

# THE PARCEL POST

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## REPORT

OF THE

### JOINT COMMITTEE TO INVESTIGATE THE GENERAL PARCEL POST

SIXTY-THIRD CONGRESS  
THIRD SESSION

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DECEMBER 1, 1914



PRESENTED BY MR. BRISTOW

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**JOINT COMMITTEE TO INVESTIGATE GENERAL PARCEL POST.**

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## THE PARCEL POST.

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*To the Senate and House of Representatives:*

The Joint Committee to Investigate General Parcel Post herewith respectfully submits the following report on the general parcel-post and related subjects.

This joint committee of Congress was created by the following provision in section 8 of the postal appropriation act of August 24, 1912:

That for the purpose of a further inquiry into the subject of the general parcel post and all related subjects a joint committee of six persons (Members of Congress), three of whom shall be appointed by the President of the Senate and three by the Speaker of the House of Representatives, is constituted, with full power to appoint clerks, stenographers, and experts to assist them in this work. That the Postmaster General and the Interstate Commerce Commission shall furnish such data and otherwise render such assistance to the said committee as may be desired or available. For the purpose of defraying the expenses of this committee the sum of \$25,000 is hereby appropriated out of the moneys in the Treasury not otherwise appropriated. The committee shall report fully to Congress at the earliest date possible.

On March 9, 1914, the work of the committee was extended until the 1st of December, 1914.

In the discharge of the duties imposed by the foregoing provision of law the joint committee has collected and analyzed a vast amount of information bearing on the various phases of the whole parcel-post problem. Its only purpose has been to arrive at such a presentation of facts as will be of the greatest value to the Congress in its consideration of further parcel-post legislation.

### DOMESTIC PARCEL POST.

For the purpose of obtaining first-hand information as to the actual present volume of parcel-post business and the nature of such business with respect to points of origin, length of haul, weights, etc., and also for the purpose of securing expressions of opinion as to modifications of the service from those in best position to observe its defects, the committee addressed a series of inquiries to every postmaster in the United States, including those in Alaska, Hawaii, and Porto Rico.

Each postmaster was asked to keep an accurate record of all pieces of fourth-class matter received at his office, and dispatched from his office, and to report to the committee weekly for six consecutive weeks, classifying all fourth-class mail by zones and by weights, and indicating the postal revenue received from such matter. The period covered by this inquiry began with the week ending April 25, 1914, and closed with the week ending May 30, 1914. Each postmaster was

asked also to give his opinion as to what change in methods of handling fourth-class mail, or additional legislation, was desirable for the improvement of the service, and to give various other information bearing on the parcel-post problem. Copies of these inquiries are submitted herewith, marked "Exhibit A."

Considering the large amount of work involved in furnishing these weekly reports, the number of responses was surprisingly large. Reports were received from 37,745 offices. The total number of offices in operation at the beginning of the period covered by the count was 56,974; this number varied somewhat from week to week by reason of the establishment of some new offices and the discontinuance of other offices. The proportion of parcel-post business reported is in fact higher than it appears on the face of these figures, for the reason that the total of 37,745 offices which reported includes nearly all of the important offices of the country. This is especially true of the outgoing parcel-post business, for the reason that very little fourth-class mail is dispatched from the small offices, in which class most of the offices which failed to report are included. In this connection, your committee specially commends the work of the postmasters of New York City and Chicago who furnished the committee such admirable reports in regard to the business of those offices. It is believed by the committee that their reports both of outgoing and incoming mail are accurate. Of the offices failing to report, only 8 are in cities having a population of 100,000 or more. The largest and most important office that refused to give the committee the information requested was that at Washington, D. C., where the postmaster, instead of giving the desired information, wrote to the committee, declining to do so.

#### VOLUME OF PARCEL-POST BUSINESS.

The total number of pieces of fourth-class matter reported as received by the 37,745 offices during the six weeks was 32,498,539. The total number reported as dispatched from these offices was 77,539,521. The 37,745 offices which sent reports included practically all of those which are large sources of parcel-post mail. The reports on incoming mail are less accurate than those of outgoing mail, because of the greater difficulty of obtaining a correct record of incoming mail, particularly where mails arrive immediately before the time of departure of carriers. It is the committee's opinion, however, that the postmasters' reports of outgoing mail are quite accurate. There was an admirable disposition on the part of postmasters generally to cooperate with the committee in its investigation, even where the conditions made it difficult to furnish the desired information.

#### PARCEL-POST REVENUE.

Postal revenue on fourth-class matter for the entire period covered by their reports was shown by only 15,721 of the offices reporting. These offices reported 26,151,677 parcels received and 74,552,837 parcels dispatched, on which 74,552,837 parcels there was collected \$3,651,131.98 in postage, or an average of 4.897 cents per parcel. A tabulation of these postmasters' reports by States is attached to this report as Exhibit F.

It is impossible to determine the cost of the parcel-post service or the revenue that is derived from it. Any estimate is merely a guess. The law originally made provision for a special stamp by which the receipts could with some accuracy be obtained, but the refusal of the department to use the special stamp as the law provided that it should and the further merging of third and fourth class postage has thrown the whole accounting system into complete confusion. Hundreds of thousands of books and pamphlets that formerly went through the mails as third-class matter at 8 cents a pound are now shipped by freight from commercial centers like Chicago and New York City to distributing points throughout the country and are then distributed under the low zone rates provided in the orders of the Postmaster General, so that the revenue derived from these sources has been very greatly reduced.

#### SOURCES OF PARCEL POST.

The reports demonstrate to a striking degree the fact that the great bulk of the parcel-post business originates with shippers in a few large cities, and that the extent to which the system is being utilized by farmers, residents of small towns, and the average citizen not engaged in a mail-order business is very slight. It is a significant fact that of the 37,745 post offices reporting, only 697 reported outgoing parcel-post business in excess of their incoming business. In other words, of the offices reporting, 98.15 per cent received more parcel-post matter than they sent out, and only 1.85 per cent dispatched a greater number of parcels than they received from other offices. Even more illuminating is the fact that 46,514,699 of the 77,539,521 parcels dispatched were sent out from two offices—New York City with 26,696,489 (not including Brooklyn, which dispatched more than 3,000,000) and Chicago with 19,818,210. These two offices sent out, then, 60 per cent of all the fourth-class matter dispatched from the 37,745 reporting offices during the six weeks' period under consideration.

Making a fair allowance for business emanating from the non-reporting offices, nearly all of which are small, and mail sent from New York and Chicago by freight to be mailed at other offices, the investigation clearly shows that approximately one-half of the fourth-class mail matter now being carried in the United States mails originates in the post offices of Chicago and New York City.

While New York City dispatched 26,696,489 pieces of parcel post, it received but 1,895,453 by parcel post, or 7 per cent as much as was sent out; and the percentage of incoming as compared with outgoing parcel mail at Chicago is little better.

The tremendous amount of merchandise sent out by the mail-order houses of these cities is, of course, the explanation of this condition. The amount, moreover, of the parcel-post business which originates in these two offices is greatly in excess of that shown by the reports of the postmasters, because large houses in these cities ship by freight their catalogues and great quantities of their merchandise to many distributing centers such as Jacksonville, Fla., Little Rock, Ark., Evansville, Ind., Cedar Rapids, Iowa, Salina, Kans., Augusta, Me., Hattiesburg, Miss., Jefferson, Mo., and Billings, Mont., and the catalogues and merchandise are then distributed

through the mail by these smaller offices and are reported to the committee and to the department as mail originating in these offices because there is where they first enter the mail, although the shipment really originates in New York City or Chicago. The detailed statement of parcel-post business by post offices, appended to this report (Exhibit C), which shows the distribution of parcel-post business, leaves no room for doubt that the mail-order houses patronize the parcel-post service to a far greater extent than all other industries or business concerns. It appears, indeed, that the volume of parcel-post business from this source exceeds that received from all other sources combined, including not only all business concerns that use the mails but all individual citizens as well.

In order to obtain information as to the character of the outgoing packages from the offices which dispatched the great bulk of them, the chairman of the joint committee addressed to each of the 697 postmasters who reported outgoing parcel-post mail exceeding in amount the incoming parcel post at their respective offices, a letter, inquiring as to the local conditions to which such excess should be attributed, and as to the principal sources of such outgoing parcel-post matter. A detailed analysis of the information contained in the replies to this inquiry—505 in number—is appended to this report (Exhibit C). It discloses quite a variety of sources of parcel-post matter, but it is to be noted that farm products are an extremely small factor, while mail-order merchants lead all other sources of parcel-post mail.

The following summary of the replies from these 505 offices is interesting.

*Post offices reporting more outgoing than incoming parcel-post mail.*

Offices reporting excess of outgoing packages over those received due wholly or in part to—	Number of offices.	Number of parcels received.	Number of parcels outgoing.	Excess.
Farm products.....	48	17,867	25,092	7,225
Nurseries.....	50	118,010	353,811	235,801
Books and catalogues.....	55	2,788,847	29,328,202	26,539,355
Seed houses.....	33	367,162	757,465	390,303
Drug companies.....	23	338,666	950,085	611,419
Manufacturers sending samples.....	79	816,597	2,876,924	2,060,327
Manufactories.....	168	2,589,708	7,300,922	4,711,214
Merchants and mail-order houses.....	126	7,541,892	55,786,182	48,244,290
Miscellaneous.....	60	377,379	947,350	569,971
Total with duplicates.....	642	14,956,128	98,326,033	83,369,905
Total duplicates.....	137	4,526,087	33,815,812	29,289,725
Total.....	505	10,430,041	64,510,221	54,080,180

NOTE.—It will be observed from the table that from the total of 642 are deducted "duplicates 137"; that is, there were 137 offices of the 505 that reported the excess to be due to more than one cause. To illustrate, a number of postmasters replied "seed houses and nurseries"; others "drug companies and manufactories," etc.; and where more than one cause was assigned the business from the offices was added twice and afterwards deducted. This was done in order to show the total number of offices, for instance, that mentioned farm products as responsible for the excess; but there were not 48 offices which reported farm products as exclusively responsible for the excess.

The table shows that the total number of offices where the postmaster gave farm products as in whole or in part responsible for

the excess of outgoing mail was 48, and it will be observed that in the 48 offices where farm products are mentioned as in whole or in part responsible for the excess parcel-post business the total number of parcels mailed was but 25,092, and the total excess was but 7,225, while there were 126 offices that mentioned mail-order merchandise as responsible for the excess, and the total outgoing business from these 126 offices aggregated 55,786,182 packages, an excess of 48,244,290. In addition to this must be considered the excess for books and catalogues, the greater part of which, according to the reports, was the catalogues of the mail-order concerns. Combining the two shows an excess mail-order business aggregating 74,783,645 parcels, while the excess farm products business was 7,225.

A further examination of this table shows that of the total excess of 83,369,905 parcels of outgoing business from the 505 offices, 74,783,645 parcels originated in the offices where the mail-order business prevailed, showing that over seven-eighths of the excess business was due to merchant mail-order business, or that the mail-order houses, so far as this excess business is concerned, are doing over seven times as much of the business as all other industries combined.

The failure of the parcel post thus far to justify the predictions made for it as a means of direct transportation from the farm to the consumer of farm products is, in fact, clearly indicated by the reports from New York City and Chicago showing the great disparity between incoming and outgoing fourth-class mail, and also by the amount of business done by the offices located in the farming communities throughout the Nation. Of the 37,745 reporting, but 419 of them were of the first class, while 37,326 were of the second, third, and fourth classes. The 419 first-class offices dispatched in round numbers 70,000,000 packages, while the entire 37,326 of the other grades dispatched only 7,000,000.

But this is further forcibly illustrated by a comparison of the outgoing parcel-post mail of the first, second, and third class post offices with that of the fourth-class offices. Of the 37,745 offices reporting, 6,992 were of the presidential grade, comprising the first, second, and third classes, and 30,753 were of the fourth class, the smaller offices. From the 6,992 presidential offices there were dispatched during the period of the count 75,697,892 packages of fourth-class mail, while from the 30,753 fourth-class offices there were dispatched but 1,841,629, showing that the outgoing parcel post from the small offices is insignificant as compared to that out of the large cities.

#### DISTRIBUTION BY ZONES AND WEIGHTS.

From the reports received from postmasters, the committee has also prepared tabulations showing the total outgoing parcel-post business reported for each State, classifying such business by zones of destination, with a statement of the revenue on parcels sent to each zone, and classifying it also within the following weight division: Under 5 pounds, 5 to 10 pounds, 10 to 20 pounds, and over 20 pounds. Because of the fact that some reporting offices did not report for the entire period of six weeks, and the further fact that a number of postmasters started their count at a date later than that indicated in the committee's request, it was deemed advisable for the purpose of



this tabulation to use only the reports for the period of two weeks ending May 16, 1914, so as to put all offices on precisely the same basis. The information thus arrived at with reference to each State and Territory, and to the United States as a whole, is contained in a series of tables appended hereto (Exhibit D). During the period of two weeks covered by these computations there was dispatched a total of 28,898,049 pieces of fourth-class matter from the reporting offices, upon which was paid postage totaling \$1,408,432.82. This shows the average postage per parcel to be 4.874 cents, which confirms the accuracy of the calculation based on the reports for the entire period of six weeks, which gave an average of 4.897 cents. The trifling disparity of slightly over two-tenths of a mill in the averages arrived at by these two methods of computation certainly is no greater than must be expected actually to occur in the postage paid during two periods of mailing.

There is no reasonable ground for supposing that the average postage paid on fourth-class matter during an entire year would differ materially from the average postage paid in April and May. It may therefore be stated as a fact, established by the statistics furnished the committee by postmasters, that the average postal revenue received for the handling of fourth-class matter is about 5 cents per parcel.

With this low average of postage per parcel, it follows, of course, that the great bulk of parcel-post business must be made up of parcels of small weight classification; and the tabulation by weights shows this to be the fact. Of the 28,898,049 packages reported, 27,364,970 weighed less than 5 pounds. Of the remaining parcels, 1,143,407 weighed from 5 to 10 pounds, 326,209 from 10 to 20 pounds, and 63,463 more than 20 pounds. The last-named item shows to what a slight extent post-office patrons had availed themselves of the extension of the weight limit to 50 pounds within the first and second zones. The total of 63,463 parcels of more than 20 pounds weight shows that the average number of parcels of this class dispatched, per post office, during the two weeks under consideration, was only 1.68. There are complaints as to the use of the parcel post in lieu of freight where the mail rate is less than the freight rate. This condition has been called to the attention of the committee by a number of postmasters. Deducting the 20-50 pound packages where this unusual condition exists from the total shown in the report, still further reduces the proportionate number of large packages that are handled under normal conditions.

In every weight classification save the first (under 5 pounds), the second zone, comprising approximately the territory over 50 miles and not over 150 miles air-line from the office of mailing, received the maximum number of parcels. Of the parcels weighing less than 5 pounds, however, the greatest number went to the fourth zone, which received 4,820,052. Within this weight classification the shipments were more evenly distributed among all zones than in any other classification, the eighth zone receiving 1,403,151 parcels weighing less than 5 pounds. The explanation of this condition is to be found in the fact that the business included in this weight classification undoubtedly was made up chiefly of parcels weighing 4 ounces or less, which take a uniform rate of 1 cent an ounce for all distances.

## SUGGESTED DEFECTS IN THE PARCEL-POST SYSTEM.

In its inquiries addressed to the postmasters the joint committee requested, in addition to detailed information regarding the parcel-post business actually transacted, an expression of opinion from each postmaster as to changes in methods of handling fourth-class mail, or additional legislation, considered by him desirable for the improvement of the service. The responses elicited by these inquiries are, in the opinion of the committee, exceedingly valuable. Selected suggestions are shown herewith as Exhibit E. The daily experience of the postmasters in the receipt, distribution, delivery, and dispatch of parcel-post matter of every kind, gives them an opportunity to observe whatever weaknesses and defects have developed in the system as it is now organized; and the committee believes that the suggestions secured from this source are highly illuminating in the consideration of any possible modifications of the existing service. The number who responded with definite suggestions as to the desirability of changes was sufficiently large to be representative of the views of intelligent postal officials throughout the United States. These we shall discuss under separate headings.

## HANDLING IN TRANSIT.

The observations received as to defects in the present operation of the parcel post were concerned with unsatisfactory methods of handling parcels in transit more than with any other aspect of the service. That such methods are crude and unequal to the needs of a general parcel post is well known. The extent to which they result in delay and damage to parcels and dissatisfaction on the part of patrons, was emphasized by hundreds of postmasters, who offered a variety of intelligent suggestions as to feasible methods of improvement.

It must be evident to everyone who has given consideration to parcel-post problems that the present policy of sacking parcels is the root of the trouble as to the damage to parcels in transit. The use of sacks as containers for mail in transit, which was a simple and satisfactory method when mail consisted chiefly of letters and papers, is wholly unequal to the needs of a mail service which admits the mailing of parcels of all weights up to 50 pounds. If the use of sacks for fourth-class mail could not be abandoned altogether—and it is the opinion of many well-informed postmasters that it could be—at least there is imperative need for the substitution of some other type of container for a large part of the parcel post mail. The present practice as to sacking is to dump packages together so indiscriminately that damage to a large per cent is inevitable.

The Postmaster General, in his annual report for the fiscal year ending June 30, 1914, says:

From actual count it has been found that the damage loss to ordinary parcels while in the mails is only one-tenth of 1 per cent of the entire number handled. Damage loss has been due to improper packing rather than to the method of handling.

The information obtained by this committee from postmasters does not confirm either of these statements. While there was considerable difference of opinion as to the percentage of parcels dam-



aged, most of the postmasters reporting placed it much higher than the figure stated by the Postmaster General. Varying estimates on the point were to be expected by reason of the differences in the degree of care exercised by railway postal clerks and other employees handling the mails, and by reason of the widely differing conditions of delivery at the various stations. But the experience of postmasters demonstrated that the percentage of damage is unnecessarily high, as the direct result of crude methods of handling employed by the department. Many postmasters related instances of senseless, indiscriminate sacking, such as the placing of heavy castings, plow points, etc., in the same sack with light and fragile parcels. These things are related not as isolated instances, but as the common practice in the handling of the mails, and it is stated that even when parcels are conspicuously marked "fragile" they are often inclosed in the same sack with heavy hardware. Of the numerous suggestions we submit two typical statements from postmasters on this point:

Postmaster, Hugessville, Pa.: Would suggest the use of wire hampers or baskets in place of sacks for certain packages. A suit of clothing, a box of flowers, a carton of eggs, and a 20-pound stove grate should not be transported in the same sack, and this frequently happens.

Postmaster, Missionhill, S. Dak.: There should be separate pouches for perishable or fragile goods, for this reason: A pouch will have a "Fragile" red tag on it, and inside there will be a fragile or perishable article, and thrown in the same pouch with it there will be machinery repairs or castings that will crush through any package by handling pouch as carefully as could be expected.

The practice of sacking heavy and perishable articles together, however, is only one of the evils of the system of sacking in use by the Post Office Department. Any system which depends on sacks as containers of parcels in transit is certain to be productive of high percentage of damage, for the reason that the sacks, when filled and piled one on another, afford no protection to their contents from the weight thus added. Damage to the contents of sacks at the bottom of the pile is the result. And so long as parcels are handled in transit in sacks the crushing of parcels in this way will continue. The limited amount of space available in railway mail cars makes the piling up of mail containers unavoidable. The remedy, then, must be found in the substitution for sacks of some form of containers sufficiently rigid to sustain the weight of the mail that must be stacked in this way. At the same time the consideration of economy of car space makes it important that these containers be of such design as to occupy a minimum of space when not in use.

#### HAMPERS OR CRATES SUGGESTED.

A variety of suggestions has been advanced for the solution of this problem. Some postmasters are of the opinion that a metal framework could be fitted to the sacks now in use, which would convert them into rigid canvas cases, collapsible when empty. Another suggestion is for a wire hamper. The argument advanced for this form of container is that its contents would be visible to all employees handling it—a feature which many thought would be distinctly advantageous. Other suggestions are for the use of wicker hampers and wooden or leather trunks or cases. Such containers, if equipped

with locks, not only would greatly reduce the chances of breakage, but would reduce to a minimum the opportunities for depredations in transit. If a noncollapsible container should be adopted, the suggestion is made that various sizes be put in use in the same car, so as to permit of "nesting" empty containers for the sake of economy in car space.

It is not a part of the duty of this committee, nor does the committee propose to undertake to say just what form of container should be adopted to afford relief from the damage resulting from the sacking of parcels. But the committee is clearly of the opinion that it is important, for the improvement of the service in this respect, that containers of sufficient rigidity and strength to afford protection to their contents should be substituted for sacks, at least for the transportation of all fragile and perishable mail; and it is important that this step be taken as soon as practicable. There would appear to be merit also in the suggestion made by numerous postmasters that all parcels the form or weight of which renders them dangerous to other fourth-class mail should be handled as "outside mail"; that is, handled separately, outside of all sacks or containers.

#### SEPARATION OF PARCELS FROM OTHER MAIL.

Another suggestion which occurred very frequently in the reports received from postmasters is that fourth-class matter, wherever possible, should be separated entirely from all other mail. The sacking together of fourth-class mail and bundles of second-class matter is a common practice, and one which results in damage to both classes of mail. Postmasters have informed the committee that parcels are frequently crushed by heavy bundles of newspapers and periodicals inclosed in the same sack. On the other hand, the wrappers of newspapers and magazines are constantly being torn off by contact with the corners of parcels. The advantages to be secured by separating the two classes of mail wherever such separation is practicable are obvious. A representative expression of opinion on this point is the following from the postmaster at Brookfield, Mo.:

Parcels of a large, bulky nature can not be contained in sacks with other mail without damage to same. Sacks must be discontinued as far as fragile and bulky, heavy packages are concerned. The custom of throwing sacks around and piling so high as to crush even good substantial boxes and parcels by their own weight will not be discontinued very soon. "Outside mail," so called, is the only solution for the present. Hand-to-hand handling will stop it. It will also enable the department to determine when and where parcels are damaged. Such a thing is impossible at present. The sack conceals the fact.

#### DELIVERY FROM MOVING TRAINS.

Another criticism of the existing system which merits serious consideration comes from postmasters in the smaller towns at which fast trains do not stop for the receipt and delivery of mail. The practice already in vogue, of transferring mail to and from such through trains by use of "catcher pouches," and by throwing off sacks of mail from the moving trains, has been continued in the handling of parcel-post matter. It is not surprising to learn, from

postmasters in the towns where this practice obtains, that a great amount of damage to parcel mail has resulted. The following observations on the subject are typical:

Postmaster, Hunt, N. Y.: Think sacks or pouches containing fourth-class mail should be handled only on trains scheduled to stop at stations to deliver mail, as packages received in sacks or pouches thrown from through express trains can not help being more or less damaged.

Postmaster, Bellwood, Pa.: I would suggest that all parcel-post matter be dispatched to local trains—that is, trains which stop at all stations—and under no circumstances should matter of this kind be forwarded on through trains to be deposited at stations from trains that are in motion, running 40 or 50 miles per hour. Much damaged matter is received from through trains, and it is very embarrassing to clerks and patrons to be confronted with damaged parcels.

It appears to this committee self-evident that fourth-class mail matter, even when well packed and heavily wrapped, can not with safety be thrown to the ground from a rapidly moving train. And the risk of damage to parcel-post matter involved in the practice is in practically all cases an unnecessary risk, a risk that can not be justified by the slight saving of time in delivery thus effected. There is scant satisfaction for a patron in having a parcel delivered promptly if its contents are ruined in the process of delivery. To this committee it appears that this particular source of damage to parcels is one which could be eliminated easily and promptly, by adopting generally the policy which is now pursued in some isolated cases, that of transferring local parcel mail from through trains at the nearest transfer point for forwarding to destination on the first local train. The express companies have not found it necessary to adopt the policy of throwing merchandise off moving trains for the sake of expediting delivery. And so long as the practice obtains in the Postal Service the public can not be expected to accept the department's theory that damage to fourth-class matter is to be attributed to improper preparation of parcels for mailing.

#### INSECURE PACKING OF PARCELS.

It is proper to add, however, that improper packing of parcels, which the Postmaster General alleges to be the prime cause of damage in transit, does occur to a considerable extent. Attention is called to this fact by a large number of postmasters. Parcels are offered for mailing inclosed in cardboard boxes of insufficient strength to withstand the weight of other mail; some are loosely tied, and some are tied with very light-weight string or thread. Complaint is made also that parcels sometimes are addressed with lead pencil, with the result that the address becomes illegible before the mail reaches its destination. For the improvement of these conditions, postmasters suggest more thorough dissemination of information, through circulars and the press, relative to proper methods of preparing fourth-class matter for mailing. There has been suggested also the plan of placing on sale in the post offices containers of approved design, which are not now easily obtained in some sections of the country, such as containers for the mailing of liquids, cases for shipping eggs, etc. The adoption of uniform address tags, or labels, also is urged by a number of postmasters as a means of avoiding trouble arising from improper addressing of parcels. At

present there is occasional difficulty, it is stated, in distinguishing the address proper from the return address of the sender. In the opinion of some postmasters it would be advantageous to stamp these prescribed address tags or labels and keep them on sale at their postage value or slightly more than their postage value, as stamped envelopes are now handled. Responsibility for the proper packing of parcels, of course, rests primarily with the postmaster at the office of mailing, whose duty it is to see that parcels are not received in an unsafe condition.

On the other hand, while steps to secure greater care in the preparation of parcels for mailing unquestionably are desirable, this also is true: that much of the wrapping and packing which is now inadequate would not be so except for the unnecessarily heavy pressure and unnecessarily rough handling to which parcel-post matter is subjected under the methods now employed in the operation of the postal service. The requirements in respect to packing of parcels in order to insure their safe delivery are more severe now than they ought to be; more severe than would be necessary if the Post Office Department gave to parcel matter in transit the careful handling and protection from damage which patrons of the service have a right to expect. The necessity for heavy wrapping and secure packing of parcels, moreover, tends to discourage the use of the service by the average citizen, who has only occasional use for it, much more than it does in the case of the big city mercantile concerns. Such concerns have their regular packing departments, fully equipped and in charge of employees who make a business of the preparation of packages for shipment. The farmer, or the average man with whom the shipment of merchandise is not a regular business, is without such facilities; and it is natural that he should be slow to avail himself of a transportation agency to which only the most securely packed parcels may be intrusted with safety. The fact must be recognized that the United States Government, through its postal service, is in competition with the express companies for the business of transporting merchandise; and so long as the necessity remains for materially greater security of wrapping and packing in the case of postal shipments than in the case of express shipments, there will continue to be a great advantage with the express companies in inviting patronage. In any event, the postal service should not be less careful to protect the parcels intrusted to it for transportation than is the express service.

#### CARELESS HANDLING OF PARCELS BY POSTAL EMPLOYEES.

In the foregoing paragraphs reference has been made to defects in the form of equipment used and methods of operation employed, which contribute largely to the unnecessarily high percentage of damage sustained by fourth-class matter in transit. But another factor clearly indicated by this committee's investigation is the laxity of the Post Office Department in requiring the exercise of proper care by postal employees in handling the mails. This weakness of the Parcel Post System as now operated certainly is one which it lies within the power of the department to remedy speedily and effectively; but there is abundant evidence that the weakness

exists to a marked degree. Sacks of mail are thrown into and out of vehicles used by mail messengers; they are thrown and kicked from mail cars to station platforms; they are trampled upon by postal employees and other persons; they are exposed to rain and snow without protection. Not all railway mail clerks and mail messengers are guilty of these practices; but the practices are common in the service, and were made the subject of comment by hundreds of postmasters. A few typical observations on this point follow:

Postmaster, Corder, Mo.: All mail matter should be carefully handed to and from trains—never thrown, as at present; then carefully handled between stations and post offices. Mails are carelessly thrown about, when they should be as carefully handled as express matter.

Postmaster, Winona Lake, Ind.: Train clerks should be compelled to hand sacks to mail messengers instead of dropping them to the ground.

Postmaster, Berlin, N. J.: There should be a law regulating the receiving and discharging of mail sacks and pouches to and from trains carrying mail at station platforms. The United States mail is the only class of merchandise that I have ever seen kicked off and thrown on trains, regardless of location or condition.

Postmaster, Chardon, Ohio: We receive the majority of our mail over the electric line from Cleveland, Ohio, and the electric line will only carry so many bags and pouches on each mail car. These are handled in the passenger compartment and people are allowed to walk over them and also to sit on them, and of course this must at times damage the mail.

Postmaster, Bedford City, Va.: That strictest injunctions should be ordered to railway postal clerks in delivery of mail from their cars. The present practice in many instances is to kick the sacks from the door of the cars to the ground, thereby injuring many fragile articles.

Postmaster, Edgewater, Wis.: In small towns where there is depot with no shelter roof, railroad company to provide shelter for mail. Many times pouches awaiting trains that are late are thrown on platform in driving rainstorms, so that mail is bound to be damaged.

Numerous other statements similar to these make it clear that an unfortunately large number of employees in the postal service charged with the handling of the mails are without a proper sense of responsibility for the safety of postal matter, and make little or no effort to protect such matter from the damage that is certain to result from rough and careless handling. The personal responsibility for damage to parcels which acts as a check on careless methods among express employees is lacking in the Postal Service. The methods employed in the handling of parcels sent through the mails make it impracticable, in most cases, to fix the responsibility for the damage done; and to this fact may be ascribed the prevalence of the practices referred to above. These things are facts which are understood by the public generally, and which are tending to cast serious discredit on the parcel-post system. Heretofore the mails have consisted largely of letters and newspapers, which could be dropped from a moving train or handled in a bag roughly without serious damage. Vigorous measures to enforce care among postal employees in the handling of mail, and especially fourth-class mail—for it is to this class of mail that most of the damage is done—are urgently needed, from the standpoint of the interests of the service.

#### TERMINAL RAILWAY POST OFFICES.

A feature of the Postal Service which has been greatly developed since the inauguration of the parcel-post system, and which mate-



rially affects the efficiency of parcel-post operations, is the terminal railway post-office system. With respect to the plan that is being followed the Postmaster General, in his annual report for 1914, says:

Under the general policy being developed mails which can be handled in the terminals without material delay are worked therein, as far as practicable, instead of on the railway post-office cars. This reduces car space and the number of railway postal clerks needed. Mails are being concentrated at points nearest to the offices of address in order that the intricate distribution of mails and consequent rehandling may be avoided. Labor-saving devices have been provided in the large terminals to reduce the cost of handling. Furniture and equipment, best suited to the necessities, are being installed. The experience in the operation of the terminals has fully demonstrated their value to the Postal Service both in the expeditious handling of the mails and in the economy to the department.

In regard to this concentration of mail in terminal railway post offices, there to be distributed for reshipment to the offices of destination, which the Postmaster General declares to be of value "in the expeditious handling of the mails," the opinions of postmasters, based on their experience, are interesting and valuable for the purpose of this report, as the plan is being very generally applied to the handling of fourth-class matter. In general, the view is expressed by practically all postmasters who referred to this feature of the Postal Service that the terminal plan is resulting in serious delay in the delivery of fourth-class matter. Representative statements from postmasters are inserted here:

Postmaster, Landonville, Ohio: Sort and work all parcel-post matter on trains, as of yore, and quit the terminals, where delay occurs. Our merchants refuse to have parcels come by parcel post from Cleveland because of terminal delay; express is quicker.

Postmaster, Portsmouth, Ohio: There is big delay in transit parcel post at terminal R. P. O. Give railroad R. P. O. service additional help, which will cut down delay in transit.

Postmaster, Fort Worth, Tex.: The providing of sufficient car space in R. P. O. trains to handle this class of matter with the same dispatch as is accorded second and third class matter; e. g., at the present all large or bulky packages are assembled in terminal R. P. O.'s over the country, thereby delaying them from two days to a week, and in some instances they look like they were almost worn out by handling when they finally reach destination; whereas if we had a car space and hampers provided we could handle with the same dispatch as that given other matter and parcels would not be worn by being dispatched over the country to terminal R. P. O.'s, trying to secure sufficient mail to make direct sacks.

While the information at the disposal of the committee is not sufficiently complete to warrant a definite recommendation as to the abandonment of the terminal plan, it is sufficient to make it clear that whatever economy is now being effected by the use of this method is effected at the expense of the efficiency of the service in the expeditious delivery of parcel mail. Therefore, if it be an economy, its continuance can only be justified if further experience shall demonstrate that the plan can be so perfected as to avoid the delays which its use is now entailing. The nature of the plan makes it seem unlikely that it can be so perfected, as it appears to be the intent of the department to have parcel mail held at the terminals until enough has accumulated to make direct sacks to points of destination, and thus avoid further work of distribution on the railway mail cars.

