Post Office Department the flexibility to route the mails in the most expeditious manner, that this confusing restriction be eliminated.

We also suggest that your committee establish a priority for this mail so that the Civil Aeronautics Board can fix and determine the rates, in accordance with section 406 of the Federal Aviation Act.

Sincerely,

RONALD MCVICKAR.

AMERICAN NEWSPAPER PUBLISHERS ASSOCIATION,
New York, N.Y., February 18, 1966.

HON. THADDEUS J. DULSKI,
*Chairman, Subcommittee on Postal Operations, House Post Office Committee,
Washington, D.C.*

DEAR MR. CHAIRMAN: The American Newspaper Publishers Association takes this opportunity to express its views with respect to bill H.R. 12205 and related bills which were subject of hearings by your subcommittee on February 15-16. All of the bills, as we understand it, would provide airlift of mail, including newspapers in second-class mail, between the United States and the Armed Forces post offices overseas.

The ANPA, which has a membership of more than 975 daily newspapers, favors this legislation as an important boost to the morale of our servicemen stationed all over the world. In fact, we have been discussing the idea of air-hauling newspapers to Vietnam with the Post Office Department since last November. Although the Post Office favored the idea, it was not then feasible for several reasons. The legislation now before you would solve the problem.

After letters and packages from home, the serviceman overseas is most interested in getting his hometown newspaper. Under present conditions delivery of newspapers is delayed many weeks and the news value is lost. Publishers will welcome this opportunity to get the hometown news to our servicemen overseas more promptly and more efficiently than has been the case up to now.

The ANPA agrees with the position taken by the Post Office Department in testimony before your subcommittee seeking to clarify the language of section 2 of bill H.R. 12205 to insure that air-hauling of mail, including second-class mail, be accomplished not only on all-cargo flights but also on regular passenger flights with space available.

We earnestly recommend that your subcommittee give favorable consideration to this legislation and request that this letter be made a part of the hearing record.

With high esteem,

Sincerely yours,

STANFORD SMITH,
General Manager.

Mr. DULSKI. Our first witnesses this morning are Mr. Charles D. Ablard, vice president of the Magazine Publishers Association, and Mr. Gibson McCabe, president of Newsweek, and Mr. F. Edgar Davis, vice president and general manager.

**STATEMENT OF CHARLES D. ABLARD, VICE PRESIDENT,
MAGAZINE PUBLISHERS ASSOCIATION**

Mr. DULSKI. We are very happy to see you.

Mr. ABLARD. Thank you, Mr. Chairman, and Mr. Gross.

My name is Charles D. Ablard, I am vice president of the Magazine Publishers Association, a publishers' association of 117 member companies publishing over 300 magazines of national and regional circulation.

We appear before you today in support of H.R. 12205, introduced by the chairman, and similar bills introduced by other members of the committee. It is our understanding that the purpose of these bills is to provide expedited transportation of mail to military personnel overseas for all first-class mail, second-class publications published once each week or more frequently, and featuring principally current news of interest to the general public, and certain fourth-class parcels under a certain size and weight.

Most of the magazines published by the members of our association would not qualify under the provisions of these bills, since the vast majority are published less frequently than once each week. It is our understanding that the purpose of the committee is to provide an expedited service for newspapers and magazines that carry current news which are of primary importance to military personnel both as disseminators of information and builders of morale. We subscribe wholeheartedly to the goals of the committee in seeking to expedite delivery of newspapers and news magazines to service personnel and therefore seek no expansion of coverage of the bill.

However, because of certain transportation patterns of weekly news magazines primarily relating to shipments from publishing plants not in the United States to Armed Forces post offices, we suggest three minor amendments to the bill.

To assist the committee in the consideration of these matters, I would like to introduce Mr. Gibson McCabe, the president of Newsweek, Inc., and a member of the board of directors and former chairman of the Magazine Publishers Association. He will discuss in greater detail the distribution of Newsweek and other weekly news magazines and how the bill could be improved to conform with existing publishing practices to better expedite mail delivery to Armed Forces personnel abroad.

STATEMENT OF GIBSON McCABE, PRESIDENT OF NEWSWEEK, INC., ACCOMPANIED BY F. EDGAR DAVIS, VICE PRESIDENT AND GENERAL MANAGER OF NEWSWEEK

Mr. McCABE. My name is Gibson McCabe. I am president of Newsweek, Inc., publishers of Newsweek magazine. This is my associate, Mr. F. Edgar Davis, vice president and general manager of Newsweek.

As in World War II, when we published the "Battle Baby" edition of Newsweek, we are deeply interested in servicing our military personnel overseas—and we are especially equipped for this with our international editions of Newsweek, which are published in Tokyo and London on lightweight paper.

Thus, we are also very much interested in H.R. 12205 and similar bills, which address themselves to the problems and complexities of this operation, especially more punctual deliveries. For convenience, however, I shall limit my remarks to Congressman Dulski's bill.

In the Pacific area, we presently have weekly military distribution of approximately 3,500 subscriber copies and approximately 10,400 newsstand copies. I said "presently," as these numbers are constantly increasing and almost certainly will soon be substantially higher than they are now.

Parenthetically, may I say we are receiving requests from some of the military installations in countries in the Pacific for increased orders, so we can see this trend is on the increase.

Military subscriber copies, with few exceptions, are deposited each week in the Tokyo APO at Tachikawa Air Base and dispatched by the APO through its normal channels—unfortunately and frequently on a slow schedule with the deliveries too often a week or more late. We dispatch newsstand copies via commercial carriers on a faster basis. This factor, we suspect, as well as the uncertainty of military personnel as to their location from week to week, accounts for the already high and growing proportion of newsstand to subscriber readers.

Our situation with our Atlantic edition, which covers Europe, the Mideast, and Africa, is comparable to that in the Pacific. The distribution of our Atlantic edition to military personnel approximates 16,100 weekly, breaking down into approximately 5,500 subscriber and 10,600 newsstand copies. On this edition, however, the problems are less acute due both to shorter distances and smaller logistics problems.

We strongly endorse this bill, which certainly is in keeping with a survey made during World War II, indicating the tremendous importance to the military overseas of first, prompt delivery of mail from home and, second only to that, prompt delivery of the news. We do, however, wish to suggest three slight changes which we believe are in keeping with the spirit and intent of the bill to enable us to serve promptly all of our military readers, both newsstand and subscriber. If we serve these readers from Tokyo and London, deliveries would be faster than would be possible from the continental United States, and the cost, both to the Government and the publisher, would obviously be less than from the United States.

