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HEARING
BEFORE THE
COMMITTEE ON POSTAL RATES
OF THE
COMMITTEE ON
OFFICE AND CIVIL SERVICE
HOUSE OF REPRESENTATIVES
NINETY-FIRST CONGRESS

FIRST SESSION
ON
H.R. 8434 and related bills

A BILL TO AMEND TITLE 39, UNITED STATES CODE, TO
PROVIDE ADDITIONAL FREE LETTER MAIL AND AIR
TRANSPORTATION MAILING PRIVILEGES FOR CERTAIN
MEMBERS OF THE UNITED STATES ARMED FORCES, AND
FOR OTHER PURPOSES

MARCH 27, 1969

Serial No. 91-1

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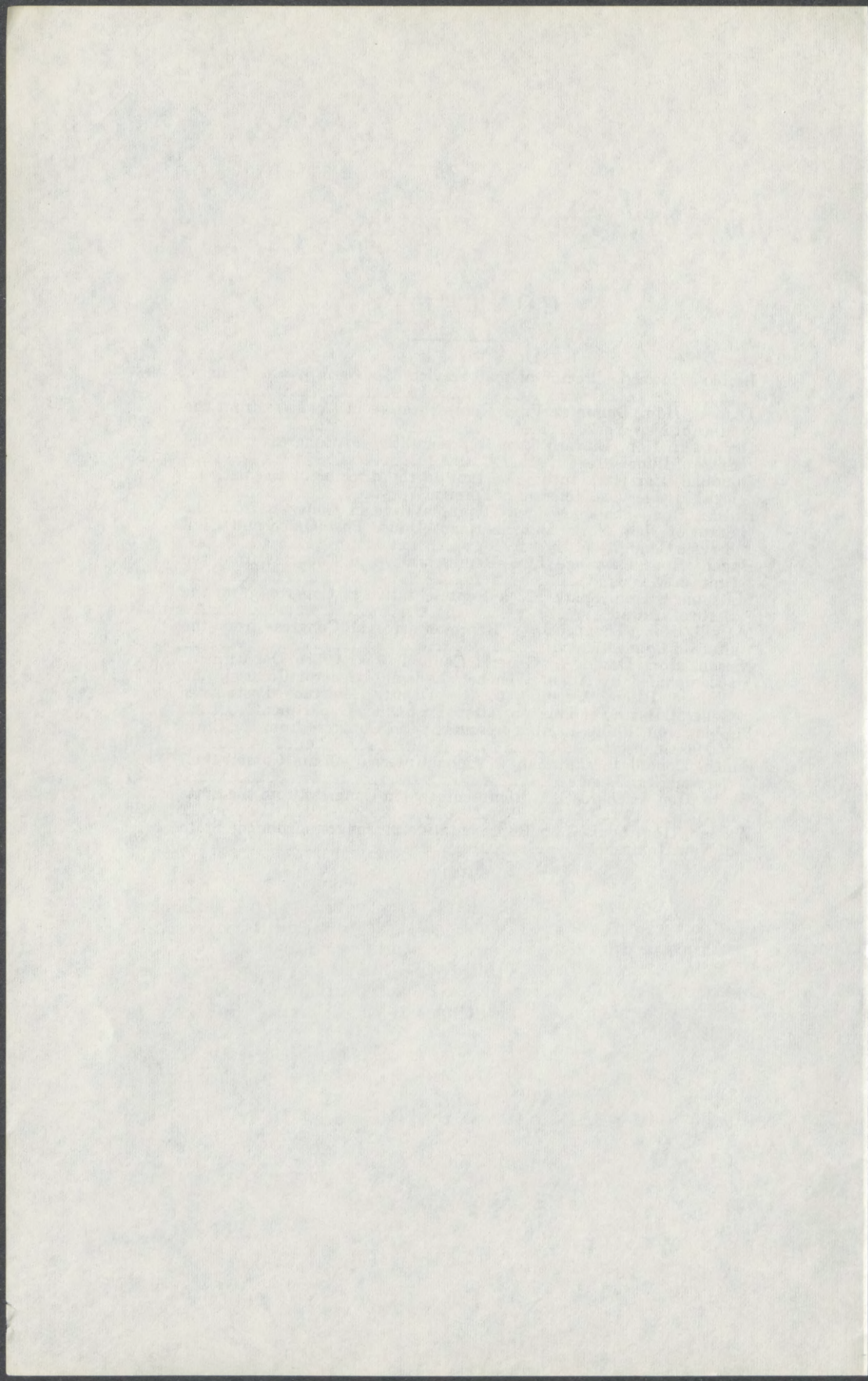
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CONTENTS

Statement of—

Brooks, Howard, director of mail service, Seaboard World Airlines, Inc.-----	Page 27
Daniels, Hon. Dominick V., a Representative in Congress from the State of New York-----	20
Derwinski, Hon. Edward J., a Representative in Congress from the State of Illinois-----	23
Donohue, Harry, executive assistant to the director of the national legislative service, Veterans of Foreign Wars-----	22
Dulski, Hon. Thaddeus J., a Representative in Congress from the State of New York, and chairman, House Post Office and Civil Service Committee-----	5
Hogan, Hon. Lawrence J., a Representative in Congress from the State of Maryland-----	25
Matsunaga, Hon. Spark M., a Representative in Congress from the State of Hawaii-----	20
Meskill, Hon. Thomas J., a Representative in Congress from the State of Connecticut-----	24
Nelson, Hon. David A., General Counsel, Post Office Department, accompanied by Adam Wenchel, Assistant General Counsel, and William Risen, Assistant to the Deputy Assistant Postmaster General, Bureau of Transportation, Post Office Department-----	8
Philbin, Hon. Philip J., a Representative in Congress from the State of Massachusetts-----	16
Smith, Donald J., chairman, National Internal Affairs Commission, the American Legion-----	27
White, Hon. Richard C., a Representative in Congress from the State of Texas-----	26
Wyman, Hon. Louis C., a Representative in Congress from the State of New Hampshire-----	25



AIRLIFT FOR OVERSEA ARMED FORCES POST OFFICE MAIL

THURSDAY, MARCH 27, 1969

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

The subcommittee met at 10:15 a.m. in room 210, Cannon House Office Building, the Honorable Arnold Olsen, chairman of the subcommittee, presiding.

Mr. OLSEN. The subcommittee will come to order.

The subcommittee meets today to take testimony on H.R. 8434, and similar bills, proposing to further improve mail service to all U.S. Armed Forces personnel overseas. I consider this legislation most important to the morale of the courageous men and women serving the cause of freedom overseas, and also the morale of their families and friends. It is a small, but important gesture that we in Congress can authorize to demonstrate our concern, our sense of duty, and our intentions to provide some amenities during an otherwise hazardous and often frustrating period of life for those in the armed services.

A number of bills on the subject of improved mail service to military personnel have been introduced and referred to this subcommittee. One we consider of major significance is H.R. 8434. It has been introduced by Mr. Dulski and is cosponsored by Messrs. Corbett, Henderson, Daniels of New Jersey, Nix, Hanley, Charles H. Wilson of California, White, Cunningham, Johnson of Pennsylvania, Button, McClure, Lukens, Hogan, and myself.

In brief, H.R. 8434 provides—

1. Extension of the free letter mail privilege now authorized for servicemen assigned to combat areas, to all military personnel assigned to duty outside the 48 contiguous States.

2. An increase from 60 inches to 72 inches, of length and girth combined, in the maximum size of parcels that may be mailed to military personnel under the special parcel airlift provisions of existing law.

3. Extensions of airlift for news value publications to the airlift of such publications to all military personnel assigned to duty outside the 48 contiguous States.

Bills identical to H.R. 8434 have been introduced by Mr. Derwinski, H.R. 8762; Mr. Meskill, H.R. 9237; Mr. Tiernan, H.R. 9657; Mr. Matsunaga, H.R. 9555; and Mr. Biester, H.R. 9216.

Similar bills have been introduced by Mr. Pucinski, H.R. 878; Mr. Wyman, H.R. 729; and Mr. Philbin, H.R. 4844.

A copy of H.R. 8434 will be inserted in the record at this point.
(The bill follows:)

91ST CONGRESS
1ST SESSION

H. R. 8434

IN THE HOUSE OF REPRESENTATIVES

MARCH 6, 1969

Mr. DULSKI (for himself, Mr. CORBETT, Mr. HENDERSON, Mr. OLSEN, Mr. DANIELS of New Jersey, Mr. NIX, Mr. HANLEY, Mr. CHARLES H. WILSON, Mr. WHITE, Mr. CUNNINGHAM, Mr. JOHNSON of Pennsylvania, Mr. BUTTON, Mr. MCCLURE, Mr. LUKENS, and Mr. HOGAN) introduced the following bill; which was referred to the Committee on Post Office and Civil Service

A BILL

To amend title 39, United States Code, to provide additional free letter mail and air transportation mailing privileges for certain members of the United States Armed Forces, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That (a) subparagraphs (A) and (B) of section 4169
4 (a) (1) of title 39, United States Code, are amended to
5 read as follows:

6 “(A) the letter or sound-recorded communication
7 is mailed by the member at an Armed Forces post office
8 established under section 705 (d) of this title which is

1 located at a place outside the forty-eight contiguous
2 States of the United States; or

3 “(B) the member is hospitalized in a facility under
4 the jurisdiction of the Armed Forces of the United States
5 as a result of disease or injury incurred while on active
6 duty; or”.