One fact is not to be questioned: The public is vitally interested in securing, and has a right to expect, transportation service that offers

expeditious delivery as well as reasonable security from damage to parcels in transit. It is the claim of the express companies that they are giving a service that is superior to the parcel post in both these respects. And in so far as the use of the terminal railway post-office plan is contributing to delay in the delivery of fourth-class mail matter, it is working to the detriment of the Postal Service.

#### RECORD OF PARCELS.

One other point in which express companies allege superiority of service over the Post Office Department is in their facilities for tracing parcels which fail to arrive at destination. With the exception of insured and C. O. D. parcels, no record whatever is kept by postmasters of the receipt or delivery of fourth-class mail, and the tracing of ordinary parcel mail is a practical impossibility in nearly all cases.

The labor and expense of a system of waybilling for all parcels, such as the express companies use, would be great, and it may reasonably be questioned whether the additional service such a system would enable the department to render would be of enough value to justify the added expense. First, the department pays very much higher wages to its employees than do the express companies, and an express employee who receives \$50 to \$60 per month works, or is on duty, from 10 to 14 hours a day, while the department pays its carriers approximately \$100 a month for 8 hours' service. The same increased expenses of operation run through the entire postal service. But a still more important factor is that the postal service handles many millions of small parcels for which it receives merely a nominal fee, the rate for all parcel-post packages of 4 ounces or less in weight being but 1 cent an ounce. Indeed, the statistics show that the average revenue for a parcel-post package is only about 5 cents, as heretofore stated, while the minimum express rate, as furnished the committee by the Interstate Commerce Commission, is 15 cents per package. Under these conditions it will not be possible for the Post Office Department to give as complete and reliable a service for all parcels as is possible for express companies. Numerous postmasters, however, advocate the inauguration of some such system of record for all parcels, and views of a few are inserted here as worthy of consideration.

Postmaster, Oakville, Cal.: The various express companies issue a receipt for each parcel or package and guarantee delivery under penalty of forfeiture of the amount as indicated on the receipt. In my opinion the postal department will have to negotiate a system under similar plans before it will be satisfactory to the general public.

Postmaster, Dewey, Ariz.: I would suggest a record being kept by each office, similar to the "Registered in transit" book, of at least the insured mail, and better, for all parcel post.

Postmaster, Braymer, Mo.: Parcels, in my opinion, should all be billed and record kept of each piece handled.

Postmaster, Mountain Park, N. Mex.: Use a book similar to Form 1549 B to receipt for packages and a book similar to Form 1547½ for delivery book.

Postmaster, Lyndhurst, Wis.: I served in Germany as postmaster. Suggest to adopt the same rule governing the parcel post there would be a good thing here. Dispatching postmaster has to mark the weight, the zone, and amount of postage under sender's name, a yellow card accompanying the parcel similar to the card used for insured parcels, and the condition in which delivered to postmaster and delivered to addressee. A coupon torn off and handed to addressee



shows by whom delivered and sender's name; addressee has to receipt on card, which is returned to post office. All parcels are treated as money orders. Entered in a book similar to Form L, with spaces for date, number, sender's name, addressee's name, name of destination office, weight (pounds and ounces), and postage on same. At delivering office similar record. These accompanying cards are numbered in rotation, one number on card and one on parcel for quick detection. Insured or registered parcels are treated nearly as registered letters. Value mentioned on parcel as well as on card, and postage according to value given. There is also a column provided to state condition of parcel when mailed and when delivered.

#### C. O. D. SERVICE.

Post Office Order No. 6888, issued February 27, 1913, inaugurated a collect-on-delivery service in connection with the parcel post, which became effective on July 1, 1913. This feature is limited to shipments between offices, both of which are money-order offices, the amount collected from the addressee being returned to the sender by postal money order. The postage on such shipments must be fully prepaid, but the sender is permitted to have the postage collected from the addressee, if desired, and returned to him in addition to the declared value of the shipment. The Post Office Department reports that the total number of C. O. D. shipments handled during the first year of C. O. D. service was nearly 3,000,000.

The most important suggestions offered by postmasters for the improvement of the C. O. D. service are (1) that a more complete record be kept of C. O. D. shipments in transit; (2) that examination of the contents of C. O. D. parcels by the addressee, before acceptance of the same, be permitted when requested by the sender; (3) that C. O. D. parcels be accepted for mailing without the prepayment of postage. To the latter suggestion your committee can not agree.

Records of C. O. D. parcels are now kept at the mailing office for a period of one year from the date of shipment, and at the delivery office for a period of three years, but from the time a C. O. D. parcel leaves the office of mailing until it arrives at destination it is treated as ordinary mail. The desirability of the entire separation of such mail from ordinary mail, with a complete record of each C. O. D. parcel in transit, such record to include the receipt of each employee handling the parcel, was suggested by a number of postmasters.

Suggestions to the effect that examination of parcels at sender's request should be permitted were numerous. The parcel-post regulations now forbid this, in the following paragraph of section 66:

The addressee will not be permitted to examine the contents of a C. O. D. parcel until it has been receipted for and all charges paid. A parcel may be refused when it is tendered for delivery, but after delivery has been effected it can not be returned on account of dissatisfaction with the contents or the amount collected.

Inasmuch as the postage and C. O. D. fees must be prepaid in full by the sender, the argument is advanced that the Government has already been fully compensated for all service rendered, when the parcel reaches the office of destination, and that, therefore, no risk would be involved in extending the privilege of examination of parcels, when expressly requested by the sender. Such an extension would occasion no loss and little inconvenience to the department, and in many instances it would be highly advantageous to both sender and addressee.

The suggestion that all charges be made collectible from the addressee of a C. O. D. parcel, without prepayment of postage by the sender, is one which involves an element of risk to the Government, in the performance of a transportation service without absolute assurance of compensation. This risk is one which commercial transportation companies are glad to assume, because of the value of this sort of service in attracting patronage. It is reasonable to assume that such a service would be similarly productive of additional patronage if adopted by the Post Office Department; but the millions of packages where the charge for handling is only a few cents, make it extremely doubtful whether the department would be justified in entering upon the policy.

#### INSURANCE.

Liability is not assumed by the Government for loss or damage to parcel-post mail, except upon payment of an insurance fee of 5 cents on parcels valued at \$25 or less and 10 cents on parcels valued at more than \$25, with \$50 as the maximum liability. The Postmaster General reports the number of parcels insured in the fiscal year ending June 30, 1914, as approximately 13,000,000. Accepting as approximately correct the department's estimate of 800,000,000 parcels handled by mail annually, it will be seen that the percentage of insured parcels is 1.63 per cent of the total volume of parcel post. In the case of 98.37 per cent of the present parcel-post business, therefore, the public is without indemnity against loss and without means for tracing parcels which fail to reach the addressees. Why the insurance feature of the parcel-post system should be utilized to so slight an extent is an interesting question. The fact that many patrons prefer to intrust their valuable parcels to express shipment and are using the parcel post only for the transportation of articles of slight value undoubtedly accounts to some degree for this condition.

Reports received from postmasters, however, indicate that a further reason for this lack of general patronage of the insurance system is to be found in the fact that experience with the department's operation of the insurance plan has not tended to create confidence in it. The general criticism is that the system in use in the adjudication of claims for loss or damage is so complicated and involves such delay in settlement that much dissatisfaction has resulted among patrons. Postmasters are of the opinion that a simpler method should be pursued in the adjustment of claims. One common suggestion is that postmasters should be given authority, within proper restrictions, to adjust claims for small amounts. A large number of expressions of opinion similar to the following were received:

Postmaster, Louisiana, Mo.: The nonpayment for loss or damage to insured parcels seems to call for the most complaint and criticism. Dry goods, laces, etc., damaged by the breakage of a bottle of liquid or the breakage of a package of different powder solutions, thereby ruining almost every other package in the mail sack. When the damage is proven and the article ruined beyond repair a prompt settlement should be made, in order to retain the present popularity of the system.

Postmaster, Cincinnati, Ohio: There is too much delay in adjusting claims for loss and damage. Prompt payment for loss, with an indemnifying bond

under similar conditions as recent money-order regulations, would probably meet this needed improvement.

Postmaster, Wapakoneta, Ohio: Postmaster should be authorized to adjust losses of insured pieces of less value than \$5. I have claims of 75 cents to \$1 that have been pending six months without settlement, to the annoyance of the sender and the department.

Postmaster, Cisco, Tex.: A simpler method, I think, should be devised in regard to claims for indemnity for lost or damaged parcels. We have a few claims of a couple of months' standing that the parties complain of such delay in settling when the evidence is so clear of the articles being so badly broken as to be utterly worthless. Why could not the postmaster, when he has satisfactory evidence shown and certified to by him, pay these claims when proper bills as to the cost of same is sworn to?

While your committee doubts the advisability of intrusting the postmasters with the settlement of small claims, it is believed that there should be departmental officials in every section of the country authorized to adjust these claims in order that they may be promptly paid.

The criticism was also made by many postmasters, as in the case of C. O. D. mail, that the present system of record of insured mail is insufficient. Such mail is of record only in the offices of mailing and delivery, and is handled in transit as ordinary mail. The expressions of opinion obtained from postmasters point to the need for a record of insured mail in transit, with a receipt from every employee into whose hands it passes. It is evident that the adoption of this suggestion would tend materially to diminish the percentage of loss, damage, and depredation, and would afford the means for fixing the responsibility for loss or damage or depredation occurring in the transportation of parcel mail.

#### FORWARDING OF PARCELS.

Another suggestion of less importance, but which is worthy of consideration, has to do with the forwarding of parcels when they are received at an office other than the then correct address of the addressee. The parcel-post regulations now admit of the forwarding of fourth-class matter only when the necessary additional postage is prepaid, in accordance with the following section:

SEC. 46. Parcels may be remailed or forwarded on the payment of additional postage at the rate which would be chargeable if they were originally mailed at the forwarding office, in which case the necessary stamps shall be affixed by the forwarding postmaster. Payment must be made every time the parcel is forwarded.

This regulation makes it necessary for the postmaster to notify the addressee, who must return the necessary amount in postage. In the case of an addressee who is moving frequently from town to town, much confusion and delay is likely to result. If a policy could be devised for forwarding such mail and collecting the forwarding charges upon delivery, as postage due, it would be a very material accommodation to the traveling public. The following statements are representative of the view taken by a number of postmasters on this point:

Postmaster, Dixon, Ill.: Occasionally when a traveling man who has left a forwarding address sends postage to have a parcel forwarded he desires the parcel sent to another post office, which is located in another zone, to which the postage may be more than the forwarding postmaster has asked. Instead

of again writing for the necessary additional amount I believe a provision for collecting that amount in postage due would be consistent.

Postmaster Seligman, Mo.: Fourth-class mail ought to be forwarded without prepayment of postage, letting charges follow similar to express collection made on delivery. The traveling public find it very inconvenient under present system.

#### RURAL DELIVERY AND STAR ROUTE SERVICE.

The duties of star route and rural route carriers have been very materially affected by the operation of the parcel-post law. So far as this committee has been able to determine, material difficulty has not been experienced by reason of this added business on rural routes, except in occasional instances. With respect to star routes, however, the situation is different. In very many instances the addition of parcel-post matter has proved exceedingly burdensome to star-route contractors. The fact that star routes serve post offices away from the railroads means that such routes afford a means for shipment of parcel post to small towns to which no other express facilities are available. As a consequence the enactment of the parcel-post law stimulated parcel shipments over star routes to an extent that entailed heavy loss to many contractors. The Post Office Department is understood to be readjusting the compensation of contractors to whom the parcel-post service has thus worked a serious hardship.

For the purpose of the investigation with which this committee is charged, it is not necessary to go into the various phases of star route and rural delivery service, except as they may affect the efficiency of the administration of the parcel post. Various suggestions have been received from postmasters in regard to the rural-delivery system, which bear directly on the parcel-post question. A requirement for rural-mail boxes of sufficiently large size to hold parcels up to the existing girth limits was suggested by many postmasters. Other suggestions were for vehicles of enlarged size and uniform design, and for a requirement that rural carriers shall receipt for all insured parcels given to them for delivery.

With respect to the star-route service, several needed modifications appear to be clearly indicated in the following statements from postmasters:

Postmaster, Dos Cabezas, Ariz.: Contractors or mail carriers should not be allowed to carry freight, which is done on this route at 35 and 50 cents per 100 pounds, therefore cheaper than parcel post and direct competition.

Postmaster, Celina, Ind.: There should be more concentration of offices and routes near railway stations. We deliver mail by a star route to an office 1½ miles back in the country, and from there they start a rural route. This is double handling, expensive, and superfluous.

Postmaster, Josie, Nebr.: Would suggest that the distributing office supplying more than one office on any star route make direct sacks (through sacks) of second, third, and fourth class mail for each office on route. At present time this mail matter is forced into one or two sacks, then sent to first office on route where postmaster picks out mail addressed to his office, then forwards the bulk to next office on route which does likewise, and finally reaches last office on route with the balance of mail, which, in most cases, is in a dilapidated condition due to the crude handling the mail receives at the two previous offices on route. This has a tendency to delay star-route carriers and further increase damage to weak packages.

Postmaster, Platform, Ohio: Each office should have a small sack to be left at office; then we would not have to handle all the mail that goes to all the other offices, making a quicker separation and distribution of mail. The way it is this office has to handle all the mail for both routes 31,310 and 31,308, making eight offices besides my own to handle mail.



Suggestions such as the following, as to the reduction of the expense involved in the rural-delivery system and the improvement of the service were submitted to the committee.

Postmaster, Ravanna, Kans.: I would suggest that the rural routes be taken out of civil service and put under star service. It would save the Government millions of dollars annually, and the Government and the people would get just as good or better service for about one-half the money.

Postmaster, North Easton, Mass.: For offices that do not have city delivery I think rural carriers should be put on an 8-hour basis, and on their return from serving their route, make a village delivery of parcel-post matter or perform such other duties as the postmaster required.

Postmaster, Berlin, N. J.: Create mail districts and put a supervisor over each district to see that the service is properly looked after. Have the system explained to the people, advise them as to what they can ship and how to pack it and get it ready to send away; advise them how to advertise and get in touch with the people who would buy what they have for sale. Don't leave the vital part of the system to be managed by men whose only ambition is to draw a big salary for just as little work as possible. The rural carrier gets paid by mileage, not by the amount of business done on the route; he isn't going to take his time to explain a system and educate people to do something that will increase his work and keep him out on the road when he might be at home looking after his farm.

In the opinion of the committee it would be advisable to devise a system by which the interest of the carrier in an enlarged and more efficient service would be identical with that of the patrons by adjusting his compensation to some extent upon the amount of business which he handles. Amount of business transacted is a large element in determining the compensation in many lines of private employment. It is the basis used in fixing the salaries of postmasters and their assistants.

#### MAILABLE MATTER.

The need for additional restrictions on the admission to the mails of certain classes of articles which are mailable under existing regulations is pointed out by postmasters. The following two quotations are in point:

Postmaster, Windsor, Mo.: Eliminate as unmailable soiled linen and clothes that have been worn unless thoroughly disinfected.

Postmaster, Corry, Pa.: Eliminate by law the acceptance in the mails of hides and pelts, dry or green, because of odor, liability of carrying disease, danger to food products, and damage in general to other classes of mail matter. This office is burdened with the receipt of from 50 to 100 pieces of such objectionable matter a day during the winter season, mostly from small offices.

#### DEPARTMENTAL CHANGES IN RATES AND WEIGHT LIMITS.

Since the inauguration of the general parcel post under the provisions of the act of August 24, 1912, very radical changes in its scope and character have been effected through departmental orders changing rates and weight limits, and also admitting to the parcel post a vast amount of matter that formerly was not handled as fourth-class mail. In submitting the results of its study of the parcel post, the committee deems it necessary to comment briefly on the most important changes in the system that have been made by the department.

The first radical changes in the Parcel-Post System as instituted by Congress were made by the Postmaster General's order, No. 7349,

issued July 25, 1913, and effective August 15, 1913. The order brought about these changes: An increase of the weight limit within the first and second zones from 11 pounds to 20 pounds; the reduction of the rate on parcels mailed for local delivery to 5 cents for the first pound and 1 cent for each additional two pounds or fraction thereof, instead of 5 cents for the first pound and 1 cent for each additional pound; the reduction of the first-zone rate from 5 cents for the first pound and 3 cents for each additional pound to 5 cents for the first pound and 1 cent for each additional pound; and the reduction of the second-zone rate from 6 cents for the first pound and 4 cents for each additional pound to 5 cents for the first pound and 1 cent for each additional pound—the same rate as that established for the first zone. Thus the practical effect of the Postmaster General's order was to combine the first and second zones of the original parcel-post system, though technically they continue to be designated as distinct zones.

Only a few months had elapsed after the issuance of this order when the Postmaster General still further increased weights and reduced rates by the issuance of this order (Order No. 7706, issued December 6, 1913, effective January 1, 1914):

On and after January 1, 1914, the limit of weight of parcels of fourth-class mail for delivery within the first and second zones shall be increased from 20 to 50 pounds, and in the third, fourth, fifth, sixth, seventh, and eighth zones from 11 to 20 pounds.

The rate of postage on parcels exceeding 4 ounces in weight in the third, fourth, fifth, and sixth zones shall be as follows:

Third zone: Six cents for the first pound and 2 cents for each additional pound or fraction thereof.

Fourth zone: Seven cents for the first pound and 4 cents for each additional pound or fraction thereof.

Fifth zone: Eight cents for the first pound and 6 cents for each additional pound or fraction thereof.

Sixth zone: Nine cents for the first pound and 8 cents for each additional pound or fraction thereof.

All regulations or parts of regulations in conflict herewith are hereby rescinded.

The rates originally fixed for the seventh and eighth zones have not been altered. These rates are: For the seventh zone, 11 cents for the first pound and 10 cents for each additional pound; for the eighth zone, 12 cents for each pound or fraction thereof.

By these orders, then, the parcel post has been changed from a facility for the transportation of parcels weighing not more than 11 pounds to a system admitting parcels up to a maximum of 50 pounds; the equitable adjustment of rates originally given to local shippers within the territory included in a 50-mile radius has been withdrawn, through the establishment of a common rate for the first and second zones.

In the parcel-post rates as established by the Postmaster General there are a number of important inconsistencies which, in the opinion of the committee, should be corrected by legislation.

#### THROUGH RATES GREATER THAN SUM OF LOCAL RATES.

First is a condition which has come about through the practical abolishment of the first zone, which has been the effect of the order of the Postmaster General extending the rates for that zone to cover

also the second zone. It is a well-known rule of transportation that the through rate should not be more than the sum of the locals. This principle has been embodied in the statute law of the United States and of many of the separate States. No system of transportation can be defended where the direct through rate is more than the sum of the locals; but under the system that has been established by the department, in many instances, the through rate is more than the sum of the locals.

To illustrate, a 20-pound package can be sent from St. Louis to Kansas City—Kansas City being within the third zone from St. Louis—for 44 cents. A package going from Kansas City to Emporia, Kans., 100 miles away, comes within the first zone under Mr. Burleson's rule. The rate from Kansas City to Emporia is, therefore, 24 cents; 44 plus 24 is 68. That is, if that 20-pound parcel is sent to Kansas City, and remailed there to Emporia, the sum of the two rates is 68 cents. If it were sent directly over the same route from St. Louis to Emporia through Kansas City, without stopping at Kansas City, the rate would be 83 cents, Emporia being in the fourth zone from St. Louis.

That is repeated all over the United States. If these packages are sent to Emporia the sender can stop them at Kansas City and have them transferred from the railway-mail car to the post office and delivered by the Kansas City post office to the addressee anywhere within the delivery limits of that office; who can then readdress them to Emporia—the Kansas City post office sends again to the addressee's place of business, gets the packages, takes them down to the depot, reloads them on the train, and they go on; and, for every such 20-pound package so mailed, by this process of stopping at intermediate points, the shipper will save 15 cents in postage, and the only work that the addressee has to do is simply to readdress the parcel.

Rates which make possible such a practice—and it is a practice which is becoming very general—can not be defended. They violate one of the cardinal principles of transportation. The committee is strongly of the opinion that the parcel-post rates should be so adjusted that this practice will no longer be possible.

#### INCREASES IN WEIGHT LIMIT.

The committee's study of the effects of these orders convinces it that the exercise thus far made of the power lodged in the Postmaster General to change rates and weight limits has been, in several respects, unfortunate for the service.

That the orders increasing the limit of weight to 50 pounds within a radius of 150 miles from the office of mailing, and to 20 pounds for all distances, were issued without sufficient consideration of the needs of the service, and of the facilities available for handling such additional business efficiently, there can be no doubt. The following statement from the postmaster at White River, Ariz., is typical of the experience of hundreds of star-route carriers as a result of such increases:

We are on a star route 85 miles from the railroad. When the roads were almost impassable with deep mud and freight teams could not get through,



the United States Indian agent at this place wanted to get his flour sent in by mail in 50-pound sacks, and did actually import about a ton of alfalfa seed by mail.

A view very generally held by postmasters who have watched the operation of the parcel post under the increased limits of weight is expressed in the following, from the postmaster at Nettleton, Mo.:

The weight ought not to be more than 20 pounds, and 10 pounds would be still better. We do not want to make freight teamsters of our rural carriers any more than we want to make freight trains of our mail trains. Freight and express ought not to be crowded into the mail service.

Furthermore, in connection with the orders that have been issued, advancing the limit of weight from 11 pounds to 50 pounds for the first and second zones, and 20 pounds for all zones beyond the second, no change has been made in the regulation originally made fixing the maximum size of mailable parcels at 72 inches in combined length and girth. This is an inconsistency which works to the disadvantage of the rural shipper. The 50-pound parcels now being handled by parcel post consist for the most part of merchandise, hardware, castings, etc., which can be brought within the 72-inch limit. But careful calculations based on the weight of the commoner products of the farm make it apparent that the 50-pound limit is of little, if any, use to the farmer, so far as the shipment of his products is concerned, by reason of the fact that as a rule 50 pounds of the things he has to sell can not be put within the prescribed limit of 72 inches in length and girth combined. This may be illustrated as follows: A package each dimension of which is  $1\frac{1}{2}$  feet contains 1.728 cubic feet and measures 72 inches in length and girth combined; so that if the material to be mailed weighs less than 29 pounds to the cubic foot a 50-pound package of it is too large to come within the size limit of mailability. A cubic foot equals about  $\frac{1}{4}$  of a bushel; and, therefore, if the farm produce, or other merchandise, which it is desired to mail weighs less than 36 pounds to the bushel, a 50-pound package of it is unmailable because of its size. The postmaster at Brookline, N. H., says with respect to this point:

If the size of packages could be enlarged so as to take in cases of eggs and berries it would be a help to the farmers in this part of the country.

#### CONSOLIDATION OF FIRST AND SECOND ZONES.

No other change made by departmental order has been so inequitable as the one which practically merges the first and second zones. Its effect is to benefit especially the mail-order houses by giving them an undue advantage over the local dealers in transportation expense. Under the zone scheme now in effect, a mail-order house can establish a branch agency in the territory which the concern seeks to reach, and within a radial distance of 150 miles from the location of such agency, the mail-order house gets exactly the same rate as the Government charges the local merchant, who ships only a few miles, notwithstanding the marked difference in the cost of the transportation service rendered. For example, suppose that a 50-pound parcel is shipped to a citizen of Bavaria, Kans., by one of the mail-order houses now doing business in Kansas City, Mo. Bavaria is a village 193 miles from

Kansas City by rail, but within the radial distance of 150 miles; therefore the parcel is carried at the rate applying to the first and second zones, which for a 50-pound parcel is 54 cents. A parcel of the same weight shipped by a merchant of Salina, Kans., to Bavaria, a distance of 7 miles, likewise takes the same postage rate—54 cents. According to the Postmaster General's estimate of cost, the service performed for the shipper in Kansas City costs  $51\frac{1}{2}$  cents; the service performed for the shipper in Salina costs  $6\frac{1}{2}$  cents. Yet the same amount in postage is collected from both. This is not fair to the Government, which is entitled to be compensated in proportion to the degree and cost of service rendered; it is not fair to the business men engaged in serving local communities, since the cost of transporting merchandise into the territory at their doors is made equal, by governmental act, with the cost to a competitor 150 miles away.

The Government aids the mail-order house by giving him a greater service without charging him a correspondingly greater fee. The example stated could be duplicated in every part of the United States. The condition referred to is not a matter of theory, but of fact. Advantage is being taken by the mail-order houses of the opportunities which the parcel-post system offer, through the establishment of agencies, as above indicated. Merchandise is being shipped by freight in large quantities to these distributing points and mailed out to patrons by parcel post. By this means this class of shippers obtains postal delivery to the patron's door, whether in town or on a rural route, at a minimum payment of postage to the Government. And from the information received from postmasters it appears that the mail-order house makes a further profit on the transaction by charging the patron the full rate of postage from the point of origin, instead of the rate actually paid from the distributing agency. For example, the postmaster at Bartlett, Ohio, writes:

Mail-order houses should not be permitted to ship packages by freight to central Ohio to be remailed. On a 10-pound package from Chicago they save 29 cents and their customer is robbed of the difference, as they collect full postage and keep the difference. A boy recently ordered some goods from Chicago, Ill.; sent 15 cents to pay postage. The postage was only 6 cents, as package was mailed from Columbus, Ohio.

Information from other postmasters confirms this statement as to the way in which the parcel post is being utilized for profit by the mail-order houses.

As referred to heretofore, the parcel-post law contained a provision requiring the use of a distinctive type of stamp for parcel-post matter. The great purpose was to ascertain the revenues derived from the parcel post for the future guidance of Congress in adjusting the rates. The order of the department abolishing the use of the distinctive stamp makes it impossible to obtain any reliable information as to the amount received by the department for handling parcel-post matter.

The abolition of the use of this distinctive stamp has the effect of enabling mail-order houses to indulge in the practice complained of in the letter from the postmaster at Bartlett, Ohio. It has another effect, in that it affords a market to the mail-order houses for ordinary stamps, because, since the order was issued, these mail-order

houses can use the ordinary stamps in payment of the postage upon parcels. It has been the practice, and is yet, for these mail-order houses to accept stamps in payment for articles ordered by their customers. To refuse to do so might lose them business. But for this order the mail-order houses would have to refuse to accept the ordinary stamp, or be compelled to dispose of a large accumulation of them in handling their ordinary mail as other business concerns do, or by sale at a discount.

So long as it is carried on without misrepresentation the business of selling merchandise by mail is a legitimate one, and no one will question the right of mail-order concerns to establish agencies for the distribution of their goods if they find such a system desirable. But they should be made to pay a rate of postage fairly compensatory to the Government for the postal transportation of their parcels, and the merchant who ships a distance of a few miles only should be charged materially less. The service which is performed for him costs the Government less, and he is entitled to the natural advantage of this lower cost.

#### RATES ON MISCELLANEOUS PRINTED MATTER.

An order of the Postmaster General issued without authority of law, in the opinion of your committee, under date of January 31, 1914, changes the third-class rates as fixed by law and admits to the parcel post miscellaneous printed matter in packages weighing more than 4 pounds if within the limit of weight and size for matter of the fourth class, but retains within the third class, with the third-class rate of 2 ounces for 1 cent, all such printed matter in packages weighing not over 4 pounds. As a result of this order a condition arises which may be illustrated as follows: On a package of miscellaneous printed matter weighing 4 pounds the postage rate from Washington, D. C., to Norfolk, Va., is 32 cents. If there be added to the package an extra sheet of wrapping paper, or, indeed an old newspaper, so that the weight of the package is increased by 1 ounce to 65 ounces, the package becomes parcel-post matter, and the rate is 9 cents. Sixty-four ounces for 32 cents; 65 ounces for 9 cents.

The very mention of such rates makes them appear ridiculous; and, as a matter of fact, this is a very serious absurdity, for such rates apply to and from any post office in the United States, though in varied degree. The rate on a 64-ounce package of such printed matter from New York City to Richmond, Va., is 32 cents; that on a 65-ounce package is 14 cents. On the other hand, the 64-ounce rate, Washington, D. C., to San Francisco, Cal., is 32 cents and the 65-ounce rate 60 cents. If the addition of 1 ounce to the package in the one case makes it possible for the Government to carry the package for so much less postage, why should the addition of 1 ounce in the other case make it necessary for the Government to collect so much additional postage? Certainly the rate on miscellaneous printed matter should be corrected by law. Advantage is being taken by publishers and other shippers of the reduced rate for the heavier weight, and the mail is being burdened with tons of useless and unnecessary mail matter purely for the purpose of increasing the weight of the package and thus obtaining the lower rate.

## THE BOOK RATE.

Prior to the taking effect on March 16, 1914, of the Postmaster General's order of December 18, 1913, relative to the postage rates on books, the rate to and from any post office in the United States was 1 cent for each 2 ounces or fraction thereof. By this order on parcels of books weighing more than 8 ounces the parcel-post pound rates are made to apply. Thus, an 8-ounce package of books is carried from New York City to San Francisco for 4 cents, while a 9-ounce package costs 12 cents. A 6-ounce package is carried for 3 cents. The difficulty in this case, and also in that of the rates on miscellaneous printed matter, arises from the establishment in each case of a particular weight at which the transfer is made from third class to fourth class, or parcel post matter. The absurdity of the rates is accentuated in the case of miscellaneous printed matter over that of books by reason of the fact that this point of weight at which the transfer is made from third-class rates to parcel-post rates is fixed in the former case at 64 ounces and in the latter at 8 ounces.

The inconsistency of these rates for miscellaneous printed matter and for books, even as compared to each other, is shown by the following table:

Shipping point.	Destination.	Weight in ounces.	Postage if books.	Postage if miscellaneous printed matter.
New York.....	San Francisco.....	16	\$0. 12	\$0. 08
Do.....	do.....	18	. 24	. 09
Do.....	do.....	30	. 24	. 15
Do.....	do.....	64	. 48	. 32
Do.....	do.....	65	. 60	. 60
Do.....	do.....	80	. 80	. 80

Why should the Government charge more to transport books than it does to transport miscellaneous printed matter, if the weight of the parcel be between 8 ounces and 4 pounds, and charge the same for the two if the weight be above 4 pounds or not over 8 ounces?

On the other hand, compare the rates for similar weights from Washington, D. C., to Norfolk, Va. These are as follows:

Shipping point.	Destination.	Weight in ounces.	Postage if books.	Postage if miscellaneous printed matter.
Washington, D. C.....	Norfolk, Va.....	16	\$0. 05	\$0. 08
Do.....	do.....	18	. 06	. 09
Do.....	do.....	30	. 06	. 15
Do.....	do.....	64	. 08	. 32
Do.....	do.....	65	. 09	. 09
Do.....	do.....	80	. 09	. 09

In this case the Government charges more to transport miscellaneous printed matter than it does to transport books if the weight

of the parcel be 4 pounds or less, and the same if it be more than 4 pounds. Why, in shipping a short distance, should the Government charge more for miscellaneous printed matter than it does for books, and in shipping long distances more for books than it does for miscellaneous printed matter? Also, why should the Government charge 32 cents for transporting a 4-pound parcel of the printed matter and only 9 cents for transporting a 5-pound package the same distance? Congress has at times been accused of loose and immature legislation; but there is nothing in the foregoing to indicate that when the legislative functions are assumed by departmental officials any better results will be obtained.

Another tremendous advantage to the mail-order concerns was conferred by the Postmaster General's orders which admit to the mails at parcel-post rates books weighing more than 8 ounces and miscellaneous printed matter weighing more than 4 pounds. The saving which is thus effected for the mail-order houses in postage on their catalogues and advertising literature is enormous. How serious a loss in postal revenues is thus suffered by the Government is to some extent indicated by the fact that Mr. William C. Thorne, general manager of Montgomery Ward & Co., Chicago, Ill., testified before a Senate committee in 1912 that the expenditures of that one catalogue house for third-class postage averaged from one and one-half to two million dollars annually. (Hearings before Subcommittee on Parcel Post of the Senate Committee on Post Offices and Post Roads, under S. Res. 56, Vol. IV, p. 885.)

From the best information which the committee has been able to obtain, it is convinced that the practice of sending by freight for distribution in the short zones by mail, and the greatly reduced rates which these mail-order concerns have obtained by the changing of the classification of their catalogues from third class to fourth class, have resulted in a loss to the Government of many millions per annum. The committee has conclusive evidence that one firm alone has saved postage aggregating approximately \$1,000,000 per annum by this change.