Our suggested changes, all on page 2, are as follows:

On line 6, after the word "public," we would insert "both subscriber and newsstand copies,".

On line 11, we suggest deletion of the words "in the United States".

Parenthetically again, although our recommendation is slightly different as to verbiage, I believe that we support the spirit of the recommendation made by the Department of Defense yesterday, which goes to the point of our being able to supply these copies out of our oversea printing operations.

On line 12, after "post office," we would add "or United States military destination".

It is our intent by this wording to include any oversea military destination such as a post exchange that might not have an APO address. It most assuredly is not our intent to include any address within the continental United States.

I would like to point out one slight technical problem: In the case of Vietnam, we were shipping newsstand copies directly from Tokyo to Saigon by Pan American Airways, but its flight schedules on this route did not coincide effectively with our printing schedule. Under that printing schedule, we have found that we can effect earlier deliveries by flying Pan American to Bangkok and then transferring to a foreign-flag carrier. We hope to be eligible for any preferential delivery and rate benefits, but only for that portion of the trip on the U.S.-flag carrier.

I have intentionally kept this brief, hoping that I will have an opportunity to answer any questions you may have, which I believe will prove to be the most effective utilization of your time. Thank you.

Mr. DULSKI. Mr. McCabe, do you support the bill except that you recommend a change to permit the inclusion of copies of magazines to be sold on the newsstands?

Mr. McCABE. That, and the verbiage in the bill which refers to point of embarkation in the United States which would prevent us from using our oversea plants. But those are the two main points we wish to make; yes, sir.

Mr. DULSKI. You have a printing operation in Tokyo?

Mr. McCABE. Yes.

Mr. DULSKI. Now, if a plane leaves from Tokyo and goes directly into Saigon—

Mr. McCABE. There are flights in—you mean commercial?

Mr. DULSKI. Yes.

Mr. McCABE. There are flights in but not, as I understand it, on a daily basis. Consequently, we can get our newsstand copies into Saigon faster by taking a Pan American flight which goes to Bangkok, transferring to a foreign-flag carrier and getting into Saigon approximately 36 hours after we ship.

Mr. DULSKI. And you release those to the PX's in those military installations?

Mr. McCABE. The Stars and Stripes picks them up for us and makes the distribution to the PX's.

Mr. DULSKI. Now, do you include the transportation of the magazine from Tokyo to Bangkok in the cost of the magazine at the PX's?

Mr. McCABE. Yes. Actually, the pricing of the Vietnam copies is a special situation. In almost all the newsstand copies sold around the world, our newsstand price to the readers is 35 cents. In Vietnam military personnel said that they were paying 35 cents and, because of a favorable rate of exchange, the civilians could get them for 25 cents. So we cut our newsstand price to 25 cents.

But in Vietnam or anywhere else, the cost of delivering of the copies is involved in the price that we charge for them; yes.

Mr. DULSKI. As I understand it—

Mr. McCABE. We do not get that 25 cents, incidentally. We only get 15 cents.

Mr. DULSKI. That is the gross?

Mr. McCABE. Yes; that is the price to the reader.

Mr. DULSKI. Supposing this bill becomes law. Now, could you transport your magazine out of Tachikawa Air Base, which is in Tokyo, into Saigon? The bill would restrict you, wouldn't it?

Mr. McCABE. Yes; as I understand it, Mr. Chairman, up to the present time, the military has accepted our subscription copies at Tachikawa but want us to go via commercial carrier for our newsstand copies.

Unless the bill was expanded to include newsstand copies to military destinations, I doubt if we would put copies in Tachikawa.

Mr. DULSKI. Would that apply in London?

Mr. McCABE. Yes.

Mr. DULSKI. The same thing would apply in London?

Mr. McCABE. Yes.

Mr. DULSKI. And you feel you sell a great deal more on the newsstands than you do by subscription?

Mr. McCABE. The newsstand sale is increasing more rapidly than the subscription; yes, quite a bit more.

Mr. DULSKI. This would apply to the European subscriptions also?

Mr. McCABE. The increase there isn't as marked, but we sell approximately twice as many newsstand copies as we do subscription.

Mr. DULSKI. Mr. Gross?

Mr. GROSS. Mr. McCabe, you sell exclusively in PX's?

Mr. McCABE. To our military?

Mr. GROSS. Yes.

Mr. McCABE. Yes, sir.

Mr. GROSS. You have no others?

Mr. McCABE. We have civilian distribution, but that is handled completely different.

Mr. GROSS. What, of course, I am getting at is, Would you expect to come under the benefits of this bill for sale at other than PX's?

Mr. McCABE. Absolutely not.

Mr. GROSS. How would you differentiate between the two? The sale in PX's and to civilians.

Mr. McCABE. Well, our shipments are completely different. Our shipments to military destinations are clearly labeled for military destinations. Our shipments for civilian destinations are clearly labeled for civilian distribution. So we would not expect any help on our civilian operation through this bill.

We are only seeking to expedite service and delivery to military installations both on subscriptions and newsstand copies.

Mr. GROSS. Now, I am not quite satisfied with this. I can see shipping over to subscribers—perhaps I ought to qualify that—magazines to subscribers. But you speak of the rate of exchange. There are, as I understand it, about four rates of exchange in Vietnam these days.

Mr. McCABE. This change in price in Vietnam was done in cooperation with the military to get a more favorable rate to our newsstand military readers.

Mr. GROSS. Do you sell at a higher price at Okinawa?

Mr. McCABE. Yes; and in Frankfurt, in London, in Paris, at the airbases, naval bases, we sell for \$0.35.

Mr. GROSS. Then it seems to me it would be a little bit difficult. Mr. Chairman, to break out the sales in PX's and the sales on newsstands in Saigon. I don't know.

Do you also use the Tokyo APO for other types of mail, such as bills, general correspondence, and so on and so forth?

Mr. McCABE. We do use APO mail for military subscriber notices and bills and do pay first-class postage on this mail. Bills for military newsstand copies are no problem as all this billing is centralized in Japan and Okinawa.

As to your first remarks, sir, there would be no problem separating the copies directed to military destinations. There would be no problem in separating those from civilian copies at all. We do that all the time.