7 (b) Subparagraph (D) of paragraph (2) of section
8 4169 (a) of title 39, United States Code, is amended to read
9 as follows:

10 “(D) the letter or sound-recorded communication
11 is mailed by the member—

12 “(i) at an Armed Forces post office established
13 under section 705 (d) of this title which is located
14 at a place outside the forty-eight contiguous States
15 of the United States; or

16 “(ii) while hospitalized in a facility under the
17 jurisdiction of the Armed Forces of the United
18 States as a result of disease or injury incurred while
19 in the services with, or in, a unit under operational
20 control of a command of the Armed Forces of the
21 United States; and”.

22 SEC. 2. Section 4303 (d) (5) of title 39, United States
23 Code, is amended by striking out subparagraphs (A), (B),
24 and (C) and inserting in lieu thereof the following:

1 “(A) (i) first-class letter mail (including postal
2 cards and post cards),

3 “(ii) sound-recorded communications having the
4 character of personal correspondence,

5 “(iii) parcels of any class of mail not exceeding
6 five pounds in weight and sixty inches in length and
7 girth combined, and

8 “(iv) second-class publications published once each
9 week or more frequently and featuring principally cur-
10 rent news of interest to members of the Armed Forces
11 and the general public,

12 which are mailed at or addressed to any such Armed Forces
13 post office; and

14 “(B) parcels of any class of mail exceeding five
15 pounds but not exceeding seventy pounds in weight and
16 not exceeding one hundred inches in length and girth
17 combined, including surface-type official mail, which are
18 mailed at or addressed to any such Armed Forces post
19 office where adequate surface transportation is not avail-
20 able.”.

21 SEC. 3. Section 4560 of title 39, United States Code,
22 relating to air transportation of parcels mailed to or from
23 servicemen, is amended by striking out the word “sixty”
24 and inserting in lieu thereof “seventy-two”.

Mr. OLSEN. Our committee chairman, Mr. Dulski, has been an ardent supporter of legislation to improve and expedite free mail service to servicemen overseas. Last fall, following an extensive investigation of U.S. Armed Forces postal systems in Europe, he made a report (H. Rept. 91-29) incorporating important recommendations which are primarily included in his bill. I would now like to call Mr. Dulski, the sponsor of H.R. 8434, as our first witness.

**STATEMENT OF HON. THADDEUS J. DULSKI, CHAIRMAN, HOUSE
POST OFFICE AND CIVIL SERVICE COMMITTEE**

Mr. DULSKI. Thank you, Mr. Chairman. First of all, I am very appreciative of the kind remarks.

I am pleased that the subcommittee on postal rates was able to schedule an early hearing on H.R. 8434. I am particularly pleased, Mr. Chairman, that you and Mr. Corbett, and 12 other members of the committee, cosponsored my bill on a nonpartisan basis. Since then, four other members have sponsored similar bills.

This legislation is the fourth legislative proposal our committee has considered which is designed to improve the mail service for members of the Armed Forces serving overseas.

The major provisions of this legislation were included as a part of H.R. 10226 of the 90th Congress, which was favorably considered by our committee and passed by the House in 1967.

However, the legislation resulting from that action, Public Law 90-206, omitted the worldwide free mail privilege. I immediately sponsored a new bill, H.R. 14549, which was not acted on during the 90th Congress.

During my visit to Army and Air Force installations in Europe in December 1968, many servicemen asked particularly for the expansion of the free mail privilege, to include servicemen in Europe, as well as the servicemen in a combat area. I think they should have it, and I am convinced that the extension of this service would be a great morale booster for all of our servicemen overseas.

The committee report on my trip to Europe, House Report No. 91-29, adopts my recommendation for extension of the free mail privilege, and H.R. 8434 will implement the recommendation.

The first section of H.R. 8434 will extend to all members of the Armed Forces stationed outside the 48 contiguous States, the free mailing privilege for letters and sound recorded communications, which is currently provided to servicemen in designated combat zones.

In addition, the first section would broaden the provisions of existing law which grant the free mailing privilege to servicemen hospitalized as a result of disease or injury incurred in a designated combat area, to include servicemen hospitalized as a result of disease or injury incurred while on active duty anywhere.

The legislative proposal also extends the same free mailing privilege to members of the Armed Forces of a free nation serving with or in a unit under operational control of a command of the U.S. Armed Forces.

Section 2 of the bill will extend air transportation for second-class news publications from publications being sent to a designated combat

area, to include second-class news publications being sent to any overseas Armed Forces post offices.

Section 3 of H.R. 8434 extends the maximum of 60 inches in length and girth combined for parcels involved in the parcel airlift, to 72 inches.

During my travels last year, I found that the limitation on dimensions for parcels was not commensurate with the weight permitted, which is 30 pounds. It is difficult to place 30 pounds within the limit of 1 cubic foot (60 inches, girth and length combined) unless the density of the object is extremely high. To be truly practical for service people, the length and girth restrictions should be increased to 72 inches, as proposed.

Mr. Chairman, as I have indicated, I am most pleased with the bipartisan support this legislation has received, and I feel very confident that it will receive the approval of this subcommittee.

Mr. Chairman, I will insert in the record the parts of my report, House Report No. 91-29, "Postal Systems of the United States Armed Forces—Europe," which relate to H.R. 8434, as well as the conclusion and summary section which is in the same report.

(Pertinent excerpts from the report, relating to this legislation, are set forth as follows:)

SPACE AVAILABLE MAIL—DOD TRANSPORTATION COST SAVINGS

After enactment of Public Law 90-206, authorizing, effective in January 1968, space available mail for news publications to combat areas and areas where adequate surface transportation is not available (39 U.S.C. 4303(d)(5)), and establishing space available parcel airlift (39 U.S.C. 4560), the European postal and courier region implemented an intensive campaign urging the use of space available transportation in order to reduce the Department of Defense transportation costs.

Through the use of every medium available—radio, TV, newspapers, booklets, posters, handouts, and slogans—the customer was informed of the obvious savings to be realized by using the SAM/PAL service.

That this campaign was tremendously successful is clear from the statistics gathered from the Frankfurt aerial mail terminal.

In January 1967, of the total mail dispatched to the Conus (continental United States), 63 percent was airmail, while only 14 percent was SAM. These percentages remained fairly stable through the year with December's percentages reaching 67 percent for airmail and 26 percent for SAM.

In January 1968, airmail reached 47 percent of total dispatched while SAM showed 34 percent. The dramatic results of the customer education began to appear almost immediately with each succeeding month.

The November 1968 percentages indicated only 25 percent of the total to be airmail, while a resounding 66 percent was achieved by SAM/PAL.

The potential savings can be envisioned when one realizes that airmail costs \$0.32 per ton-mile from Frankfurt to New York while SAM/PAL costs only \$0.0914 per ton-mile over the same distance.

For the 6-month period May–October 1968, these savings at Frankfurt totaled approximately \$350,000. I cite this saving to illustrate the value of educating users of the military postal system. I commend DOD to place even more emphasis in this area.

AERIAL MAIL TERMINAL SURVEY

In February 1968, the commander, U.S. Air Force postal and courier service, directed the commander, U.S. Air Force European postal and courier region, to conduct a worldwide survey of U.S. Air Force aerial mail terminals.

The purpose of this survey was to determine the impact the Boeing 747 will have on the postal service and facilities worldwide. The survey covered the period March 29 to June 14, 1968.

Each terminal was analyzed completely with a view toward determining its physical ability to handle the containers to be used with the new aircraft as well as the greatly increased loads.

Wherever possible, plans were prepared for each terminal to use some mechanized materials handling equipment in the future, a necessity when large volumes of mail will be involved.

The most important conclusion offered by the report entitled "USAFPCS Aerial Mail Terminals World Wide Survey (March 29-June 14, 1968)" is that the introduction of this new aircraft will make it possible and desirable to move all mail between Conus and oversea locations by air rather than utilizing surface transportation.

This concept, known as AMITA (an acronym for all-mail-in-the-air), I wholeheartedly support.

Further, the report proposed that a classless mail service should be instituted between Conus and oversea locations at rates substantially lower than the present rates for the several classes of mail moved.

A classless mail system would eliminate the present priority system of mail handling, but with adequate airlift no backlog should develop.

The formal report on the worldwide survey of USAFPCS aerial mail terminals contains much valuable background information which can be of value to our committee.

* * * * *

AIRLIFT—SECOND-CLASS PUBLICATIONS

Presently, legislation authorizes airlift of second-class publications only to locations in combat zones or to which surface transit times are excessive. Prior to my visit, DOD guidelines for excessive transit time were 29 days.

Therefore, second-class publications were being airlifted worldwide except to Germany, Italy, Netherlands, Belgium, England, Denmark, France, Japan, and the Canal Zone.

At one location I was surprised and shocked when one individual told me it took 97 days to receive time-value magazines. Further investigations by me revealed that this was not an isolated case.

I felt that this was totally unacceptable and, therefore, I communicated with the Secretary of Defense and requested that he review the limitation regarding time-value publications as cited above.

I can not report that DOD review and action by the military services resulted in authorizing airlift of second-class time-value publications to the following countries: Germany, Italy, Netherlands, Belgium, England, Denmark, France, and Japan. No action was taken with regard to the Canal Zone.

SIZE LIMITATION—PAL

The present limitation on dimensions for parcels under PAL rules is not commensurate with the weight permitted. It is difficult to place 30 pounds within the limit of 1 cubic foot (60 inches, girth and length combined) unless the density of the object is extremely high.

To be truly practical for our service people, the length and girth restriction should be eased.

I received many suggestions from individual service members. My study convinces me that the maximum should be increased at least to 72 inches.

* * * * *

CONCLUSION AND SUMMARY

My visit to the various military postal installations in Europe has given me an understanding of conditions and problems in the field which can be gained only by on-the-spot inspections and conversations with the individuals directly involved.