A representative expression of opinion from one of many postmasters who referred to the admission of books to the fourth class is given here:

Postmaster, Arlington, Iowa: In my opinion catalogues should not have been admitted to the fourth class. A large catalogue such as Sears & Roebuck issue, weighing 3 pounds, formerly cost 24 cents. Such a catalogue now costs 10 cents from Chicago to this office. From points in the fourth or fifth zones, these catalogues are shipped by freight to some point within the State and distributed from that point by mail. Thus the department has been a heavy loser by the change.

#### OUNCE AND POUND RATES.

The parcel-post law, as enacted, retained on packages of fourth-class mail not exceeding 4 ounces in weight the old fourth-class rate of 1 cent an ounce or fraction thereof. This has been the cause of considerable complaint from senders of small packages, because of the marked increase in postage required as soon as the weight of the parcel increases above 4 ounces, especially for the longer distances.



Under the present system of rates, the rates for 4 and 5 ounce parcels to the different zones are as follows:

Weight.	First and second zones.	Third zone.	Fourth zone.	Fifth zone.	Sixth zone.	Seventh zone.	Eighth zone.
Four ounces.....	\$0.04	\$0.04	\$0.04	\$0.04	\$0.04	\$0.04	\$0.04
Five ounces.....	.05	.06	.07	.08	.09	.11	.12

Thus the rate on 4 ounces from Washington, D. C., to Salt Lake City, Utah, is 4 cents, while the rate on a 5-ounce package is 12 cents. The present and old rates for this distance by ounces are as follows:

Weight in ounces.	Present rate.	Old rate.
	<i>Cents.</i>	<i>Cents.</i>
1	1	1
2	2	2
3	3	3
4	4	4
5	12	5
6	12	6
7	12	7
8	12	8
9	12	9
10	12	10
11	12	11
12	12	12
13	12	13
14	12	14
15	12	15
16	12	16

This naturally appears unfair to the sender of the small parcels just above 4 ounces in weight. One shipper wrote the committee that his business, which he had spent years of time and large sums of money in working up, consisted wholly of selling by mail a commodity, the weight of a shipment of which was 5 ounces, and that the increased expense for postage under the system of rates established more than wiped out his entire profit from his business.

It appears to the committee that a real injustice exists in the present rates. If the Government can carry a 4-ounce parcel from Washington to Salt Lake City for 4 cents and a 16-ounce parcel for 12 cents, it would seem that it could carry the intermediate weights for less than the present rates. The following is suggested as a means of adjusting this matter:

That the rate of 1 cent an ounce be charged for fourth-class matter up to the point where such charge would equal the pound rate for that package to the zone of its destination, and that thereafter the pound rate be charged.

The amount of postage to be charged on a package then would be no more difficult of determination than at present, as the postmaster has now to determine the zone of destination and the pound rate thereto the same as he would under the proposed system. Having determined those, the matter of the rate becomes very simple. Using

the present system of pound rates as a basis, the proposed rates for ounce packages would be as follows:

*Proposed rates for ounce parcels, using present pound rates as a basis.<sup>1</sup>*

Weight in ounces.	First zone.	Second zone.	Third zone.	Fourth zone.	Fifth zone.	Sixth zone.	Seventh zone.	Eighth zone.
1.....	\$0.01	\$0.01	\$0.01	\$0.01	\$0.01	\$0.01	\$0.01	\$0.01
2.....	.02	.02	.02	.02	.02	.02	.02	.02
3.....	.03	.03	.03	.03	.03	.03	.03	.03
4.....	.04	.04	.04	.04	.04	.04	.04	.04
5.....	.05	.05	.05	.05	.05	.05	.05	.05
6.....	.05	.05	.06	.06	.06	.06	.06	.06
7.....	.05	.05	.06	.07	.07	.07	.07	.07
8.....	.05	.05	.06	.07	.08	.08	.08	.08
9.....	.05	.05	.06	.07	.08	.09	.09	.09
10.....	.05	.05	.06	.07	.08	.09	.10	.10
11.....	.05	.05	.06	.07	.08	.09	.11	.11
12.....	.05	.05	.06	.07	.08	.09	.11	.12
13.....	.05	.05	.06	.07	.08	.09	.11	.12
14.....	.05	.05	.06	.07	.08	.09	.11	.12
15.....	.05	.05	.06	.07	.08	.09	.11	.12
16.....	.05	.05	.06	.07	.08	.09	.11	.12

At present they are as follows:

*Present rates for ounce parcels.<sup>1</sup>*

Weight in ounces.	First zone.	Second zone.	Third zone.	Fourth zone.	Fifth zone.	Sixth zone.	Seventh zone.	Eighth zone.
1.....	\$0.01	\$0.01	\$0.01	\$0.01	\$0.01	\$0.01	\$0.01	\$0.01
2.....	.02	.02	.02	.02	.02	.02	.02	.02
3.....	.03	.03	.03	.03	.03	.03	.03	.03
4.....	.04	.04	.04	.04	.04	.04	.04	.04
5.....	.05	.05	.06	.07	.08	.09	.11	.12
6.....	.05	.05	.06	.07	.08	.09	.11	.12
7.....	.05	.05	.06	.07	.08	.09	.11	.12
8.....	.05	.05	.06	.07	.08	.09	.11	.12
9.....	.05	.05	.06	.07	.08	.09	.11	.12
10.....	.05	.05	.06	.07	.08	.09	.11	.12
11.....	.05	.05	.06	.07	.08	.09	.11	.12
12.....	.05	.05	.06	.07	.08	.09	.11	.12
13.....	.05	.05	.06	.07	.08	.09	.11	.12
14.....	.05	.05	.06	.07	.08	.09	.11	.12
15.....	.05	.05	.06	.07	.08	.09	.11	.12
16.....	.05	.05	.06	.07	.08	.09	.11	.12

<sup>1</sup> Rates changed by proposed system are italicized.

A package weighing 5 ounces was mailed from Washington to Denver under the observation of the committee. The postage required was 11 cents. Under the present system the sender could have divided the parcel into two and have sent the two for a total of 5 cents, thus necessitating the Postal Service collecting, handling, transporting, and delivering two separate packages instead of one, and at a charge 6 cents less than what it received for handling the one. Certainly no one will contend that a rate system which thus doubles the work of the transporting agency and at the same time reduces the compensation received for that work is a sensible or scientific system.

It seems to the committee that by adopting the very simple change in rates suggested for ounce packages the present inequality in these rates could be greatly minimized and much dissatisfaction with the Parcel Post System on the part of the senders of these small parcels could be obviated.



## RATES FOR FRACTIONAL POUNDS ABOVE 1 POUND.

If it be deemed desirable, the same principle may be carried out in the rates for fractions of a pound above 1 or more pounds. At present any fraction of a pound on parcels weighing more than 1 pound is charged for as though it were a full additional pound. For instance, the postage on a 16-ounce package to the eighth zone is 12 cents; for a 17-ounce package, it is 24 cents; and for a 32-ounce package it is still but 24 cents. By dividing the 17-ounce package into two—one of 16 ounces and one of 1 ounce—both could be sent the same distance for 13 cents, a saving of 11 cents to the sender and a duplication of work for the Postal Service. By charging the 1 cent an ounce rate for ounces above the weight in whole pounds of a parcel, until such charge for the extra ounces equals the pound rate to the zone of destination, and thereafter charging the pound rate for that distance, this difficulty could be obviated. The principle is the same as in the case of the ounce packages under 1 pound in weight, although the inequality becomes somewhat less objectionable as the size of the parcel increases.

## LOCAL DELIVERY.

The data gathered by the committee show that out of a total of 28,898,049 packages reported as being dispatched during the two weeks ending May 16, 1914, only 1,350,299, or  $4\frac{1}{2}$  per cent, were for local delivery; that is, shipments from points on rural routes running out of a city or town into that city or points on another rural route running out of that city, as well as all deliveries within the city of traffic originating in that city. This shows conclusively that the parcel post is not meeting the great opportunity that lies before it of acting as the distributor between the farmer and the city and between the city and the farmer. It has been the hope of many of the proponents of a parcel post that it would prove a great factor in reducing the cost of living by eliminating the middleman between the farmer and the consumer of his produce, making practicable direct dealing between the producer and the consumer of food supplies.

The Post Office Department has made a specialty of attempting to develop this feature of the parcel post, but with indifferent success. In spite of great advertising and personal urging on the part of postal officials, this business has not developed to any great extent.

The query naturally arises as to why this is since the Government maintains a great network of rural free delivery and collection routes and star routes reaching out into practically every farming community in the country. The answer is many-sided, because largely theoretical. Inefficient handling, unfriendliness of the rural carriers to the service, the impracticability of handling the farm articles in the mails, and the amount of rates charged, are all given as important reasons for the failure of the parcel post in this respect. But it is unquestioned that the farmer and truckman must become conversant with the proper methods of preparing and packing produce for such shipments, and means must be found for the raiser to find out where he may secure a market with the individual consumer for his produce, and when the produce is intrusted to the mails it must be promptly

and efficiently handled. With improvements in these respects, in time this business may develop.

#### FOREIGN PARCEL POST.

In a general way the committee has extended its investigation into the experience of foreign countries so far as it has seemed possible to do so. Immediately after its organization, through the chairman, it requested the cooperation of the State Department at Washington in obtaining through our diplomatic representatives in the various countries where a parcel post is in operation detailed information as to the operation of parcel post, express, and freight in those countries. The committee submitted with that request a series of questions which it was desired should be answered separately, where possible. The questions submitted are attached to this report as Exhibit B.

In response to this request the committee has received many volumes of reports and documents pertaining to foreign parcel post, but no answers have been submitted in detail to the inquiries. The material collected is on file and available for any further research that may be desired. Much of it is printed in foreign languages, and in that printed in the English language use is made of foreign weights, measures, and money terms. From an examination of the material collected the committee is of the opinion that the expense of having it translated and tabulated would not be justified, especially as a very elaborate compilation of data concerning the parcel-post systems of the leading nations of the world was published in 1912 by the Senate Committee on Post Offices and Post Roads and is available for use. Recent changes in the systems abroad do not seem to be of sufficient importance to justify a repetition of this expense and labor.

#### SUMMARY OF RECOMMENDATIONS.

In conclusion, your committee recommends that provision be made by law for:

The reestablishment of the first zone, so that the equitable adjustment of rates originally given local shippers may be restored.

A revision of the rates and weights of third and fourth class mail matter, so as to protect the revenues of the department.

The change of rates for parcels so that fractional parts of a pound may be charged for at the rate of 1 cent an ounce until such charge equals the pound rate to zone of destination.

The substitution of some other type of container than sacks for a large part of the parcel-post mail.

The separation of fourth-class mail from other mail when it seriously interferes with the safety or prompt dispatch and transportation of other mail.

The discontinuance of delivery of parcel-post matter from moving trains.

The providing of penalties for the improper handling of mail by postal employees.

A more complete system of record for insured and C. O. D. mail in transit, and permission to examine the contents of C. O. D. parcels

by the addressee before acceptance of the same, under proper restrictions.

The designation of departmental officials in every commercial center of the country who shall be authorized to adjust claims for damage to insured mail.

The devising of a system by which the interest of the rural and star-route carriers may be more nearly identical with that of the patrons by basing the compensation of the carriers to some extent upon the amount of business which they handle.

The readjustment of the rates to the different zones so that the sum of the local rates will not be less than the through rate, in order that the reshipment of parcels at an intermediate point between the post office of origin and that of final destination shall no longer be profitable.

JOSEPH L. BRISTOW,  
*Chairman.*

CHARLES E. TOWNSEND.

NATHAN P. BRYAN.

DECEMBER 1, 1914.

Mr. David E. Finley and Mr. David J. Lewis, members of the joint committee, withhold their signatures to the foregoing report, and state that they will file minority views.



# EXHIBITS.

## EXHIBIT A.

### INQUIRIES SUBMITTED TO ALL UNITED STATES POSTMASTERS.

[Congress of the United States, Joint Committee on the General Parcel Post, Washington, D. C. Senators: Joseph L. Bristow (chairman), Nathan P. Bryan, Charles E. Townsend. Representatives: David E. Finley (vice chairman), David J. Lewis, John J. Gardner. Fay N. Seaton, secretary.]

DEAR SIR: We are desirous of collecting for the use of this joint committee certain information relative to the operation and maintenance of the parcel post system, and in order to obtain same must request your cooperation in furnishing us the following information:

1. What has been the increase in number of packages of fourth-class mail matter per month since parcel post law was enacted?.....
2. What is the additional cost of the parcel post service to your office per month? .....
3. Has the parcel post in any way impeded the delivery of ordinary mail? If so, how, and to what extent?.....
4. What was the average daily weight of mail matter delivered by your office to each rural carrier for the year ending December 31, 1912?.....
5. What was it for the year ending December 31, 1913?.....
6. What was the average daily weight of mail matter delivered to your office by each rural carrier for the year ending December 31, 1912?.....
7. What was it for the year ending December 31, 1913?.....
8. Have rural carriers been obliged to provide additional equipment for handling parcel post packages?.....
9. Do you consider their salaries too low or too high? .....
10. Estimated cost of handling first, second, third, and fourth class mail per 1,000 pieces? .....
11. Estimated postal receipts for first, second, third, and fourth class mail per 1,000 pieces? .....
12. How do you determine the receipts of your office on account of parcel post? .....
13. In your opinion, what change in methods of handling fourth-class mail, or additional legislation, is desirable for the improvement of the service? .....
14. What per cent of packages are damaged in transit? .....
15. Are depredations on fourth-class matter increasing or decreasing? .....
16. To what extent are packages pillaged in transit?.....

We are inclosing herewith blanks which we will ask you to fill out for each week beginning with the week ending April 25, 1914, and continuing to and including May 30, 1914. Answers to questions in this letter should be forwarded with last weekly report.

Your careful and prompt attention to this matter will be greatly appreciated.

Yours, very truly,

JOSEPH L. BRISTOW,  
*Chairman Joint Committee on the General Parcel Post.*

State..... Week ending.....  
Name of post office..... class post office.

#### BLANK FOR POSTMASTER'S REPORT.

1. Number of pieces of fourth-class mail delivered by your office:  
On rural routes.....  
By city carriers.....  
By general delivery clerks direct.....  
Total.....



## 2. Number of incoming parcel post pieces per zone:

	First zone.	Second zone.	Third zone.	Fourth zone.	Fifth zone.	Sixth zone.	Seventh zone.	Eighth zone.	Total.
Under 1 pound.....									
Between 1 and 5 pounds.....									
Between 5 and 10 pounds.....									
Between 10 and 20 pounds.....									
Between 20 and 30 pounds.....									
Between 30 and 40 pounds.....									
Between 40 and 50 pounds.....									
Total.....									

3. Number of pieces collected on rural routes for local delivery .....
4. Number of pieces collected on rural routes to be forwarded to other offices .....
5. Number of packages mailed at your office:

For—	Local delivery.	First zone.	Second zone.	Third zone.	Fourth zone.	Fifth zone.	Sixth zone.	Seventh zone.	Eighth zone.	Total.
Under 1 pound.....										
Between 1 and 5 pounds.....										
Between 5 and 10 pounds.....										
Between 10 and 20 pounds.....										
Between 20 and 30 pounds.....										
Between 30 and 40 pounds.....										
Between 40 and 50 pounds.....										
Total.....										
6. Receipts for fourth-class mail per zone.										

7. What is the approximate cost to your office of delivering fourth-class mail per package? \$.....

8. How many complaints in regard to loss of fourth-class mail matter were received during the week covered by this report? .....

NOTE.—All reports should be sent weekly to Senator Joseph L. Bristow, chairman Joint Committee on the General Parcel Post, United States Senate, Washington.

## EXHIBIT B.

**QUERIES SUBMITTED TO UNITED STATES DIPLOMATIC AND CONSULAR OFFICIALS AS TO THE FOREIGN PARCEL-POST SYSTEMS.**

WASHINGTON, D. C., March 10, 1913.

HON. WILLIAM JENNINGS BRYAN,  
Secretary of State, Washington, D. C.

MY DEAR MR. SECRETARY: The joint committee of the House and Senate to investigate general parcel post desire to secure some information in regard to parcel post, express, and freight as it is now in operation in certain foreign countries, and I append below a series of questions which it is desired should be answered separately, where possible, and in those cases where information is not available the fact should be stated. I would respectfully request your cooperation in obtaining the desired information through our diplomatic representatives in Australia, Austria, Belgium, Denmark, Egypt, Germany, Italy, Japan, Liberia, Luxembourg, Netherlands, Norway, Russia, Servia, Spain, Sweden, Switzerland, and the United Kingdom of Great Britain and Ireland.

For clearness the questions are divided into divisions as follows with explanatory notes:

## I.

Maximum weight of parcel-post package carried.  
 Minimum charge per package carried, parcel post.  
 Minimum charge per package carried, express.  
 Minimum freight weight, package carried.  
 Minimum express weight, package carried.  
 Minimum charge per package carried, freight.  
 Charges by post for letters, merchandise, etc., otherwise than by parcel post.

NOTE.—The above questions are designed to elicit precise information as to the maximum weight limit of parcels carried by post and the minimum weight limit for purposes of shipment by express and freight. Thus in the United States the minimum weight limit by freight is 100 pounds, and if the shipment should weigh less the charge would be as for 100 pounds.

It is also designed to find the minimum charges for such weights when carried by post, express, or freight, and it is especially desired to know whether articles of very small weight can be shipped by post otherwise than by parcel post, and the postal rates therefor. Thus in Belgium the minimum charge by railway parcel post is said to be one-half franc, or 10 cents, for which sum 11 pounds can be shipped. Give full information showing whether there are lower postal rates under which shipments of a half pound or a pound might be made.

## II.

Charges and regulations for collection, parcel post.  
 Charges and regulations for collection, express.  
 Charges and regulations for collection, freight.  
 Regulations and charges as to delivery, rural delivery.  
 Regulations and charges as to delivery, town delivery.  
 Weight limit in each delivery.  
 Special charges for delivery, regular delivery.  
 Special charge for delivery, special delivery.  
 As to notice for consignee.  
 As to notice to consignor.  
 Including experience by parcel post, express, and freight.

NOTE.—This series of questions is designed to secure information as to the charges made, and the working cost of the service, if obtainable, for the act of collection of the shipment at the place of origin, culminating in its deposit in the post office or railway car, and the act of delivery of the shipment to the consignee, and whether the charge is included in the regular rate. If possible, this information should be given separately with reference to weights for parcel post, express, and freight shipments. In some countries the services are performed by private parties, and typical instances of charges in such cases should be given.

## III.

Insurance rates and regulations, parcel post, express, and freight.  
 C. O. D. rates and regulations, parcel post, express, and freight:  
     (a) On the price of the article.  
     (b) On the carrying charge.  
 Rate when made singly on above and rate in combination, with charges for insurance, for return receipt, both upon the collection of the price and of the rate charge.  
 Return of empties, rates, regulations, etc.  
 Packing facilities, regulations, and cost of paper or other containers and hampers, etc.

NOTE.—The above questions are designed to elicit information as to existence of insurance and C. O. D. privileges, with their related rates and regulations. It is important to know whether an uninsured article going by post or express or freight carries any right of indemnification in case of loss or injury, and also to know what the charges are for the insurance and C. O. D. service. Distinction should be made between collecting the price of the article on delivery and collecting the transportation charges therefor, and the charges should be given singly of each of the elements of service, as well as collectively where such services are rendered in combination.

Information is desired as to the rates and regulations for the return of empties or containers, as well as the cost of their purchase, by the private parties or the transportation agencies employing them; and in this connection the regulations as to packing requirements for eggs and the other more fragile articles of commerce should be explained.

## IV.

*Statistical report.*

Receipts.	Parcel post.	Total postal receipts.	Express freight.
Number of shipments.....	.....	.....	.....
Number of tons.....	.....	.....	.....
Number of ton-miles.....	.....	.....	.....
Average journey, package.....	.....	.....	.....
Number mail pieces of all classes handled per employee, several years.....	.....	.....	.....
Number telegrams.....	.....	.....	.....
Number phone calls.....	.....	.....	.....
Number mail pieces per capita of populations in country.....	.....	.....	.....
Estimated value of parcels declared insured.....	.....	.....	.....

In number of postal employees an estimate of number of the employees of telephone and telegraph should be deducted.

NOTE.—It is desired to secure the fullest statistical information obtainable in connection with this service, and answers to each of the specific questions above should be given where possible. To the number of mail pieces handled should be added the number of phone calls or telegrams per employee per annum, where these services are performed by the postal agency, together with the gross financial receipts of each service and the total postal receipts from all services.

## V.

*Railway pay.*

	Parcel post.	Express.
Cost per piece handled.....		
Cost per pound.....		
Cost per journey.....		
Cost per ton-mile.....		
Cost per "axle-meter".....		

NOTE.—"Axle-meter" is the continental measure of car space by size of truck. Information with reference to the compensation paid the railways is desired showing the amount per piece handled, etc., as indicated in the above questions.

In countries where parcel-post zones are established the information should show the number of shipments in each zone and the average weight of such shipment. From the length of the zone the average journey may be inferred. Thus, first zone 100 miles, average journey 50 miles; second zone 200 miles, average journey 150 miles; third zone 300 miles, average journey 250 miles, etc.

By the term "express" is meant matter carried on passenger trains, whether wholly or in part, and matter carried on scheduled trains, whether passenger or not, which make the highest speed—say, from 20 to 35 miles per hour. If the shipment during any part of the journey is carried upon a passenger train or upon the trunk lines, if carried *grand vitesse* or *eilgut*, such matter comes under the term "express."

By "axle-meter" is meant a unit of car movement in use on the Continent, and where the statistics are reported for car movement a note should be added explaining the meaning of the "axle-meter" with reference to the amount of car space included. In the United States the statistics give car-miles, and our cars have 8 wheels with 4 axles. Thus, the axle-meter report to be given should indicate the average ton capacity of the car and the relation of the number of axles to the number of cars.

## VI.

Limitations as to size of package accepted, parcel post and express.

Classifications: What admissible in each classification by each service.

Sizes, in miles, of zones.

NOTE.—These questions relate to the size of the package acceptable by parcel post and by express, and it is desired to know whether any distinction is made in charges for the article shipped in its "set-up" condition as compared with its "knocked-down" condition.

By classification it is meant to elicit the character of the articles admissible to parcel post and express service, with a list of the principal articles excluded.

In this connection considerable practical information should be given as to the use made of the service, especially with reference to the sale and shipment direct by producer to consumer of standardized commodities in their retail forms and of the shipment direct from the farm or the fishery to the consumer of various food products.

## VII.

Comparative chart considering classifications and charges both as to weights, sizes, and distances traversed for parcel post, express, and freight.

Tables showing comparatively the tables of rates of parcel post, express, and freight for different distances and weights.

NOTE.—The above questions require some general explanation.

In Prussia, for example, a shipment of 110 pounds may be sent by parcel post, by express, or by slow freight. The rates for each of these services are supposed to be different. The minimum weight by parcel post, let us say, is 11 pounds; by express, 22 pounds; and by freight whatever it may be. It is desired that a series of charts should be made showing comparatively parcel-post, express, and slow-freight charges on the highest minimum weight for either (say 22 pounds) for the average distance delivered, which, let us say, in Germany would be 75 miles, with a like chart showing the comparative rates for each service on a 10-pound shipment for the same distance.

In the "comparative rate tables" the actual rates themselves for different weights and distances from 11 pounds up to 110 pounds or the maximum weight limit of the parcel post should be given. Shipments will tend to move by the lowest rate where the services meet the shippers' requirements, and it is the design of the questions in the above division to secure information giving information as to rates for like weights and distances for the three services. In countries where the railway network is divided into two or more controls these rates should be given for the control commanding the greatest railway area. Thus, in Germany, Prussia, and in England for the largest railway company.

## VIII.

A copy of the legislative act or acts under which the Parcel Post Service was established.

I would appreciate it greatly if you would cause this information to be procured with the greatest possible dispatch.

I beg to suggest that possibly it might expedite the matter if several copies of these questions be sent to each of the various diplomats.

Very truly, yours,

JOSEPH L. BRISTOW,  
*Chairman Joint Committee to Investigate General Parcel Post.*

## EXHIBIT C.

ANALYSIS OF POSTMASTERS' REPLIES AS TO CAUSE OF EXCESS  
OF OUTGOING OVER INCOMING PARCEL-POST MAIL.

State and post office.	Total pieces fourth-class mail.		Remarks.
	Incoming.	Outgoing.	
Alabama:			
Center.....	1,209	1,276	Distributing point for schoolbooks.
Girard.....	291	598	20 wholesale whisky houses sent souvenirs; wholesale druggist.
Midway.....	267	557	Produce; butter, eggs, lard, vegetables, etc.; packages to students.
Mobile.....	16,879	20,501	Large mail-order business.
St. Clair Springs.....	21	26	Produce for city of Birmingham.
Thomasville.....	669	1,147	Live mail-order business; extensively used by merchants.
Woodstock.....	373	1,018	Secretary of Association of Southern Railway mailed circulars.
Total.....	19,709	25,123	
Arizona:			
Phoenix.....	13,315	13,328	Jobbing center; also distributing point for mail-order house catalogues.
Arkansas:			
Fort Smith.....	26,856	29,972	Large wholesale coffee house sent samples.
Little Rock.....	15,686	36,380	Bond Pharmacy Co.; several large mail-order houses; shipping point for several large mail-order houses in the North and East, parcel post mail being sent here by freight and express, and mailed by agents, taking advantage of second-zone rates of postage.
Egger.....	80	121	Mail-order printing business.
Total.....	42,622	66,473	
California:			
Bairdstown.....	81	114	California Metal Enameling Co.; the Dillingham Printing Co.
Bellflower.....	57	63	Truck gardening; poultry and rabbit raising.
Cardiff-by-the-Sea.....	29	42	Due to encouragement of the parcel post business.
China Flat.....	87	173	Store trade uses parcel post.
Fort Barry.....	41	67	Articles of clothing sent to soldiers at Mexican border.
Graham.....	39	61	Farmers sent produce.
Hilts.....	60	72	Sawmill town.
Honcut.....	139	154	Sent berry plants and berry cuttings.
Sacramento.....	42,545	179,368	Distributing center for large territory; large mail-order houses; State sent automobile licenses and books.
Salada Beach.....	7	13	Used by tourists and vacationists.
Seaside.....	88	102	Shipped eggs and squabs.
Torrance.....	190	226	5 large factories.
Trinidad.....	74	97	Sent seed stuff.
Waldo.....	92	118	Store opened parcel post department.
Total.....	43,529	180,670	

*Analysis of postmasters' replies as to cause of excess of outgoing over incoming parcel-post mail—Continued.*

State and post office.	Total pieces fourth-class mail.		Remarks.
	Incoming.	Outgoing.	
<b>Colorado:</b>			
Columbine.....	79	110	Sent store supplies.
Denver.....	142,771	264,540	Mail-order center and distributing point.
Fort Logan.....	125	139	Soldiers sent packages.
Total.....	142,975	264,789	
<b>Connecticut:</b>			
Bridgewater.....	1,029	2,015	Large mail-order house.
Bristol.....	10,058	11,620	Manufacturers use the service.
Centerbrook.....	108	151	Two manufacturers use the parcel post extensively.
Clinton.....	1,363	13,335	Pond's Extract Co. sent samples.
Colebrook.....	184	224	Farmers shipped butter and eggs.
Cromwell.....	725	931	A. N. Pierson, florists and nursery men, shipped plants.
Derby.....	5,426	6,036	Factories.
East Hampton.....	2,179	18,259	7 toy houses, 1 mail-order house.
Kensington.....	512	619	The American Paper Goods mailed samples.
Manchester.....	739	843	C. R. Burr & Co. Nursery sent strawberry plants.
Milford.....	4,210	5,374	Reeves Manufacturing Co. mailed sample dust clothes; 2 large seed companies.
New Britain.....	23,575	38,831	Local factories shipped repair parts and repaired goods and small orders.
Orange.....	313	651	C. V. Woodruff sent strawberry plants; another sent seeds.
Pequabuck.....	124	186	Sent gladiola bulbs.
Southington.....	2,627	3,356	Peck, Stow & Wilcox Co.
South Meriden.....	157	421	The Meriden Cutlery Co.
South Wethersfield.....	53	585	Thos. Griswold Co., seedsmen, sent seeds.
Terryville.....	2,170	2,533	Is pushing parcel post.
Tracy.....	12	241	Jennings & Griffin Manufacturing Co.
Windsor Locks.....	1,994	2,725	C. H. Dexter & Sons, paper manufacturers, mailed sample books of paper.
Yalesville.....	279	456	The Barnes Bros. Nursery Co. mailed strawberry plants.
Total.....	57,837	109,392	
<b>Delaware:</b>			
Elsmere.....	152	335	Diamond State Fiber Co.
Milford.....	2,663	5,565	The L. D. Caulk Co., dental firm.
Wilmington.....	29,504	39,256	Large mail-order business; also Dupont Powder Co.
Yorklyn.....	142	198	Snuff.
Total.....	32,461	45,354	
<b>Florida:</b>			
Formosa.....	16	39	Patients at the Florida Sanitarium sent packages; also dressmaker.
Dinsmore.....	85	101	Patron shipped plants.
Jacksonville.....	42,315	117,813	Sent books and catalogues.
Melbourne Beach.....	21	33	Sent beautiful shells to friends.
Mohawk.....	25	566	Small mail-order house.
Oneco.....	245	416	Royal Palm Nurseries shipped plants.
Orlando.....	2,756	3,174	Three small cigar factories. Patrons sent citrus fruits, such as kumquats, grapefruit, etc.
Tampa.....	16,536	17,492	Cigar center; wholesale houses; mail-order houses.
Total.....	61,993	139,634	
<b>Georgia:</b>			
Almon.....	7	54	Shipped butter to Atlanta.
Atlanta.....	39,045	145,533	Six hundred manufacturing houses, large publishing house, department stores.
Homeland.....	55	74	Plant growers shipped sweet potato slips.
Macon.....	28,555	35,025	Banks mailed booklets.
Union City.....	1,347	7,950	Two mail-order houses.
Uptonville.....	15	50	Mailed plants.
Valdosta.....	4,181	4,638	Valdosta Drug Co. mailed samples. The Valdosta Lighting Co. mailed cured hams. Dry goods houses patronize parcel post.
Total.....	73,205	193,324	



*Analysis of postmasters' replies as to cause of excess of outgoing over incoming parcel-post mail—Continued.*

State and post office.	Total pieces fourth-class mail.		Remarks.
	Incoming.	Outgoing.	
<b>Hawaii:</b>			
Honolulu.....	9,020	11,548	Merchants do large mail-order business. Hawaii Hardware Co.; lumber mill sent samples.
Pahoa.....	20	32	
Total.....	9,040	11,580	
<b>Idaho:</b>			
Agatha.....	53	110	Shipped butter, eggs, cured meats, vegetables, etc. Shipped poultry into town.
Cataldo.....	129	148	
Total.....	182	258	
<b>Illinois:</b>			
Alpha.....	270	273	Alpha Nursery mailed cuttings and small plants. The White Snow Manufacturing Co. and Illinois Glass Co. conducted an advertising campaign.
Alton.....	7,831	8,464	
Aurora.....	14,943	18,331	Number of manufacturers use the parcel post extensively.
Bradley.....	688	4,832	Sears, Roebuck & Co. sent farm implements.
Chicago.....	1,997,188	19,818,210	Number of mail-order concerns.
Clearing.....	77	195	Manufacturing samples.
East Moline.....	1,140	1,290	Factory town.
Elgin.....	13,609	45,242	The David C. Cook Publishing Co. sent literature.
Freeport.....	12,169	15,796	Catalogues were mailed.
Fulton.....	1,440	1,863	Patent novelty factory; Mystic Workers, a fraternal insurance society.
Goreville.....	139	303	Transient medicine advertiser mailed samples.
Herborn.....	6	40	General store.
Jonesboro.....	764	3,523	Heavy shipment of strawberry plants.
Kaufman.....	19	24	Farmers and merchants use it.
Monticello.....	3,954	7,244	Pepsin Sirup Co. sent samples.
National Stock Yards.....	870	1,260	Samples mailed by the Cotton Oil Co., Pulverized Manure Co., Swift & Co., Armour & Co., Morris & Co., the five serum companies, Empire Carbon Work; also stationery supplies.
North Chicago.....	978	1,795	Twenty-one factories.
Oglesby.....	1,005	1,045	Chicago, Portland Cement Co., sent tags.
Olivet.....	57	69	College and student annual.
Palatine.....	963	2,169	Mail-order house.
Pekin.....	2,691	4,447	Do.
Rock Island.....	13,724	17,034	Due to efforts to extend service.
Springfield.....	25,174	54,110	Capitol sent State reports and documents; secretary of state mailed automobile numbers; Illinois Watch Co. mailed watch fobs.
Techny.....	313	518	Large mail-order house.
Warsaw.....	2,477	3,828	Mutual Advertising Co.
Wayne.....	187	194	Sent hand-embroidered goods.
Nachusa.....	104	119	Sent books to Lutheran Sunday schools.
Western Springs.....	268	2,167	Vaughan Seed Co., greenhouses and nurseries.
Zion City.....	2,872	4,242	Zion Office Supply Co.; National Office Supply Co.
Total.....	2,105,920	20,018,627	
<b>Indiana:</b>			
Angola.....	8,643	11,950	Catalogue house.
Clear Creek.....	10	18	Samples of stone; also eggs from poultry farm.
Crisman.....	23	403	Sent directories of Postage Home Telephone Co.; shipped produce.
Elkhart.....	12,706	121,672	Miles Medical Co.
Evansville.....	27,301	56,753	Distributing point National Cloak & Suit Co.
French Lick.....	2,263	8,439	French Lick Springs Hotel Co. sent samples of bottled water.
Grantsburg.....	37	47	Mail-order house.
Hammond.....	11,269	32,140	Mail-order house and manufacturers.
Indianapolis.....	33,237	65,050	Merchants and manufacturers use parcel post.
Kokomo.....	11,391	33,187	Apperson Automobile Co.; Haynes Automobile Co.; Kokomo Brass Co.; Kokomo Rubber Co.; Miller Medicine Co.
Lawrenceburg.....	1,699	3,586	Lawrenceburg Roller Mills; Cook Pump Works; George Bishop Co. Saw Works.
Muncie.....	16,321	19,436	Two manufacturers mailed catalogues.
Nappanee.....	2,051	2,162	Manufacturer sent catalogues.
Newcastle.....	4,309	7,596	Heller Bros. Co., rose growers; The Hoosier Mfg. Co.; Maxwell Motor Sales Corporation.