Mr. GROSS. You realize, Mr. McCabe, that the intent of this bill is to benefit the serviceman and not private corporations operating for a profit in this country. I, for one, on this committee, am going to have to be assured—

Mr. McCABE. I can assure you we don't make a profit on these military sales.

Mr. GROSS. But you may make a profit on advertising based on circulation?

Mr. McCABE. That is right. But advertisers will only accept a rather small portion of military circulation. In other words, if we were, for example, to double our military circulation, I doubt very strongly that we could increase our advertising rates commensurately.

Mr. DULSKI. Mr. McCabe, you could use air parcel post in transporting these magazines.

Mr. McCABE. We use airfreight.

Mr. DULSKI. I know. But you could use air parcel post?

Mr. McCABE. Sure.

Mr. DULSKI. All right.

Now, are the prices lower for air parcel post than for commercial carrier? Is there a great variance in this?

Mr. McCABE. I don't know. As a matter of fact, we have never been able to use the APO for air parcel post, so we haven't looked into that. But I should think that would be something we would be interested in.

Mr. DULSKI. I have no further questions. Thank you very much.

Mr. McCABE. Thank you.

Mr. DULSKI. At this point we will insert communications received from Hon. Chester L. Mize and Hon. George E. Brown, Jr.

(The aforementioned communications are made a part of the record, as follows:)

HOUSE OF REPRESENTATIVES,
Washington, D.C., February 15, 1966.

HON. THADDEUS J. DULSKI,
*Chairman, Postal Operations Subcommittee,
Committee on Post Office and Civil Service,
Washington, D.C.*

DEAR MR. CHAIRMAN: Based upon my conversations with newspaper editors who have visited the combat areas in Vietnam, and in line with a report on a USO survey, I'm told that our servicemen overseas are making wide use of tape recordings in exchanging messages with their folks back home.

In view of the Postal Operations Subcommittee's consideration of legislation to amend the United States Code with respect to mailing privileges of members of the Armed Forces, I respectfully urge that consideration be given to adding authority to permit the mailing of voice recordings by our servicemen in Vietnam.

It is easy to see that these "live letters" would be preferable to the ordinary letter and I'm sure that this type of exchange between a serviceman and his loved ones back home means a great deal for the morale of all concerned. Granting the same postal privileges accorded regular mail would appear to be in order.

I will be grateful for your consideration of this proposal which I expect to offer in bill form.

Because I am a delegate to the Mexico-United States Interparliamentary Conference, I have dictated this letter so that it can be signed and delivered in my absence from the office.

Sincerely,

CHESTER L. MIZE,
Member of Congress.

HOUSE OF REPRESENTATIVES,
Washington, D.C., February 16, 1966.

HON. THADDEUS J. DULSKI,
*Chairman, Subcommittee on Postal Operations,
Committee on Post Office and Civil Service,
House of Representatives, Washington, D.C.*

DEAR MR. CHAIRMAN: I would be most grateful if you would include the following statement in the printed record of the hearings you are now conducting on H.R. 12205.

I would like to indicate my strong support for H.R. 12205, a bill to amend title 39, United States Code, with respect to mailing privileges of members of the U.S. Armed Forces and other Federal Government personnel overseas, and for other purposes. The provision in the bill allowing our oversea personnel to send mail home at no cost is certainly a most worthwhile measure. I am sure that it will make a valuable contribution to the morale of all our servicemen on duty in foreign lands.

I do not want to take too much of the subcommittee's time, but I wish to call your attention to an incident which points up the need for section 2 of H.R. 12205. The ladies of the 17th District of the American Legion Auxiliary in Los Angeles were asked by the armed services to subscribe to newspapers on behalf of servicemen in Vietnam who requested this service. Several units of the Auxiliary proceeded to arrange for subscriptions to local Los Angeles papers at considerable cost and effort. You can understand their disappointment when they discovered that the newspapers were not delivered to Vietnam until 2 to 3 months after their publication date. I do not believe that there are any of us who enjoy reading a newspaper that is even 1 day old, so I can imagine how a fighting man in Vietnam must feel when he looks at a hometown newspaper delivered months after its printing. I am confident that H.R. 12205 will be of great help in correcting an unfortunate situation such as I have described, and I am hopeful that it will receive the subcommittee's favorable consideration.

I appreciate this opportunity you have given me to express my support of H.R. 12205.

Sincerely,

GEORGE E. BROWN, Jr.,
Member of Congress.

Mr. DULSKI. The next witness is Mr. Leo Seybold, vice president, Federal affairs department, Air Transport Association of America.

STATEMENT OF LEO SEYBOLD, VICE PRESIDENT, AIR TRANSPORT ASSOCIATION OF AMERICA

Mr. SEYBOLD. Thank you, Mr. Chairman, Mr. Gross.

Mr. DULSKI. You may proceed.

Mr. SEYBOLD. My name is Leo Seybold and I am vice president of the Air Transport Association of America. The ATA represents substantially all of the U.S. scheduled route carriers. Included in the association are domestic trunk, local service, Hawaiian, Alaskan, helicopter, inter national, territorial, and all-cargo airlines.

This testimony is directed to H.R. 12005, 12046, 12205, 12355, 12621, and 12654. These bills are basically identical. They would speed the delivery to and from servicemen stationed overseas, of what might well be called "soldier mail." Under the bills, first-class letters and post cards, news publications, issued weekly or more frequently, such as the hometown newspaper, and fourth-class parcels of not over 5 pounds and 60 inches combined girth and length, would be transported by air between the point of embarkation in the United States and the Armed Forces post office overseas.

The bills would further implement Public Law 89-315, adopted November 1 of last year, by eliminating the restriction under which such 5-pound parcels could be transported only on a "space available" basis—and then only to and from combat zones. Thus, the bills would make it possible for soldier mail, so-called, to be transported by air, under "positive space" rules, to and from all servicemen stationed overseas and within effective reach of the points served by the Nation's airlines.

Unquestionably, legislation along these lines could work a tremendous uplift in the morale of our servicemen, forced by the events of these days to be stationed on distant shores. Accordingly, we are very happy to appear before this committee and to state that the scheduled airline industry supports the objective of these bills. The continuing improvement in the capacity and quality of civil airlift capability insures that the air carriers are ready to meet this new requirement.