In my foregoing discussion of issues developed during my trip, I have conveyed a number of recommendations. Some will require legislation, others can be handled administratively. Following is a summary:

1. Both the SAM and the PAL programs are proving of great value in providing efficient and economic mail service for our servicemen abroad. The PAL program could be of even greater benefit to our servicemen, however, if the present limitation on dimensions of parcels was eased. I believe the present maximum of 60 inches, length and girth combined, should be increased at least to 72 inches.

2. I am more convinced than ever that all servicemen overseas should have free letter mail service, not just those individuals assigned to combat areas. The House approved such legislation in 1967, but the Senate refused to go along and the provision was deleted from H.R. 7977 in conference. I am reintroducing appropriate legislation. Servicemen have no choice on their assignments and they are entitled to free mail service whether or not they are assigned to combat.

3. I commend consideration of free intratheater mail service. While the entire cost of mail handling is borne by DOD, POD collects the postal revenues.

4. I am not impressed with the suggestion for a central postal agency in DOD, thus placing a new layer of authority over the postal systems of the individual services. In fact, I believe that DOD should separate the Army and Air Force postal operations more completely. Let the Army post offices continue to be designated as APO's and designate the Air Force post offices as AFPO's. The value to morale and esprit de corps would engender a spirit of belonging and service pride which is so essential in any military organization—and particularly at this time.

5. I commend to the POD the suggestion that it utilize military post offices for field testing of new mail-handling equipment and/or procedures.

6. For some time I have been impressed that one of the basic reasons for the inadequacy of military mail facilities is the stature which the postal services have in the departments. Rather than coming under the community facilities branch, I believe that postal facilities should properly be placed under land operational facilities. Mail-handling facilities are operational responsibilities which our top military officers recognize as fundamental necessities of our Nation's defenses and not simply convenience activities.

7. The DOD is to be commended for the enthusiastic support which it is giving to Project Transition. It is essential that the services make every effort to help our servicemen prepare for civilian life before they receive their discharges. The postal course being given at Rhein-Main Airbase is an outstanding example of what can and should be done. Close coordination between military authorities and POD officials can reap many benefits in satisfying the continuing manpower needs of POD.

8. I urge the Department of Defense to place more emphasis on educating users of the military postal system. Proper choice of mail service at the source of mailing can provide important economies for DOD in mail transportation costs.

Mr. OLSEN. Thank you, Mr. Chairman.

We have as our next witness the Honorable David A. Nelson, General Counsel, the Post Office Department.

STATEMENT OF HON. DAVID A. NELSON, GENERAL COUNSEL, POST OFFICE DEPARTMENT, ACCOMPANIED BY ADAM WENCHEL, ASSISTANT GENERAL COUNSEL, AND WILLIAM RISEN, ASSISTANT TO THE DEPUTY ASSISTANT POSTMASTER GENERAL, BUREAU OF TRANSPORTATION

Mr. NELSON. Thank you, Mr. Chairman.

I am pleased to be here this morning to testify on H.R. 8434, a bill which was introduced by Chairman Dulski and, as you have indicated, Mr. Olsen, cosponsored by a number of other members of the Post Office and Civil Service Committee.

This bill would amend title 39 of the United States Code to provide additional free letter mail privileges for certain members of the Armed Forces of the United States and friendly foreign nations, to extend the airlifting of certain second-class publications to and from Armed Forces post offices located outside the 48 contiguous States, and to increase the maximum size of parcels admitted to the parcel airlift service, usually referred to as PAL mail.

The Department notes the great interest that this committee has had and still has in assuring that our servicemen in the field have the best in mail service. In 1965 this committee originated the free mail service

for servicemen's letters from combat areas, and the space available air service, generally known as SAM. In 1966 and again in 1967 legislation sponsored by the committee strengthened these provisions of law. It was the 1967 legislation that instituted the PAL service.

H.R. 8434, if enacted, would further broaden the scope of these various services.

At the present time section 4169 of title 39, United States Code, establishes free mailing privileges for members of the Armed Forces in designated combat areas, and for servicemen hospitalized in facilities under the jurisdiction of the Armed Forces as a result of disease or injury incurred as a result of service in a designated combat area. The bill under consideration today would extend this free mailing privilege to all servicemen stationed outside the 48 contiguous States, as well as to servicemen hospitalized in an Armed Forces facility as a result of disease or injury incurred while on active duty. The bill provides for a similar extension of the existing privileges which friendly foreign troops now enjoy under certain circumstances.

The bill would also extend the airlift, on a space-available basis, of second-class publications to or from Armed Forces post offices located anywhere outside the 48 contiguous States. The airlift of such publications is currently restricted to designated combat areas, to isolated, hardship, and combat areas overseas, and to places where adequate surface transportation is not available; these restrictions would be eliminated by the bill.

In general, the bill contemplates that the cost of the expanded mail services for which the bill provides would be borne by the Department of Defense. In our judgment, the extent to which the cost of furnishing mail service for members of the Armed Forces should be paid from Defense Department appropriations—rather than being paid by the individual mailer—is a matter on which the views of the Department of Defense are undoubtedly more significant than those of the Post Office Department. The effect that a liberalization of mailing privileges might have on troop morale, on reenlistment programs, and on the resources of the military departments are all matters on which we would defer to the views of the Department of Defense.

Our one reservation with regard to the bill is that the reimbursement provisions that are now contained in subsection (f) of section 4303 of title 39—which provisions would be applicable to the expanded air transportation services provided for in the bill—would not permit adequate reimbursement to the Post Office Department if the present bill were enacted. The current provisions would not be adequate because they do not provide for reimbursement with respect to the transportation of mail to or from an Armed Forces post office address in Alaska, Hawaii, or other areas outside the 48 contiguous States but under the sovereignty of the United States. We are submitting separately suggested language that would rectify this situation.

Section 3 of the bill would increase the permissible size of parcels in the PAL service from 60 inches in length and girth combined to 72 inches. It is our understanding that the purpose of the increase is to allow heavier parcels to be admitted to this service. The present size limitation precludes many parcels from reaching the 30-pound authorized weight limit. In this connection I should observe as an aside that while 72 inches is only 20 percent greater than 60 inches, the increase

in the total cubic content of the packages carried under a 72-inch limitation is likely to be substantially greater than 20 percent.

Should the average weight of parcels be increased substantially as a result of enactment of the legislation, it may become necessary to increase the airlift fee to meet increased transportation charges. That fee, as you know, is now set at \$1 per parcel regardless of weight or destination.

Mr. Chairman, that completes my prepared statement. Should you or other members of the subcommittee have any questions I would be delighted to attempt to answer them.

Mr. OLSEN. Can you give me an estimate of the average weight and the dimensions; that is, the length and girth combined, of an army footlocker?

Mr. NELSON. I do not have that information, Mr. Chairman. I wonder if Mr. Risen, from our Transportation Division, would be able to comment on that.

Mr. RISEN. Sir, are you speaking of an army footlocker that is not moving in the mail service? Only some of them are sent by mail. That is why I asked the question.

Mr. OLSEN. Well, within this new limitation.

Mr. RISEN. I do not have the dimensions.

Mr. OLSEN. Let's make it available for the record at this point.

Mr. RISEN. We will do so.

Mr. OLSEN. I would think there is a general issue army footlocker.

Mr. NELSON. Yes, sir, I am sure there is; I just do not have the specifications at hand.

Mr. OLSEN. Thank you very much.

My understanding is that a serviceman is often separated from his footlocker, or in the Navy, his duffelbag, for many days. As a matter of fact, the domestic airline separates you from your luggage. Do you think it would be feasible to include these items?

Mr. NELSON. I would suppose, Mr. Chairman, that the size of the items in question would have a very definite bearing on the answer to that question, and we shall endeavor to ascertain the size of the standard army footlocker and furnish our comments for the record.

(The following was submitted for inclusion in the record:)

The dimensions of a standard army footlocker are: length 32½ inches; width, 16½ inches; height, 13 inches. Combined length and girth, 91 inches. The average weight of a footlocker and contents is estimated to be between 50 and 70 pounds.

Mr. OLSEN. The other question I would like for you to answer for the record when you can is at what rate per ton-mile are footlockers now transported, and would it be less expensive to the Department of Defense if they were included in the legislation we are now considering?

Mr. NELSON. We shall supply that for the record, Mr. Chairman.

(The material requested is as follows:)

Footlockers of military personnel traveling on orders are generally transported overseas as MOM (Military Official Mail) at the MOM worldwide rate of 21.84 cents per ton-mile to and from entry points.

It would be less expensive to the Department of Defense if footlockers were included in the legislation under consideration, since the PAL/SAM overseas ton-mile rate is less than the MOM rate. However, the size and weight of footlockers exceed both the current size and weight limitations of PAL mail and those proposed in this legislation. In addition, the Department of Defense has the option of shipping footlockers and duffelbags as air freight or on military charter flights

rather than as mail. The Department of Defense decides the kind of service to use and no doubt takes the relative cost of each into consideration.

Mr. OLSEN. I take it from your testimony that you would recommend that we have a weight limit of 30 pounds and 72-inch length and girth size?

Mr. NELSON. The Department, unfortunately, is not able to take a position on that question at this time, Mr. Olsen. There are internal problems with which you may be familiar that do preclude me from taking a definite position on that question now.

Mr. OLSEN. Let's do it a different way then. Give us a factual discussion on costs.

Mr. NELSON. I can supply detailed information for the record, if it is desired, Mr. Chairman, but in general it is my understanding that an increase in the combined girth and length limitation would tend to result in a substantial increase in the weight of the parcels being carried under this service and also in the cubic content of the parcels being carried under this service.