*Analysis of postmasters' replies as to cause of excess of outgoing over incoming parcel-post mail—Continued.*

State and post office.	Total pieces fourth-class mail.		Remarks.
	Incoming.	Outgoing.	
<b>Indiana—Continued.</b>			
Rising Sun.....	582	626	Seed agents.
St. Henry.....	30	53	Merchant tailor.
South Bend.....	24,791	61,747	Factories; medicine companies.
Wheeler.....	139	290	Mail-order printer.
Yorktown.....	507	1,570	Glass company sent samples.
Total.....	157,309	426,725	
<b>Iowa:</b>			
Burlington.....	11,622	12,160	Jobbing houses; manufacturing concerns.
Cedar Rapids.....	22,265	40,683	Manufacturers and wholesale houses; distributing point National Cloak & Suit Co.
Clarinda.....	4,486	6,504	Wholesale and retail seed house; lawn-mower factory; poultry farm.
Des Moines.....	55,198	245,562	Merchants use parcel post.
Muscatine.....	7,484	23,692	Pearl-button factories.
Osage.....	5,918	43,355	Gardner Nursery, overbearing strawberry plants mailed.
Shenandoah.....	5,895	36,991	The Stock Powder Co.; nurseries and seed houses.
Sioux City.....	24,953	44,101	Three large mail-order houses.
Washington.....	5,169	38,949	Seed house.
Total.....	142,990	491,997	
<b>Kansas:</b>			
Denison.....	40	51	Mail-order printer.
Gradan.....	11	56	Mail-order business.
Hutchinson.....	3,605	3,670	Wholesale center.
St. Marys.....	1,962	4,441	D. J. Lane Asthma Cure.
Salina.....	9,621	15,400	National Cloak & Suit Co. mailed catalogues.
Total.....	15,239	23,618	
<b>Kentucky:</b>			
Covington.....	12,293	12,484	Samples from following: Stewart Iron Works; Cambridge Tile Works Co.; Moeschel Edwards Corroating Co.; Ohio Scroll & Lumber Co.; International Liberty Union of the World; Lovington & Buffington Tobacco Co.; Kenton Pharmacy Co.
Harrodsburg.....	3,184	9,807	Mail-order buggy factory.
Owenton.....	1,177	1,394	Produce, butter, eggs, etc.
Patesville.....	87	893	Retail mail-order tobacco company.
Total.....	16,741	24,578	
<b>Louisiana:</b>			
Arcadia.....	248	650	Stores had a sale.
Choupique.....	14	55	Beaumont paper gave contest.
Port Hickey.....	14	32	Shipped eggs, vegetables, etc.
Richland Hill.....	35	47	Shipped eggs and produce.
Total.....	311	784	
<b>Maine:</b>			
Augusta.....	12,626	82,327	Publishing house and drug store doing mail-order business; distributing point Sears, Roebuck & Co., of Chicago.
Camden.....	3,366	14,073	Large mail-order house.
Hallowell.....	2,114	10,318	Medicine concerns sent packages.
Kents Hill.....	1,044	2,065	Two hundred students sent mail.
Old Town.....	3,347	21,628	Bickmore Gall Cure Co. sent samples of their preparation.
Portland.....	42,224	114,614	Manufacturing city; business houses use parcel post; distributing center for merchants and mail-order houses.
South Waterford.....	132	230	Creamery butter.
West Jonesport.....	391	408	Two clothing and fancy goods stores.
Total.....	65,244	245,663	

*Analysis of postmasters' replies as to cause of excess of outgoing over incoming parcel-post mail—Continued.*

State and post office.	Total pieces fourth-class mail.		Remarks.
	Incoming.	Outgoing.	
<b>Maryland:</b>			
Cardiff.....	184	190	Sent flowers and samples of seed.
Baltimore.....	216,243	908,580	Samples of merchandise, books, and booklets.
Brentwood.....	53	365	Mail order proprietary medicine company.
Hillsboro.....	964	1,289	Hackett's Gape Cure Co.
New Midway.....	106	171	Rose Jelly Co.
Medford.....	41	80	Mail-order house sent cigars.
Woodsboro.....	1,418	11,047	The Rosebud Perfume Co., a mail-order house.
<b>Total.....</b>	<b>219,009</b>	<b>921,722</b>	
<b>Massachusetts:</b>			
Ashburnham.....	2,110	2,163	Machinists' tools.
Athol.....	5,616	6,291	L. S. Starrett Co., manufacturing fine tools; Union Twist Drill Co.
Attleboro.....	24,912	47,367	Jewelry manufacturing center; number of novelty houses.
Barrowsville.....	83	105	Barrowsville Bleachery sent samples of work.
Boston.....	648,642	1,649,768	Distributing center for greater part of New England States.
Braggville.....	48	91	C. E. Mather, dealer in raffia.
Brockton.....	30,743	41,957	Shipped shoes to distant points.
Chartley.....	415	459	Two jewelry manufacturers.
Chicopee Falls.....	3,679	7,779	Manufacturers sent parts.
Concord Junction.....	4,740	11,919	Two mail-order firms, Bluing Manufacturing Co. and the Friend Soap Co.
East Templeton.....	391	624	Bay State Metal Wheel Co.; Children's Vehicle Corporation.
East Walpole.....	1,027	4,308	Bird & Son sent samples.
Fiskdale.....	103	378	Snell Manufacturing Co., augers and bits.
Fitchburg.....	15,413	21,765	Iver Johnson Arms and Cycle Works; Simonds Manufacturing Co.; Simonds File Co.
Forestdale.....	62	77	Mayflower season.
Greenfield.....	12,262	18,616	Several manufacturing concerns.
Holyoke.....	15,909	59,600	Number of large mills sent samples.
Indian Orchard.....	1,736	1,873	Indian Orchard Manufacturing Co., makers of cotton warps and novelty yarns.
Lowell.....	38,074	41,006	E. W. Hoyt & Co. mailed samples of tooth powder; C. L. Hood Co., chemists, samples.
Lynn.....	43,744	57,012	Large shoe manufacturing city; General Electric Co.; Lydia E. Pinkham Medicine Co.
Lyonsville.....	70	107	E. M. Nichols, bee man.
Millers Falls.....	1,800	2,737	Millers Falls Co., manufacturers of tools; paper mill, samples.
Mittineague.....	824	1,265	Manufacturing concerns sent samples.
Montague City.....	288	521	Montague City Rod Co., fishing rods, also repair rods.
North Abington.....	3,015	3,127	Shoe factories.
North Attleboro.....	13,056	17,406	45 to 50 jewelry manufacturers.
North Brookfield.....	3,450	4,209	B. & R. Rubber Co.; H. Brown Shoe Co.; White Working Garment Co.
North Eastham.....	109	135	Sent Mayflowers.
North Tisbury.....	107	189	Shipped butter.
Plainville.....	2,048	2,366	Jewelry business.
Pittsfield.....	18,101	18,635	Silk Co., Paper Co., and General Electric Co.
Raynham.....	334	410	Diamond Tack & Nail Co., samples.
Richmond Furnace.....	2	39	Iron works forwarded iron borings.
Salem.....	17,857	19,341	Jewelers; game manufacturers; both do large mail-order business.
South Ashburnham.....	335	915	Large firm sent catalogues.
South Attleboro.....	635	655	Jewelry manufacturers and novelty company.
South Yarmouth.....	658	2,813	National Highways Association.
Springfield.....	25,012	37,155	Number of large concerns.
Unionville.....	18	83	Mills.
Waterville.....	45	58	Washboard manufactures sent samples; catalogues.
Wenham.....	282	329	Shipped gladiolus bulbs.
West Chatham.....	172	175	Sent flowers.
Whitman.....	3,674	3,839	Mailed shoes and patent medicines.
Worcester.....	81,669	100,178	Manufacturers.
<b>Total.....</b>	<b>1,023,270</b>	<b>2,189,845</b>	

*Analysis of postmasters' replies as to cause of excess of outgoing over incoming parcel-post mail—Continued.*

State and post office.	Total pieces fourth-class mail.		Remarks.
	Incoming.	Outgoing.	
<b>Michigan:</b>			
Bridgman.....	764	1,096	Nursery firms sent fruit plants.
Detroit.....	153,716	1,029,775	Manufacturing city.
Dowagiac.....	10,120	15,926	Large stove factory: James Heddon's Sons, manufacturers of fishing rods and casting baits.
Duffield.....	4	14	Sent butter and eggs.
East Lansing.....	3,111	3,297	Michigan Agricultural College; Michigan State Experimental Station sent hog-cholera serum and alfalfa culture.
Grand Rapids.....	71,153	102,887	Large manufacturing city; distributing point for large section of State.
Hastings.....	5,060	6,824	Consolidated Tool & Press Co.
Jackson.....	23,257	53,819	5 mail-order concerns; several automobile companies.
Kalamazoo.....	26,611	81,489	Upjohn Co. and others sent samples.
Lansing.....	3,826	10,380	Secretary of state sent auto tags; automobile and gas engine place.
Maltby.....	16	37	Sent trailing arbutus.
Port Huron.....	9,403	11,129	Many manufacturers sent samples; home of fraternal insurance company.
Saginaw.....	21,452	22,268	Corset manufacturing company; rule and tape manufacturing concern; wholesale shoe house; cigar manufacturers; creamery supply house; knitting company; wholesale hardware company; automobile supply house; florists.
Topinabee.....	178	242	Sent trailing arbutus.
Three Oaks.....	1,916	12,130	The Warren Featherbone Co. sent samples of ladies' accessories.
Three Rivers.....	4,655	4,918	R. M. Kellogg Co. sent strawberry plants; Robe Tanneries; Sheffield Car Co.
Upton Works.....	228	494	Port Huron Engine & Thresher Co.
Wasepi.....	168	200	Produce and laundry.
Total.....	335,643	1,356,925	
<b>Minnesota:</b>			
Faribault.....	8,426	13,225	Large seed house.
Minneapolis.....	177,597	479,984	Large distributing and producing center.
Saint Louis Park.....	284	462	Two factories.
Smithville.....	62	174	Correspondence school.
Taylor's Falls.....	388	964	Strand's Nursery.
Total.....	186,757	494,809	
<b>Mississippi:</b>			
Clarksdale.....	346	417	The Delta Bakery; Powers & Co.; L.S. Landry.
Hattiesburg.....	3,261	4,456	Distributing point National Cloak & Suit Co.
Penn.....	126	567	Bee Supply Co.
Natchez.....	5,912	9,510	Retail merchants.
Total.....	9,645	14,950	
<b>Missouri:</b>			
Aurora.....	2,055	23,560	Two large book concerns—the Menace Publishing Co. and the Walker Publishing Co.
Axtell.....	4	27	Products of farm.
Jefferson City.....	11,477	56,775	Star Clothing Co.; Hugh Stephens Printing Co.; distributing point for National Cloak & Suit Co.; auto licenses.
Kansas City.....	30,259	122,187	Several large mail-order houses.
Neosho.....	3,347	3,835	The Neosho Slide Co.; William P. Stark nurseries.
North Kansas City.....	131	189,319	Sears, Roebuck & Co., catalogues.
Odessa.....	2,756	3,916	Ozonol Chemical Co., toilet articles, samples.
St. Joseph.....	29,285	58,832	Wholesale and manufacturing concerns.
St. Louis.....	206,076	1,398,611	Manufacturing center.
Sedalia.....	13,942	21,164	Archias Seed Store, samples; and Perry music catalogue.
Sheldon.....	453	824	4 country stores; farmers sent produce.
South St. Joseph.....	341	551	3 packing houses; 1 large tannery; the Stock Yards Bank; the Stock Yards Co., samples.
Total.....	300,126	1,879,601	

*Analysis of postmasters' replies as to cause of excess of outgoing over incoming parcel-post mail—Con'tinued.*

State and post office.	Total pieces fourth-class mail.		Remarks.
	Incoming.	Outgoing.	
<b>Montana:</b>			
Billings.....	9,481	20,607	Distributing point National Cloak & Suit Co., catalogues; jobbing center.
Helena.....	11,291	14,992	Distributing point for large seed and nursery companies; several implement and hardware concerns.
Stark.....	55	61	Farm produce.
Total.....	20,827	35,660	
<b>Nebraska:</b>			
Beatrice.....	6,665	9,583	German nurseries; seed houses.
Boone.....	114	156	Wholesale mail business of medicine.
Clay Center.....	1,193	2,377	Incubator factories and eggs.
Lincoln.....	93,477	136,021	German Newspaper Publishing Co.; the Griswold Seed Co.; the Spirella Manufacturing Co.
Omaha.....	36,308	90,762	Large number of implement houses; automobile distributing houses; wholesale and jobbing houses.
Westerville.....	190	212	Store sent packages.
Total.....	137,947	239,111	
<b>New Hampshire:</b>			
Claremont Junction.....	9	38	Fleischmann Co.
Concord.....	19,218	28,225	Belting Co.; large silver manufacturing concern; hardware and dry-goods stores; mailed automobile licenses.
Hillsboro.....	3,081	3,112	Hosiery mill samples; arbutus.
Hollis.....	47	61	Mailed arbutus.
Lochmere.....	15	34	Shipped eggs and poultry.
Meredith Center.....	16	34	Sent groceries.
Monadnock.....	29	49	Sent farm products.
Pike.....	850	1,912	Pike Manufacturing Co., samples.
Randolph.....	48	70	Patron sent merchandise.
Robys Corner.....	14	30	Ridington Hub Co.
West Lebanon.....	559	1,366	Mailed sheep and cattle labels.
Wilton.....	560	657	Bings Ambrosia Co.; Hillsboro Mills, samples
Total.....	24,446	35,588	
<b>New Jersey:</b>			
Arlington.....	2,192	3,789	Arlington Manufacturing Co.
Atco.....	599	1,848	David Herbert & Son, dahlia specialists
Athenia.....	137	262	T. C. Kevitt, nurseryman and manufacturers.
Brown Mills.....	155	655	International Poultry Sales Co., manufacturers of poultry appliances.
Camden.....	9,767	10,877	Myers Manufacturing Co.; Howard Hunt Pen Co., samples.
Finderne.....	209	298	H. W. Johns-Manville Co., manufacturers of asbestos.
Grenlock.....	243	1,794	Manufacturing firm of farm tools.
Hamilton Square.....	107	129	Mercer Rubber Co.
Hoboken.....	13,331	14,492	Large number of factories and business houses.
Jersey City.....	26,563	243,872	Colgate & Co., American Tobacco Co., and P. Lorillard Co., distributed samples and premiums.
Lincoln.....	138	295	Factories.
Linden.....	274	526	W. J. Bush & Co., manufacturers of essences and essential oils.
Little Silver.....	412	839	Nurseryman.
Newark.....	130,133	199,869	Manufacturing city.
Old Bridge.....	393	474	Glass company, samples; Old Bridge Enameled Brick & Tile Co.
Park Ridge.....	850	1,308	Mittag & Volger, manufacturers of typewriting ribbons and carbon paper.
Rahway.....	4,089	28,603	Three in One Oil Co., samples; the Merck Co., manufacturing chemists; the Regina Music Box Co.
Riverton.....	2,911	11,693	Henry A. Drser Co., nursery; McWhorter Manufacturing Co., farming implements and spring cotter pins.



*Analysis of postmasters' replies as to cause of excess of outgoing over incoming parcel-post mail—Continued.*

State and post office.	Total pieces fourth-class mail.		Remarks.
	Incoming.	Outgoing.	
<b>New Jersey—Continued.</b>			
Rutherford.....	9,792	21,053	Rutherford Rubber Co. sent samples of tires.
Smithville.....	206	273	H. B. Smith Machine Co.
South Bound Brook.....	109	163	The Standard Paint Co., samples.
Stewartsville.....	669	1,817	Edison Cement Co. sent samples of grit.
Trenton.....	14,402	14,908	Statehouse sent books.
West Hoboken.....	6,949	21,992	Palisade Mfg. Co., samples, and Theo. Seltzer, representing Dr. J. Bengue, Paris, France, mailed samples.
Total.....	224,630	581,829	
<b>New Mexico:</b>			
Mesilla Park.....	470	3,196	Mail-order house, being Francis E. Lester, dealer in Mexican and Indian curios.
Santa Fe.....	3,687	5,273	Distributing point National Cloak & Suit Co.
Total.....	4,157	8,469	
<b>New York:</b>			
Adams.....	3,192	17,538	2 mail-order houses, partly samples.
Albany.....	71,739	85,508	State department sent reports; secretary of state's office sent automobile plate license numbers.
Auburn.....	10,618	14,077	Smith Bros., seed dealers; Auburn Converting Co.; Jewel Manufacturing Co., samples.
Avoca.....	1,304	1,842	Nursery.
Belmont.....	2,615	5,044	Mail-order house.
Berlin.....	752	878	Mailed gladiolus bulbs.
Bible School Park.....	56	156	Publishing house, and students.
Binghamton.....	35,407	122,604	Several mail-order houses, medicine, etc.
Boonville.....	2,174	3,619	Mail-order firm.
Buchanan.....	146	429	The Standard Oil Cloth Co. sent samples.
Buffalo.....	184,821	387,729	Larkin Co., mail-order house.
Cambridge.....	2,856	3,006	Jerome B. Rice Seed Co.
Chili Station.....	207	860	Green's Nursery Co.
Cold Water.....	71	2,368	Joseph Harris Co., seedmen.
Croton Falls.....	316	337	Farm products; machine shops.
Dansville.....	5,582	7,172	Publishing Company; Blum Shoe Manufacturing Co.; nurserymen.
Dunkirk.....	7,087	7,599	4 seed companies.
East Rochester.....	1,033	1,615	Manufacturing concerns.
Eastwood.....	153	639	5 factories.
Elmira.....	27,881	50,610	Premium house; medicine concern.
Floral Park.....	1,188	20,111	Catalogues and seedsmen.
Flowerfield.....	44	132	John L. Childs; seedsmen.
Fredonia.....	3,306	6,363	Several grapefruit concerns.
Garden City.....	3,902	12,357	Douglas & Co. sent books.
Glenpark.....	142	186	International Paper Co., samples.
Hammondsport.....	2,788	3,725	The Curtiss Aeroplane Co.; The Marvil Motor Cycle Co.
Hyde Park.....	790	2,559	A. T. Cook, seedman.
Jamestown.....	21,160	32,304	Number of furniture factories, catalogues, etc.
Jonespoint.....	73	128	The Asphalt Ready Roofing Co.
Kenwood.....	1,534	7,769	Large manufacturing company.
Kingsbury.....	36	48	Grocery store.
Le Roy.....	4,110	199,381	Samples sent out by local firms.
Millford.....	707	1,513	Publisher sells teachers' supplies.
Newark.....	3,709	8,496	Several nursery firms.
Newburgh.....	8,166	12,665	Samples of talcum powder sent by patrons.
New Dorp.....	702	762	Staten Island and New York delivery wagons mailed packages; mail-order house.
New York.....	1,895,453	26,696,489	Various mail-order houses; department stores mailed catalogues.
North Germantown.....	93	143	Sent fruit, vegetables, eggs, etc.
Oaks Corners.....	87	337	Shipped strawberry plants.
Odessa.....	67	297	Nursery company.
Peconic.....	299	390	Sent dahlia bulbs.
Penfield.....	166	1,394	Firm of shrub growers.
Pierrepont.....	65	154	Maple-sugar season.
Pulaski.....	2,405	3,474	"Farmer, The Strawberry Man," sent plants.
Rochester.....	38,506	76,064	Manufacturing concerns; 50 nursery and seed concerns.
Rose Hill.....	407	41,737	F. B. Mills Co. and F. W. Brown Nursery Co. sent seeds, bulbs, plants, etc.
Seneca.....	16	555	Nurseryman.
Silvernails.....	30	162	Mail-order business.

*Analysis of postmasters' replies as to cause of excess of outgoing over incoming parcel-post mail—Continued.*

State and post office.	Total pieces fourth-class mail.		Remarks.
	Incoming.	Outgoing.	
<b>New York—Continued.</b>			
Springville.....	2,014	2,389	Antidolar Manufacturing Co.; Case Bros. Cutlery Co.; H. V. Weir & Co. sent post cards.
Syracuse.....	91,991	159,296	Various manufacturing concerns; seed houses' patent medicines.
Troy.....	28,078	33,466	20 large collar and shirt manufacturing concerns.
Unadilla.....	1,673	1,838	The Silo Co.; the Tie Co.; samples.
Upper Saranac.....	82	103	Upper Saranac Association mailed advertising matter.
Vineyard.....	17	33	Naboth grape juice factory, samples.
Washington Mills.....	16	45	Knitting mills, samples.
Weedsport.....	1,713	2,735	2 shirt factories.
Westfield.....	1,485	2,948	Welch Grape Co. sent window trimmings.
Whitney.....	1,268	1,938	Ames Chemical Co.
Total.....	2,476,303	28,048,111	
<b>North Carolina:</b>			
Azalea.....	94	109	McEwen Lumber Co., samples.
Barkers Creek.....	3	29	Sold sweet-potato plants.
Bear Poplar.....	17	27	Shipped butter.
Charlotte.....	10,566	12,182	Number of live merchants.
Creedmoor.....	500	769	Mail-order business, catalogues.
Fishtop.....	1	11	Sent early tomato plants.
Landis.....	179	204	Mailed souvenirs and eggs.
North Charlotte.....	40	58	General Fire Extinguisher Co.
Raleigh.....	12,233	48,835	Distributing point for some mail-order houses, catalogues, etc.
Regal.....	25	93	Regal Marble Co. sent samples of marble.
Spray.....	1,126	3,780	The Leaksville Woolen Mills, samples.
Wake Forest.....	1,819	2,266	College town.
Winston.....	12,270	19,349	Manufacturing city, distributing point, and wholesale market.
Wise.....	62	95	Shipped eggs.
Total.....	38,935	87,807	
<b>North Dakota:</b>			
Bismarck.....	9,946	25,362	Seed house; State capitol sent automobile registration tags, books, blanks, etc.
Cooperstown.....	555	624	The Lund Land Co., advertising books.
Total.....	10,501	25,986	
<b>Ohio:</b>			
Akron.....	34,144	53,883	Number of rubber factories.
Armstrongs Mills.....	218	257	3 shippers of fancy eggs and poultry.
Ashland.....	9,082	17,158	Large shippers of merchandise.
Bigprairie.....	665	1,119	The Monitor Sad Iron Co.
Canton.....	33,987	41,010	10 factories; Canton Stamping & Enameling Co.
Cincinnati.....	88,885	268,238	Number of firms use parcel post.
Cleveland.....	73,480	368,637	2,700 prominent manufacturing concerns, one of which mails annually hundreds of thousands of samples of Pompeian cream; another mails yearly 2,000,000 samples of paint.
Dayton.....	58,648	232,081	Manufacturing city; several mail-order concerns; the Beaver Soap Co. sent samples of soap.
Dublin.....	123	170	Sent produce.
Excello.....	44	57	2 paper mills—1 writing paper, the other tissue paper.
Fultonham.....	68	98	2 poultry yards; eggs, etc.
Ira.....	220	343	Howe Publishing Co.; also laundry, etc.; florist mailed violets.
Lebanon.....	2,976	4,011	Large mail-order house.
Leipsic.....	1,729	4,271	3 mail-order houses and samples.
Maria Stein.....	246	362	Convent mailed packages.
Marietta.....	2,304	3,299	Strecker Bros. Co. mailed catalogues.
Medina.....	9,847	11,775	A. L. Root Co., manufacturing bee supplies.
Melrose.....	240	277	Seed merchant.
Middletown.....	7,068	11,030	Manufacturing city, mostly samples.
New Carlisle.....	947	1,673	Incubator Co. mailed brooders; W. N. Scarff, nurserymen; Bethel Publishing Co.
New London.....	1,865	2,555	C. E. Ward Co., dealers in lodge paraphernalia; B. F. Harrison Printing Co.; the New London Manufacturing Co.

*Analysis of postmasters' replies as to cause of excess of outgoing over incoming parcel-post mail—Continued.*

State and post office.	Total pieces fourth-class mail.		Remarks.
	Incoming.	Outgoing.	
<b>Ohio—Continued.</b>			
Painesville.....	6,407	20,406	Number of nurseries and seed houses; the educational Supply Co.; the metallic Binding Co.; Ohio Textile Co.
Pleasant Hill.....	479	1,803	Correspondence school of horsemanship, sends harness.
Rex.....	2	131	Secretary of national grange sent packages.
Sardinia.....	176	226	3 physicians send medicine by parcel post; mail-order business.
Stewartsville.....	13	32	No express office.
Toledo.....	81,641	164,202	Extensive mail-order business.
West Carrollton.....	465	803	The American Envelope Co.; the West Carrollton Parchment Co.; the American Tablet Co., samples.
<b>Total.....</b>	<b>415,969</b>	<b>1,209,907</b>	
<b>Oklahoma:</b>			
East Muskogee.....	9	322	Machinery and samples.
Guthrie.....	6,091	36,964	Distributing point, National Suit & Cloak Co., catalogues; distributing point, Charles-Williams Stores, catalogues.
Nowata.....	660	678	Distributing point for several towns.
<b>Total.....</b>	<b>6,760</b>	<b>37,964</b>	
<b>Oregon:</b>			
Myrtle Point.....	1,295	1,311	Terminal for 8 mail routes, 6 star routes, 1 river, and 1 rail route.
North Portland.....	55	228	Packing houses, etc.
Portland.....	34,812	108,831	Large jobbing and mail-order business; mail-order house catalogues.
<b>Total.....</b>	<b>36,162</b>	<b>110,370</b>	
<b>Pennsylvania:</b>			
Ambler.....	1,721	4,855	Asbestos, Shingle, Slate & Sheathing Co. mailed samples.
Bethany.....	7	24	Produce.
Booneville.....	79	107	General store.
Bridgeport.....	540	746	Mills, samples.
Cereal.....	19	453	Jersey Cereal Food Co.
Conshohocken.....	3,512	4,346	Lee Tire & Rubber Co. sent catalogues and samples.
Corry.....	6,780	11,915	The Nubone Corset; the Raymond Manufacturing Co.
East Butler.....	78	177	Brass Bed Co.; oil works.
Easton.....	23,747	27,631	Wholesale firms; department stores.
East Pittsburgh.....	3,719	5,544	Westinghouse Electric & Manufacturing Co.; Westinghouse Machine Co.; Pittsburgh Meter Co.
Emigsville.....	74	87	Acme Wagon Co.
Espy.....	93	102	Fertilizer company and merchants.
Glen Mills.....	309	608	Glen Mills School sent annual reports.
Grapeville.....	57	93	Glass works samples.
Greenville.....	7,253	21,204	Mail-order house.
Harrisburg.....	40,857	83,402	Automobile division of State highway department sent automobile tags.
Hershey.....	433	638	The Hershey Chocolate Co.
Huntington.....	4,810	5,897	Large stationery factories; two blank-book manufacturers.
Kulpsville.....	197	419	Montgomery Clothing Co.
Lapark.....	129	36,252	Geo. W. Park, publisher and dealer in seeds, bulbs, etc.
Lotell.....	12	29	Products of farms.
Meadville.....	11,695	34,608	Spirella Corset Manufacturing Co.
Milton.....	6,787	34,042	Manufacturing plants.
Monongahela.....	4,721	6,010	Mail-order firm.
New Kensington.....	4,225	5,880	The Aluminum Cooking Utensil Co.
Oaks.....	227	339	Flag factory.
Palmyra.....	2,377	6,290	Several mail-order houses.
Paradise.....	1,498	5,288	The Lancaster County Seed Co., premiums.
Philadelphia.....	608,865	1,666,815	Department stores have extensive suburban patronage.
Pittsburgh.....	190,387	719,133	Merchants and manufacturers use parcel post for small packages.
Raubsville.....	45	71	Medicine sent by parcel post.

*Analysis of postmasters' replies as to cause of excess of outgoing over incoming parcel-post mail—Continued.*

State and post office.	Total pieces fourth-class mail.		Remarks.
	Incoming.	Outgoing.	
Pennsylvania—Continued.			
Riverside.....	172	325	2 sand companies; Moxie Co. sent thermometers and barometers.
Roaring Spring.....	2,144	2,273	Roaring Spring Blank Book Co. sent catalogues.
Scranton.....	53,970	69,592	International Correspondence School.
Seelyville.....	147	206	Birdsall Bros. Co., woolen manufacturing.
Smoketown.....	39	849	The Plant Farms.
Stowe.....	219	293	Champion Silk Co.; the Silk Garment Co.
Swengel.....	80	124	Bible Truth Depot sent printed matter there by freight.
Tyrone.....	6,518	25,710	Large mail-order house.
Valley Forge.....	143	165	Wm. Lund & Son, worsted spinners; Ehret Magnesia Co., samples.
Warren.....	12,229	25,931	Micajah & Co. sent samples of medicine.
West Grove.....	1,432	32,288	Floral mail order house.
Williamsport.....	26,186	56,118	Grit Publishing Co.
Wyncote.....	359	455	Young Ladies School.
Wyomissing.....	378	836	B. H. Farr, florist; Berkshire Knitting Mills; the Textile Machine Works; the Narrow Fabric Co.
Total.....	1,089,269	2,898,170	
Porto Rico:			
Ponce.....	2,925	3,068	Ponce Playa Station, parcels dispatched included.
Rhode Island:			
Greystone.....	316	415	Local woolen mills, samples.
Slatersville.....	136	387	Bleaching and finishing concern.
Total.....	452	802	
South Carolina:			
Allen.....	17	29	Trexler Lumber Co., samples; food supplies.
Conway.....	305	324	Several good merchants.
Fairmont.....	30	54	Cotton mill makes fancy goods; samples.
Helena.....	39	50	No express.
Myers.....	26	76	Fertilizer manufacturing, samples.
Total.....	420	533	
South Dakota:			
Mitchell.....	7,099	10,557	Distributing point, National Cloak and Suit Co., catalogues.
Pierre.....	3,415	4,722	State capitol sent books and automobile license tags.
Sioux Falls.....	15,719	21,442	Number of large farm machinery manufacturers.
Total.....	26,233	36,721	
Tennessee:			
Chattanooga.....	31,698	125,247	Chattanooga Medicine Co.; Thacher Medicine Co.; Southern Aseptic Cotton Co.; Robt. Scholze Tannery Co.; several other concerns.
Eastend.....	45	85	D. M. Steward Mfg. Co.
Harrican.....	40	94	Small mail-order house.
McKinnon.....	25	79	Business men show interest.
Memphis.....	55,481	79,715	Merchants.
Nashville.....	13,585	27,754	Mailing point for automobile concerns and mail-order-house samples; Southern Methodist Publishing House; Baptist Sunday School Board; Christian Church; Cumberland Presbyterian; Southern Publishing Association (Adventist); National Baptist Publishing Board; and African Methodist Sunday School Union.
Ruskin.....	595	831	Sent books and medicine.
Winchester.....	1,595	1,758	Chemical plant.
Total.....	103,064	235,563	
Texas:			
Beaumont.....	10,679	19,499	Distributing point for large mail-order house in New York.
Dallas.....	64,742	361,863	Many wholesale business concerns; branches of mail-order houses of Butler Bros. and Sears, Roebuck & Co.