Airline capability to carry passengers, freight, and mail, has been growing at an accelerating rate and the industry is now in the midst of a vast reequipment program which will increase this capability tremendously. As part of a 5-year reequipment program, 1965-69, the airlines are investing \$3.8 billion in new jet and turboprop aircraft. Included in this order are 142 long-range jets and 396 short- to medium-range jets.

Reequipment strides become even more meaningful when translated into terms of productivity. This is done through an analysis of aircraft capacity, speed, and hours of utilization.

In 1950, the airline fleet of that day could produce 2.4 billion-odd ton-miles of service a year. By 1964, this capability had risen more than 570 percent, to 16.3 billion available ton-miles of service that year. Capability increased another 20 percent during the past year alone. Today the airlines make an estimated 19.5 billion ton-miles of service available and capacity is increasing each month.

We have two technical amendments to suggest for the consideration of the committee. They deal with the language to describe: (a) The manner of fixing the rates at which "soldier mail" will be

transported; and (b) the mandate that such mail shall be expedited by the use of the Nation's airlines.

We will discuss each of these in order.

First, as to the manner of fixing rates, most, if not all, of the bills provide in section 2—for reference we will use H.R. 12205, line 14—that this mail to and from members of the Armed Forces in oversea areas shall be transported “at rates approved by the Civil Aeronautics Board.” We agree with authors of the bills, including the chairman's statement, that a change should be made in last year's law, Public Law 89-315, with respect to the rates.

However, such use of the word “approved” is potentially ambiguous. It provides no firm guidelines as to what, if any, standards the CAB should use in exercising regulatory authority with respect to the rates for carriage of this type of mail.

A simple way to eliminate this vagueness would be to change the phrase “approved by the Civil Aeronautics Board” to read “fixed and determined by the Civil Aeronautics Board in accordance with section 406 of the Federal Aviation Act.”

This provision of the Federal Aviation Act is of long standing. It has governed the determination of rates for the transportation of mail by aircraft since 1938.

The full text of section 406 (a) and (b) is submitted, but the most pertinent portion is as follows—and I quote from the beginning of section (a):

(a) The Board is empowered and directed, upon its own initiative or upon petition of the Postmaster General, or an air carrier (1) to fix and determine from time to time, after notice and hearing, the fair and reasonable rates of compensation for the transportation of mail by aircraft.

The Board has been called on many times to perform its function in connection with this section, and is in the process of ratemaking procedures for the domestic carriers at the present time. The Board has, within the past 2 years, studied and set new rates for the carriage of both international and domestic mail. The Board has established rates for the carriage of airmail—including air parcel post—nonpriority, first-class, mail by air, and military ordinary mail.

This ratemaking procedure need not interfere with the start of the service anticipated as all rates can be retroactive to the dates determined by the Board.

We should like to propose therefore that the language in line 14, “at rates approved by the Civil Aeronautics Board” be changed to read, “at rates to be fixed and determined by the Civil Aeronautics Board in accordance with section 406 of the Federal Aviation Act.”

The second point, the phrase which says this mail “shall be transported by air”—and again I refer to H.R. 12205, line 10—could, in a few situations, give rise to undue complications if read literally. Thus, it might be read as saying the mail could not be transported at all to some locations, such as Greenland or Guantanamo, because of the lack of airline service. Or, conversely, it might be read as saying airline service had to be established solely for the transport of such mail. Or it might raise the question whether figuratively the soldier and/or his ammunition had to be off-loaded in order to carry his mail.

Accordingly, we would suggest that the phrase be modified so that the mandate is suitably qualified. It might be amended to read “shall, to the extent that delivery can reasonably be expedited thereby,

be transported by air", or "shall, in accordance with such regulations as may be prescribed by the CAB." In any event, it should be made clear that other means of transport can be used where scheduled air service is not available, and that such items as passengers and essential cargo do not have to be off-loaded for this type of mail.

We urge the committee's favorable consideration of these suggested amendments and assure you of our interest and support for this constructive legislation. We appreciate the opportunity to appear before the committee, and comment on this legislation.

Mr. Chairman, since our statement was completed we have had an opportunity to read the testimony of the Department of Defense given yesterday, and while we generally agree with the suggestions which they made as to amendments, several did seem to warrant some further comment from us.

I refer first to the amendment, which the Department suggested be inserted, that this mail be carried on a "space available" basis. I believe that they had perhaps the same concern that caused us to offer our second amendment. However, we think that the problem which they were concerned with would be better met by the language we have suggested than the language "on a space available basis," because on a "space available" basis—to the industry and to the CAB—it has a rather definite meaning and it could perhaps convey just the opposite impression of what the committee intended as far as the service on this mail is concerned.

Therefore we think that the objective of the Department could be met simply by taking this other approach, and yet not leave the unfortunate connotation that "space available" might leave.

The second suggested amendment offered by the Department on which I would like to comment is the one labeled "(c)". I believe their testimony suggested that military aircraft and chartered aircraft could be used apparently on an equal basis with scheduled carriers for the transportation of this mail.

I think the committee should understand that this would mean a change in policy that has been in existence for a long, long time, ever since the Civil Aeronautics Act was passed in 1938. This is civil mail, civilian mail, really. It is not Department mail, and civilian mail has always been transported, to the best of our knowledge, by the policy of Congress and by the policy of the Department of Defense on civilian aircraft. The amendment would certainly change that policy.

We would be unhappy and think it would be unwise for the committee to make such a change. Otherwise, generally, we agree with the amendments suggested by the Department of Defense.

That concludes my statement, Mr. Chairman. I will be glad to answer any questions.

Mr. DULSKI. Does your association have any doubt that you could furnish sufficient space to transport all this mail?

Mr. SEYBOLD. We do not; no, sir.

Mr. DULSKI. You said you read the testimony or heard the testimony of the Defense Department. They had some doubts. You have no doubts whatsoever?

Mr. SEYBOLD. We are confident that the mail can be transported by air with appropriate dispatch.

Mr. DULSKI. Do you have any trouble dispatching mail into Vietnam?

Mr. SEYBOLD. I spoke yesterday to the officer in charge of the carrier that has been handling most of the mail to Vietnam. He made the flat statement that they have not had any delay on the mail to Vietnam and that on December 23, the peak day of the Christmas season, their docks were pretty well cleared of mail to Vietnam.

Mr. GROSS. If I may, Mr. Chairman.