Mr. OLSEN. I can see that all right, but give us a little discussion on what it will cost. We would have a 30 pound weight. I would think you ought to be able to ascertain what it costs. I am aware, and everyone on the committee is aware, that the Bureau of the Budget and the Department of Defense are resisting the legislation. We were sent down here by some folks back home who are interested in passing this legislation, and we are going to pass it, and we want to be able to go to the House floor and intelligently tell our colleagues what the cost will be.

Mr. NELSON. We will make every effort to supply that promptly, sir.

Mr. OLSEN. I am just prompted to ask you whether or not the \$1 fee will cover the domestic cost? We do intend that the \$1 fee will cover the domestic cost of transporting.

Mr. NELSON. It is my impression, Mr. Chairman, that the \$1 fee does presently cover those costs, and we will furnish for the record our estimate as to the extent to which the increased costs that can be expected to be incurred if the bill is passed would be recovered were the \$1 fee to be retained.

(The material requested is as follows:)

An increase from 60 inches to 72 inches in length and girth combined for PAL parcels will increase the cost of domestic airlift transportation. The maximum possible cubic volume would expand from about 1.2 cubic feet per parcel to 2.0 cubic feet. As a consequence, there would be an increase in the average weight of PAL parcels. Currently that average is about 9.7 pounds. This will probably increase moderately. However, there is insufficient information on which we can forecast the cost effect of the increase in size limits.

For illustrative purposes, assuming an increase in the average parcel weight from 9.7 pounds to 12 pounds, the additional cost assuming an average haul of 2,000 miles would be about 10 cents.

Mr. OLSEN. Thank you very much.

Mr. Johnson of Pennsylvania?

Mr. JOHNSON. I welcome you here this morning. I guess this is your maiden voyage in front of the committee, is it not?

Mr. NELSON. It is my maiden voyage as a star, if I may be presumptuous enough to so characterize myself, Mr. Johnson.

Mr. JOHNSON. We welcome you here, of course. I notice, you say "We are submitting separately suggested language that would rectify

this situation" that you recite as to the various different APO addresses. Do you have that language with you?

Mr. NELSON. I am not in a position to submit it to the subcommittee at this time, Mr. Johnson, but I believe that the letter containing the precise language that we have to propose will be forthcoming very shortly.

Mr. JOHNSON. You say you have this suggested language in the form of a letter and it hasn't been transmitted to the chairman yet?

Mr. NELSON. That is correct, sir.

Mr. JOHNSON. When do you expect it will be transmitted?

Mr. NELSON. I would hope, and the answer to the question depends on actions of people whom I am not in a position to control, unfortunately, but I would certainly hope that the letter would be forthcoming within the next few days. We will do everything we can to expedite it.

Mr. JOHNSON. The reason I am asking you this question is we have a substantially large number of the subcommittee here this morning and we might just be prone to report this to the full committee today. So, you don't know what the gist of this letter would be, this suggested language, do you?

Mr. NELSON. Yes. The gist of it, Mr. Johnson, would be to correct what I suspect may have been the kind of inadvertent oversight that we lawyers are prone to make. I think that subsection (f) of 39 United States Code, section 4303 (f) —

Mr. OLSEN. Can I interrupt you?

Mr. NELSON. Surely.

Mr. OLSEN. The committee decided the last time that any mail moving among the 50 States is a Post Office Department cost. The question is whether or not the transportation between the mainland and Hawaii and Alaska should be paid by the Department of Defense.

Mr. NELSON. Maybe I don't understand the situation correctly, Mr. Chairman, but I had thought that under the bill a soldier who mailed the letter in Alaska to his mother in Kansas City wouldn't have to pay any postage for that letter under the bill.

Mr. MARTINY (committee counsel). That is right, but reimbursement by the Department of Defense for the equivalent amount of postage due will be required by section 4169 (b) which reads as follows:

The Department of Defense shall transfer to the Post Office Department as postal revenue, out of any appropriations or funds available to the Department of Defense, as a necessary expense of the appropriations or funds and of the activities concerned, the equivalent amount of postage due, as determined by the Postmaster General, for matter sent in the mails under authority of subsection (a) of this section.

Section 4303 (f) relates only to transportation cost.

Mr. WENCHEL. We have here the second-class mail situation.

Mr. MARTINY. That is transportation cost.

Mr. WENCHEL. Yes.

Mr. MARTINY. The subcommittee determined last time when this same question was brought up that since this was a domestic transportation cost, that is, between California and Hawaii, that it properly should be a cost of the Post Office Department which I understand is the same question that you are raising now.

Mr. WENCHEL. Even though we do not provide similar service outside the military?

Mr. MARTINY. That is right.

Mr. OLSEN. Are you losing money on that service to Hawaii or to Alaska; is that your point?

Mr. WENCHEL. Yes. We are providing here a special service for the military that you would not get unless you were writing to the military.

Mr. OLSEN. So, you say you are losing money on it?

Mr. WENCHEL. Yes.

Mr. OLSEN. I am glad to have that from you. We will consider it.

Mr. DULSKI. Would the chairman yield?

Mr. OLSEN. Yes.

Mr. DULSKI. As I understand it, some State Department employees overseas with APO numbers may use PAL and SAM and the Defense Department is paying the transportation costs, isn't that true?

Mr. RISEN. I understand, Mr. Dulski, that certain personnel of the State Department at certain posts are extended the privilege of using the Armed Forces Postal Service. To that extent that would be true; yes, sir.

Mr. DULSKI. Does the State Department reimburse the Defense Department?

Mr. RISEN. The State Department does not reimburse the Post Office Department for any service supplied by the Armed Forces Postal Service.

Mr. DULSKI. Does the Defense Department reimburse you?

Mr. RISEN. The Defense Department reimburses the Post Office Department for the overseas transportation costs of SAM and PAL; yes, sir.

Mr. DULSKI. They do?

Mr. RISEN. Yes, sir; but not for mail to and from APO's in Hawaii, Alaska, the Canal Zone, et cetera.

Mr. OLSEN. Thank you, Mr. Dulski.

Mr. JOHNSON, have you finished?

Mr. JOHNSON. I am just wondering while we are hearing additional witnesses on this whether you fellows might get together and give us that amendment.

Mr. NELSON. We will try, sir.

Mr. JOHNSON. We would like to have this this morning, at least I would.

Mr. NELSON. We will try.

Mr. OLSEN. We don't want the Post Office to lose money on this. We want the Post Office to be reimbursed.

Mr. NELSON. I would personally like to give you this amendment. I have to make some phone calls, and I will try to give it to you.

Mr. OLSEN. Mr. Martiny will work with you, too.

Mr. JOHNSON. That is really the extent of my questioning.

Mr. OLSEN. As a matter of fact, Mr. Martiny advises us that we can draft the amendment ourselves.

Mr. Purcell?

Mr. PURCELL. I have no questions at this time.

Mr. OLSEN. Mr. Button?

Mr. BUTTON. Mr. Nelson, in your statement, the parenthetical remark on page 3 which relates to the presumed increase in cubic content; is this of any material concern to the Department or is that just an observation?

Mr. NELSON. It is just an observation, Mr. Congressman, that I thought might be of interest, because the person who, like me, is not mathematically inclined might think from looking at the bare figures that an increase from 60 inches to 72 inches is simply an increase of the order of magnitude of 20 percent. The fact is the increase in volume size is going to be substantially greater than 20 percent. We simply thought the committee, if there were any members who, like me, don't immediately focus on this sort of thing, might be interested in having it brought to their attention.

Mr. BUTTON. But the Department regards this as an adverse circumstance? I am not clear.

Mr. NELSON. It is adverse in the sense that it is going to impose a greater burden on us. I have no reason to believe that this is a burden that we could not bear. It is going to create more problems for us.

Mr. OLSEN. You have that problem anyway.

Mr. NELSON. Yes, sir.

Mr. OLSEN. This is not that big.

Mr. NELSON. It may be at Christmastime, when folks are mailing packages to boys overseas—

Mr. OLSEN. Most all the time, and domestic mail has a larger limitation of 100 inches length and girth and 70 pounds.

Mr. NELSON. The point is certainly well taken, Mr. Chairman. I am simply making the observation that the increase in the size limitations is going to give us more problems. I am not saying that we can't handle them, but we are going to have some additional burden.

Mr. OLSEN. That is why the Post Office Department was established, to take care of problems.

Mr. BUTTON. I have just one other question. I am afraid I still don't understand the rationale for including Alaska and Hawaii which certainly are States of the United States in your exception here. There is no other consideration, is there, given to the Department insofar as the transportation of domestic private mail to any State of the United States. Why should there be an exception in the case of this kind of mail? I don't understand it.

Mr. OLSEN. Mr. Martiny may be able to answer that.

Mr. MARTINY. The legislation authorizes the servicemen in Hawaii and Alaska to send letters free. That was the original proposal.

Mr. OLSEN. Isn't the problem that the military doesn't reimburse the Post Office?

Mr. MARTINY. Reimbursement will be made for loss of stamp revenue, but not for news value publications to Alaska and Hawaii.

Mr. OLSEN. This is what we should address ourselves to, Mr. Button, whether or not we will require the military to reimburse the Post Office Department in those two exceptions: Hawaii and Alaska. They are not being reimbursed now. That is the point.

Mr. BUTTON. I see. That is all.

Mr. OLSEN. Thank you, Mr. Button.

Mr. Hamilton?

Mr. HAMILTON. Mr. Nelson, I notice your statement mentions the one reservation you have. You don't say in your statement whether or not the Post Office Department backs this bill.

Mr. NELSON. Basically, Mr. Hamilton, we are in the business of carrying mail and it really doesn't make very much difference to the

Post Office Department, as the Post Office Department, whether we are paid for rendering that service by the individual patrons or by the Government agency that employs those individual patrons. It is a matter on which we really aren't competent to express an opinion. I have personal views, but you are not interested in those.