*Analysis of postmasters' replies as to cause of excess of outgoing over incoming parcel-post mail—Continued.*

State and post office.	Total pieces fourth-class mail.		Remarks.
	Incoming.	Outgoing.	
<b>Texas—Continued.</b>			
Fort Worth.....	24,135	54,203	Local industries and distributing point for mail-order houses.
Milano.....	161	232	Patrons shipped plants and vegetables.
San Antonio.....	41,494	49,115	Jobbing houses and wholesale establishments.
Shamrock.....	854	887	Tea companies; samples.
Sherman.....	8,151	10,053	Milling concerns' samples, and merchants.
Temple.....	5,816	6,472	Candidate for State office used parcel post.
Waco.....	20,433	34,707	Large firms made shipments of samples.
Woodville.....	158	249	Sent vegetables, etc.
Total.....	176,623	537,280	
<b>Utah:</b>			
Salt Lake City.....	41,824	91,527	Distributing center for a large territory.
<b>Vermont:</b>			
Bellows Falls.....	5,916	6,115	Vermont Farm Machine Co.; several paper mills, samples.
Burlington.....	20,385	24,917	Business houses provided with parcel-post guide and map.
Center Rutland.....	62	79	Vermont Marble Co., samples.
Forest Dale.....	440	455	Newton & Thompson Manufacturing Co.; Bacon Manufacturing Co.
Newport.....	4,253	4,513	1 local concern mailed samples; maple sugar was forwarded.
North Montpelier.....	226	255	Large creamery.
West Townshend.....	26	40	Glove factory, samples.
Total.....	31,308	36,374	
<b>Virginia:</b>			
Dayton.....	1,367	1,529	Book publishing house.
Gratton.....	43	65	Nursery stock.
Richmond.....	120,418	236,450	Mail-order houses; fertilizer samples.
Total.....	121,828	238,044	
<b>Washington:</b>			
Carley.....	90	156	Asparagus.
La Conner.....	750	2,840	Tillinghart Seed Co.
Rosario.....	7	19	Machine shop.
Spokane.....	14,947	29,857	Distributing center; number of small mail-order houses.
Total.....	15,794	32,872	
<b>West Virginia:</b>			
Holly.....	20	40	Sent butter, eggs, strawberries.
Kimball.....	365	495	Butcher uses parcel post.
Matewan.....	58	100	Clothes cleaning establishment, and stores.
Newell.....	421	694	2 large potters, Homer Laughlin China Co. and Edwin M. Knowles China Co.
Ransom.....	34	96	3 factories.
South Charleston.....	189	477	Ohio Tool Co. plant.
Vienna.....	40	68	The Vitrolite plant located here, samples; catalogues.
Welcome.....	18	60	Sent butter.
Wheeling.....	15,492	47,377	Number mail-order houses; Block Bros. Tobacco Co.
Total.....	16,637	49,407	
<b>Wisconsin:</b>			
Burlington.....	4,695	6,900	Factories.
Cudahy.....	571	1,094	Factories.
Fort Atkinson.....	5,373	17,194	Several manufacturing plants, samples and products.
Glenwood City.....	656	697	Store sent samples of coffee.
Hudson.....	1,885	2,429	Miss C. H. Lippincott, seedswoman.
Janesville.....	16,629	17,285	Parker Pen Co.; Janesville Machine Co. the Caloric Co.; the Hanson Co.
Madison.....	37,714	50,543	Olds Seed Co. sent packages; State capitol and State university used parcel post.



*Analysis of postmasters' replies as to cause of excess of outgoing over incoming parcel-post mail—Continued.*

State and post office.	Total pieces fourth-class mail.		Remarks.
	Incoming.	Outgoing.	
Wisconsin—Continued.			
Milwaukee.....	230,384	552,998	Large number of knitting mills and manufactories.
Oshkosh.....	7,219	21,694	3 department stores; 2 wholesale shoe and leather stores; 1 wholesale cigar manufactory 1 wholesale paper store; 1 wholesale notion store; 1 manufactory of leather goods; 2 overall manufactories; 1 fluff rug manufactory; 2 large sash and door factories.
Racine.....	22,448	113,443	Horlick Malted Milk Co., samples; S. C. Johnson Co., samples of floor wax; agricultural implement and auto manufacturers sent repair parts.
Rothschild.....	200	225	Marathon Paper Mills Co., and farm produce.
Two Rivers.....	4,175	4,787	Number of manufacturers.
Total.....	331,949	789,289	

## SUMMARY.

*Post offices reporting more outgoing than incoming parcel-post mail.*

Offices reporting excess of outgoing packages over those received due wholly or in part to—	Number of offices.	Number of parcels received.	Number of parcels outgoing.	Excess.
Farm products.....	48	17,867	25,092	7,225
Nurseries.....	50	118,010	353,811	235,801
Books and catalogues.....	55	2,788,847	29,328,202	26,539,355
Seed houses.....	33	367,162	757,465	390,303
Drug companies.....	23	338,666	950,085	611,419
Manufacturers sending samples.....	79	816,597	2,876,924	2,060,327
Manufactories.....	168	2,589,708	7,300,922	4,711,214
Merchants and mail-order houses.....	126	7,541,892	55,786,182	48,244,290
Miscellaneous.....	60	377,379	947,350	569,971
Total with duplicates.....	642	14,956,128	98,326,033	83,369,905
Total duplicates.....	137	4,526,087	33,815,812	29,289,725
Total.....	505	10,430,041	64,510,221	54,080,180

## EXHIBIT D.

## CLASSIFICATION OF PARCEL POST BY STATES, WEIGHTS, AND ZONES, AND SHOWING REVENUE DERIVED THEREFROM.

*Total of outgoing parcels, by weights and zones, reported for the period of two weeks ended May 16, 1914.*

	Under 5 pounds.	5 to 10 pounds.	10 to 20 pounds.	Over 20 pounds.	Total packages.	Total revenue.
United States:						
Local delivery.....	1,259,723	65,072	20,269	5,295	1,350,299	\$45,527.50
First zone.....	3,015,238	251,025	78,112	19,577	3,363,952	159,644.50
Second zone.....	4,583,695	346,623	118,550	35,186	5,084,054	230,683.87
Third zone.....	4,273,931	186,283	62,367	1,378	4,513,959	221,399.85
Fourth zone.....	4,820,052	136,277	28,978	1,081	4,986,338	247,885.35
Fifth zone.....	4,210,230	79,647	14,114	427	4,304,418	223,204.54
Sixth zone.....	2,183,301	34,531	6,032	228	2,224,092	109,683.23
Seventh zone.....	1,615,649	19,891	3,827	145	1,639,512	77,998.26
Eighth zone.....	1,403,151	24,058	4,070	146	1,431,425	92,405.72
Total packages.....	27,364,970	1,143,407	326,209	63,463	28,898,049	1,408,432.82

*Total of outgoing parcels, by weights and zones, reported for the period of two weeks ended May 16, 1914—Continued.*

	Under 5 pounds.	5 to 10 pounds.	10 to 20 pounds.	Over 20 pounds.	Total packages.	Total revenue.
<b>Alabama:</b>						
Local delivery.....	4,251	349	141	68	4,809	\$115.03
First zone.....	20,858	1,875	933	198	23,864	764.12
Second zone.....	28,779	2,821	899	108	32,607	1,060.42
Third zone.....	7,938	1,670	416	18	10,042	374.65
Fourth zone.....	7,027	1,088	288	13	8,366	441.08
Fifth zone.....	6,593	846	128	14	7,581	476.76
Sixth zone.....	1,554	284	25	1	1,864	156.65
Seventh zone.....	614	128	6	.....	748	55.08
Eighth zone.....	287	44	4	9	344	28.90
Total packages.....	77,901	9,055	2,840	429	90,225	3,472.69
<b>Arizona:</b>						
Local delivery.....	397	22	19	17	455	23.39
First zone.....	1,776	224	105	98	2,203	131.98
Second zone.....	3,114	368	185	205	3,872	289.26
Third zone.....	769	95	61	1	926	81.85
Fourth zone.....	1,295	107	36	2	1,440	125.27
Fifth zone.....	775	133	19	.....	927	96.84
Sixth zone.....	899	71	15	1	986	130.39
Seventh zone.....	723	44	13	.....	780	116.18
Eighth zone.....	1,093	65	9	2	1,169	180.76
Total packages.....	10,841	1,129	462	326	12,758	1,175.92
<b>Arkansas:</b>						
Local delivery.....	2,800	209	100	82	3,191	168.44
First zone.....	11,425	1,182	453	180	13,240	652.87
Second zone.....	22,671	1,859	658	208	25,396	1,279.66
Third zone.....	11,142	717	150	25	12,034	507.19
Fourth zone.....	11,477	509	88	32	12,106	491.55
Fifth zone.....	3,504	240	59	4	3,807	333.45
Sixth zone.....	1,490	99	31	5	1,625	206.13
Seventh zone.....	258	9	5	2	274	34.36
Eighth zone.....	34	5	8	1	48	9.48
Total packages.....	64,801	4,829	1,552	539	71,721	3,683.13
<b>California:</b>						
Local delivery.....	12,736	802	421	120	14,079	414.96
First zone.....	65,137	8,445	3,729	3,070	80,381	4,581.65
Second zone.....	79,942	13,647	7,505	6,649	107,743	8,135.48
Third zone.....	32,135	5,211	3,176	197	40,719	3,330.01
Fourth zone.....	26,018	3,169	2,002	169	31,358	4,473.38
Fifth zone.....	15,932	1,841	666	86	18,525	2,755.77
Sixth zone.....	5,927	642	199	32	6,800	957.26
Seventh zone.....	10,910	675	214	10	11,809	1,629.83
Eighth zone.....	22,073	1,218	296	23	23,610	3,752.53
Total packages.....	270,810	35,650	18,208	10,356	335,024	30,030.87
<b>Colorado:</b>						
Local delivery.....	7,116	286	139	121	7,662	248.19
First zone.....	13,697	1,505	796	466	16,464	1,040.09
Second zone.....	38,436	5,264	2,242	2,181	48,123	3,724.87
Third zone.....	16,882	1,382	1,110	17	19,391	1,586.09
Fourth zone.....	15,533	945	391	11	16,880	1,618.88
Fifth zone.....	14,438	645	173	15	15,271	1,546.06
Sixth zone.....	7,585	217	48	6	7,856	819.80
Seventh zone.....	5,973	190	52	7	6,222	787.00
Eighth zone.....	626	49	14	3	692	158.20
Total packages.....	120,286	10,483	4,965	2,827	138,561	11,529.18
<b>Connecticut:</b>						
Local delivery.....	2,701	173	67	26	2,967	139.39
First zone.....	36,068	4,183	1,272	207	41,730	2,474.99
Second zone.....	35,098	5,029	1,856	368	42,351	2,784.01
Third zone.....	11,765	1,414	406	6	13,591	1,114.58
Fourth zone.....	9,669	911	155	2	10,737	1,048.03
Fifth zone.....	13,151	660	105	1	13,917	1,443.65
Sixth zone.....	6,706	288	39	1	7,034	749.98
Seventh zone.....	2,838	102	12	.....	2,952	310.20
Eighth zone.....	6,348	341	40	.....	6,629	951.23
Total packages.....	124,244	13,101	3,952	611	141,908	11,016.06

*Total of outgoing parcels, by weights and zones, reported for the period of two weeks ended May 16, 1914—Continued.*

	Under 5 pounds.	5 to 10 pounds.	10 to 20 pounds.	Over 20 pounds.	Total packages.	Total revenue.
<b>Delaware:</b>						
Local delivery .....	367	20	5	.....	392	\$15.65
First zone .....	6,726	911	305	52	7,994	490.58
Second zone .....	5,932	739	343	43	7,057	411.86
Third zone .....	2,364	276	98	.....	2,738	206.78
Fourth zone .....	1,597	148	34	.....	1,779	188.03
Fifth zone .....	1,685	319	29	.....	2,033	203.51
Sixth zone .....	543	25	3	.....	571	57.78
Seventh zone .....	312	9	1	.....	322	37.37
Eighth zone .....	568	26	9	.....	603	98.58
Total packages .....	20,094	2,473	827	95	23,489	1,710.14
<b>Florida:</b>						
Local delivery .....	16,960	88	34	12	17,094	266.60
First zone .....	12,666	830	258	59	13,813	554.08
Second zone .....	15,039	1,385	358	105	16,887	891.21
Third zone .....	9,249	588	183	12	10,032	560.04
Fourth zone .....	9,077	405	123	7	9,612	570.31
Fifth zone .....	9,631	776	174	11	10,592	1,220.48
Sixth zone .....	3,420	429	88	6	3,943	573.12
Seventh zone .....	567	48	20	5	640	100.12
Eighth zone .....	757	55	10	2	824	156.86
Total packages .....	77,366	4,604	1,248	219	83,437	4,902.82
<b>Georgia:</b>						
Local delivery .....	12,385	373	117	64	12,939	324.08
First zone .....	40,530	3,215	756	193	44,694	1,607.18
Second zone .....	74,286	4,543	1,631	392	80,852	4,170.80
Third zone .....	50,409	1,997	773	15	53,194	3,635.73
Fourth zone .....	34,183	1,153	276	2	35,614	3,111.02
Fifth zone .....	18,021	822	162	8	19,013	1,739.42
Sixth zone .....	1,149	60	7	.....	1,216	134.05
Seventh zone .....	315	5	.....	.....	320	33.23
Eighth zone .....	992	27	3	.....	1,022	137.66
Total packages .....	232,270	12,195	3,725	674	248,864	14,893.17
<b>Idaho:</b>						
Local delivery .....	929	107	52	62	1,150	41.54
First zone .....	3,989	570	297	324	5,180	316.50
Second zone .....	3,081	449	312	619	4,461	396.01
Third zone .....	1,398	164	61	.....	1,623	88.27
Fourth zone .....	995	96	56	7	1,154	102.18
Fifth zone .....	561	49	13	.....	623	52.94
Sixth zone .....	1,024	109	34	.....	1,167	114.38
Seventh zone .....	665	51	19	.....	735	87.40
Eighth zone .....	982	51	19	1	1,053	151.33
Total packages .....	13,624	1,646	863	1,013	17,146	1,350.55
<b>Illinois:</b>						
Local delivery .....	217,390	3,745	1,087	232	222,454	5,705.55
First zone .....	183,356	7,513	2,276	525	193,670	7,704.85
Second zone .....	859,838	24,317	7,442	1,315	892,912	28,231.26
Third zone .....	1,281,775	25,203	6,503	37	1,313,518	46,729.12
Fourth zone .....	2,019,252	29,741	5,848	.....	2,054,848	84,537.08
Fifth zone .....	1,596,551	17,251	3,161	3	1,616,966	75,505.43
Sixth zone .....	265,248	3,973	1,009	.....	270,230	14,408.52
Seventh zone .....	241,442	2,465	487	3	244,397	13,138.67
Eighth zone .....	60,240	834	282	.....	61,356	4,523.42
Total packages .....	6,725,092	115,042	28,095	2,122	6,870,351	280,483.90
<b>Indiana:</b>						
Local delivery .....	15,304	483	185	72	16,044	529.77
First zone .....	55,522	4,283	1,099	256	61,115	2,920.27
Second zone .....	87,537	7,466	2,095	451	97,549	5,318.85
Third zone .....	51,632	3,881	694	23	56,230	3,254.82
Fourth zone .....	50,309	2,226	393	2	52,930	3,829.32
Fifth zone .....	38,279	1,015	197	8	39,499	2,971.93
Sixth zone .....	5,902	226	51	.....	6,179	633.55
Seventh zone .....	4,513	135	30	1	4,679	591.83
Eighth zone .....	7,083	132	34	1	7,250	719.83
Total packages .....	316,081	19,802	4,778	814	341,475	20,772.17

Total of outgoing parcels, by weights and zones, reported for the period of two weeks ended May 16, 1914—Continued.

	Under 5 pounds.	5 to 10 pounds.	10 to 20 pounds.	Over 20 pounds.	Total packages.	Total revenue.
<b>Iowa:</b>						
Local delivery .....	28,195	1,075	293	134	29,607	\$772.19
First zone.....	82,009	5,819	1,584	216	89,628	4,888.95
Second zone.....	143,125	10,860	3,164	480	157,629	9,575.22
Third zone.....	69,010	4,019	1,041	16	74,086	5,042.52
Fourth zone.....	52,470	2,360	483	269	55,582	4,305.63
Fifth zone.....	41,292	1,142	221	3	42,658	3,142.93
Sixth zone.....	12,287	411	53	2	12,753	1,530.24
Seventh zone.....	4,397	187	53	2	4,639	680.97
Eighth zone.....	1,288	33	14	.....	1,335	295.06
Total packages.....	434,073	25,906	6,906	1,122	468,007	30,233.71
<b>Kansas:</b>						
Local delivery .....	6,974	337	80	41	7,432	212.47
First zone.....	14,779	1,256	347	110	16,492	710.42
Second zone.....	12,046	1,137	385	89	13,657	754.47
Third zone.....	6,119	490	117	15	6,741	430.96
Fourth zone.....	6,047	386	79	8	6,520	542.79
Fifth zone.....	2,866	223	33	3	3,125	311.47
Sixth zone.....	3,218	148	26	2	3,394	398.38
Seventh zone.....	398	23	4	1	426	56.09
Eighth zone.....	77	4	1	.....	82	17.14
Total packages.....	52,524	4,004	1,072	269	57,869	3,434.19
<b>Kentucky:</b>						
Local delivery .....	6,609	423	212	204	7,448	156.46
First zone.....	19,538	1,725	579	234	22,076	902.63
Second zone.....	22,043	2,184	841	310	25,378	1,240.45
Third zone.....	13,748	852	359	115	15,074	868.25
Fourth zone.....	23,829	819	220	94	24,962	1,088.41
Fifth zone.....	5,398	211	61	38	5,708	423.62
Sixth zone.....	601	39	8	33	681	72.50
Seventh zone.....	260	17	10	.....	287	48.49
Eighth zone.....	490	29	5	.....	524	79.85
Total packages.....	92,516	6,299	2,295	1,028	102,138	4,880.66
<b>Louisiana:</b>						
Local delivery .....	1,471	90	32	13	1,606	48.10
First zone.....	9,625	738	298	67	10,728	484.71
Second zone.....	16,974	1,674	634	138	19,420	1,108.41
Third zone.....	9,472	643	243	15	10,373	718.37
Fourth zone.....	8,432	334	93	6	8,865	673.43
Fifth zone.....	5,358	280	122	3	5,763	524.31
Sixth zone.....	2,532	101	10	2	2,645	232.48
Seventh zone.....	234	18	1	.....	253	40.58
Eighth zone.....	135	10	.....	.....	145	25.48
Total packages.....	54,233	3,888	1,433	244	59,798	3,955.87
<b>Maine:</b>						
Local delivery .....	4,586	351	141	43	5,121	184.65
First zone.....	40,821	3,975	1,613	329	46,738	2,708.96
Second zone.....	38,755	4,168	1,892	316	45,131	2,638.63
Third zone.....	13,703	1,192	380	22	15,297	1,119.85
Fourth zone.....	11,441	423	74	6	11,944	788.67
Fifth zone.....	15,013	211	60	4	15,288	986.92
Sixth zone.....	13,486	88	16	.....	13,590	888.07
Seventh zone.....	6,867	28	6	.....	6,901	502.42
Eighth zone.....	6,460	93	20	1	6,574	584.47
Total packages.....	151,132	10,529	4,202	721	166,584	10,402.64
<b>Maryland:</b>						
Local delivery .....	11,324	749	246	132	12,451	552.29
First zone.....	55,191	11,475	2,874	444	69,984	4,335.83
Second zone.....	79,528	15,178	3,863	400	98,969	6,355.37
Third zone.....	51,284	9,650	2,960	33	63,927	6,092.21
Fourth zone.....	56,796	8,353	1,980	26	67,155	7,194.48
Fifth zone.....	26,995	3,388	637	3	31,023	4,341.97
Sixth zone.....	12,808	1,147	293	1	14,249	1,969.66
Seventh zone.....	3,693	107	20	2	3,822	515.49
Eighth zone.....	7,130	247	33	4	7,414	890.50
Total packages.....	304,749	50,294	12,906	1,045	368,994	32,187.80

*Total of outgoing parcels, by weights and zones, reported for the period of two weeks ended May 16, 1914—Continued.*

	Under 5 pounds.	5 to 10 pounds.	10 to 20 pounds.	Over 20 pounds.	Total packages.	Total revenue.
<b>Massachusetts:</b>						
Local delivery.....	100,424	11,910	2,621	174	115,129	\$5,743.72
First zone.....	230,565	25,130	6,633	750	263,078	15,885.28
Second zone.....	190,698	21,893	7,120	1,014	220,725	13,317.48
Third zone.....	121,942	9,442	2,226	18	133,628	9,972.49
Fourth zone.....	76,200	4,899	644	7	81,750	6,976.37
Fifth zone.....	79,636	3,947	496	11	84,090	8,244.10
Sixth zone.....	57,902	2,324	294	1	60,521	5,903.85
Seventh zone.....	32,930	1,094	134	.....	34,158	3,780.11
Eighth zone.....	36,507	1,428	312	3	38,250	5,856.35
Total packages.....	926,804	82,067	20,480	1,978	1,031,329	75,679.75
<b>Michigan:</b>						
Local delivery.....	33,311	1,156	377	129	34,973	1,254.49
First zone.....	88,881	8,627	3,284	1,516	102,308	5,280.30
Second zone.....	176,714	11,557	5,073	1,908	195,252	8,903.35
Third zone.....	178,924	7,011	2,681	42	188,658	8,758.89
Fourth zone.....	177,298	5,521	1,773	13	184,605	10,881.78
Fifth zone.....	133,460	2,935	734	4	137,133	5,125.28
Sixth zone.....	99,023	1,765	449	.....	101,237	5,406.39
Seventh zone.....	64,898	1,029	332	3	66,262	4,209.73
Eighth zone.....	65,563	929	273	.....	66,765	4,776.17
Total packages.....	1,018,072	40,530	14,976	3,615	1,077,193	54,596.38
<b>Minnesota:</b>						
Local delivery.....	13,482	1,245	543	126	15,396	589.60
First zone.....	35,104	3,421	1,298	215	40,038	2,138.45
Second zone.....	62,006	6,382	2,542	522	71,452	4,369.95
Third zone.....	45,778	3,335	1,203	27	50,343	4,130.47
Fourth zone.....	39,893	2,945	745	15	43,598	4,671.20
Fifth zone.....	22,756	1,199	395	5	24,355	3,180.08
Sixth zone.....	13,683	457	170	6	14,316	1,737.59
Seventh zone.....	3,517	125	61	.....	3,703	572.96
Eighth zone.....	1,675	73	17	.....	1,765	273.97
Total packages.....	237,894	19,182	6,974	916	264,966	21,664.27
<b>Mississippi:</b>						
Local delivery.....	3,000	244	72	34	3,350	93.39
First zone.....	18,379	1,644	633	155	20,811	1,056.15
Second zone.....	17,270	1,553	541	227	19,591	1,081.82
Third zone.....	4,816	457	130	14	5,417	351.13
Fourth zone.....	5,184	539	91	17	5,831	451.73
Fifth zone.....	3,921	226	39	12	4,198	337.27
Sixth zone.....	1,340	53	8	8	1,409	127.18
Seventh zone.....	103	8	4	.....	115	9.24
Eighth zone.....	101	1	1	.....	103	11.77
Total packages.....	54,114	4,725	1,519	467	60,825	3,519.68
<b>Missouri:</b>						
Local delivery.....	22,930	1,442	485	202	25,059	1,032.63
First zone.....	65,595	5,502	2,041	495	73,633	3,961.70
Second zone.....	114,634	8,658	3,413	797	127,502	7,081.61
Third zone.....	159,323	7,631	2,360	51	169,365	10,796.83
Fourth zone.....	164,646	6,455	1,636	16	172,753	13,181.89
Fifth zone.....	102,691	2,970	693	30	106,384	12,652.25
Sixth zone.....	17,051	1,290	303	1	18,645	3,156.04
Seventh zone.....	13,665	685	152	.....	14,502	1,830.99
Eighth zone.....	1,572	130	30	2	1,734	403.80
Total packages.....	662,107	34,763	11,113	1,594	709,577	54,097.74
<b>Montana:</b>						
Local delivery.....	813	56	35	63	967	38.17
First zone.....	5,627	549	264	158	6,598	367.33
Second zone.....	6,918	849	378	281	8,426	598.08
Third zone.....	4,251	391	125	6	4,773	411.55
Fourth zone.....	1,500	203	39	.....	1,742	182.57
Fifth zone.....	2,258	254	72	3	2,587	287.17
Sixth zone.....	2,265	247	24	30	2,566	318.22
Seventh zone.....	785	62	21	.....	868	141.03
Eighth zone.....	1,138	99	5	.....	1,242	225.95
Total packages.....	25,555	2,710	963	541	29,769	2,570.07



*Total of outgoing parcels, by weights and zones, reported for the period of two weeks ended May 16, 1914—Continued.*

	Under 5 pounds.	5 to 10 pounds.	10 to 20 pounds.	Over 20 pounds.	Total packages.	Total revenue.
<b>Nebraska:</b>						
Local delivery.....	8,783	543	137	34	9,497	\$374.73
First zone.....	20,742	1,936	520	68	23,266	1,342.49
Second zone.....	46,179	5,071	1,566	188	53,004	3,020.50
Third zone.....	22,979	2,074	776	14	25,791	1,763.99
Fourth zone.....	22,975	1,538	437	5	24,955	2,077.15
Fifth zone.....	10,357	1,613	167	5	11,142	1,031.25
Sixth zone.....	8,998	341	56	2	9,397	1,040.01
Seventh zone.....	671	38	6	1	716	97.18
Eighth zone.....	473	22	1	1	497	61.38
Total packages.....	142,105	12,176	3,666	318	158,253	10,808.68
<b>Nevada:</b>						
Local delivery.....	131	22	9	22	184	7.70
First zone.....	1,437	186	124	87	1,834	120.38
Second zone.....	1,807	392	415	1,347	3,961	707.97
Third zone.....	1,491	164	83	6	1,744	137.60
Fourth zone.....	568	66	25	.....	659	50.57
Fifth zone.....	185	17	6	.....	208	20.65
Sixth zone.....	173	17	8	.....	198	21.53
Seventh zone.....	357	40	10	.....	407	64.25
Eighth zone.....	532	36	4	.....	572	83.15
Total packages.....	6,681	940	684	1,462	9,767	1,213.80
<b>New Hampshire:</b>						
Local delivery.....	2,128	199	62	21	2,410	101.19
First zone.....	21,822	1,664	704	105	24,295	1,215.43
Second zone.....	18,499	1,686	788	193	21,166	1,193.26
Third zone.....	5,249	461	135	9	5,854	413.87
Fourth zone.....	1,912	143	41	2	2,098	204.98
Fifth zone.....	2,090	112	21	1	2,224	238.73
Sixth zone.....	936	34	9	.....	979	118.13
Seventh zone.....	429	15	3	1	448	55.21
Eighth zone.....	986	67	9	.....	1,062	179.60
Total packages.....	54,051	4,381	1,772	332	60,536	3,720.40
<b>New Jersey:</b>						
Local delivery.....	5,120	378	175	11	5,684	738.66
First zone.....	74,983	7,922	2,286	301	85,492	5,009.35
Second zone.....	34,086	4,273	1,426	204	39,989	3,089.70
Third zone.....	23,229	2,478	612	21	26,340	2,044.81
Fourth zone.....	18,228	1,188	224	7	19,647	1,717.30
Fifth zone.....	19,615	913	169	4	20,701	2,014.21
Sixth zone.....	9,158	332	75	3	9,568	1,044.31
Seventh zone.....	6,908	203	65	1	7,177	565.84
Eighth zone.....	9,030	564	148	7	9,749	1,567.98
Total packages.....	200,357	18,251	5,180	559	224,347	17,792.16
<b>New Mexico:</b>						
Local delivery.....	327	31	18	13	389	15.20
First zone.....	1,872	283	145	187	2,487	153.33
Second zone.....	2,671	365	254	442	3,732	404.73
Third zone.....	1,316	148	66	3	1,533	123.87
Fourth zone.....	1,081	110	27	1	1,219	97.52
Fifth zone.....	1,531	117	30	1	1,679	168.82
Sixth zone.....	1,178	84	21	5	1,288	155.41
Seventh zone.....	789	39	10	.....	838	112.25
Eighth zone.....	582	21	.....	.....	603	76.28
Total packages.....	11,347	1,198	571	652	13,768	1,307.41
<b>New York:</b>						
Local delivery.....	506,526	27,608	8,547	1,543	544,224	17,427.46
First zone.....	1,134,058	75,600	18,612	2,634	1,230,904	46,877.29
Second zone.....	1,450,775	84,784	21,270	2,837	1,559,666	50,591.96
Third zone.....	1,423,884	50,293	9,508	209	1,483,894	61,994.64
Fourth zone.....	1,500,321	35,978	5,280	71	1,541,650	68,912.71
Fifth zone.....	1,724,202	26,263	3,255	55	1,753,775	67,141.46
Sixth zone.....	1,536,217	15,813	1,892	24	1,553,946	55,825.03
Seventh zone.....	1,149,816	10,264	1,629	27	1,161,736	40,041.15
Eighth zone.....	1,096,043	14,437	1,755	18	1,112,253	54,198.11
Total packages.....	11,521,842	341,040	71,748	7,418	11,942,048	463,009.81

Total of outgoing parcels, by weights and zones, reported for the period of two weeks ended May 16, 1914—Continued.