The officer in charge—I don't care to know his name—but the officer in charge of what?

Mr. SEYBOLD. I am sorry. The official in charge of handling mail in the airline that handles most of the mail. I am referring to Pan American.

Mr. DULSKI. Are you familiar with the article that was published in the New York Times on Wednesday, February 9? It says "Air Cargo Sets Record."

Mr. SEYBOLD. Yes; I am, generally speaking.

Mr. DULSKI. I would like to place these in the record.

(The referred to article and the aforementioned text of sec. 406 (a) and (b) of the Federal Aviation Act, are as follows:)

[From the New York Times, Feb. 9, 1966]

TRANSPORT NEWS AND NOTES—AIR CARGO SETS RECORD

WASHINGTON, February 8.—The Nation's domestic airlines set new records in carrying freight, mail, and express during 1965, the Air Transport Association reported today.

The 11 trunklines, 133 local service carriers, and 2 all-cargo airlines hauled more than 1.3 billion ton-miles of cargo in 1965, a 23.4-percent increase over the previous year.

Freight was up 25.2 percent, mail rose nearly 19 percent, and express tonnage jumped 14.8 percent, the association said.

Jack M. Slichter, ATA vice president for traffic, said aircargo volume would double in the next decade, requiring the doubling of the present airfreighter fleet of 160 all-cargo planes.

The fleet consists of 53 jet freighters, 22 propjets, and 85 piston engine cargo aircraft. The airlines have on order 64 new jet cargo planes.

Mr. Slichter said many of the new passenger jets on order were convertible, enabling them to fly passenger schedules during the day and to carry freight at night.

RATES FOR TRANSPORTATION OF MAIL

AUTHORITY TO FIX RATES

SEC. 406. (a) The Board is empowered and directed, upon its own initiative or upon petition of the Postmaster General or an air carrier (1) to fix and determine from time to time, after notice and hearing, the fair and reasonable rates of compensation for the transportation of mail by aircraft; the facilities used and useful therefor, and the services connected therewith (including the transportation of mail by an air carrier by other means than aircraft whenever such transportation is incidental to the transportation of mail by aircraft or is made necessary by conditions of emergency arising from aircraft operation), by each holder of a certificate authorizing the transportation of mail by aircraft; and to make such rates effective from such date as it shall determine to be proper; (2) to prescribe the method or methods, by aircraft-mile, pound-mile weight, space, or any combination thereof, or otherwise, for ascertaining such rates of compensation for each air carrier or class of air carriers; and (3) to publish the same.

RATEMAKING ELEMENTS

(b) In fixing and determining fair and reasonable rates of compensation under this section, the Board, considering the conditions peculiar to transportation by aircraft and to the particular air carrier or class of air carriers, may fix different

rates for different air carriers or classes of air carriers, and different classes of service. In determining the rate in each case, the Board shall take into consideration, among other factors (1) the condition that such air carriers may hold and operate under certificates authorizing the carriage of mail only by providing necessary and adequate facilities and service for the transportation of mail; (2) such standards respecting the character and quality of service to be rendered by air carriers as may be prescribed by or pursuant to law; and (3) the need of each such air carrier for compensation for the transportation of mail sufficient to insure the performance of such service, and, together with all other revenue of the air carrier, to enable such air carrier under honest, economical, and efficient management, to maintain and continue the development of air transportation to the extent and of the character and quality required for the commerce of the United States, the postal service, and the national defense.

Mr. DULSKI. I have no further questions.

Mr. Gross?

Mr. GROSS. Thank you, Mr. Chairman. I have no questions.

Mr. SEYBOLD. Thank you very much, Mr. Chairman, and Mr. Gross.

Mr. DULSKI. At this point I would like to place in the record the statement of Mr. William F. Donnelly, vice president and circulation director, Army Times Publishing Co.; and the statement of Mrs. Walter H. Glynn, national president, American Legion Auxiliary.

(The referred-to statements follow:)

STATEMENT BY MR. WILLIAM F. DONNELLY, VICE PRESIDENT AND CIRCULATION DIRECTOR, ARMY TIMES PUBLISHING CO.

Thank you very much for the opportunity to make our views known on H.R. 12205 and related bills, which we wholeheartedly support. The Army Times Publishing Co. has been serving America's military personnel for over 25 years. We publish three weekly newspapers, Army Times, Air Force Times, and Navy Times, with a combined circulation of close to 400,000, making them the largest selling military publications in the country.

Since the Vietnam buildup began, our subscribers overseas have been experiencing steadily increasing problems in getting the news, particularly our subscribers in Vietnam. We have been told that it takes from 30 to 45 days for a copy of the Times to reach a subscriber over there, even though we print and distribute our Far East edition from Tokyo. We know from the letters we receive that our subscribers are very unhappy about this situation. A sampling of letters is submitted, and we'd like to quote briefly from some we have received:

From a Navy lieutenant in Vietnam: " * * * we all rely heavily on Navy Times to keep us up to date with happenings in and around the Navy. Not receiving the Times weekly is a great disappointment—receiving it 2 weeks late is almost as bad * * *"

An Army sergeant, 1st class, APO New York: " * * * I miss receiving the issues regularly. Any action that you may be able to take to alleviate present conditions will be greatly appreciated."

An Air Force captain, Canal Zone: " * * * the Times is an extremely valuable information tool and its timeliness is part of its effectiveness. We would appreciate any and all you can do to alleviate the delay in the Times' arrival to this area."

Naturally, as publishers of 25 years' experience we understand that timeliness is crucial in the delivery of a weekly newspaper and we have tried, by every possible means, to provide the service that we know our readers want and deserve. In fact, until this present emergency, our arrangements have been satisfactory. We print and distribute the Times weeklies from four locations: Wilmington, Del.; St. Louis, Mo.; Frankfurt, Germany; and Tokyo, Japan. But even from Tokyo it often takes 4 to 6 weeks to reach a subscriber in Vietnam.

It is economically prohibitive for us to fly the papers to subscribers as the cost would be from \$25 to \$55 per year per man for postage alone. Since our papers sell for only \$8.50 a year, it would be impossible for us to absorb this entire additional cost and unreasonable to ask a serviceman to pay for it himself. Many have requested airmail service and indicated a willingness and desire to pay for it—but have had to back down when they found out how much it cost.