Mr. HAMILTON. But I want to get an accurate characterization of the Department's position. Is the Department for the bill or does the Department have no objection to the bill?

Mr. NELSON. The Department is neutral on the bill subject to the one reservation that we expressed.

Mr. HAMILTON. So if that one reservation is corrected, you are neither for the bill nor against it?

Mr. NELSON. Yes, sir.

Mr. HAMILTON. That is at least clear. Would you clarify for me one matter with regard to second class publications. Your statement refers in the first instance to this bill covering certain second class publications, and then on page 2 it refers just to second class publications. My question is are all second class publications covered?

Mr. NELSON. No, sir.

Mr. HAMILTON. Which ones are not covered?

Mr. NELSON. The second class publication must be published at least once a week and must contain current news of interest to servicemen or the general public.

Mr. HAMILTON. Basically the newspapers; is that correct?

Mr. NELSON. Weekly news magazines. I think weekly news magazines would be covered as well.

Mr. HAMILTON. Then, the reference to friendly foreign troops I don't understand. I note your statement says the bill provides for a similar extension of the existing privileges which friendly foreign troops now enjoy under certain circumstances. What will be their privileges under this bill?

Mr. NELSON. As I understand it, the intent of the bill is to extend to the friendly foreign troops who now have free mailing privileges under certain circumstances the same kind of broadened privileges that would be extended to our own troops if the bill were enacted.

Mr. HAMILTON. I don't know that I understand that. Does that mean a friendly foreign troop in Vietnam, the Korean troops, for example, would be able to mail back to this country with no charge?

Mr. WENCHEL. I think Mr. Risen can answer that.

Mr. RISEN. This refers to troops of foreign countries who may be associated from time to time with our troops in the theaters. The character of their association varies, such as when military personnel of another country are associated with our military troops.

Mr. HAMILTON. Does this mean our NATO allies?

Mr. RISEN. No, sir; not necessarily. It would depend on the circumstances.

Mr. OLSEN. The circumstances are determined by our own military department.

Mr. MARTINY. It would be friendly foreign troops serving with American troops, and the best illustration would be the Australians serving in Vietnam, provided the foreign country does furnish the U.S. troops the same privilege if the U.S. troops are serving with the Australians. There has to be a mutual agreement between the parties. They would get the same benefits if they are serving together.

Mr. HAMILTON. And it is a matter to be determined in the discretion of the Department of Defense?

Mr. MARTINY. That is right, under the existing law the friendly foreign troops serving in the combat area do have the free mail privilege to their homes.

Mr. HAMILTON. Mr. Nelson, one other question, with regard to this reservation that you have, you seek additional reimbursement. Do you have any figures for us on how much you are short?

Mr. NELSON. No, I don't. Of course, we are not so short now. We would be considerably shorter if the legislation were enacted and I do not have the figures on the extent of the shortage, and whether or not they can be obtained I do not know. Sometimes it is a little difficult to isolate statistics on that narrow an operation, but we can try.

Mr. HAMILTON. I think that is all. Thank you, Mr. Chairman.

Mr. OLSEN. Thank you.

Mr. Cunningham?

Mr. CUNNINGHAM. No questions.

Mr. OLSEN. Mr. Tiernan?

Mr. TIERNAN. No questions.

Mr. OLSEN. Thank you very much, Mr. Nelson and gentlemen from the Department. If there are no more questions, I appreciate your coming and your consideration.

Mr. NELSON. Thank you. I appreciate the opportunity to be of service.

Mr. OLSEN. We are highly honored this morning to have the distinguished Member from Massachusetts, Mr. Philbin. He is a very senior member on the Committee on Armed Services and a very great friend of the servicemen of all the wars.

STATEMENT OF HON. PHILIP J. PHILBIN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MASSACHUSETTS

Mr. PHILBIN. Thank you, Mr. Chairman, I appreciate that.

First, I want to express my very warm appreciation to you, Mr. Chairman, and the members of the committee for your very gracious help and kindness in including my bill H.R. 4844 on the agenda at this morning's hearing which, I realize, is primarily concerned with H.R. 8434, to improve mail service for our servicemen overseas.

I heartily endorse the provisions of Congressman Dulski's H.R. 8434, which has created wide interest, so much so that 15 of our colleagues in the House are cosponsors of this most meritorious bill.

Now with regard to my H.R. 4844, with the subcommittee's indulgence, I would like to give you a bit of the background of this measure, which was initiated by me largely as the result of the good work being done by an organization in my district called Support Our Servicemen.

Support Our Servicemen is located in Waltham, Mass., and it has the wide support and active interest of a substantial number of business and professional people in the community. Organized some 3 years ago, the group is made up of volunteers which among other things publishes a monthly newsletter for the young men and women in Waltham in our Armed Forces all over the world.

In addition, Support Our Servicemen distributes free of charge the Massachusetts State flag to our servicemen, provides a penpal correspondence service from the folks at home, locates the service addresses of buddies upon request, and also visits sick and wounded servicemen in nearby military hospitals.

As you can see, this is indeed a worthwhile program and one that certainly deserves the encouragement and support of all of us who are interested in the cause of the servicemen and women and their loved ones.

In an effort to assist this fine organization in one of its most important activities—the issuance of a monthly newsletter containing information about the happenings in Waltham and news about local boys in the service—I sought consideration of Support Our Servicemen for inclusion among nonprofit organizations receiving preferential mail rates from the Post Office Department.

In a letter dated October 10, 1968, the Post Office Department advised me that there is no free mailing privilege, or reduced postage rate, for mailings to servicemen. In fact, the Department stated that it had no authority to establish a preferential postage rate for such mailings and legislation would be required to that end.

Consequently, when the 91st Congress was convened I introduced H.R. 4844, which seeks the free mailing of newsletters published and mailed by qualified nonprofit organizations to members of our Armed Forces.

In order to qualify, under the terms of my bill, the nonprofit organization must be a religious, philanthropic, veterans, or fraternal organization, not organized for profit with none of its net income benefiting any stockholder or individual.

H.R. 4844 has been carefully drawn by the Office of the Legislative Counsel. However, if the subcommittee feels that further language is required to clarify the veterans service organization as such, I believe that this could be done by a very short technical amendment, simply adding “veterans services, or veterans services organizations” at the appropriate place.

I feel sure, Mr. Chairman, that there are many cities and towns across the Nation fortunate enough to have public-spirited community groups like Support Our Servicemen. The cost of mailing newsletters represents an item of considerable cost in the modest budgets of these organizations, largely obtained through donations or public subscriptions.

In this respect, I ask that there be included in the record the text of a letter dated October 21, 1968 which I received from Miss Linda M. Murphy, office manager of Support Our Servicemen, concerning the need for this legislation.

Mr. OLSEN. Without objection, the letter will be inserted.

(The letter follows:)

SUPPORT OUR SERVICEMEN,
Waltham, Mass., October 21, 1968.

MR. PHILIP PHILBIN,
7 High Street,
Clinton, Mass.

DEAR CONGRESSMAN PHILBIN: Thank you very much for the inquiries you have made on behalf of our organization. Even without an official list of wounded, I am sure we will be able to find out if any Waltham boys are in area hospitals.

Regarding a postal permit, we would be very grateful if you could introduce legislation on our behalf. We conduct our work solely on voluntary contributions and sometimes find it difficult to make ends meet. The money that would be saved through reduced postal rates would be a big help.

I know that Waltham City Counselor William Durkee has corresponded with you regarding this matter, and I wish to add my thanks to his for the help you are giving us.

Good luck November 5.

Sincerely,

(Miss) LINDA M. MURPHY,
Office Manager.

Mr. PHILBIN. Thank you very much, Mr. Chairman.

Now the approval of H.R. 4844 would be of considerable help and advantage for the some 600 servicemen from Waltham in all branches of the service who now receive the monthly newsletter in all parts of the world.

I urge you to help this worthy organization in its good work by approving my bill so that it may be considered further by the full committee on the Post Office and Civil Service and the House.

And again, Mr. Chairman and members, I want to thank you for this opportunity of being present here this morning and presenting my brief views on this organization. I will thank you for any assistance you can render.

Mr. OLSEN. Thank you very much, Mr. Philbin. I assure you that your presence here and your very persuasive argument is going to get our most sincere review. We do have a problem about the Post Office deficit, you know.

Mr. PHILBIN. I understand that. That is one of the problems you will have to consider, I am sure.

Mr. OLSEN. However, the Post Office does a better job of collecting money than any other department in the Government except the Internal Revenue Service.

Mr. PHILBIN. I believe that is true.

Mr. OLSEN. We do.

Mr. PHILBIN. I think you are coming into close competition with them.

Mr. OLSEN. Thank you very much.

Mr. JOHNSON?

Mr. JOHNSON. Would you please state the name of this organization up at Waltham, Mass?

Mr. PHILBIN. It is service for servicemen. It is an organization in Waltham, Mass., Support Our Servicemen. Of course, there are others like it throughout the Nation. It is a nonprofit organization.

Mr. JOHNSON. And this organization issues a monthly newsletter of interest to your servicemen in the area who are in this country or overseas, is that right?

Mr. PHILBIN. That is right.

Mr. JOHNSON. What type of news is in this monthly newsletter?

Mr. PHILBIN. It concerns the community. It will be news such as would appear in their paper, probably excerpts from their paper, boiled down news, and news about individuals, neighbors and friends in the community, and what is going on in the community, the general type of information that would be contained in the newspapers.

Mr. JOHNSON. News of other servicemen, too, elsewhere?