	Under 5 pounds.	5 to 10 pounds.	10 to 20 pounds.	Over 20 pounds.	Total packages.	Total revenue.
<b>North Carolina:</b>						
Local delivery.....	3,352	298	106	54	3,810	\$115.70
First zone.....	17,634	1,979	689	205	20,507	965.14
Second zone.....	13,834	2,065	893	327	17,119	954.04
Third zone.....	6,948	801	253	35	8,037	597.30
Fourth zone.....	9,427	950	232	57	10,666	842.60
Fifth zone.....	3,052	291	112	8	3,463	307.96
Sixth zone.....	543	41	24	10	618	69.83
Seventh zone.....	168	23	2	4	197	31.12
Eighth zone.....	261	17	22	1	562	52.14
Total packages.....	55,219	6,465	2,333	701	64,979	3,935.83
<b>North Dakota:</b>						
Local delivery.....	3,596	294	118	28	4,036	162.70
First zone.....	9,080	535	146	52	9,813	450.65
Second zone.....	8,340	709	231	77	9,357	549.07
Third zone.....	5,728	354	93	12	6,187	445.21
Fourth zone.....	4,582	392	86	19	5,079	438.53
Fifth zone.....	4,182	348	80	20	4,630	408.07
Sixth zone.....	1,778	109	43	9	1,939	237.08
Seventh zone.....	638	63	15	6	722	78.59
Eighth zone.....	224	23	1	1	249	45.68
Total packages.....	38,148	2,827	813	224	42,012	2,824.58
<b>Ohio:</b>						
Local delivery.....	40,771	1,495	487	101	42,854	1,672.85
First zone.....	105,040	8,077	2,719	465	116,301	5,964.69
Second zone.....	170,699	13,406	4,792	642	189,539	9,261.84
Third zone.....	205,004	8,131	2,203	20	215,358	10,114.15
Fourth zone.....	261,835	6,416	1,108	13	269,372	14,211.70
Fifth zone.....	85,549	2,130	342	.....	88,021	6,641.47
Sixth zone.....	24,829	593	95	1	25,518	3,185.03
Seventh zone.....	9,009	304	46	.....	9,359	1,181.26
Eighth zone.....	18,161	631	137	2	18,931	3,024.85
Total packages.....	920,897	41,183	11,929	1,244	975,253	55,257.84
<b>Oklahoma:</b>						
Local delivery.....	3,517	288	87	64	3,956	123.74
First zone.....	11,195	962	347	109	12,613	621.60
Second zone.....	12,387	1,156	296	128	13,967	725.53
Third zone.....	11,716	587	164	19	12,486	864.73
Fourth zone.....	6,757	402	111	5	7,275	606.91
Fifth zone.....	3,350	263	28	4	3,645	306.57
Sixth zone.....	2,411	163	38	8	2,620	267.28
Seventh zone.....	436	13	5	1	455	65.07
Eighth zone.....	68	4	.....	.....	72	28.11
Total packages.....	51,837	3,838	1,076	338	57,089	3,609.54
<b>Oregon:</b>						
Local delivery.....	8,114	509	196	152	8,971	274.54
First zone.....	20,956	1,770	930	503	24,159	1,467.23
Second zone.....	52,057	5,174	2,797	1,794	61,822	4,281.22
Third zone.....	24,311	2,141	1,374	28	27,854	2,528.69
Fourth zone.....	9,578	519	254	5	10,356	1,206.28
Fifth zone.....	3,610	195	81	1	3,887	560.76
Sixth zone.....	1,259	90	40	1	1,390	195.56
Seventh zone.....	3,733	204	42	2	3,981	665.48
Eighth zone.....	7,463	375	70	1	7,909	1,473.31
Total packages.....	131,081	10,977	5,784	2,487	150,329	12,753.07
<b>Pennsylvania:</b>						
Local delivery.....	92,751	3,904	1,243	408	98,306	3,600.46
First zone.....	239,718	21,647	7,794	1,350	270,509	14,721.22
Second zone.....	303,052	31,283	11,178	1,756	347,269	20,572.13
Third zone.....	160,529	11,228	3,153	63	174,973	12,341.35
Fourth zone.....	118,008	6,158	1,313	25	125,504	12,438.09
Fifth zone.....	75,161	2,798	399	6	78,364	7,852.38
Sixth zone.....	28,268	852	160	2	29,282	3,443.59
Seventh zone.....	16,668	360	70	1	17,099	1,923.68
Eighth zone.....	29,165	984	194	2	30,345	4,392.88
Total packages.....	1,063,320	79,214	25,504	3,613	1,171,651	81,285.77

*Total of outgoing parcels, by weights and zones, reported for the period of two weeks ended May 16, 1914—Continued.*

	Under 5 pounds.	5 to 10 pounds.	10 to 20 pounds.	Over 20 pounds.	Total packages.	Total revenue.
<b>Rhode Island:</b>						
Local delivery.....	449	20	2	.....	471	\$15.98
First zone.....	5,661	517	166	16	6,360	304.11
Second zone.....	3,937	435	146	22	4,540	257.71
Third zone.....	2,647	218	34	.....	2,899	206.25
Fourth zone.....	939	68	16	.....	1,023	99.08
Fifth zone.....	880	38	15	.....	933	115.77
Sixth zone.....	344	16	3	.....	363	46.82
Seventh zone.....	108	8	2	.....	118	28.21
Eighth zone.....	362	14	1	1	378	92.74
Total packages.....	15,327	1,334	385	39	17,085	1,166.67
<b>South Carolina:</b>						
Local delivery.....	1,864	136	52	14	2,066	59.05
First zone.....	11,169	802	315	77	12,363	596.92
Second zone.....	10,534	954	475	112	12,075	671.74
Third zone.....	4,557	315	94	8	4,974	284.19
Fourth zone.....	4,670	379	73	4	5,126	432.73
Fifth zone.....	2,433	185	46	2	2,666	270.21
Sixth zone.....	93	8	5	7	113	14.39
Seventh zone.....	33	2	.....	.....	35	4.89
Eighth zone.....	77	3	3	.....	83	19.24
Total packages.....	35,430	2,784	1,063	224	39,501	2,353.36
<b>South Dakota:</b>						
Local delivery.....	3,457	259	107	24	3,847	140.22
First zone.....	8,500	693	240	81	9,514	420.99
Second zone.....	9,462	859	321	87	10,729	611.74
Third zone.....	5,087	421	112	8	5,628	349.57
Fourth zone.....	5,153	370	103	5	5,631	485.52
Fifth zone.....	2,159	203	33	5	2,400	213.92
Sixth zone.....	2,263	136	20	4	2,423	292.63
Seventh zone.....	365	29	2	.....	396	45.80
Eighth zone.....	127	11	.....	.....	138	12.66
Total packages.....	36,573	2,981	938	214	40,706	2,573.05
<b>Tennessee:</b>						
Local delivery.....	6,864	536	180	109	7,689	237.34
First zone.....	24,301	2,182	857	235	27,575	1,389.94
Second zone.....	37,470	4,436	2,039	520	44,465	2,702.75
Third zone.....	22,092	1,858	541	13	24,504	1,524.20
Fourth zone.....	31,609	1,477	260	11	33,357	2,280.87
Fifth zone.....	10,195	362	61	3	10,621	879.27
Sixth zone.....	864	70	12	1	947	101.03
Seventh zone.....	361	35	9	.....	405	53.88
Eighth zone.....	654	50	13	.....	717	126.70
Total packages.....	134,410	11,006	3,972	892	150,280	9,295.98
<b>Texas:</b>						
Local delivery.....	10,113	583	286	83	11,065	359.44
First zone.....	47,549	4,924	1,646	705	54,824	2,852.13
Second zone.....	87,446	13,485	4,388	778	106,097	7,020.71
Third zone.....	62,279	8,208	2,224	89	72,800	6,221.16
Fourth zone.....	24,504	1,908	584	34	27,030	2,333.35
Fifth zone.....	12,645	1,007	221	25	13,898	1,400.00
Sixth zone.....	7,160	519	148	9	7,836	989.22
Seventh zone.....	4,104	246	78	9	4,437	704.91
Eighth zone.....	849	49	25	8	931	157.85
Total packages.....	256,649	30,929	9,600	1,740	298,918	22,038.77
<b>Utah:</b>						
Local delivery.....	1,262	41	41	8	1,352	66.41
First zone.....	8,368	1,130	512	370	10,380	665.04
Second zone.....	10,466	1,785	1,269	1,363	14,883	1,477.39
Third zone.....	6,545	899	990	8	8,442	967.84
Fourth zone.....	5,704	376	178	3	6,261	819.01
Fifth zone.....	2,010	80	31	.....	2,121	292.41
Sixth zone.....	1,299	119	23	1	1,442	178.28
Seventh zone.....	1,325	82	11	.....	1,418	58.56
Eighth zone.....	1,439	68	28	2	1,537	246.49
Total packages.....	37,418	4,580	3,083	1,755	46,836	4,771.43

Total of outgoing parcels, by weights and zones, reported for the period of two weeks ended May 16, 1914—Continued.

	Under 5 pounds.	5 to 10 pounds.	10 to 20 pounds.	Over 20 pounds.	Total packages.	Total revenue.
<b>Vermont:</b>						
Local delivery.....	1,987	148	81	21	2,237	\$84.34
First zone.....	17,255	1,711	836	190	19,992	1,085.23
Second zone.....	9,425	1,635	946	216	12,222	818.12
Third zone.....	6,795	718	357	.....	7,870	580.63
Fourth zone.....	1,691	210	44	3	1,948	186.37
Fifth zone.....	2,042	138	47	2	2,229	240.10
Sixth zone.....	977	80	21	.....	1,078	122.89
Seventh zone.....	383	25	7	.....	415	59.34
Eighth zone.....	880	68	21	1	970	228.71
Total packages.....	41,435	4,733	2,360	433	48,961	3,405.73
<b>Virginia:</b>						
Local delivery.....	4,379	428	181	66	5,054	191.33
First zone.....	37,481	3,160	1,208	366	42,315	2,156.84
Second zone.....	40,962	4,178	1,600	399	47,139	2,526.00
Third zone.....	30,033	2,332	713	41	33,119	2,206.12
Fourth zone.....	21,476	1,181	300	18	22,975	1,728.04
Fifth zone.....	9,319	279	66	5	9,669	626.67
Sixth zone.....	3,442	67	18	2	3,529	201.94
Seventh zone.....	689	28	5	1	723	66.17
Eighth zone.....	860	26	11	.....	897	133.60
Total packages.....	148,641	11,679	4,102	898	165,420	9,836.71
<b>Washington:</b>						
Local delivery.....	3,432	387	129	98	4,046	188.49
First zone.....	16,939	1,866	806	361	19,972	1,173.68
Second zone.....	24,573	3,643	2,248	1,445	31,909	2,383.87
Third zone.....	4,573	628	280	10	5,471	445.10
Fourth zone.....	1,150	125	50	2	1,327	158.77
Fifth zone.....	1,652	149	41	1	1,843	236.17
Sixth zone.....	1,546	100	23	.....	1,669	198.92
Seventh zone.....	2,986	197	35	.....	3,218	511.35
Eighth zone.....	4,223	202	42	5	4,472	725.78
Total packages.....	61,074	7,297	3,634	1,922	73,927	6,022.13
<b>West Virginia:</b>						
Local delivery.....	1,834	197	110	43	2,184	63.78
First zone.....	20,779	1,680	794	268	23,521	1,188.75
Second zone.....	20,626	1,511	637	201	22,975	1,143.92
Third zone.....	13,434	545	151	6	14,136	774.88
Fourth zone.....	7,657	517	116	52	8,342	632.96
Fifth zone.....	1,483	101	41	.....	1,625	206.75
Sixth zone.....	483	29	10	1	523	50.34
Seventh zone.....	135	3	3	1	142	18.51
Eighth zone.....	670	14	5	2	691	64.01
Total packages.....	67,101	4,597	1,867	574	74,139	4,143.90
<b>Wisconsin:</b>						
Local delivery.....	21,889	951	320	134	23,294	804.04
First zone.....	53,612	4,398	1,629	232	59,771	2,959.51
Second zone.....	106,501	8,578	2,902	626	118,607	6,371.80
Third zone.....	66,628	3,407	958	30	71,023	4,193.83
Fourth zone.....	55,707	2,030	487	7	58,231	4,386.33
Fifth zone.....	59,721	1,371	325	8	61,425	4,031.77
Sixth zone.....	11,052	380	72	.....	11,504	1,028.90
Seventh zone.....	14,491	279	55	2	14,827	1,468.95
Eighth zone.....	4,583	92	21	1	4,697	540.74
Total packages.....	394,184	21,486	6,660	1,040	423,379	25,785.87
<b>Wyoming:</b>						
Local delivery.....	265	37	18	57	377	19.15
First zone.....	1,085	232	166	135	1,618	109.42
Second zone.....	981	204	120	171	1,476	126.31
Third zone.....	576	107	55	1	739	63.17
Fourth zone.....	550	83	32	1	666	62.88
Fifth zone.....	858	91	48	2	999	95.32
Sixth zone.....	349	32	13	.....	394	63.33
Seventh zone.....	375	27	7	.....	409	71.41
Eighth zone.....	199	42	13	.....	254	50.30
Total packages.....	5,238	855	472	367	6,932	661.29

*Total of outgoing parcels, by weights and zones, reported for the period of two weeks ended May 16, 1914—Continued.*

	Under 5 pounds.	5 to 10 pounds.	10 to 20 pounds.	Over 20 pounds.	Total packages.	Total revenue.
<b>Alaska:</b>						
Local delivery.....	2				2	\$0.12
First zone.....	1				1	.12
Second zone.....						
Third zone.....	1				1	
Fourth zone.....						
Fifth zone.....	1				1	
Sixth zone.....						
Seventh zone.....	4				4	
Eighth zone.....	238	107	33		478	152.74
Total packages.....	247	107	33		487	152.98
<b>Hawaii:</b>						
Local delivery.....	74	3			77	2.00
First zone.....	758	73	7	1	839	45.70
Second zone.....	1,947	322	47	5	2,321	141.22
Third zone.....	523	56	2		581	48.05
Fourth zone.....	10	8			18	.02
Fifth zone.....	2				2	
Sixth zone.....						
Seventh zone.....						
Eighth zone.....	1,157	125	18		1,300	340.14
Total packages.....	4,471	587	74	6	5,138	577.13
<b>Porto Rico:</b>						
Local delivery.....	281	42	13	16	352	10.13
First zone.....	3,379	499	287	157	4,322	288.45
Second zone.....	1,115	254	134	180	1,683	67.11
Third zone.....	1				1	
Fourth zone.....						
Fifth zone.....	3				3	.24
Sixth zone.....	38	13			51	8.94
Seventh zone.....	791	120	53	52	1,016	130.83
Eighth zone.....	626	83	56	41	806	90.26
Total packages.....	6,234	1,011	543	446	8,234	595.96

### EXHIBIT E.

#### POSTMASTERS' SUGGESTIONS AS TO ADDITIONAL LEGISLATION AND IMPROVEMENT OF THE PARCEL POST SERVICE.

##### CITY DELIVERY AND COLLECTION OF PARCELS.

Postmaster, Beverly, Mass.: I would extend the purport of the provisions of paragraph 5, section 496, Postal Laws and Regulations, and prepare a penalty card for public use, to be used by the public in notifying the postmaster to call at the address named thereon for parcel to be mailed. Equip the parcel post carrier with spring scale and parcel post guide and let him receive the parcel direct from the patron; amending section 713, Postal Laws and Regulations, or any other regulation in conflict to enable this to be done. Provide a form in duplicate receipts, one for the patron and the other for the carrier who receives the parcel, thus eliminating the objection found in section 713. Reason for this recommendation explained in accompanying letter:

UNITED STATES POST OFFICE,  
Beverly, Mass., April 29, 1914.

Hon. JOSEPH L. BRISTOW,  
Chairman, Washington, D. C.

SIR: Supplementing my remarks to question 13 on the inclosed sheet, I would suggest that it seems to me that something should be done in order to get at the heavier parcels, which the service does not obtain.

This is evident by the official count ended April 15 and also by the results now shown in the present accounting. My information is that the express companies call for the parcels at the houses of patrons, and if some method of securing business in this manner was introduced I believe that it would have the effect of readily increas-



ing business and at the same time tend to decrease the demand for the establishment of substations.

The majority of the carriers of parcel matter now being provided with vehicles, they could be provided with a spring scale and parcel post guide and receive matter direct from the patron, and it would be of no great increase in cost to the service, as the parcels carrier now goes all over the city.

A penalty post card could be provided and used by the patron in notifying the postmaster of a parcel to be mailed. This method might apply to parcels of reasonable bulk, if it was not considered feasible to make it general.

The count shows, to my satisfaction, that the service is not getting such heavy parcels as they would get and should get, and I bring this point to the attention of your committee as it indicates to my mind that this feature should not be passed unheeded, but should be improved and developed, and I believe this method can go to some extent toward its accomplishment.

The matter of granting the public the use of penalty envelopes is already provided for by section 496, Postal Laws and Regulations, under certain conditions, and I am not sure but that it is already broad enough to include this scheme without amendment; it might be easily covered by a departmental order. I think people would mail more heavy parcels, but they do not like to be seen on the street carrying them.

Respectfully submitted

CHARLES PRESCOTT,  
Postmaster.

Postmaster, Portland, Me.: Deliveries should be made entirely by automobile or horse-drawn vehicles, as better results will be obtained and the service is much improved over delivering by carriers on foot.

Postmaster, Boston, Mass.: Appropriations by Congress should be sufficiently generous to enable proper delivery service of bulky and heavy parcels by teams or automobiles, thus relieving the letter carriers and enabling them to give satisfactory service in the delivery of other classes of mail, particularly the first class.

Postmaster, Lincoln, Nebr.: The heavy and bulky packages should be delivered by automobile service, thus increasing the efficiency of the force and lessening the time of delivery. Collections should also be made from business houses doing a large business in this class of mail, and rates lowered in all zones where they are higher than the express companies' rates.

Postmaster, Holdrege, Nebr.: Provision should be made for collection of parcels in free-delivery cities.

Postmaster, Laconia, N. H.: I would favor collection of packages by parcel-post team.

Postmaster, East Orange, N. J.: For prompt and economical delivery, I would suggest a central garage to be maintained by the department and under the supervision of a postmaster, where a supply of electric vehicles could be furnished sufficient for adjacent post offices and delivery stations. In this section such an institution could supply 20 different offices. Auto repairs and electric charging could then be made at bottom prices.

Postmaster, Conneaut, Ohio: Collection in cities having city delivery service of parcels weighing 5 pounds or over for mailing.

Postmaster, Delaware, Ohio: We are handling but a limited amount of packages which are large. This is due to the fact that people have no means of conveying the larger packages to the office. Hence, they are expressed. It seems that if the Postal Department expects to get this class of mail, it will be necessary to provide some means of collection. Again, if a collection system was established, then and in that case, I believe that weight and size should be raised, for it requires some way of conveyance for the larger packages, and an extension of maximum weight to 100 pounds and an extension in dimensions would not make the delivery a difficult proposition.

Postmaster, East Stroudsburg, Pa.: I think the greatest need is the establishment of vehicle service. The post office has taken up a large business without altogether proper facilities. Legislation to the effect that we should have permanent vehicle service for the many and varied parcels now received, to my mind, is most important.

Postmaster, Pottsville, Pa.: A means for the collection of parcels should be inaugurated in every office where the business would warrant it, such offices to be determined by a canvass for business of merchants and manufacturers.

Postmaster, Sioux Falls, S. Dak.: Mounted equipment for delivery of parcel matter should be standardized, and pick-up or collection service should be established in addition to delivery of this class of matter.

Postmaster, Fort Worth, Tex.: We should have sufficient parcel-post wagons to call for all large and bulky packages anywhere in the delivery limits of the office.

Postmaster, Bedford City, Va.: That a suitable allowance be made each post office for mounted carriers to deliver heavy parcel-post packages, also fragile and perishable matter.

Postmaster, Richmond, Va.: I would suggest the use of horse-drawn vehicles under a contract system such as is now in vogue with screen-wagon service at large offices.

Postmaster, Salem, Va.: All offices of the first, second, and some third class, should have it handled just like the express is now handled, viz., by wagon delivery.

#### CLASSIFICATION.

Postmaster, Bay Minette, Ala.: Would suggest that printed matter either be put on same basis as "books," or taken out of fourth class altogether. Would also suggest that a special weight limit of 50 pounds be fixed for plants, such as potato plants, tomatoes, cabbage, etc., to apply to any zone. These plants are generally ordered 500, 1,000, 2,000, 3,000, etc., and the amount of order packed in one crate, and very often is over weight beyond the second zone. I have had to turn off a good many that went just a little over weight, which went by express.

Postmaster, Sharpsville, Ind.: In my opinion catalogues should never have been admitted as parcel post. The number of pieces is no more, and revenue decreased.

Postmaster, Arlington, Iowa: In my opinion catalogues should not have been admitted to the fourth class. A large catalogue such as Sears & Roebuck issue, weighing 3 pounds, formerly cost 24 cents. Such a catalogue now costs 10 cents from Chicago to this office. From points in the fourth or fifth zones, these catalogues are shipped by freight to some point within the State and distributed from that point by mail. Thus the department has been a heavy loser by the change.

Postmaster, Manila, Iowa: The taking of department-store catalogues out of the catalogue class is cutting the revenue from this source about one-half. Such firms are now making shipments of goods from Chicago to Des Moines by freight or express and then relaying such parcels from this point by parcel post. Shipments are being made in the same manner from New York. Under the parcel post rate such firms are getting their large catalogues delivered now to patrons for one-half the postage formerly required, or thereabout.

Postmaster, Canterbury, N. H.: I would have but three classes of mail, cutting out third class.

Postmaster, Intervale, N. H.: Make only three classes of mail:—first, first-class matter; second, newspapers and periodicals; third, all other mail. No sense in carrying a bulky photo of 4 ounces for 2 cents and a compact parcel for 4 cents.

Postmaster, Brooklyn, N. Y.: The entire abolition of the third class of mail matter and placing it in the parcel post.

Postmaster, Dansville, N. Y.: Third and fourth class matter should be consolidated, i. e., one class to include both.

Postmaster, Conneaut, Ohio: Amending law to make parcel post a distinct classification, with minimum weight of 8 ounces in this class. All parcels weighing less than 8 ounces to retain their former classifications and rates of postage—that is, the classifications and rates of postage in force prior to the establishment of parcel-post system.

Postmaster, Blackwell, Okla.: Should recommend that all mail not included in first and second classes be included in parcel post and a charge of 1 cent for 2 ounces up to 8 ounces apply, and over 8 ounces a parcel-post rate apply.

Postmaster, Waukomis, Okla.: I would include printed matter of all kinds in parcel post, i. e., where at present packages of printed matter weighing over 4 pounds go by parcel post, I would have it all go that way regardless of weight, i. e., printed matter, such as sale bills, etc.

#### C. O. D. SERVICE.

Postmaster, Long Island, Ala.: I think postage should be collected on return of money order for C. O. D. packages delivered at the offices.

Postmaster, Lodi, Cal.: \* \* \* Extension of C. O. D. system so as to enable shipper to mail parcel without paying shipping charges in advance.

Postmaster, Cherokee, Iowa: A privilege extended to sender to permit inspection of C. O. D. parcels would work to an advantage.

Postmaster, Buckfield, Me.: Allow examination at sender's request on C. O. D. packages.

Postmaster, Holdrege, Nebr.: Provision should be made for the collection of the transportation charges from the addressee if desired.

## COMPENSATION, CLERK HIRE, ETC.

Postmaster, Cotati, Cal.: Should the matter sent by parcel post reach such volume that it would prove laborious to handle same, some compensation should be allowed for the work; as, for instance, at this point few stamps are canceled on outgoing packages, and only on outgoing packages is there any remuneration.

Postmaster, Magdalena, N. Mex.: Greater allowance for help in post offices where there is much separation of mail, as here, or any star and rural routes. More room in post offices to handle this increase; that means more rent allowance so as to secure larger room.

Postmaster, Kent, Iowa: In fourth-class offices the bulk of parcel-post matter is coming into the office, not going out. It increases the work of the postmaster, but does not increase the income of the office very much. I think fourth-class postmasters should receive a salary.

Postmaster, Butte Mountain, Nev.: Pay the postmasters, who were underpaid before, for this extra labor. It adds very much to labor of delivering circulars and catalogues, making at least one quarter increase in our work here.

Postmaster, Intervale, N. H.: The zone system of parcel post is perfect, and it is all a good thing, but small post offices are the sufferers, as practically all their parcel post is incoming. They should have clerk hire or some other increase in compensation.

Postmaster, Brooklyn, N. Y.: Necessary increased appropriation for use in the last quarter of each fiscal year when the greatest growth of service demands the greatest expenditure.

Postmaster, Polkton, N. C.: I think fourth-class postmasters should have part of cancellations on packages coming in. Most of parcel-post business is done in large city offices and small offices are the receivers from them.

Postmaster, Timmons ville, S. C.: I also think the department ought to allow more clerk hire to third-class offices. I think that that is one thing that ought to be looked into.

Postmaster, Lynchburg, Tex.: Under present methods postmasters in country offices have the bulk of work to do in handling parcel-post matter, as they are nearly all mailed at large offices. I believe that postmasters in small offices should have at least 3 per cent of postage on incoming parcels.

Postmaster, Perico, Tex.: I would suggest that all fourth-class offices be put on a straight salary, and that salary be based on the stamp sales. Say, for instance, the Post Office Department would select a certain month for the sale of stamps and whatever that amounted to, allow the whole, or a per cent, as a straight salary for the entire year. This office pays from \$12 to \$15 a month, which is not enough for one man to devote his entire time to.

Postmaster, Richmond, Va.: Experience teaches us that if provision be made for clerk hire with which to pay clerks whose duty it should be to rerate all matter at outgoing offices before dispatch, or at incoming offices before delivery, the service would save thousands of dollars per year by the collection of postage due. Some offices can not afford the necessary time for such rerating under present working conditions.

Postmaster, Underhill, Wis.: To place all postmasters of the fourth-class offices under a salary, to be rated at the number and weight of mail handled.

## EQUIPMENT AND OFFICE FACILITIES.

Postmaster, Gower, Mo.: I have found in 20 years of experience in business that I could not add new lines of merchandise without making room first, and second, putting in additional clerks to handle the business successfully. I can't think the Government can handle the parcel post successfully without following business maxims. It should be considered that if the rural carrier had to enlarge equipment and have more pay, all the mail he handles has to be first distributed by a post office which has not been thought of so far as legislation is concerned for 25 years.

Postmaster, Hermana, Mo.: A great deal of fourth-class mail, owing to its nature, requires special attention, and provision will have to be made for additional room and clerk service as the growth of the service will demand, with possibly a separate department for this service later on.

Postmaster, Brooklyn, N. Y.: The immediate relief to the larger post offices for floor space.

Postmaster, Williamsport, Pa.: More space is needed at this building for general purposes, mainly on account of parcel post. An extension should be made to main building to accommodate the present needs of the service.

Postmaster, Marshall, Wis.: We should be furnished with scales of capacity enough to weigh all packages allowed to go by parcel post, and not obliged to go to neighboring stores to have them weighed.

#### FORWARDING.

Postmaster, Dixon, Ill.: Occasionally when a traveling man who has left a forwarding address sends postage to have a parcel forwarded, he desires the parcel sent to another post office which is located in another zone to which the postage may be more than the forwarding postmaster has asked. Instead of again writing for the necessary additional amount, I believe a provision for collecting that amount in postage due would be consistent.

Postmaster, Seligman, Mo.: Fourth-class mail ought to be forwardable without prepayment of postage, letting charges follow similar to express collection made on delivery. The traveling public find it very inconvenient under present system.

#### HANDLING IN TRANSIT.

Postmaster, Del Mar, Cal.: The fragile packages of light weight and more or less bulk under present shipping conditions are bound to arrive more or less crushed at the destination. With articles like ladies' hats or flowers this is annoying to the public, and therefore the express company gets more than it should of this business. By changing the form slightly and placing a collapsible metal frame on the inside the present sacks could be made a rigid canvas box. They would pile up well in large numbers and when empty could be folded up.

Postmaster, Johnstonville, Cal.: I think if the fourth-class mail was carried altogether in sacks by itself, it wouldn't interfere with the second-class mail as it does now. I receive papers here quite often with names and wrappers torn completely off.

Postmaster, Helvetia, Ariz.: We find it impossible to get fruit, even oranges, when in a wooden box, from Tucson, though coming on the train a distance of only 20 miles by parcel post; but it is mashed and spoiled. Fruit is so expensive by express that if we could get it by parcel post it would be a boon to small camps like this.

Postmaster, Crown King, Ariz.: All parcel-post mail in the form of merchandise should be required to be put into separate sacks and when put off trains or carried to post office should not be allowed to be thrown about like lumber. Rough handling of parcel-post mail is the best argument of the express companies to boost their business as against the parcel post. \* \* \* Some jewelers will not ship watches by parcel post except at owner's risk.

Postmaster, Cypress, Ind.: Make mail trains stop to leave off heavy sacks and parcel post and stop by flagging trains to take on bulky and fragile parcel post. I have a lot of damaged and cut-up mail by train running at a high rate of speed when the exchange is made.

Postmaster, Concordia, Kans.: Should have suitable crates, baskets, or hampers for carrying mail, so that fragile matter can be kept in sight all the time. It requires lots of time to crowd packages into mail sacks and get them out. All the damage I have observed to packages could have been avoided if they had been packed in crates instead of sacks.

Postmaster, Athens, Ill.: Canvas collapsible baskets for handling packages so they won't be damaged, as so many are in being taken from sacks; also outside handling of castings and like heavy mail.

Postmaster, Needham, Ind.: A strongly woven wire basket, with cover, suggests itself as being a better means of transporting perishable and fragile articles, as contents would be always visible and overheating prevented.

Postmaster, Owensburg, Ind.: Fourth-class mail should be placed in a tie sack to itself, as 75 per cent of it is fragile. There should also be a leather strap fastened at top of sack, running down in inside of sack through rings and up other to top of sack, with a clutch fastener, so all packages in the sack could be held solidly together. This could be done instantly and the packages delivered without damage.

Postmaster, Pennville, Ind.: Fourth-class matter put in bags separate from other heavy matter, such as large bundles of second-class matter, and labeled "Parcel Post." In most instances where packages are injured they are sacked with heavy second-class mail.

Postmaster, Winona Lake, Ind.: Train clerks should be compelled to hand sacks to mail messengers instead of dropping them to the ground. Paints, fruits, and such matter should be handled outside at all times.

Postmaster, Chicopee Falls, Mass.: Better packing facilities, with hampers or boxes for fragile matter. \* \* \* More car space, with cars for the exclusive use of the parcel post.



Postmaster, Concord, Mass.: The crying need in the handling of parcel post is some better method of shipping fragile matter. In my opinion, something in the shape of a collapsible hamper that could be folded up for return empty or storage should be adopted. This would put a stop to the practice of shipping parcels of fragile nature outside of sacks, as at present, and in this way diminish the losses from theft or pillage. These hampers could be of various sizes, and in that way might be returned when empty in "nests."

Postmaster, Holden, Mass.: More business-like methods of handling parcels. If we compete with express companies, we must ship and deliver parcels with as much care and in as good condition. Public will not stand for 90 per cent of the parcels crushed or damaged. Throwing all kinds of packages into sack and piling sacks above each other, as they do on cars, is not inducive to good service. Neither is it nice to have eggs broken all over newspapers, or sauerkraut and vinegar greet you on opening a sack. Perishable and fragile articles ought to be carefully packed or crated and shipped in wicker hampers or closed baskets. Dry goods could be shipped safely in the sacks if packed solidly and wrapped securely.

Postmaster, Portland, Me.: Suitable equipment should be provided for sorting and routing parcel post to carriers. Parcel-post matter should be handled separate from other classes of mail. Better facilities should be provided for handling parcel post in transit. Hampers or something similar should be provided for dispatching such matter that would not be protected in sacks. At this office a terminal should be established at the depot from which our principal source of supply of mail is received and deliveries made direct therefrom, thus saving time, labor, and expense.

Postmaster, Beverly, Mass.: First. Light but strong hampers, especially for fragile and small parcels, are necessary. Second. Impress upon every man, railroad employee and postal, the necessity of handling all matter as carefully as if it was their own.

Postmaster, North Hatfield, Mass.: Arrangements with railroads to take perishable and fragile mail by first passenger train without waiting for mail train.

Postmaster, Belton, Mo.: Parcel-post packages should be handled in a department to itself, separate and apart of other mail matter. In post offices where it is justifiable it should have its division the same as money order, registry, and postal savings and a man or men to handle it and no other mail matter. All packages should be dispatched and received by that division, and on train it should be handled the same way, and all sacks should be locked, and packages too large for sacks should be receipted for, same as express matter is now handled.

Postmaster, Brookfield, Mo.: Parcels of a large, bulky nature can not be contained in sacks with other mail without damage to same. Sacks must be discontinued as far as fragile and bulky, heavy packages are concerned. The custom of throwing sacks around and piling so high as to crush even good, substantial boxes and parcels by their own weight will not be discontinued very soon. "Outside mail," so called, is the only solution for the present. Hand-to-hand handling will stop it. It will also enable the department to determine when and where parcels are damaged. Such a thing is impossible at present. The sack conceals the fact.

Postmaster, Cartersville, Mo.: Carrying all frail packages as outside mail. Assembling parcel post separate from other mail. Frail packages are now combined with heavy packages of news dealers. All damage noted at this office has been principally from that cause.

Postmaster, Carthage, Mo.: There should be a change in method of handling fourth-class mail while in transit, especially all bulky and fragile packages, regardless of weight. They should be handled separately or in hampers, never in sacks. At transfer points and at destination other mail should be unloaded first and bulky and fragile parcels, regardless of weight, should then be unloaded and employees and messengers refrain from climbing over or walking on same.

Postmaster, Center, Mo.: The care of handling parcel-post packages at small stations and on branch roads should be more strictly enforced, as they are jealous of parcel-post system and do many small things to dissatisfy customers of the parcel post.

Postmaster, Clifton Hill, Mo.: I think all fourth-class mail should be handled on local trains that stop at all stations. When parcel post is thrown from fast trains there is more or less damage done to it. I don't think that anything but first-class mail should be thrown from a fast train.