In addition to the three Times weeklies, other publications are certainly important to service personnel, too, and there has never been any question about the very favorable effect on military morale of letters from friends and family. Therefore, we feel that the passage of this bill would be a tremendous boost to the morale of servicemen overseas, and very much appreciated by them.

(Letters submitted by Mr. Donnelly are as follows:)

SAIGON, VIETNAM, January 27, 1966.

NAVY TIMES,
ARMY TIMES PUBLISHING CO.,
Washington, D.C.

DEAR SIR: At a time when everyone seems to be doing so much for service personnel in Vietnam, I wonder what has happened to Navy Times? Since mid-October Navy Times has either not been available or arrives 2 weeks late. As of yesterday the last one we had seen was dated December 29 which meant we were four issues behind. Yesterday we received the January 12 edition.

As you know we all rely heavily on Navy Times to keep us up to date with happenings in and around the Navy. Not receiving the Times weekly is a great disappointment—receiving it 2 weeks late is almost as bad. Since the Stars and Stripes comes down from Tokyo daily, I wonder why Times can't utilize the same aircraft?

Sincerely yours,

Lt. G. A. BERNIER,
U.S. Navy, APO San Francisco.

P.S.—I understand the Army and Air Force Times are just as delinquent.

NOVEMBER 6, 1965.

ARMY TIMES PUBLISHING CO.
Washington, D.C.

GENTLEMEN: Some 6 weeks ago I subscribed to your newspaper. Within a week of subscribing I received my first copy. The following two issues were received promptly. Since then I have not received a copy.

Other members of my organization (subscribers) have also experienced erratic receipt of the paper during the past few weeks.

In considering the matter, I feel that there is a possibility of disrupted service in either your circulation department or the U.S. postal service.

In either case I feel that by informing your office of the situation, corrective action may be taken or recommended.

Army Times is an excellent publication and I miss receiving the issues regularly. Any action that you may be able to take to alleviate present conditions will be greatly appreciated.

Sincerely,

Sfc. MERRILL C. RIVERS,
550th MP Det 8th SFG (Abn), Fort Gulick, C.Z.

JANUARY 28, 1966.

DEAR SIR: I am very unsatisfied with my delivery of the Air Force Times. Listed below are dates of issue and the dates I received it:

Date of issue:	Date I received it
Nov. 10	Dec. 10.
Nov. 17	Dec. 2.
Nov. 24	Dec. 10.
Dec. 1	Dec. 13.
Dec. 8	Dec. 30.
Dec. 15	Jan. 10.
Dec. 22	Jan. 5.
Dec. 29	Jan. 12.
Jan. 5	Not received.
Jan. 12	Jan. 25.
Jan. 19	Not received.
Jan. 26	Do.

I think something can be done about this. Please advise.

Sincerely,

T. Sgt. M. K. RUSSELL,
Box 15, Staff CINCPAC, FPO, San Francisco, Calif.

2D PLATOON, A COMPANY,
1ST BATTALION, 8TH CAVALRY,
1ST CAVALRY DIVISION,
APO, San Francisco, Calif.

DEAR SIR: I am entering my subscription to Army Times for 1 year. I'm stationed in Vietnam, and it's hard for me to get your paper. I would appreciate it if you would send them, airmail, to the above address.

Bill me total.

Sincerely yours,

Sp5c NATHANIEL LINDSEY.

NOVEMBER 26, 1965.

DEAR SIR: I sent in a \$3.95 money order on October 12, 1965. This was for a special subscription rate in the Navy Times. As yet I haven't received one copy—nothing at all. Please check into this and let me know what happened. At the present time I'm overseas on the *Kitty Hawk*. I put my full military address down. I would appreciate it very much if it would be possible to start with the November 10 edition. I wouldn't like to miss any copies. Please advise, thank you.

THOMAS W. WEBER, CS2,

U.S.S. "Kitty Hawk," CVA-63, care of FPO, San Francisco, Calif.

STATEMENT OF MRS. WALTER H. GLYNN, NATIONAL PRESIDENT, AMERICAN
LEGION AUXILIARY

Mr. Chairman and members of the subcommittee, in the past 3 months, the American Legion Auxiliary has received nearly 7,000 letters from U.S. servicemen in Vietnam expressing the view that hometown newspapers are a morale factor "as important as letters from home" and that the faster we can send them, and the fresher the news they bear, the more they are appreciated.

The concensus is that while such Armed Forces publications as Stars and Stripes and the Army Times are doing a good job of supplying their readers with national news, what is lacking and greatly missed is news of what is happening in the fellow's own hometown. As one sergeant from Mount Vernon, Ill., expressed it, "My wife does a fine job writing me every day, but the little things you read in the paper she just don't [sic] have time to write."

A serviceman in Da Nang portrayed the plight of those who receive little mail when he wrote "Although I would like a hometown newspaper, I have a friend who needs one more than I do. He does not receive much mail; in fact if he receives a letter once every 2 weeks, he is lucky. Sometime ago he told me if he had his hometown newspaper, he would not miss mail so much." (See excerpts from letters received, following this statement.)

Such information has come to us as a byproduct of a national security project called Operation Hometown Newspapers which the American Legion Auxiliary undertook upon the approval of its national executive committee last October, when a movement to counteract anti-Vietnam demonstrations, and at the same time send holiday cheer to weary American soldiers, spread rapidly across the Nation. From a survey conducted by the USO in Vietnam, the American Legion Auxiliary learned that high on the list of preferred Christmas presents asked for by military men and women on duty there were hometown newspapers.

Operation Hometown Newspapers was launched through an announcement printed in the Armed Forces Press File for the week of November 12, 1965, to the effect that if servicemen or women wanted a free subscription to their hometown newspaper they could get it by writing to: National Security Chairman, American Legion Auxiliary, 1608 K Street NW., Washington, D.C., 20006. To forestall needless clogging of mails, the offer was put on a request only basis. The writer was asked to provide his or her complete service address, the name of his hometown, the name of the newspaper wanted, and the estimated date on which the subscription should be terminated.

The Pacific edition of Stars and Stripes was the first to pick up this story and reprint it on November 14, 1965. The first reply was received in Washington, D.C., on November 17 and within a week our Washington office was receiving its peak load of 1,000 requests in 1 day. To date (February 18, 1966), we have received 6,724 letters representing approximately 8,500 requests. Many of the letters contain more than one request, as two or three men will collaborate or the unit commander will file for several of his men.