Mr. PHILBIN. Personalized, I suppose would be the purpose of the organization, as they have explained to me, personalized to take account of what is going on in the community of Waltham that would be of special interest in a personal sense to the boys serving our country overseas.

Mr. JOHNSON. Your bill, however, would extend this free service to not only this very worthwhile nonprofit corporation which is dedicated to serve servicemen, but you would extend it to religious, philanthropic or fraternal organizations not organized for profit?

Mr. PHILBIN. As the gentleman knows, that is already in the law, some of those groups in that area can send material through the mail without paying for the cost. This would add another category, that is, of people, who are engaged in the type of service. It would be a bill of general character and application and will permit these nonprofit organizations—not any organization whose membership or officers are deriving any profit from the operation—but purely and simply and solely nonprofit operations to have this free postal mailing privilege.

Mr. JOHNSON. Of course, if this committee were to add an amendment which were to restrict this free service to just a type of organization that you are mentioning up in Waltham, Mass., that would answer your purpose, wouldn't it?

Mr. PHILBIN. Oh, yes, indeed it would. But I think you already have some general legislation in that area that deals with the question of nonprofit organizations. To some extent I think they do have some programs, although I am not familiar with the details of it. Probably that could be elicited from the staff.

Mr. JOHNSON. Thank you very much.

Mr. PHILBIN. Thank you.

Mr. OLSEN. Mr. Hamilton?

Mr. HAMILTON. No questions.

Mr. OLSEN. Mr. Cunningham?

Mr. CUNNINGHAM. No questions.

Mr. OLSEN. Mr. Tiernan?

Mr. TIERNAN. Mr. Chairman, I want to take this opportunity to express my appreciation for Mr. Philbin's coming here today and testifying on behalf of this legislation. He, of course, is from a neighboring State, and his efforts for the servicemen, not only in his district but for all the servicemen, have not gone unnoticed.

Mr. PHILBIN. I deeply appreciate those very general comments.

Mr. OLSEN. Mr. Button?

Mr. BUTTON. No questions.

Mr. PHILBIN. Mr. Chairman, if you will pardon me for my obvious effort to leave the witness table, it is not to avoid the question, but I have left a very important meeting of the Armed Services Committee where Secretary Laird is testifying this morning. Naturally I am rather anxious to return to it, although I don't want to cut off any questions, I want to answer any questions that might be propounded.

Mr. OLSEN. Mr. Dulski?

Mr. DULSKI. Just happy to see you. No questions.

Mr. OLSEN. Thank you very much for being here. Go up and see if you can learn anything from Mr. Laird.

We have with us Jerry Devlin, from the office of Congressman Daniels. He has asked that his statement be placed in the record as though fully read, and, without objection, it is so ordered.

**STATEMENT OF HON. DOMINICK V. DANIELS, A REPRESENTATIVE
IN CONGRESS FROM THE STATE OF NEW JERSEY**

Mr. DANIELS. Mr. Chairman, I am very happy to be here today to speak in support of H.R. 8434, a bill which I have cosponsored with you and other distinguished Members of the House.

I would like to commend the Chair for his diligence and the extra effort he has made in pushing for early hearings on this bill. Surely our servicemen have no better friend than the distinguished gentleman from Montana, Mr. Olsen.

Mr. Chairman, I support without reservation the provisions of this bill. I think that there can be no greater morale booster than letters and parcels from home and the next thing to this is news from home.

Very briefly, this bill provides for the extension of the free letter mail privilege now authorized for servicemen assigned to combat duty to all military personnel stationed outside the 48 contiguous States.

In addition it would increase from 60 inches to 72 inches the length and girth combined in the maximum size of parcels that can be mailed to military personnel under the special parcel airlift provisions of present law.

And finally, H.R. 8434 extends the airlift for news value publications to the airlift of such publications to all military personnel assigned to duty outside the 48 contiguous States.

Mr. Chairman, I shall not take the time of the committee by saying what already has been said by others. It seems evident to me that judging by the fact that this bill has the sponsorship of the distinguished chairman of the full committee and the distinguished ranking minority member as well as key Members on both sides of the aisle that it has solid support. Thus, this bill should win approval of this subcommittee, the full committee, and the entire Congress. I only ask that special attention be given in order that it might be passed with all due speed. And knowing the enthusiasm of this subcommittee and the leadership of the chairman I have every reason to expect early approval.

Mr. Chairman and members of the Postal Rates Subcommittee, I am very grateful to you for extending an invitation to me to testify in support of this needed legislation.

Mr. OLSEN. The gentleman from Hawaii, Mr. Matsunaga. We are very pleased and honored that you would come here to testify on behalf of the servicemen.

**STATEMENT OF HON. SPARK M. MATSUNAGA, A REPRESENTATIVE
IN CONGRESS FROM THE STATE OF HAWAII**

Mr. MATSUNAGA. Thank you, Mr. Chairman and members of the subcommittee. I appreciate this opportunity to appear before a committee of which I was at one time a member.

I thank you for this opportunity to testify in support of H.R. 8434, a bill to improve overseas mail service to members of the armed services.

The three major provisions of H.R. 8434 would do much to improve mail service to members of the Armed Forces overseas. It would extend the free letter mail privilege, now authorized for servicemen assigned to combat areas, to all military personnel assigned to duty outside the 48 contiguous States. Second, it would increase the length and girth combination from 60 inches to 72 inches for the maximum size of parcels that may be mailed to military personnel under the special parcel airlift provisions of existing law. And, finally, it would extend airlift for news value publications to all military personnel assigned to duty outside the 48 contiguous States.

Presently, special mail privileges in this area are now limited to troops in combat areas and packages being sent to servicemen can be no bigger than 60 inches in combined length and girth.

It may seem a small thing to do, but it seems to me of utmost importance that we take what steps are needed to bridge the great distance that separates our servicemen from their families and loved ones at home. All of our young men in the Armed Forces are performing a necessary service for their country, and it seems inequitable that families of men serving in Germany, for example, should have to pay high postal rates simply because it is a noncombat area. We owe it to these young men and their families to make every effort to boost the morale of servicemen all over the world, and I think that more packages from home and franking privileges for their mail would do just that.

Recent legislation such as that governing parcels being airlifted to combat areas at the surface rate plus payment of \$1, and parcels up to 5 pounds airlifted overseas as space available mail at the parcel post rate to the U.S. port city, was the first step in improving overseas mail service to members of the Armed Forces. Further improvements are provided in H.R. 8434, and the enactment of this bill is clearly the next step we ought to take.

Mr. Chairman and members of the subcommittee, this legislation has one simple purpose: to boost the morale of our servicemen. It requires no elaborate machinery to administer, and the cost is slight. The net gains, however, can be very great. If we can more effectively help to combat the loneliness and fatigue of our servicemen overseas by enacting this legislation, it surely is worth many times the cost. I would like to point out the fact that members of the Armed Forces in Hawaii whose homes and families are in the continental United States are just as much subjected to loneliness and fatigue as those who are serving in other areas of the vast Pacific. This legislation recognizes the need for the restorative qualities of mail to and from home among our men and women in uniform throughout the world—yes, even if they happen to be stationed amidst the natural beauty and aloha of the island State.

This is a humanitarian measure that merits the early favorable consideration of this subcommittee.

Thank you.

Mr. OLSEN. Thank you very much for your statement, Mr. Matsunaga.

We have with us Harry Donohue, executive assistant to the national legislative director of the Veterans of Foreign Wars. You are assistant to Francis W. Stover?

**STATEMENT OF HARRY DONOHUE, EXECUTIVE ASSISTANT TO THE
DIRECTOR OF THE NATIONAL LEGISLATIVE SERVICE, VETERANS
OF FOREIGN WARS**

Mr. DONOHUE. That is right, sir.

Mr. OLSEN. We are very happy to have you with us, Mr. Donohue.

Mr. DONOHUE. I want to indicate that Mr. Stover had intended to be here, Mr. Chairman, but it was not possible for him to do so.

Mr. Chairman and members of the subcommittee, thank you for the invitation and privilege to appear before this subcommittee concerning this most important legislation.

My name is Harry Donohue and my title is executive assistant to the director of the national legislative service of the Veterans of Foreign Wars.

The Veterans of Foreign Wars strongly supported the provision in H.R. 7977, the Postal Revenue and Federal Salary Act, which proposed free mailing privileges to servicemen serving anywhere overseas or while hospitalized. This was in keeping with our long-standing position that free mailing privileges should be provided for all servicemen who are serving overseas and in hostile waters.

The Veterans of Foreign Wars has commended Chairman Dulski of this committee for introducing H.R. 8434. The remarks of our commander in chief, Richard Homan, in this regard are set forth in the press release of March 18 attached to this statement. I would add that the members of this subcommittee are to be commended for the prompt consideration being given to H.R. 8434.

This bill would carry out mandates of the Veterans of Foreign Wars. Our organization, whose membership is limited to overseas and combat veterans, is strongly in support of that provision which will extend free mailing privileges to all who are serving overseas in our Armed Forces.

The Veterans of Foreign Wars has long advocated that free mailing privileges should be provided to all servicemen confined in a military hospital, who were injured or disabled while on active duty while serving overseas or in combat. This bill would go a little further and provide that all servicemen who are in military hospitals, as the result of injury or disease while on active duty, should have free mailing privileges. As a practical matter, this is a very desirable objective.

We think that emphasis should be given to the fact that the cost of the free mailing privileges granted by this bill would be borne by the Department of Defense. In other words, there will be no loss of revenue by the Post Office Department. In reality, it will be calculated as a further cost of our national defense which, in the overall picture, will be a very minor item.

To the servicemen, however, it will be a morale benefit of major proportions.