Postmaster, Corder, Mo.: All mail matter should be carefully handed to and from trains—never thrown, as at present; then carefully handled between stations and post offices. Mails are carelessly thrown about, when they should be as carefully handled as express matter.



Postmaster, Excello, Mo.: Think that it would be a great deal better if law was more strictly enforced concerning handling of parcel-post mail, especially in being put off of mail cars, transferring, etc. It seems that in a good many cases the "Fragile" tags and stamps do not make much impression on the ones who do the rough handling, as they do not handle any more carefully than usual.

Postmaster, Piedmont, Mo.: A mail car for parcel post on local trains to handle the packages for towns where fast trains don't stop would facilitate delivery and do away with hauling stuff back and forth, and many transfers.

Hampers or large baskets would probably be better than sacks for holding smaller parcels.

Postmaster, Pleasant Hill, Mo.: Perishable matter should be given equal right of dispatch with first-class matter and go forward by first mail or express train.

Postmaster, Republic, Mo.: I have a great many complaints of parcel post mail being too long in transit. The main complaint at this office is we have no mail train that stops here from the northeast. They carry it by to Monett, hold it there from 12 to 18 hours, and then send it back on a train that stops. It has caused the express business to pick up in this section.

Postmaster, St. Joseph, Mo.: Better equipments such as hampers instead of sacks in which to dispatch parcels.

Postmaster, Weston, Mo.: (1) Parcels should be separated into classes according to mass, weight, and ability to withstand pressure, i. e., don't mix hardware with cut flowers and jewelry. (2) Do away with sacks, for the reason parcels on bottom of sack are subjected to the weight of all above. (3) Mail should be unloaded from car door to truck in the same manner express is unloaded from express car. (4) That nobody but regular mail service men handle the mail. (5) Railroad employees in carrying mail from station to post office usually do not use or exercise the care the service warrants.

Postmaster, Wittenberg, Mo.: I believe there should be at least two departments in every post office of fair size, one department for parcels and one for first, second, and third-class mail, and each department looked after by a certain clerk. The same rule should be followed on the mail train. An entire coach should be used in place of a part of one, to relieve present congestion and confusion.

Postmaster, Holdrege, Nebr.: Provision should be made so that parcel post matter must be handled with extreme care, so that parcels will not be crushed by second-class matter. Parcels should be handled in hampers instead of sacks. \* \* \* Provision should be made for proper supervision of the handling of mail matter by railroad employees or that Government employees should handle all mail matter at all times, especially at junction points. This could be done by an extension of terminal railway post offices, using helpers on railway post offices to work in the terminals instead of on the road, which will require about one-half the number of men if there is sufficient time before the departure of trains.

Postmaster, Kimball, Nebr.: Throwing off mail from these fast mail trains sometimes damages parcels. Train No. 5 westbound is our heaviest mail train and it does not stop at this station. Last fall I asked the Superintendent of the Railway Mail Service at Omaha, Nebr., to have this train leave the tie sacks at Sidney, Nebr., and send them to Kimball on a train that stops. This arrangement was made and now we do not have much complaint of damaged parcels.

Postmaster, Lincoln, Nebr.: Parcel-post mail should be segregated and become a department of itself, both in delivery and dispatch, using hampers instead of sacks, or handled outside similar to express.

Postmaster, Miller, Nebr.: Change the placing of packages in mail sacks with heavy bundles of papers and castings. Insist on more secure packing before mailing. Prohibit the clerks throwing mail sacks containing packages from car door to depot platform, which is 5 or 6 feet. This breaks more packages than any other thing, in my opinion.

Postmaster, Norfolk, Nebr.: To our mind the greatest drawback to the present method of handling parcel-post matter is the sacking now in vogue. The placing together in a sack of various kinds of parcels is sure to damage in transit the lighter ones. Our suggestion would be to use hampers for packing parcels, in something the same manner the express companies handle parcels, separating the parcel post from the other mails with the idea of making a separate department of parcel post—a Government express, in other words.

Postmaster, Sargent, Nebr.: It appears to me that separate bags of a different color or peculiar markings for parcel post would facilitate the distribution of mails in the office.

Postmaster, Wiston, Nebr.: More careful handling of fourth-class mail in transit, which can be accomplished by having two different colors of mail sacks, one for exclusive fourth-class mail and the other for second and third class mail.

Postmaster, East Ely, Nev.: Think it would be advisable to carry fourth-class parcels in special parcel-post mail bags instead of dumping heavy second-class mail into same sack.

Postmaster, Elko, Nev.: Hampers or baskets or boxes or chests should be provided by all means to provide protection for fragile matter. That seems to be the only drawback to the service just now.

Postmaster, Ripley, Nev.: Railroads should be compelled to obey section 1434, Postal Laws and Regulations, paragraph B in particular, and not allowed to kick mail from car to ground. Fifty per cent of packages over 5 pounds in weight are damaged. Anything fragile is carried through the mails at great risk.

Postmaster, Leightons Corners, N. H.: I think bags and pouches should be discarded and a rectangular collapsible carrier substituted that would correspond in size or in exact subdivision of the maximum size, so that 4 or 8 sizes of the smaller size would correspond exactly with the large one; then they could be readily packed, assorted, and piled in the express end of the mail car, and when empty the ends and sides folded in flat on the bottoms, occupying little space.

Postmaster, Berlin, N. J.: There should be a law regulating the receiving and discharging of mail sacks and pouches to and from trains carrying mail, at station platforms. \* \* \* The United States mail is the only class of merchandise that I have ever seen kicked off and thrown on trains regardless of location or conditions.

Postmaster, Bridgeton, N. J.: I believe all damage to parcel post would be avoided if slat or splint crates were used in place of sacks. They could be 2 feet wide, 2½ feet high, by 3 feet long; could have one shelf in middle, with lid and clasp; could be stacked to top of car without the bottom packages being affected. Ninety-eight per cent of all damage is in transit, and the sacks are responsible.

Postmaster, Coytesville, N. J.: Would suggest that canvas hampers with wire frame inside or outside be used for parcel-post matter to protect it from crushing, as is now the case in the mail bags, which in transportation are piled one upon the other, causing the crushing of matter in the under bags. The present bags could be used with heavy wire or band iron frame to fit inside or outside.

Postmaster, East Orange, N. J.: My opinion is that fragile parcels should be dispatched to other offices in wooden crates, heavy leather or woven hickory hampers. Such hampers could be securely locked and would reduce depredations and breakage to an absolute minimum. It might be a matter of economy to furnish offices with a supply of cheap burlap in order to pack hampers properly.

Postmaster, Long Branch, N. J.: On heavy railway post offices to avoid interference with handling of first-class mail, separate cars with clerks should be added, and as the volume of business increases rooms at the railroad depots the same as maintained by the express companies, with a clerk attached to handle parcel-post mail—wagon service to go from there instead of from the post office—seems to me would be a better way to handle it.

Postmaster, Newark, N. J.: The chief source of complaint about the parcel-post service concerns the damage to this class of mail sustained while in transit, and this will undoubtedly continue until some sort of hampers are used to provide a sufficient safeguard. The use of locked hampers would also tend, in my opinion, to reduce the number of losses complained of in the parcel-post service.

Postmaster, Pompton Lakes, N. J.: More care should be used in placing parcels in pouches. Some come in in very bad shape, caused by rough handling, apparently; for example, a parcel containing shoes usually arrives in a crushed condition, caused by placing so many parcels in one pouch that they are crushed in doing so. I have seen wooden boxes (lids screwed on) come in where the lid had been forced without care, the box sent on to destination for delivery without securing the contents against loss by renailling the box. This apparently is done by some postal employee in order to inspect the contents, they taking this means of doing it instead of removing the lid and replacing it with the screws. These conditions are bad for the service.

Postmaster, Melrose, N. Mex.: Parcels could be handled in baskets similar to laundry baskets, with more care, as baskets could be set on top of each other in cars or offices. Baskets could have partitions so that fragile packages might not be thrown with heavy packages. As it is, one hat box in a sack takes all the room and nothing can be placed on it.

Postmaster, Texico, N. Mex.: More care should be taken in placing packages liable to damage mail inside pouches. Arrangements made for the shipment of farm products more extensively, especially eggs and butter, enabling farmers to get these products to larger markets at minimum cost should be carried in cases; outside pouches to meet express competition and save the expensive packing.

Postmaster, Bouckville, N. Y.: Handle all parcel-post matter outside of regular mail. Would advise a mail sack made with one-half inch open mesh, so clerk

could see contents of pouch. In case package in bad shape he could pile that sack on top of pile, not at the bottom.

Postmaster Bullville, N. Y.: Would not allow articles intended for food to be carried in mail pouches, as I do not think they are kept in a sanitary condition.

Postmaster, Dalton, N. Y.: It should be handled in sacks separate from other mail, and should not be thrown from trains that do not stop at stations, but delivered by some train that makes a stop.

Postmaster, Dansville, N. Y.: Fragile packages and heavy castings, etc., should not be put in mail sacks (particularly the former). It would be much better if all parcels could be handled outside.

Postmaster, Forestport, N. Y.: Parcel post should be handled more as express is handled. That is, each piece of any size and at all light or fragile outside of bags and sacks. A habit of throwing mail bags and sacks full of mail from wagons to ground, regardless of contents, has grown up and should be stopped, and mail carriers should be made to handle it all more carefully.

Postmaster, Hunt, N. Y.: Think sacks or pouches containing fourth-class mail should be handled only on trains scheduled to stop at stations to deliver mail, as packages received in sacks or pouches thrown from through express trains can not help being more or less damaged.

Postmaster, Alexis, N. C.: I would suggest that separate cars be provided for parcel-post mail, with clerk in charge who would be held responsible for breakage of all matter, and same be extended to the whole of the United States up to 100 pounds.

Postmaster, Clarkton, N. C.: I think the weakest point about handling by parcel post is the ease with which they could be stolen and the difficulty in tracing.

Postmaster, Caldwell, Ohio: Do not believe any fragile packages should be placed in sack or pouch. Do not believe that butter or lard should be allowed to be placed in sack or pouch at any time.

Postmaster, Chardon, Ohio: We receive the majority of our mail over the electric line from Cleveland, Ohio, and the electric line will only carry so many bags and pouches on each mail car. These are handled in the passenger compartment, and people are allowed to walk over them and also to sit on them, and of course this must at times damage the mail.

Postmaster, Conneaut, Ohio: Safer receptacles than mail sacks in which to convey parcels. I suggest steel frame, heavy canvas hampers, of graded capacities, made collapsible, with mail locks.

Postmaster, Dayton, Ohio: Would suggest an entire separation of parcel-post matter from the mail proper as soon as the volume of business warrants, in facilities for mailing, distribution, and transportation; in other words, have a separate place for mailing, separate racks for distribution, and separate cars for transportation; likewise, incoming parcel-post matter to be received and handled separately from mail matter proper. Some change to be made in classification, so that some matter now parcel post would be held in some other class to keep it within mail matter proper.

Postmaster, Logan, Ohio: Hampers for small fragile packages. Small light-weight tie sacks to be used exclusively in large tie sacks for directs of small pieces. Distinctive tag for tie sacks of direct, special delivery, and perishable mail. \* \* \* Lead seal or similar device to fasten tie sacks containing valuable parcel-post mail to prevent pillage in transit.

Postmaster, Landonville, Ohio: Sort and work all parcel post matter on trains, as of yore, and quit the terminals, where delay occurs. Our merchants refuse to have parcels come by parcel post from Cleveland because of terminal delay; express is quicker.

Postmaster, Portsmouth, Ohio: There is big delay in transit parcel post at terminal R. P. O. Give railroad R. P. O. service additional help, which will cut down delay in transit matter.

Postmaster, Sandusky, Ohio: Although handling parcel post packages while in transit in tie sacks is convenient it is also very unsatisfactory. If crowded, many of the packages become untied, and if it contains a heavy parcel it damages every parcel in the sack. Heavy parcels, as well as fragile parcels, should be sent "outside."

Postmaster, Wellstone, Ohio: We can get business from about a half dozen clothing merchants who take orders for suits, that we are losing now because the suits are doubled up in sacks, while if carried as outside mail they would be handled the same as the express companies now handle them.

Postmaster, Chattanooga, Okla.: Separate the fourth class from all other classes, and be dispatched as fourth-class pouches only. There is so much of the fourth class in with the first, second, and third class that the most of the fourth class is usually received in very bad condition.

Postmaster, Hinton, Okla.: I find fragile tags on sacks containing both fragile matter and castings, etc. A ridiculous and unbusinesslike way of handling them.

Postmaster, Bellwood, Pa.: I would suggest that all parcel post matter be dispatched to local trains; that is, trains which stop at all stations, and under no circumstance should matter of this kind be forwarded on through trains to be deposited at stations from trains that are in motion, running 40 or 50 miles per hour. Much damaged matter is received from through trains, and it is very embarrassing to clerks and patrons to be confronted with damaged parcels. Many railroads, especially in Pennsylvania, run local trains on which a mail car is attached, and parcels are usually received from them in good condition.

Postmaster, Hughesville, Pa.: Would suggest the use of wire hampers or baskets in place of sacks for certain packages. A suit of clothing, a box of flowers, a carton of eggs, and a 20-pound stove grate should not be transported in the same sack; and this frequently happens.

Postmaster, Knox, Pa.: By adopting heavy cardboard containers of different sizes, so they could be nested for return, would obviate damage to packages, as they would afford protection that the bags do not.

Postmaster, East Pittsburgh, Pa.: Parcel-post matter should be handled in separate cars where sufficient space could be provided for their handling while in transit, instead of dispatching them to R. P. O. terminal as at present. This method causes delays, extra handling, and a necessary damage to parcels.

Postmaster, Frankstown, Pa.: Permit eggs and produce, meats, and articles of like character to be shipped in crates outside of the mail bag.

Postmaster, Freeport, Pa.: Railroad employees must be made to understand the importance of careful handling of mail. Absolutely no effort to handle mail carefully is made by railroad employees, and at some stations where employees of express companies handle the mail the same indifference to damage prevails. A strong hamper for light packages would be of value.

Postmaster, Pottsville, Pa.: It is the opinion of this office that parcel-post mail is delayed in transit by the present method of massing this class of mail on terminals.

Postmaster, Williamsport, Pa.: The mailing and subsequent handling of the general parcel post should be separate from that of other classes of mail matter. Provision should be made to eliminate congestion by distinct postal cars handling exclusively parcel-post mail, cars to be attached at junction points to frequent trains. This method would, we believe, reduce the cost of handling, and the damage to parcels would be at a minimum.

Postmaster, Timmonsville, S. C.: One of the greatest improvements in handling parcel post would be to furnish trucks at all stations, and have the mail placed on trucks, and not allow the mail dumped on the ground from the mail door. I think that the majority of damage is caused in putting on and off the mail cars, and more attention should be given to the wrapping of packages.

Postmaster, Henry, S. Dak.: A larger tie sack of different color stamped "fragile"; the tag we now have is very small and mail bearing the tag marked fragile is sometimes overlooked and heavy mail is thrown upon it and some of the packages are broken open, where a large sack of different color would be easily noticed and more pains taken to keep mail from being thrown upon it.

Postmaster, Missionhill, S. Dak.: There should be separate pouches for perishable or fragile goods, for this reason: A pouch will have a "fragile" red tag on it, and inside there will be a fragile or perishable article, and thrown in the same pouch with it there will be machinery repairs or castings that will crush through any package by handling pouch as careful as could be expected.

Postmaster, Wolsey, S. Dak.: Railroad agents at small offices are not handling mail as they should. The reason for this is they lose commissions of fourth-class which formerly went by express. More responsibility dependent on mail handled to and from the post office to trains.

Postmaster, Fort Worth, Tex.: The providing of sufficient car space in R. P. O. trains to handle this class of matter with the same dispatch as is accorded second and third class matter; e. g., at the present all large or bulky packages are assembled in terminal R. P. O.'s over the country, thereby delaying them from two days to a week, and in some instances they look like they were almost worn out by handling when they finally reach destination. Whereas if we had car space and hampers provided we could handle with the same dispatch as that given other matter and parcels would not be worn by being dispatched over the country to terminal R. P. O.'s trying to secure sufficient mail to make direct sacks.

Postmaster, Taylor, Tex.: The greatest risk of pilferage is in transit between mail cars and post offices at the hands of unbonded railway porters, teamsters, etc. To avoid this would suggest that a bill be inclosed in the locked pouch showing the



number of sacks and outside pieces, to and from each post office, of parcel-post matter, in addition to the regular pouch and that some arrangement be made for sealing or locking these sacks.

Postmaster, Bedford City, Va.: That strictest injunctions should be ordered to railway postal clerks in delivery of mail from their cars. The present practice in many instances is to kick the sacks from the door of the cars to the ground, thereby injuring many fragile articles. That all fragile articles be placed in hampers, thereby insuring safer handling.

Postmaster, Dante, Va.: I would suggest a Government monopoly of the express business, and that all except small parcels be handled separate from the other mails, and as the express companies now handle parcels.

Postmaster, Dayton, Va.: Divorce fourth-class absolutely in all first, second, and third class offices from all other classes of mails, with a special department in each office under a special clerk. Provide special pouches or means for carrying it, and no other mail allowed in those receptacles. All such sacks or pouches labeled "Parcel Post Only." Provide a special pouch or receptacle for fragile parcels.

Postmaster, Millwood, Va.: A trifle larger mail sacks, and make them square instead of as they are now. A square sack is much more quickly and easily handled than sacks of the present design—particularly for parcel post. Sacks should be about 4 inches longer, as packages that are 3 feet long will slide out, not enough room at top for a tie.

Postmaster, Edgewater, Wis.: In small towns where there is depot with no shelter roof, railroad company to provide shelter for mail. Many times pouches awaiting trains that are late are thrown on platform in driving rainstorms, so that mail is bound to be damaged. No waiting room here.

Second. Have a disinfectant pocket in bottom of mail pouches; access to pocket from inside. This would insure sanitary mail. Some pouches are nauseous when opened, especially if damp.

Postmaster, Milwaukee, Wis.: The handling and dispatch of all parcel-post matter by mailing offices direct, thereby avoiding duplication in service and equipment as now maintained by the establishment of terminal railway post offices in post-office buildings.

Postmaster, Underhill, Wis.: My opinion is if more and smaller pouches were used, there would be less damage by crushing and breaking packages of a fragile and breakable nature, and also handle all heavy packages outside of pouches.

#### INFORMATION FOR PATRONS.

Postmaster, Fortville, Ind.: Letters explaining the workings of parcel post should be dropped in each patron's box at least every two months, so that they may be better acquainted with the workings of parcel post.

Postmaster, Milton, Ind.: Have exhibits at farmers' institutes and fairs of proper cases and packing. Greater publicity in booklets and papers as to packing, rates, etc., to get farm products to consumers. Parcel post is now working admirably from stores and factories, but the reverse has scarcely been touched upon.

Postmaster, Ash Grove, Mo.: Get out circulars telling what the Parcel-Post System is; give the rates and have one circular placed in every R. F. D. box through the United States. You will see your stamp sale increase.

Postmaster, Windsor, Mo.: Provide for free distribution of detailed instructions as to the proper packing and wrapping of the various kinds of parcel-post matter. We find that very many parcels are tied up so loosely and so improperly that the strings and wrapping paper come off in transit.

Postmaster, Berlin, N. J.: Create mail districts and put a supervisor over each district to see that the service is properly looked after. Have the system explained to the people, advise them as to what they can ship and how to pack it and get it ready to send away, advise them how to advertise and get in touch with the people who would buy what they have for sale. Don't leave the vital part of the system to be managed by men whose only ambition is to draw a big salary for just as little work as possible. The rural carrier gets paid by mileage, not by the amount of business done on the route; he isn't going to take his time to explain a system and educate people to do something that will increase his work and keep him out on the road when he might be at home looking after his farm.

Postmaster, Marquette, Nebr.: A great many people do not fully understand the laws concerning parcel post. It should be more widely advertised and fully explained—insurance and other conveniences regards to parcel post.

Postmaster, Belpre, Ohio: Have no suggestion to offer, unless it be that provisions be made for placing in the hands of patrons of rural routes printed instructions direct-



ing them as to the manner of preparing parcels for dispatch by parcel-post mail, and informing them that unless prepared as directed carriers on rural routes are forbidden to accept them for mailing. (This step is suggested for the reason that much time is spent by the writer and other employees under him in preparing parcels collected by rural carriers for dispatch.)

Postmaster, Ottawa, Ohio: Division of classification should supply sufficient of Circular III for distribution to at least all business men and many farmers. Each office only furnished four or five copies, not one for each rural carrier.

Postmaster, Wilburton, Okla.: Advertise it that the patrons may know what they can send and the cost thereof. By talking to people in rural districts I find they only know what they have learned from mail-order catalogues.

Postmaster, Pottsville, Pa.: The regulations for packing perishable matter should be advertised in country and rural papers and periodicals, or otherwise, so that the widest publicity be given.

Postmaster, Timberville, Va.: Think much could be done to get producer and consumer together by demonstration work through some employee of the department, showing how farm products should be put up in attractive packages to sell to consumer.

#### INSURANCE.

Postmaster, Georgiana, Ala.: I think railway clerks and postmasters should give and take receipts for all insured packages.

Postmaster, Conception, Cal.: In order to compete with express companies, believe it will be necessary to establish a claim department or extend our claim department to compensate customers for loss of uninsured parcels. Express companies pay for loss or damage to any and every class of express matter handled. In other words, every express package is insured for its actual value.

Postmaster, Cochran, Ariz.: In my opinion, we should have a record book for insured and C. O. D. parcel post mail.

Postmaster, Ruby, Alaska: Insurance for full value on gold-dust shipments so that the patronage now held by Wells, Fargo Co. would be secured to the Postal Department.

Postmaster, Gillespie, Ill.: We are of the opinion that the insurance feature should be changed so that permanent records, similar to registry cards, should be kept of all outgoing and incoming parcels.

Postmaster, Buckfield, Me.: Receipts of shipments of insured parcel post valued over \$5, with full description of contents made by sender, to prevent frauds in claims.

Postmaster, Calais, Me.: It would seem that there should be some way of obtaining more security for insured mail than by putting same in a sack with the other mail.

Postmaster, Houlton, Me.: Insured and C. O. D. matter should be handled separate from ordinary matter; it should also be billed and accounted for similar to registered matter.

Postmaster, Louisiana, Mo.: The nonpayment for loss or damage to insured parcels seems to call for the most complaint and criticism. Dry goods, laces, etc., damaged by the breakage of a bottle of liquid, or the breakage of a package of different powder solutions, thereby ruining almost every other package in the mail sack. When the damage is proven and the article ruined beyond repair a prompt settlement should be made, in order to retain the present popularity of the system.

Postmaster, Bernardsville, N. J.: I append a coupon dropped from a package (not identified) which conflicts with the parcel-post insured feature. To combat or meet it is worthy also of the committee's attention. The writer can not judge the effect or time consumed by employees in offices in large cities, nor the cost to the Government in maintaining the "insured feature." We trust, however, greater use of the system by the people will eventually bring a 2-cent insurance. (Copy of inclosed coupon follows.)

[No. D217573.]

"The Home Insurance Co., New York, in consideration of two and a half cents, does insure the party named in the open policy attached to the book from which this certificate is taken, and guarantees the safe delivery of the parcel protected by this coupon, when used as provided by the policy, and agrees to make good any loss by fire, theft, or any other cause, under the terms provided by section three of the said open policy."

Postmaster, Malmo, Nebr.: One improvement, which I think would be beneficial, would be the use of insured-package receipts, same as usual for registered mail (Form No. 1556). For when a postmaster sends an insured package he has no receipt from the mail clerks and nothing to prove that the package has actually been sent in case it is lost.

Postmaster, Cincinnati, Ohio: There is too much delay in adjusting claims for loss and damage. Prompt payment for loss, with an indemnifying bond under similar conditions as recent money-order regulations, would probably meet this needed improvement.

Postmaster, Wapakoneta, Ohio: Postmaster should be authorized to adjust losses of insured pieces of less value than \$5. I have claims of 75 cents to \$1 that have been pending six months without settlement, to the annoyance of the sender and the department.

Postmaster, Coraopolis, Pa.: Large wire bins with drop in top and side door with lock would be practical for separating C. O. D. and insured parcels during distribution and check off to carriers before departure.

Postmaster, Cisco, Tex.: A simpler method, I think, should be devised in regard to claims for indemnity for lost or damaged parcels. We have a few claims of a couple months' standing that the parties complain of such a delay in settling when the evidence is so clear of the articles being so badly broken as to be utterly worthless. Why could not the postmaster, when he has satisfactory evidence shown and certified to by him, pay these claims when proper bills as to the cost of same is sworn to? Also, what is there to prevent unprincipled persons from claiming they have not received ordinary packages when they have? It seems that some system of receipting for packages might be gotten up.

Postmaster, Jetersville, Va.: I would suggest making the man in whose care a package becomes damaged to pay for it; in order to do this the value of every package should be written thereon. I consider damage to packages the one great drawback to the parcel post, and I fail to see why a postal employee can not handle a package with the same degree of care that an express employee does. The cause is that the express man has to pay; the postal employees do not have to pay, and therefore in a great many cases do not care.

#### LENGTH AND GIRTH OF PARCELS.

Postmaster, Carterville, Mo.: Some provision made for admitting packages, say 2½ feet by 2 feet by 1½ feet. These are now excluded, although they can be placed in a No. 1 size sack, and probably would not weigh more than 10 or 11 pounds. We have refused them here on account of over-size, although we accept others far more inconvenient to handle.

Postmaster, Brookline, N. H.: If the size of packages could be enlarged so as to take in cases of eggs and berries it would be a help to the farmers in this part of the country.

Postmaster, Cumberlandport, W. Va.: Have received a great many parcels over-size; would suggest that postmasters be given more specific instructions as to measurements, and be compelled to keep within the size limits.

#### MAILABLE MATTER.

Postmaster, Windsor, Mo.: Eliminate as unmailable soiled linen and clothes that have been worn, unless thoroughly disinfected.

Postmaster, Corry, Pa.: Eliminate by law the acceptance in the mails of hides and pelts (dry or green), because of odor, liability of carrying disease, danger to food products, and damage in general to other classes of mail matter. This office is burdened with the receipt of from 50 to 100 pieces of such objectionable matter a day during the winter season, mostly from small offices.

#### MISCELLANEOUS.

Postmaster, Alema, Cal.: Making the parcel post a department by itself; that is, having a separate accounting from the mail, making all the charges in carrying the parcel post separate from that of the mail. Give the railroads and all other modes of carrying the mail a chance to bid separately from the mail, thus making it possible to determine the cost of handling the parcel-post business; and legislation for its regulation could be easily made, as the rate could be rated according to the cost.

Postmaster, Adamsville, Ohio: Require postmasters to meet semiannually in county seat for instructions in preparing mail for dispatch on railroads, etc. Mail is often delayed because postmasters do not know how to dispatch it. Many other instructions could be given at these meetings.

Postmaster, Crowell, Tex.: I have received during the five weeks 615 packages from other offices, with stamps attached to the value of \$79.79, and have mailed to other offices 253 packages, and have handled 22 local packages, a total of 275, with stamps to the value of \$23.82. This shows that incoming packages largely exceed

outgoing, and as they are stamped, or supposed to be stamped, at mailing office, the tendency is to build up the business of large offices to a greater extent than small ones. And as fully 75 per cent of incoming packages are from mail-order houses, it is plain that these concerns are benefited more than any other, as far as this country is concerned, at least.

A community situated as we are, remote from a large city and a ready market, farmers will not be benefited in the way of selling their small products, as much as was expected by the friends of the system. In my opinion, their chief benefit will be the opportunity perhaps to buy a little cheaper from mail-order houses. And this condition applies to many places in all our Western States.

However, farmers in thickly settled communities, contiguous to large cities, where they have short and quick transit, will be benefited, but even in thickly settled communities, the tendency will be to build up mail-order houses at the expense of the business of the small country towns and villages. In other words, to concentrate the business in the larger cities. I make this simply as suggestions, and your committee will please take it as such.

#### RATES.

Postmaster, Georgiana, Ala.: If the rate per zone could be fixed so that it would not be cheaper to mail twice, it would be better.

Postmaster, Glendora, Cal.: In fifth, sixth, seventh and eighth zone rate should be 1 cent per ounce up to 8 ounces; above 8 ounces, at pound rate.

Postmaster, Kernville, Cal.: A parcel may be brought from Los Angeles, 148 miles by rail, and 40 miles by State over mountain roads to this point, at the rate of \$1.08 per hundred—it being  $37\frac{1}{2}$  cents per hundred lower than the lowest freight rate to this point. It will not be long before all parcels under 50 pounds will be sent by parcel post.

Postmaster, Cherryvale, Kans.: The rate on third-class matter should be changed, as it costs 32 cents to send 63 ounces 150 miles, and you can send 70 ounces the same distance for 9 cents.

Postmaster, La Crosse, Wis.: Express rates are much lower to distant points. Think there should be an equalization of rates. The express companies have a monopoly of business to the fifth, sixth, seventh, and eighth zones.

Postmaster, Marshall, Wis.: The mail-order houses of New York ship their goods and catalogues in quantities to Chicago and mail them by parcel post from there, thus gaining the advantage of the first-zone rate of 5 cents and 1 cent, instead of the fifth-zone rate of 8 cents and 6 cents. This seems unfair to the patron. If the goods ordered have to be returned, he must pay the fifth zone instead of the second, which is very hard to explain to the satisfaction of the patron.

Postmaster, Scandinavia, Wis.: Think rates are too low in proportion to other mail matter. Packages weighing over 5 pounds should require an extra fee for delivery by city or rural carrier, except for delivery from office of origin.

Postmaster, Bethany, Pa.: Would suggest that fourth-class mail include eggs in full crates (30 dozen) in first and second zones only, the highest charge to be 25 cents per crate, and 10 cents additional for each extra crate from same shipper at same time. This would pick up thousands of crates shipped to the large cities.

Postmaster, Crystal, Pa.: I think the rate is too high on some kinds of country produce, eggs especially. There has not been one package of eggs sent from this office. Being of so fragile nature, they, to insure safe delivery, must be carefully packed. This container will add to the cost of, say 3 dozen, 6 cents per dozen. The wrapper on a package of dry goods, shoes, etc., costs scarcely anything and postage is not paid on anything but the real goods.

Postmaster, Dubois, Pa.: The present ruling on printed matter whereby 4 pounds can be shipped parcel post and under that at third-class rates seems unfair. Three pounds within 150 miles costs 24 cents, while 4 pounds the same distance costs only 10 cents, or 20 pounds cost the same as 3 pounds.

Postmaster, Cresthill, Va.: Rates on 20 to 35 pound packages, 3 cents first pound and 1 cent each additional pound; and rates on 36 to 50 pound packages, 3 cents first pound and one-half cent each additional pound. Empties returned at half rates.

Postmaster, Elk Lake, Pa.: Packages under 8 ounces in weight should not be included in parcel post, but should be called fourth class under the old ruling, at 1 cent per ounce regardless of zones.

Postmaster, Branchville, S. C.: Think best improvement would be to combine present third class mail with that of parcel post and make rate of 1 cent for each 2 ounces or fraction up to and including 8 ounces, regardless of distance and all over 8 ounces let pound rate apply.

Postmaster, Columbia, S. D.: Have a self-computing scale for rates and zones.

Postmaster, Clifton, Tenn.: The rate of 1 cent for each 2 ounces up to 8 ounces which now applies to books, seeds, etc., should apply to all parcel post matter. This would come nearer equalizing rates applicable to small packages and large packages.

Postmaster, Hamilton, Ohio: Believe, however, that rates could be made more uniform and equitable by making the rate of one cent per ounce apply up to the point where the postage figured on this basis would be the equivalent of the pound rate for the zone of the office of address. As rates are now, I can send 4 ounces to the eighth zone for 4 cents, whereas if I want to send 5 ounces to this zone it will cost me 12 cents. In other words, this additional ounce costs me 8 cents, or four times as much as the letter rate, whereas under the suggested revised rate I could mail any weight up to 12 ounces at the rate of 1 cent per ounce, i. e., before the pound rate would apply. Similarly in the seventh zone the pound rate would not apply unless the weight was over 10 ounces, in the sixth zone, over 8 ounces, and so on.

Postmaster, New Philadelphia, Ohio: A readjustment of rates on printed matter, owing to the inequality between packages less than 4 pounds and those exceeding 4 pounds.