These requests are recorded in our Washington office and then forwarded daily to the department headquarters of the American Legion Auxiliary in the State or territory in which the service man or woman holds residence. The department secretary then assigns each request to an American Legion Auxiliary unit in the writer's hometown. The local unit arranges with the staff of the newspaper requested for a subscription to be sent, for the period requested, to the service man or woman who asked for it.

Many hometown publishers and editors offer free subscriptions in return for the assembling of the request lists; largely in the rural or smaller metropolitan areas. The burden of postage and subscription costs (whenever those are not donated) is borne by the local auxiliary unit. In the aggregate, these are reaching impressive proportions; an estimated \$60,000 to date, and with the rotation of replacements into the area, the potential is staggering to contemplate. We feel we have a tiger by the tail, but that it's an eminently worthwhile project to try to keep the servicemen abroad as well informed about what is going on at home, as we at home are able to inform ourselves about what is going on in Vietnam. One of the few unsatisfactory aspects of the situation, but an important one, is the length of time it can take for second-class matter like newspapers to reach Vietnam—as much as 45 days. If the news is old before it reaches its destination, it heightens rather than lessens, the serviceman's sense of isolation from home and loved ones. Sea mail also arrives in great bunches, giving the soldier too much of a backlog to carry around and read. This can be especially frustrating when he may have gone through a long period when he has had nothing to read.

Some of our units are circumventing this problem by sending newspapers at airmail rates and this is not an unreasonable burden when the newspaper requested is a small weekly and the unit is one which has received but few requests. It does, however, contribute to unintentioned inequities in which one man receives airmail service whereas his buddy, perhaps from a locale in which our units are servicing so many requests that it cannot afford airmail rates, receives his concurrent news as much as 6 weeks later via sea mail. This is difficult to explain and as difficult to rectify when our units are trying to do the greatest good for the greatest number even if the good is not as good as we wish it could be. They have been, and are, motivated by the feeling that even if all the fellows were getting from this was evidence that their fellow citizens cared enough to try to give them what they need, then it is still supplying a big boost in morale, and many of their letters have indicated that this in fact is true. But if requested newspapers could be speeded to them by airlift at less costly rates, then the effect could be that much the greater.

From our personal experiences as the mothers, wives, sisters, and daughters of veterans of two World Wars and the Korean conflict, we know that the closer one can keep a serviceman in touch with happenings at home, the less need for rehabilitation you will have for fitting the returning veteran into the life of his community again, and a better informed part of the electorate he can be. We are told that community life is a strong and important factor in the ability of South Vietnam to stand as a nation. Our servicemen have been quick to realize this and the need for contributing to its welfare. Can they continue to do this effectively if they are divorced by time as well as distance from their own home communities? The American Legion Auxiliary fears not and in pursuance of its historic interest in all the varied aspects of national security, which certainly includes a well-informed citizenry, hopes that prompt, favorable action will be taken on the legislation under consideration by this committee.

Mr. Chairman, I appreciate this opportunity to present the views of the American Legion Auxiliary to this distinguished subcommittee.

"OPERATION—HOMETOWN NEWSPAPERS"

A few excerpts from letters received:

"Thank you for bringing home a little closer to servicemen such as myself," an airman, first class of Hibbing, Minn.

"I sure think this is good, because it helps a lot when you can read about what is going on back home. I am trying to write this letter by candlelight," a private, first class, from Princeton, Ky., who almost forgot to include the name of his paper.

"'Operation—Hometown Newspaper' is the best gesture of American support that has been expressed so far to us servicemen here in the Republic," a private, first class, from High Point, N.C.

"The accent here seems to be on 'hometown.' It should be. Those protesting pacifists just don't realize what it is we're fighting for—our home. Thanks again for all you wonderful Americans who care." A corporal of an airborne unit from Macon, Ga.

"It would be a real luxury for a man to receive news from his hometown," wrote a master sergeant who estimated receiving the papers would boost morale a hundred percent. Adding: "We thank you from the bottom of our hearts." And then he listed the names of his entire company and the newspapers they wished to receive.

"Your project of providing hometown newspapers to servicemen in Vietnam makes the draft card burning and protest marches seem less real and makes one proud to be an American fighting man," an Infantry captain of Hot Springs, Ark., wrote at the end of his request.

"I have a friend," wrote one serviceman from Da Nang, "who needs a hometown newspaper more than I do. He does not receive much mail; in fact, if he receives a letter once every 2 weeks, he is lucky. Sometime ago he told me if he had his hometown newspaper, he would not miss mail so much. This would be a sort of surprise to him." The writer did not request a newspaper for himself.

A Marine corporal of Roswell, N. Mex., confessed he was still reading a hometown newspaper 2 months old a friend of his had received wrapped around a package, stating, "I think this is the decentest thing in the world you could do."

Many servicemen circulate their copies, as does one airman, second class of Columbus, who said, "I'll be sure to keep this because I know there are a lot of guys interested in the news about north Mississippi."

Mr. DULSKI. We have no other witnesses, but we have contacted the Bureau of the Budget and their report will be sent in early next week, for the record, or perhaps they will testify in person, if there is no objection.

(The following letter, dated February 24, 1966, was received for the record from the Bureau of the Budget:)

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D.C., February 24, 1966.

Hon. TOM MURRAY,
Chairman, Committee on Post Office and Civil Service,
House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: This is in reply to your request for the views of the Bureau of the Budget on H.R. 12005, H.R. 12046, H.R. 12205, H.R. 12267, H.R. 12355, and H.R. 12621, similar bills to amend title 39, United States Code, with respect to mailing privileges of members of the U.S. Armed Forces and other Federal Government personnel overseas, and for other purposes.

These bills would accomplish two things:

First, they would remove the requirement in section 4169(a), title 39, United States Code, that first-class letter mail sent by a member of the Armed Forces serving in an oversea combat area shall be transported as airmail within the United States.

Second, they would provide that first-class letter mail, second-class publications having current news value, and fourth-class parcels not exceeding 5 pounds in weight and 60 inches in length and girth combined, which are mailed at or to an Armed Forces post office overseas (APO), be transported by air between the point of entry to or departure from the United States and such post office. The regular rate of postage for surface transportation would be required and the provision would apply to military personnel and to those civilian personnel receiving or sending mail at an APO overseas.