After one of our national commanders had toured Vietnam a number of years ago, he discovered that many of the servicemen in that hot and humid climate were not writing home as frequently as they would have liked to because of the inability to stick postage stamps to letters—the glue on the stamps having evaporated because of the dampness of Vietnam.

This fact alone weighed heavily in our considerations and recommendations that free mailing be provided for all servicemen serving in Vietnam and other combat zones designated by the Department of Defense. However, it is the morale factor in providing and extending free mailing privileges to all overseas servicemen that is of inestimable value. This is not a new benefit and it will be recalled that this privilege was granted to all who served in the Armed Forces during World War II, regardless of where the servicemen were stationed.

This Nation has been engaged in a long, protracted war in South Vietnam. During the same period, pressure points have built up all over the world which require immediate and constant attention—West Berlin, the Middle East, the Caribbean, and many other areas which require the presence and participation of American security forces in order to carry out the commitments of this Nation. Young male citizens continue to be drafted and so far as we can see into the foreseeable future, American military requirements will need the services of the Selective Service System to fulfill its manpower requirements. These young citizens will be stationed all over the world. Many of these areas, if not most of them, will not be designated as combat zones by the Defense Department. Because of this fact, it is the opinion and strong recommendation of the Veterans of Foreign Wars that free mailing privileges should be extended to these servicemen who are manning these outposts.

In summary, the Veterans of Foreign Wars strongly supports H.R. 8434 and hopes that it will be promptly and expeditiously considered and reported to the full committee and the House at the earliest practicable date.

Thank you for the privilege of appearing here this morning to present the support of the Veterans of Foreign Wars in behalf of this most important legislation for our active duty servicemen.

Mr. OLSEN. Thank you very much, Mr. Donohue, and thanks to the Veterans of Foreign Wars and Mr. Stover for this splendid presentation. I assure you we will get this legislation passed. Thank you very much.

The next statement is from Hon. Edward J. Derwinski, a member of the full committee.

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

Mr. DERWINSKI. Mr. Chairman, as a sponsor of H.R. 8762, one of the bills to provide additional free letter and air transportation mailing privileges for servicemen stationed outside the 48 contiguous States, I urge the subcommittee to take prompt action on this matter.

All of us who introduced bills on this subject are, I am sure, convinced that all servicemen overseas, not just those assigned to combat areas, should have free letter mail and air transportation mailing privileges.

As you will recall, the House approved similar legislation in 1967, as part of the Postal Revenue and Federal Salary Act, but the servicemen's mail provision was deleted during the House-Senate conference.

In addition to free letter mail, I believe that the section of the bill which would provide an increase in the maximum dimensions of parcels

under the parcel airlift (PAL) program would be of great benefit to our servicemen. This program and the space-available mail program (SAM) are providing efficient and economic mail service. An increase in the present limits on dimensions under the PAL program would result in encouraging and increasing the flow of packages to members of the Armed Forces. As a veteran of World War II, and in my contacts with veterans and servicemen since that time, I recognize that mail to and from home is a tremendous morale factor.

I recommend that the subcommittee give this matter thoughtful and objective review and approve a bill such as H.R. 8762.

Mr. OLSEN. Thank you.

Our next witness is Hon. Thomas J. Meskill, a member of the full committee.

STATEMENT OF HON. THOMAS J. MESKILL, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CONNECTICUT

Mr. MESKILL. Mr. Chairman, thank you very much for allowing me to appear before your subcommittee and testify on a bill which I feel is meritorious.

As you know the existing law allows free letter mail service for servicemen assigned to combat areas only. Members of our Armed Forces have no choice over their assignments. I feel that the function which they perform is so valuable that they deserve free mail service while stationed anywhere outside the continental United States.

Accordingly, I have introduced H.R. 9237, which provides for free letter mail service to all of our Armed Forces personnel while serving outside of the continental United States. The bill also provides for an increase in the maximum dimensions of parcels shipped under the parcel airlift (PAL) program. This along with the space-available mail (SAM) program is, as I am sure you are aware, of enormous value and provides efficient and economic mail service for our servicemen abroad.

However, the PAL program could be even more effective if the present limit on dimensions were eased. H.R. 9237 would extend the limit on parcel size from the present restrictive limit of 60 inches combined measurement to a more realistic 72 inches. This is by no means utopian, but it will benefit our servicemen.

One final provision of my bill which I want to bring to your attention is that it will provide statutory authority for airlifting second class time-value publications to all servicemen stationed overseas. Presently, authority is discretionary with the Secretary of Defense. I feel that it would be wise to clarify this practice through statutory provisions.

Gentlemen, I want to compliment you for your prompt consideration of this legislation and respectfully urge you to approve it as soon as possible. I feel that this bill will prove a tremendous morale booster for our service personnel and their loved ones here at home.

Thank you.

Mr. OLSEN. Thank you, Mr. Meskill.

Our next witness is Hon. Louis C. Wyman.

**STATEMENT OF HON. LOUIS C. WYMAN, A REPRESENTATIVE IN
CONGRESS FROM THE STATE OF NEW HAMPSHIRE**

Mr. WYMAN. Mr. Chairman and members of the subcommittee, I am grateful for this opportunity to testify on behalf of legislation which is so vitally important to the morale of our fighting men. As many members of this committee realize, the need to remain in touch with loved ones and the happenings back home is very real. Although wars may change from generation to generation and from place to place, the needs of the soldier do not. It is, therefore, essential that the methods used to meet those needs remain adequate. I have familiarized myself with H.R. 8434, and believe it desirable legislation.

My reason for being here today is to urge favorable consideration of H.R. 729, a bill which was introduced by me in the last Congress and again in this Congress. What I seek to establish is the right of families with immediate relations (as defined in H.R. 729) serving in areas of actual armed conflict, to correspond with those relations freely and without expense. I believe it is essential that we recognize this. The morale of our fighting men rests just as heavily on the receipt of mail as it does on sending it.

In this connection there are certain things which should be pointed out. First, H.R. 729 only relates to H.R. 8434 as a partial extension of the basic provisions of section 4169(a) of title 39 to cover the immediate family of certain members of the Armed Forces. I would emphasize again at this point that in order to limit the expense which is bound to be incurred and to help control it as a privilege not to be abused, the free mailing privileges are reserved for only those families who have relatives, as described in the bill, who are "engaged in military operations involving armed conflict with a hostile force." These are the soldiers who most appreciate a diversion that will take their thoughts from the dangers of battle, and whose families are most deserving of the opportunity to give them their thoughts and encouragements to ease the pain of worry.

I believe that the manner in which the members of the family would designate their relationship, and the penalty for falsifying such information, is sufficient to prevent abuse of this privilege. I feel that the provisions of this bill warrant your consideration, and I am hopeful that it may receive favorable committee response.

Mr. OLSEN. Thank you, Mr. Wyman, for your statement.

Our next statement will be that of Hon. Lawrence J. Hogan, a member of the full committee.

**STATEMENT OF HON. LAWRENCE J. HOGAN, A REPRESENTATIVE
IN CONGRESS FROM THE STATE OF MARYLAND**

Mr. HOGAN. Mr. Chairman, as one of the sponsors of H.R. 8434, I believe that this legislation is a wise investment in sustaining our overseas military efforts. H.R. 8434 would extend free mail service to all military personnel serving outside of the United States. Presently, this free service is provided to men who are serving in "combat zones."

When a serviceman is stationed overseas, usually for a period of time from 1 to 3 years, he is forced to leave behind a familiar environment and customs, as well as his family and friends. In many cases, the

experience is deteriorating to morale. Other links with home, such as the telephone, are prohibitively expensive and, consequently, not available to the average serviceman. The mail is the only link for keeping in touch with his family and friends and is a key factor in maintaining the morale of our Armed Forces personnel.

Furthermore, I feel that by calling upon these men and women to leave the United States in service to our country requires us to render this courtesy to them. It will also serve as an expression of our appreciation for their sacrifices.

The designation "combat zone" is a highly artificial one. Without taking anything from the valor being continuously demonstrated by our soldiers in Vietnam, the American serviceman serving in Korea, Berlin, and other critical areas throughout the world is surely serving the nation equally as well as a clerk behind the lines in Saigon.

The purpose of this legislation is just. I can see no legitimate objections to this legislation. I hope it will be enacted without delay.

Thank you, Mr. Chairman.

Mr. OLSEN. Thank you, Mr. Hogan, for your statement.

The next statement is that of Hon. Richard C. White, a member of the full committee.

STATEMENT OF HON. RICHARD C. WHITE, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF TEXAS

Mr. WHITE. I was pleased to be invited by the distinguished chairman of our committee to be a cosponsor of this important legislation. I know from personal experience and from the correspondence I receive from servicemen in all parts of the world how very important the U.S. mail is to these men. It is much more than a morale builder. It is the factor, perhaps more than any other, which serves to strengthen their bonds to the people back home.

We have wisely chosen to establish a defense force of citizens. We have taken pains to see that they maintain their voting rights. We have taken giant steps to assist them, through education and training, in their return to civilian life. We have equalized these benefits to men who served in every part of the world, regardless of whether or not the state of international affairs brought them into a combat zone. We have recognized that servicemen in all parts of the world have their job to do, an essential part of the overall national effort.

Good mail service reinforces all of these other benefits we have provided for our citizen servicemen. The proposed legislation would equalize these postal benefits for servicemen all over the world. Previously, servicemen in the combat zone have been offered free airlift transportation of their mail back home. The legislation we are considering today will extend this service to men in service overseas anywhere in the world. It also offers improvements in the parcel airlift service for servicemen.

These improvements were suggested by our chairman after a personal visit to overseas bases. The cost will not be great, when measured by the good that will be accomplished in closer ties between the serviceman and the communities back home of which he is a vital and essential part. I am proud to list my name as a sponsor of this legislation, and to urge its approval by this committee and by the Congress.