H.R. 12205 and H.R. 12355 differ from the other bills in that they contain a provision that the three types of mail to be transported by air "shall to the extent possible be transported on all-cargo flights."

The administration supports expeditious mail service to our Armed Forces overseas. However, certain provisions in these bills present difficulties and involve significant additional costs which should be weighed carefully against the benefits which the affected personnel would enjoy.

Section 1 of these bills is desirable. By removing the requirement that first-class letter mail, from members of the Armed Forces in combat areas, be carried as airmail, it would enable the Post Office Department to transport this mail

by air at the lower airlift rate thereby effecting a cost reduction without reducing service. It should be noted that, since January 29, 1966, at the President's direction, all first-class letter mail to and from servicemen in the Pacific area is being transported by air domestically.

Concerning the provisions of section 2, members of the Navy and Marine Corps on sea duty already receive airlift of their mail because of the virtual impossibility of providing acceptable mail service to these units by surface transportation. In addition, the same airlift mail service is provided to members of the armed services and civilian employees assigned to remote hardship locations and to other places where acceptable ship schedules do not exist. Thus, the personnel who can receive acceptable mail service only by air are already receiving it. Accordingly, the provisions of section 2 as they apply to personnel in remote areas is unnecessary.

We believe that the provision in section 2 regarding airlift of first-class letter mail, including postal cards, to or from APO's on a worldwide basis is desirable subject to several modifications. This service would make a substantial contribution to the morale of our Armed Forces and civilian personnel overseas by providing expeditious service to all personal messages. The increased cost of providing this service on the basis of existing volume is estimated at \$189,000 on a space-available basis and \$518,000 on a space-required basis. However, we believe that appropriate language should be included in the bill to insure that at no time would this mail take precedence over high-priority military cargo. Therefore, we concur with the recommendation of the Department of Defense to add the phrase "on a space available basis" after "only" on line 14, page 2 of H.R. 12005, H.R. 12046, H.R. 12267, and H.R. 12621, and on line 12, page 2 of H.R. 12205 and H.R. 12355.

In addition, we concur with the Department of Defense's recommendations that language be added to (1) permit transport of this mail by military Airlift Command's (MAC) owned or chartered aircraft for maximum flexibility, and (2) provide for air transportation for inter- and intra-theater mail. These changes could be accomplished on page 2, line 12 of H.R. 12205 and appropriate places in the other bills, by adding "and military Airlift Command owned or chartered aircraft" after "flag carriers," and on page 2, line 10 substituting "over international routes" for the phrase "between the point of embarkation and such armed services post offices." We also concur with the view expressed by the Post Office Department and the Department of Defense that the language of H.R. 12205 and H.R. 12355, requiring that the mail described in section 2, to the extent possible, shall be transported on all-cargo flights, would be restrictive in operation and should be deleted.

We believe that the provisions of section 2 dealing with second-class publications having current news value and fourth-class parcels up to 5 pounds and 60 inches should be reconsidered. While air transport of this mail to APO's on a worldwide basis may have some beneficial effect on morale, the significant increase in costs that would result from providing this service must be weighed against the benefits.

Based on present volume, it is estimated that the additional costs to the Department of Defense of providing air transportation on a space-required basis would be \$8.4 million for publications and \$22.1 million for parcels. On a space-available basis, the cost increase would be \$2.9 and \$7.9 million respectively. If the legislation in its present form were enacted, volume would increase substantially and so would the costs.

In addition to the cost consideration, we have doubts about the real need for providing air transportation to publications and small parcels on a worldwide basis. International editions of several weekly or daily news publications are available shortly after publication throughout Europe and in some areas in the Far East. Also, a great many of the military and civilian personnel who would benefit have ready access to post exchanges and local consumer markets offering a variety of merchandise comparable to stateside facilities.

We do believe, however, that air transportation of second-class current news publications on a space-available basis to military personnel serving in combat areas as defined in Public Law 89-315 is justified. These personnel deserve the highest consideration and do not ordinarily have the same ready access to current news publications as do personnel in noncombat areas. This service could be provided for less than a million dollars on the basis of present volume.

We also concur with the recommendations of the Department of Defense to extend airlift to merchandise parcels of the third class (weighing less than 16 ounces) and to first-class parcels, subject to the same size and weight restrictions

as contained in the bills for fourth-class parcels. This service would be limited to those parcels addressed to or from military personnel in combat areas. In summary, we would recommend substitution of the following language for the present section 2:

"Section 4303(d) of Title 39, United States Code, is amended as follows:

"(1) Insert new paragraph (5) as follows:

"First-class letter mail, including postal cards and post cards, mailed at or to an Armed Forces post office established under section 705(d) of this title in an oversea area, shall be transported by air over international routes on a space-available basis on United States-flag carriers and military airlift command owned or chartered aircraft only, at rates approved by the Civil Aeronautics Board. This paragraph shall not affect the operation of section 4169(a) of this title."

"(2) Replace existing paragraph (5) with the following, renumbered as paragraph (6):

"(6) First-class parcels not exceeding five pounds in weight and sixty inches in length and girth combined, second-class publications published once each week or more frequently and featuring principally current news of interest to the general public, merchandise parcels of the third class weighing up to sixteen ounces, and fourth-class parcels not exceeding five pounds in weight and sixty inches in length and girth combined mailed by or addressed to members of the Armed Forces of the United States at or in care of Army, Air Force, and Fleet post offices in oversea combat areas, as designated by the President, shall be transported by air over international routes on a space-available basis on United States-flag carriers and military airlift command owned or chartered aircraft only, under such conditions and regulations as the Secretary of Defense may prescribe and at rates approved by the Civil Aeronautics Board for space-available parcel service which shall not exceed the minimum rates charged for the airlift of military cargo in scheduled airline service."

"(3) Renumber existing paragraph (6) to (7) and amend it by changing the beginning of the first sentence from 'Paragraphs (4) and (5)' to Paragraphs (5) and (6)."

If amended along these lines, the Bureau of the Budget would recommend enactment of the legislation.

Sincerely yours,

PHILLIP S. HUGHES,
Assistant Director for Legislative Reference.

Mr. MARTINY. Off the record.

(Discussion off the record.)

Mr. DULSKI. The committee stands adjourned.

(Whereupon, at 10:45 a.m., the subcommittee was adjourned.)