Thank you.

Mr. OLSEN. Thank you for your statement, Mr. White.
(The following statements were submitted for inclusion in the record:)

STATEMENT OF DONALD J. SMITH, CHAIRMAN, NATIONAL INTERNAL AFFAIRS
COMMISSION, THE AMERICAN LEGION

Mr. Chairman and members of the subcommittee, I am Donald J. Smith, chairman of the National Internal Affairs Commission of the American Legion. My home is in St. Johns, Mich., and by profession I am the superintendent of a public school system. I have been affiliated with the American Legion for many years and have served in various offices at all levels. I am presently the chairman of the National Internal Affairs Commission, which, under the organizational structure of the American Legion, has as one of its responsibilities the development and implementation of policies relating to postal matters.

The interest of the American Legion in the best possible mail service for members of the Armed Forces stems from two major sources—one humanitarian, the other pragmatic. As I am sure members of the subcommittee know, all members of the American Legion served on active military duty during a time of armed conflict. From their personal experiences, our members have a keen awareness of the value of the letter or parcel from home to the man or woman serving the Nation in distant places. In addition to this personal and humanitarian motivation arising from the kinship of yesterday's veteran with today's serviceman, the American Legion considers mail to service personnel to be a morale factor of paramount importance to the success of any military operations. The bills that Members of Congress have introduced on this subject during this current session and many past sessions, as well as the hearings that this subcommittee has scheduled, would indicate that the Congress and the American Legion are in agreement on the basic issue.

Our national conventions and our national executive committee have, from time to time, adopted resolutions seeking certain changes in postal services and postal rates for mail going to or from members of the armed services. Many of these specific recommendations have in the past been accepted by the Congress. On the basis of past actions of our governing bodies, the American Legion supports measures which will: (1) Reduce the cost of mail service for members of the Armed Forces, particularly those serving outside of the 48 contiguous States; (2) expedite the delivery of mail for such members of the Armed Forces; and (3) widen the options for the forwarding of parcels to members of the Armed Forces.

H.R. 8434 serves all of the above purposes, and we are pleased to have the opportunity of placing the American Legion on record as heartily endorsing this bill and urging its favorable report by the subcommittee and passage by the Congress.

On behalf of the American Legion, I wish to thank the subcommittee for the opportunity of presenting our views on this subject.

STATEMENT OF HOWARD BROOKS, DIRECTOR OF MAIL SERVICE, SEABOARD WORLD
AIRLINES, INC.

My name is Howard Brooks, director of mail service for Seaboard World Airlines and we appreciate this opportunity to present our views. The position of my company on H.R. 8434 is that this legislation should be passed but only if certain essential amendments are made. We heartily support the intent of the legislation to provide a much better mail service to our Armed Forces overseas. I am convinced, however, this will not happen unless our proposed amendments are included in the bill. It is our view that the impact of the provisions of H.R. 8434 on the military mail service to the U.S. Armed Forces in Europe will divert to air more SAM mail than can be handled in 1969 and as a result there will be a national complaint against the military mail service.

As I will explain, this bill as written will generate the equivalent of nearly 10 million pounds of space available military mail for transatlantic air transportation in the year following its passage. The U.S. transatlantic airlines cannot provide the required service for such mail during the critical period preceding Christmas in the months of October, November, and December.

The airlines are confronted with these facts when transporting SAM mail.

At the established rate of 11.4 cents per ton-mile for the air transportation of space available military mail (SAM) the airlines cannot provide any reserved space or anticipate the need for SAM mail service, but they must move such mail within 24 hours after acceptance from the post office, or return it.

The ton-mile rate does not provide a return to the airlines sufficient to carry SAM mail as more than "filler" type traffic. In view of the very low density of SAM mail, which is now averaging less than 7 pounds per cubic foot, the volume of SAM mail cannot be measured in weight in aircraft cargo planning but has to be considered in light of the space required to accommodate the sacks of SAM.

Therefore, even though a plane may have a capacity to carry an additional 10,000 pounds in weight it can carry only about one-half of that amount in SAM mail because SAM occupies so much space in relation to its weight.

In addition, because SAM mail is so low in density, it requires over twice as much handling as regular air mail since all mail is still being handled in sacks. While the average air mail pouch may weigh as much as 30 pounds, the average SAM sack weighs under 15 pounds. For example, there may be only 100 pouches in a shipment of 3,000 pounds of air mail, but there will be more than 200 sacks of SAM mail in a shipment of 3,000 pounds of SAM.

Under these circumstances the airlines have found that it is most uneconomic to transport SAM mail as other than a "filler" type of freight at the convenience of the airline.

Notice should be taken that in the air freight industry, provisions are made that when a shipment does not reach a density of nearly 9 pounds per cubic foot, the shipment is charged for on the cubic measurements equivalent to such a weight. No such provision is made in the transportation of SAM mail, or any other mail carried by air.

In using the statistics available, considering only the eastbound transatlantic military mail in 1968, I determined that compared to 1967, there was a diversion from military air mail of over 2,500,000 pounds to SAM/PAL and a diversion from military surface mail of over 5,700,000 pounds to SAM/PAL.

This is a total of over 8 million pounds of new SAM mail that was tendered for air transportation in 1968 as a result of the new PAL military service.

Because of the low density of this traffic, this 8 million pounds is equivalent to about 12 million pounds of aircraft weight-space capability.

If H.R. 8434 is passed with the provision for an increase in the size limitations from 60 to 72 inches length and girth combined, there will be a continued diversion of military air parcel post to SAM and from surface to SAM creating an additional volume of SAM of at least 5 million pounds. Because the density of this new PAL mail will be even less than last year, it follows that this 5 million pounds will be equivalent to nearly 10 million pounds of aircraft weight-space capability.

This will nearly double the space available mail carried in 1968 on the transatlantic services. It follows that the PAL mail service will virtually collapse because of the inability to provide the required transatlantic air service under the rules of SAM mail transportation. The airlines will not nor can they afford to have any more unused space available in 1969 as they did in 1968.

In 1968 the U.S. transatlantic airlines were hard pressed to provide the necessary eastbound air transportation for SAM mail and it is reported that over 225,000 pounds of SAM mail was moved by military aircraft on the westbound services during the 1968 Christmas season.

The following points should be considered when the provisions of H.R. 8434 are considered:

1. The PAL mail service, moving as SAM on the transatlantic services, at best is a very poor service and has absolutely no priority in air transportation services.
2. At Christmas time, and preceding other universal holidays, the SAM service deteriorates even more and under the provisions of enlarging the size of PAL mail the service will quite possibly fail or be subject to extended delays.
3. The PAL mail service introduced in January 1968 is having a disastrous effect on the average mail revenue return for the transatlantic carriers because PAL service diverts air parcel post (which produces a reasonable return at 32 cents per ton/mile) to SAM mail, which returns only 11.4 cents per ton/mile. If the PAL service continues the same diversion from air parcel post in 1969 the transatlantic carriers will carry over 5 million pounds more mail in 1969 than they did in 1968 and they will earn less than they did in 1968 in eastbound transatlantic military mail revenue.

Therefore, before H.R. 8434 is passed as written, serious consideration should be given to the following suggestions:

1. Provide a higher mail transportation rate for the airlines to give some assurances that the PAL mail will be transported in time to provide delivery to addressee within a reasonable time.
2. Recognize the low density type of traffic that has been created by PAL and arrange to reimburse the airlines on a space rather than weight-rate formula.
3. Eliminate the weight and size requirements of PAL mail, and establish the regular domestic parcel post provision at 70 pounds and 100 inches length and girth combined, which will generate a more typical type traffic of a much higher density.

In conclusion, I want to add that my company was a major supporter of the original SAM mail bill. We think it has proved its worth to the troops overseas. We want to see it expanded. Under any circumstances we will continue to do our best to transport all military mail tendered. We do suggest to the committee, however, that the amendments proposed above to H.R. 8434 are essential to insure sufficient capacity for SAM on air routes worldwide.

ADDITIONAL STATEMENT OF HOWARD BROOKS, DIRECTOR OF MAIL SERVICE FOR
SEABOARD WORLD AIRLINES, INC.

Because the committee received my statement for the record, it was not possible for me to supplement the written text as I had intended. I would appreciate, therefore, the opportunity of briefly setting forth the following supplement to my statement to be placed on the record.

Seaboard World is in complete agreement with the purpose and aims of the proposed legislation and intends to continue to participate in the carriage of military mail to the fullest extent. It is the intent of my statement solely to bring to the attention of the committee a difficulty we foresee which will reduce the ability of *all* of the carriers to continue to handle as large a volume of SAM mail if the size/weight ratio of this mail is altered as now proposed, and there is no commensurate adjustment in the rate set by the Civil Aeronautics Board. Alternatively, the domestic parcel post size and weight provisions should be adopted and appropriate rate adjustments should be made, therefore.

H.R. 8434, as presently drafted, contains a provision which will *double* the cube of PAL without any change in the weight limit. This means that fewer packages will be able to be carried in the same space and that the airlines will receive less for this carriage.

While we feel sure that the CAB, exercising its responsibilities in establishing rates for this class of mail carriage, will take into account the change of cube-weight relationships presented by the changes in size of package eligible to be carried, we, nevertheless, believe the committee would appreciate having on the record the possible effect of change of size of package on future carriage of the mail.

Seaboard World hopes this legislation will pass promptly and looks forward to continuing to try to provide the speediest service of mail to our military forces overseas.

Mr. OLSEN. There being no further statements, the subcommittee will proceed into executive session, and everyone is excused except subcommittee members and staff.

(Thereupon, at 11:10 a.m., the subcommittee was adjourned.)