Postmaster, Bloomingburg, Ohio: Change should be made in rating parcels weighing 5, 6, 7, 8, 9, 10 ounces in seventh zone; also 5, 6, 7, 8, 9, 10 ounces in eighth zone, 5, 6, 7, 8 ounces in sixth zone, 5, 6, 7 ounces in fifth zone, 5, 6 ounces in fourth zone.

An article weighing 5 ounces to the eighth zone, parcel cost in excess to first-class rate. This, in my opinion, should be modified, as it is not justice to discriminate against the small parcels.

Postmaster, Elko, Nev.: Would do away with the eighth zone and have the seventh zone rate to cover all. Would make the book rate 2 ounces for 1 cent up to the zone rate, as we have to pay 12 cents per pound, which is a vast increase over the old rate, as most of the books are published in the eighth zone from here. Would make merchandise rate 1 cent per ounce up to the zone rate, thus 5 cents for 5 ounces to eighth zone instead of 12 cents, as now.

Postmaster, Brookline, N. H.: Also if the rates could be changed for the first and second zones to 1 cent a pound up to 15 or 20 pounds and then one-half cent for each additional pound, there would be more large packages sent. As it is now the express rates around here are cheaper than mail for packages over 20 pounds.

Postmaster, Redlands, Cal.: There are some inconsistencies in rates. For instance, 5 ounces parcel post to eighth zone is 12 cents; first class is 10 cents. Four pounds miscellaneous printed matter to second zone costs 32 cents. Five pounds costs 9 cents.

Postmaster, Palo Alto, Cal.: The postage on parcels weighing less than 12 ounces should be 1 cent per ounce for merchandise and 1 cent for 2 ounces on seeds, books, etc., provided that the total postage on a parcel weighing less than 12 ounces should not exceed the pound zone rate. This would overcome the unjust charge of 12 cents for a 5-ounce parcel to the eighth zone, which is higher than letter rate.

Postmaster, Skagway, Alaska: To me it does not seem reasonable to charge 12 cents for a 5-ounce package. Some of my patrons seal packages weighing 5 and 6 ounces. The 5-ounce package costs less when sealed than when open, and the 6-ounce package costs no more when sealed and gets better service.

Postmaster, Dunlap, Ill.: In my opinion the local rate is too high. One cent per pound local rate would appear to be plenty. No railroads, postal clerks, to handle it and get pay therefrom. Again, the local merchant is a necessity to the farmer near villages and should have some protection or catalogue houses will put them out of business.

Postmaster, Fortville, Ind.: Return of empty egg cases and butter containers should be free, or at least half price.

Postmaster, Hartford City, Ind.: I can see no good reason why the sender of a parcel should not be permitted to inclose a letter with his parcel and pay the letter postage by affixing an additional 2-cent stamp to the parcel.

Postmaster, Chicopee Falls, Mass.: A reduction in rates beyond the second zone that can compete with express rates, especially in the sixth, seventh, and eighth.

Postmaster, Northbow, Mass.: I think there ought to be a change in the rate of postage on books. For instance, a book weighing 34 ounces will cost 36 cents for the eighth zone. The old price was 17 cents, and when patrons find such a strong advance in price they refuse to send.

Postmaster, Artesia, Miss.: The most needed change in legislation, from complaints from patronage of my office, is rate on very small parcels. For example, a parcel weighing, say, 6 ounces to any zone farther than third zone is more than 1 cent per ounce. Such is the case with other weights and zones. If rates on parcels where the weight is under 1 pound and over 4 ounces, and the distance of address necessitates



a higher rate of postage than 1 cent per ounce by pound rate, could be reduced to 1 cent per ounce, the parcel post would be very satisfactory to my patrons.

Postmaster, Clinton, Mo.: Eliminate third-class mail by combining with fourth class, making a rate of one-half cent per ounce for packages weighing less than 8 ounces; on packages weighing more than 8 ounces the regular zone rate of postage.

Postmaster, Queen City, Mo.: It seems that postage to the zones beyond the second increases too rapidly in proportion to the rates within the second zone.

Postmaster, Webb City, Mo.: Limit should be extended to 100 pounds in all zones and the price should be reduced to a flat rate in the fourth, fifth, sixth, seventh, and eighth zones. \* \* \* We are getting the short hauls and the light parcels on account of prices in distant zones.

Postmaster, Sumner, Nebr.: The rates on long haul should be adjusted, much fourth-class mail comes part of the way by express and then mailed, giving the Post Office Department practically the same amount of cost handling but not so much for hauling, and only earning 6 to 10 cents per parcel, the rates on the same packages being from 25 to 41 cents, showing the rates on the long haul are too high.

Postmaster, Hagerman, N. Mex.: To improve the service it will be necessary to cut the price on fourth-class mail on long hauls. The parcel post rates in fourth to eighth zones are away out of proportion to the cost of the short hauls, or first to third zones. Especially is this apparent in packages weighing two or more pounds. To carry package weighing 20 pounds from New York to Hagerman, N. Mex., costs by parcel post \$2.40. The express companies are making money at less than half the price.

Postmaster, Lucia, N. Mex.: I think long-distance rates should be reduced and all weight limits raised. In sparsely populated sections like this the settlers are at the mercy of extortioners. In the north and east where nobody lives a great distance from a good business point the present rates and weight limits are good. Many small parcels are ordered from the fifth zone, and some as far as the seventh.

Postmaster, Bartlett, Ohio: Mail-order houses should not be permitted to ship packages by freight to central Ohio to be remailed; on a 10-pound package from Chicago they save 29 cents and their customer is robbed of the difference, as they collect full postage and keep the difference. A boy recently ordered some goods from Chicago, Ill., sent 15 cents to pay postage. The postage was only 6 cents, as package was mailed from Columbus, Ohio.

#### RECORD OF PARCELS.

Postmaster, Lyndhurst, Wis.: I served in Germany as postmaster. Suggest to adopt the same rule governing the parcel post there would be a good thing here. Dispatching postmaster has to mark the weight, the zone, and amount of postage under sender's name; a yellow card accompanying the parcel similar to the card used for insured parcels, and the condition in which delivered to postmaster and delivered to addressee. A coupon torn off, and handed to addressee, shows by whom delivered and sender's name; addressee has to receipt on card which is returned to post office. All parcels are treated as money orders. Entered in a book similar to Form L, with spaces for date, number, sender's name, addressee's name, name of destination office, weight, pounds and ounces, and postage on same. At delivering office similar record. These accompanying cards are numbered in rotation, one number on card and one on parcel for quick detection. Insured or registered parcels are treated nearly as registered letters. Value mentioned on parcel as well as on card and postage according to value given. There is also a column provided to state condition of parcel when mailed and when delivered. Parcels needing repairing, at mailing office or in transit, must be done. They should be repaired and notice made on same of extent and charges made for same to be charged at delivering office and collected from addressee. This would cause the mailing public to provide for better packing of parcels. As the general saying is: "That is good enough; if that don't suit the postmaster, then let him fix it up to suit him." They even refuse to do up parcels in proper manner.

Postmaster, East Stroudsburg, Pa.: A form of bill of lading might be an improvement; receipts could be determined by this method.

Postmaster, Southport, N. C.: In my opinion a receipt should be given for every parcel or package mailed similar to method employed by the express companies. In other words, the parcel-post system, to be as efficient and popular as the express companies, should offer all the safety for any goods shipped, as well as making the rates below them consistent with better service.



Postmaster, East Ely, Nev.: If practical, some system of record of ordinary fourth-class mail should be provided, recording name of sender and addressee, destination, weight of parcel, and postage prepaid. Under present system it is almost impossible to trace ordinary parcel-post mail in case where nondelivery or loss is reported.

Postmaster, Braymer, Mo.: Parcels, in my opinion, should all be billed and record kept of each piece handled.

Postmaster, Valley, Nebr.: In my opinion parcels should be handled on local trains only and handled the same as express, with a record kept of each and every parcel. In this way an indemnity could be paid in case of loss or damage without the sender paying the extra insurance fee.

Postmaster, Mountain Park, N. Mex.: Use a book similar to Form 1549B to receipt for packages and a book similar to Form 1547 $\frac{1}{2}$  for delivery book.

Postmaster, Metz, Cal.: Where packages are not insured, gummed stickers should be provided, numbered, both original and duplicate (perforated); original with proper blank address and duplicate to the sender. There is no other way for patrons to trace their packages unless some absolute identification, other than insured mail.

Postmaster, Oakville, Cal.: The various express companies issue a receipt for each parcel or package, and guarantee delivery under penalty of forfeiture of the amount as indicated on the receipt. In my opinion the postal department will have to negotiate a system under similar plans, before it will be satisfactory to the general public.

Postmaster, Dewey, Ariz.: I would suggest a record being kept by each office, similar to the "Registered in transit" book, of at least the insured mail, and, better, for all parcel post.

#### RURAL DELIVERY AND STAR-ROUTE SERVICE.

Postmaster, Aledo, Ill.: A ruling that all mail (fourth class) mailed on rural routes must not be taken up by the carrier unless prepared for mailing according to the regulations.

Postmaster, Maloy, Iowa: If patrons were notified of packages over a given weight, say 30 pounds, and required to call at office, as the express companies do, it would relieve carriers of greatest burden, and in no wise lessen effectiveness of parcel post.

Postmaster, Pleasanton, Kans.: Enlargement of rural mail boxes should be required. The postmaster should have authority to require the roads kept up in better condition and in Kansas the dirt roads should be dragged every time they are cut up after rains.

Postmaster, Ravanna, Kans.: I would suggest that the rural routes be taken out of civil service and put under star service. It would save the Government millions of dollars annually, and the Government and the people would get just as good or better service for about one-half the money.

Postmaster, North Easton, Mass.: For offices that do not have city delivery I think rural carriers should be put on an eight-hour basis, and on their return from serving their route, make a village delivery of parcel-post matter or perform such other duties as the postmaster required.

Postmaster, Camden Point, Mo.: The carriers should be forced to encourage patrons and give all information, and not grumble every time they have a parcel to carry. Some carriers do not grumble, but I am told that many do. The farmers are slow to patronize it simply because carriers dislike the work. This is my opinion. Farmers should be allowed to erect suitable boxes or receptacles for protecting in case of rains.

Postmaster, Garden City, Mo.: It is my opinion rural patrons should provide rain-proof boxes large enough to hold any mailable package. I believe there should be legislation along this line.

Postmaster, Green Sulphur Springs, W. Va.: Pay star route carriers more and require them to use a vehicle of some kind to carry mail in. At present on our route the packages and papers are packed into sacks tied together and thrown across a horse, and frequently papers are unreadable and packages in bad shape from perspiration from the horse.

Postmaster, Jetersville, Va.: I would further suggest free rural delivery of parcel post to only those patrons whose homes are within 300 or 400 yards of their mail box, unless they erect a box large enough to hold the largest size mailable package.

Postmaster, Olive, Va.: I think by having a separate sack for every office on the route for second, third, and fourth class matter, to be opened only at office addressed, and one sack for first-class mail to be opened at all the offices on the route would save the postmasters and also the carriers considerable time along the route. For instance, when the mail from Culpeper arrives at Rixeyville, the postmaster there has to handle every piece of mail for the other five offices, to get out what belongs to his office. The other offices have to do the same.

Postmaster, Swetnam, Va.: It should be kept entirely separate from other mail until it reaches fourth-class offices and rural routes, and should handle all weight, sizes, and kinds of merchandise. Carriers should be required to travel in two-horse top wagons of a capacity of 1,000 pounds, which should be the maximum load they are required to handle. Their salary should be increased at least \$200. If weight and size are not increased in the whole service, it should be on rural routes. This would enable producers to get their goods to town or express offices at minimum cost. Under present conditions, carriers should not be required to carry over 100 pounds.

Postmaster, Cooperton, Okla.: Connect rural routes that emanate from neighboring towns, so that perishable parcels could be sent straight through by R. F. D., and thus save much time in transit. Example: I want to send a parcel 4 miles north of here, to Gotebo, rural route 2. It goes to Roosevelt to-day; to Hobart, over Frisco Railroad; transferred to C., R. I. & P. R. R., and to Gotebo to-morrow, and out on rural route 2, third day; whereas if Rural No. 1 here was extended 1 mile, the parcel would go in one day, thus saving two days in transit and railroad transportation. We have four different conditions like above at this office.

Postmaster, Shohola Falls, Pa.: No mail contract should be awarded to persons who can not read or write. How can a person supervise a mail route if he or she has no education? Can not read or write? Proper conveyances, covered; also stock in good condition. Give contracts to persons of good reputation.

Postmaster, Sioux Falls, S. Dak.: Improved rural mail boxes should be used; that is, a modification of the size of the ones now in use, so as to admit large packages.

Postmaster, Adamsville, Ohio: Require every patron on rural route to pay quarterly box rent to place them on equality with persons who get their mail at office.

Postmaster, Caldwell, Ohio: That rural carriers should be required to give receipts for insured packages. That postmasters should be given permission to suspend service on rural routes, or parts thereof that need repairs, until road authorities make necessary repairs, without first referring to the department; being required, however, to report such suspensions to the department subsequently. I believe this would expedite the improvement of roads more than any one thing that can be done.

Postmaster, Platform, Ohio: Each office should have a small sack to be left at office; then we would not have to handle all the mail that goes to all the other offices, making a quicker separation and distribution of mail. The way it is this office has to handle all the mail for both routes 31310 and 31308, making eight offices besides my own to handle mail.

Postmaster, Whittier, N. H.: I think if each office on a route such as this had its own bag, instead of handing over seven or eight bags and find perhaps three packages belonging to that in particular, it would save time and labor; also, when the Government desired the weight of mail, it would be more correct.

Postmaster, Cubero, N. Mex.: Mail from Laguna to this office has been carried horseback 11 miles. The mail carrier should use a buggy to prevent fragile packages to be smashed. The vehicle used should be covered (or at least mail bags, etc.), so that mail will not be damaged when it rains. The vehicle used should have a closed compartment (under lock) in which packages could be deposited. This would be more advisable than putting packages in a mail bag.

Postmaster, Josie, Nebr.: Would suggest that the distributing office supplying more than one office on any star route make direct sacks (through sacks) of second, third, and fourth class mail for each office on route. At present time this mail matter is forced into one or two sacks, then sent to first office on route, where postmaster picks out mail addressed to his office, then forwards the bulk to next office on route, which does likewise, and finally reaches last office on route with the balance of mail, which in most cases is in a dilapidated condition, due to the crude handling the mail receives at the two previous offices on route. This has a tendency to delay star-route carriers and further increase damage to weak packages.

Postmaster, Marquette, Nebr.: One thing I would suggest is that patrons on rural routes be compelled to erect larger receiving boxes.

Postmaster, Celina, Ind.: There should be more concentration of offices and routes near railway stations. We deliver mail by a star route to an office  $1\frac{1}{2}$  miles back in the country and from there they start a rural route. This is double handling, expensive and superfluous.

Postmaster, White River, Ariz.: We are on a star route 85 miles from the railroad. When the roads were almost impassable with deep mud and freight teams could not get through, the United States Indian agent at this place wanted to get his flour sent in by mail in 50-pound sacks, and did actually import about a ton of alfalfa seed by mail. Something should be done to protect mail contractors from imposition of this kind.

Postmaster, Dos Cabezas, Ariz.: Contractors or mail carriers should not be allowed to carry freight, which is done on this route at 35 and 50 cents per 100 pounds, therefore cheaper than parcel post and direct competition.

#### TAGGING, ADDRESSING, AND PACKING.

Postmaster, Chico, Tex.: I would suggest that the use of an ordinary lead pencil be prohibited in addressing parcels; also that the department furnish printed gummed labels, with 5-cent embossed stamp, for addressing parcel-post packages. A great per cent of packages received from rural routes are addressed with ordinary lead pencils and on common wrapping paper, and the address becomes illegible before it reaches its destination.

Postmaster, Taylor, Tex.: Insured or C. O. D. matter should have the exact weight indicated in ounces on the wrapper.

Postmaster, Rubicon, Wis.: Would advise that the postmaster should be allowed to sell on commission or otherwise, egg packers, metal containers for liquids, etc., in order to offset losses and bad-order packages. From observation I find that express agents in many cases are responsible, owing to rough handling, because their revenue is considerably cut by the parcel post.

Postmaster, Electra, Tex.: I think that mailing tags should be supplied to patrons and that it be compulsory that they use them in the mailing of all packages or parcels; that these tags be made up in form similar to the present insured parcel tag. Tag for parcel, coupon for office record with sender's address thereon, and the other coupon in the form of receipt to be given to sender; these tags to be filled out by the sender in preparing parcel for mailing. Tags to be numbered consecutively by clerk at office of mailing. Office record coupon to be initialed by clerk receiving same for mailing. Practically no time would be lost or consumed in the handling of parcels in this manner and would be offset by the time saved in gathering information from the sender, wherein the parcel had been lost, as the office of mailing would have a complete record of all parcels and packages mailed for ready reply to inquiry.

Postmaster, Midland, Tex.: I suggest that all parcel-post matter be legibly addressed with pen and ink, with return card in left-hand corner, and that the department furnish postmasters with labels printed accordingly—stickers, something like the express companies use.

Postmaster, Crowell, Tex.: I believe the department should have tags made, similar to those now in use for C. O. D. and insured packages, with blanks for zone number, weight, amount in stamps to pay postage; and require postmasters at mailing office to securely affix one of these tags to each package, with blanks properly filled out, and to see that packages are fully stamped. It is very unsatisfactory to try to handle postage-due parcels, as we now handle postage due on first-class matter, for the reason that it is impossible to tell whether or not stamps were lost off in transit, and patrons frequently claim that they had either sent the stamps or their equivalent in money to prepay postage.

My reason for making this suggestion is this: In keeping my account with parcel post for the last five weeks, as directed by your committee, I have noted the under and over charges on packages received at this office. And I find that some offices, and particularly the largest offices, handle this business rather carelessly. During this time we have received 17 short-stamped packages from one office, from which we receive more packages than from any other, with a total shortage of \$1.03. This shortage runs from no stamps at all to 19 cents for a single package. Sometimes they come overpaid, but not often.

Postmaster, Corry, Pa.: Supply, without charge to the shipper, an address sticker label or tag with blank lines: From— to—. Such a uniform method would do away with complaints as to parcels being returned to writers because of confusing positions of name of senders and addressees, and consequent loss of time.

Supply sticker labels of uniform size, distinct colors, with the words "Fragile," "Insured," "Perishable," and also for the C. O. D., with space for the amount to be collected. The use of rubber stamps for this purpose is not always satisfactory on account of size and shape of parcel, wrapper, etc.; half the time the imprint is not plain and distinct.

Postmaster, Oakley, Kans.: Some way to eliminate use of stamps for fee. Stamps will not cling to some wrapper surfaces, and make no end of trouble.

Postmaster, North Easton, Mass.: I think the use of thin pasteboard boxes by dry-goods houses and shoe manufacturers should be discouraged, and heavy wrapping paper substituted.

Postmaster, Canton, Mo.: Liquids should be excluded, or marked fragile, and carried in sacks, excluding all other classes from that sack. Let senders of parcels designate

whether dry or wet merchandise, and postmasters to handle them accordingly in separate sacks. Fragile articles to be packed in strong, unbreakable boxes, instead of wrapped in paper or cloth.

Postmaster, Ducktown, Tenn.: The adoption of a parcel-post label to be used in mailing said parcels would be a good scheme. I have found this very satisfactory in my office. I inclose form of my own get-up I used on the first parcel leaving my office at beginning of service.

Copy of inclosed gummed and perforated label.]

From—	PARCEL POST.
.....	.....
.....	To—
.....	.....
..... Co.	.....
.....	.....
.....	..... Co.
NOTICE.	
P. M.—Please notify above party if not delivered in .... days.	

Postmaster, Gillett, Pa.: Why not furnish postmasters in rural localities a galvanized packer (round or square) just large enough to accommodate a standard 10-pound pail of butter, made with a cover that screwed on, with a spring inside to hold the cover on the pail, the receiving office to open the package, remove pail, and return package to shipping postmaster? I have found that the producer will ship by express rather than to take the trouble to pack his butter according to the Postal Laws and Regulations, whereas if the offices were furnished with something of this kind they would be sure of safe delivery and better service at a less rate.

Postmaster, Mill Rift, Pa.: Mailing cases should be furnished by post offices to patrons at the cost of manufacturing, as stamped envelopes are now sold.

Postmaster, Saegerstown, Pa.: I think postmasters should be furnished with proper cases and other packing devices, to be sold to the public at cost, for the packing of fourth-class packages, the main cause of complaint here being the inability of patrons to secure proper packing cases, etc., at a reasonable cost.

Postmaster, Plainview, N. Mex.: I think this addition should be added to the Postal Laws and Regulations: At mailing offices have the zone marked where it is billed for, like this: A package from Kansas City to Plainview, N. Mex., is zone 5—5 pounds—32 cents paid. Then the delivering postmaster will see all the stamps were placed on the package. Otherwise part of the stamps might slip off. Then there would be the balance to collect and place due stamps on same on delivery. This would detect errors in rating of the postage on packages and be no doubt of loss of stamps.

Postmaster, Engelhard, N. C.: I believe there is little room for improvement, but I think a linen tag for labeling fourth-class packages should be furnished all post offices. They could be made with an eyelet in one end and a 1-cent stamp in upper right-hand corner and sold to the public for 1 cent each. Ordinary paper tags and labels often get torn off in transit, and a linen tag would be a great help, and no expense.

Postmaster, Coneway, N. Y.: Some packages are offered in very crude and unsafe wrappers. If some container could be devised in assorted sizes that would be rigid and light and at same time offer a place for legible address and stamps, I anticipate there would be much less lost matter. I am often asked for cardboard boxes for this purpose. I believe the public would be pleased if such container could be secured.

Postmaster, Riverhead, N. Y.: One of the most important things necessary for the improvement of handling fourth-class matter is to educate the public in the proper method of preparing the packages for mailing. Packages that are securely wrapped in strong paper and securely tied with strong string, and plainly addressed, invariably reach their destination in good condition.

Postmaster, Atherton, Mo.: Standard carriers for perishable and breakable objects, allowing no other containers used for such articles.



Postmaster, Crane, Mo.: I believe a tag for parcels should be furnished with place for number of package, contents, name of sender and address, name of addressee and address. Said tag to be retained by delivering postmaster as a record of delivery. Tag should also bear place for signature of addressee, also space for number of zone, and could contain amount of postage charged.

Postmaster, Dixon, Mo.: Have large sheets of wrapping paper stamped 3 cents, 4 cents, 5 cents, etc. Suitable cartons for butter, etc., stamped.

Postmaster, Mountain Park, N. Mex.: Use gummed stickers instead of tags. The former are not so apt to become detached from packages.

Postmaster, Salem, Iowa: Possibly postmasters should be authorized to keep boxes and containers in which to pack certain kinds of parcel post for sale. We have a considerable number of persons who bring their parcels to the post office poorly packed, and when asked to pack them more securely, say they have no material to do so with.

Postmaster, Aledo, Ill.: A more rigid enforcement of the regulations requiring receiving clerks at post offices regarding the preparation of fourth-class matter. The service suffers more from improper preparation for mailing than from any other one source.

Postmaster, Amboy, Ill.: Iron and steel castings of all kinds, such as plowshares, cogwheels, etc., should be properly wrapped or inclosed. They are sent now with no covering, with a tag attached with a wire, damaging other mail sometimes very seriously. They should be excluded from locked letter pouches by all means.

Postmaster, Tremont, Ill.: We have trouble with our patrons in regard to packing perishable goods and liquids according to the postal laws. When refused they claim they can not obtain suitable packages to pack them in. The only way to overcome it would be to allow the postmaster to keep such packages or containers for sale.

Postmaster, Campbell, Cal.: I think there should be some arrangement for carrying fresh fruit, eggs, and vegetables in quantities less than 20 pounds in crates or baskets, and outside of the mail sacks. At present they are not mailable unless in strong wood or metal containers and wrapped so that nothing can escape from the package, and this office refuses packages every day which do not conform to these requirements.

Postmaster, Lemoore, Cal.: Placing the zone of destination upon each parcel at the mailing office for statistical purposes and for checking postage.

Postmaster, Pell City, Ala.: I also believe that it would be a good idea for the department to sell the proper cases for the shipment of butter and eggs in small quantities, as the merchants do not keep them, as they buy up and ship these products at quite a profit themselves. I have tried to get the merchants here to get them, but they will not.

Postmaster, Magnolia, Ala.: I would suggest that the department issue both a reinforced eyelet parcel-post card and a gummed slip, each bearing an address and return-address form, these to be sold at a nominal price; or they might be made in the form of stamped paper of 1-cent and 5-cent denominations each and sold at their face value, as are post cards, or billed with a graduating scale and sold as are stamped envelopes and newspaper wrappers. The idea is simply this, to furnish the public with a convenient form of address and return address to be used in mailing ordinary parcels.

Postmaster, Cameron, Cal.: If packages for parcel-post shipment could be sealed, same as express packages are, so that valuables could be sent, it would improve the service to the extent of getting more business. Provide for all sealed packages to be insured and certified to by the shipper as to contents, etc.

#### WEIGHTS.

Postmaster, Nettleton, Mo.: The weight ought not to be more than 20 pounds, and 10 pounds would be still better. We do not want to make freight teamsters of our rural carriers any more than we want to make freight trains of our mail trains. Freight and express ought not be crowded into the mail service.

Postmaster, Queen City, Mo.: An increase to the 100-pound limit in the first and second zones.

Postmaster, Rackett, Nebr.: Think that instead of confining the 50-pound packages to first and second zones, it should be extended so as to give any place the advantage of a market place, even if it should necessitate the third or fourth zone. Think the heavy packages should only include food products and seeds.

Postmaster, Scandinavia, Wis.: Think parcel post has been carried to extremes both as regards size and weight of parcels. Think after it gets fully developed parcel-post matter will impede the progress of other classes of mail, both on rural routes, in post offices, the messenger service, and on trains.



Postmaster, Mount Hope, N. Y.: Believe also that weight and dimension limits should be increased as fast as the facilities for handling the business will permit, with a view to eventually handling all business which is now handled by express companies.

Postmaster, Logan, Ohio: Increase in size and weight for local lines.

Postmaster, Elamsville, Va.: To increase the weight limit from 50 to 100 pounds. This, I think, is due the rural districts. The present weight limit allows the city and catalogue houses to market their products but bars the farmer out as to his.

Postmaster, Jetersville, Va.: Increase the weight to 100 pounds and require the patrons to call at the post office for all packages weighing over 20 pounds.

Postmaster, Jackson, N. Mex.: I believe the weight limit should be reduced to 11 pounds in all zones except the first, as no one is benefited by the large weights but the mail-order houses.

Postmaster, Esbon, Kans.: Would say to not increase the weight of packages. The patrons of this office would sooner have the carriers go on motor cycles and give them their letters and daily papers in the forenoon and not be delayed with large packages, than to have to drive and get an evening mail and bring packages. An afternoon mail will be the result of an increase in the weight of parcels for one-half of the patrons on the routes.

Postmaster, Oakley, Kans.: Leave maximum weight limit at 20 pounds, and let freight come by freight.

Postmaster, Canton, Mo.: The weight of parcels to a limit of 50 pounds should be a maximum if not lower; few are benefited by that maximum.

Postmaster, Hermana, Mo.: Would not recommend further increase in weight.

Postmaster, Geneva, Ala.: My opinion is, if the weight limit on fourth-class matter were cut to 20 pounds it would better the service. This weight will not delay first-class mails. Furthermore, parcels weighing more than 20 pounds are rarely sent by mail, as shown by my records. The weightier packages tend to damage the other mail, delay delivery, and bring in little revenue.

#### ZONES.

Postmaster, Richmond, Va.: Fewer zones would aid the ordinary class of mailers materially and make it possible for a clerk to more readily check up short postage on packages for delivery which had not been rated up by an experienced post-office man.

Postmaster, Donora, Pa.: Abolish the unit system and make whole States come within the zones. Clerks could memorize in one day the zone system if States were taken as a whole and would make unnecessary constant reference to directory of post offices. When a number of patrons appear at one time, each with several packages, it takes too much time to rate them.

Postmaster, Aguadilla, P. R.: Due to the distance between Porto Rico and the United States, the third, fourth, fifth, and a great part of the sixth zones are of no usefulness. The postage rates between the island and the continent are sometimes high; higher than the express ones. I consider Congress may amend the parcel-post law, making the Eastern and Southern States the fifth zone and the Central and Western the sixth with respect to Porto Rico.

Postmaster, Madison, Kans.: I believe it would be more equitable to restore the first zone and make a distinction between the first and second zone rates something as it was before they were combined.

## EXHIBIT F.

## STATEMENT OF PARCEL POST BUSINESS BY STATES, AND OF REVENUE REPORTED AS COLLECTED.

State.	Offices.	Total pieces fourth-class mail, incoming.	Total pieces fourth-class mail, outgoing.	Total revenue, fourth-class matter.
Alabama.....	778	407,868	191,630	.....
Revenue reported.....	239	257,133	121,216	\$7,127.79
Alaska.....	34	2,113	1,190	.....
Revenue reported.....	10	1,095	749	439.31
Arizona.....	176	73,119	35,077	.....
Revenue reported.....	69	49,287	26,657	3,050.91
Arkansas.....	955	290,126	150,530	.....
Revenue reported.....	216	175,655	111,500	6,903.46
California.....	1,051	1,107,290	878,515	.....
Revenue reported.....	535	679,474	490,926	56,043.96
Colorado.....	566	401,742	363,358	.....
Revenue reported.....	221	334,752	342,444	31,558.31
Connecticut.....	272	438,451	359,495	.....
Revenue reported.....	193	412,064	342,473	28,361.98
Delaware.....	77	78,841	64,123	.....
Revenue reported.....	43	65,671	56,996	4,762.72
Florida.....	605	221,488	209,451	.....
Revenue reported.....	214	166,928	188,586	12,832.03
Georgia.....	826	449,332	346,474	.....
Revenue reported.....	267	282,606	282,460	17,740.59
Hawaii.....	55	15,534	14,438	.....
Revenue reported.....	25	11,821	12,748	1,541.88
Idaho.....	280	120,932	47,926	.....
Revenue reported.....	89	69,331	27,251	2,617.78
Illinois.....	1,335	3,269,796	20,535,516	.....
Revenue reported.....	669	3,032,604	20,446,747	839,345.40
Indiana.....	897	863,793	740,991	.....
Revenue reported.....	444	712,617	689,391	41,774.97
Iowa.....	991	1,116,876	898,686	.....
Revenue reported.....	578	874,219	811,213	54,742.38
Kansas.....	1,022	344,618	150,675	.....
Revenue reported.....	345	257,657	119,654	8,192.00
Kentucky.....	1,502	515,378	294,402	.....
Revenue reported.....	269	222,520	100,963	7,375.72
Louisiana.....	619	165,671	98,302	.....
Revenue reported.....	145	89,226	70,582	5,372.57
Maine.....	665	455,623	440,962	.....
Revenue reported.....	328	347,451	397,012	27,465.98
Maryland.....	520	437,252	1,014,336	.....
Revenue reported.....	214	378,435	989,878	80,118.81
Massachusetts.....	559	1,676,703	2,540,831	.....
Revenue reported.....	367	1,602,833	2,494,516	179,773.07
Michigan.....	1,004	1,160,986	1,721,557	.....
Revenue reported.....	566	911,304	1,564,604	94,894.96
Minnesota.....	975	895,162	767,279	.....
Revenue reported.....	472	660,176	681,331	21,963.13
Mississippi.....	737	322,396	158,143	.....
Revenue reported.....	187	188,406	109,132	8,286.88
Missouri.....	1,380	875,136	2,123,589	.....
Revenue reported.....	546	761,476	2,052,176	178,048.90
Montana.....	403	157,655	82,794	.....
Revenue reported.....	176	101,898	66,004	6,639.15
Nebraska.....	669	578,540	387,323	.....
Revenue reported.....	348	469,164	353,870	23,043.30
Nevada.....	111	58,616	26,329	.....
Revenue reported.....	52	39,539	18,868	2,898.10
New Hampshire.....	340	272,146	204,317	.....
Revenue reported.....	199	166,119	125,124	8,627.93
New Jersey.....	1,170	788,436	839,126	.....
Revenue reported.....	373	673,359	773,799	51,002.32
New Mexico.....	241	87,190	38,668	.....
Revenue reported.....	82	53,280	29,939	3,635.84
New York.....	1,939	4,555,534	31,991,161	.....
Revenue reported.....	1,138	4,258,734	31,842,073	1,220,754.02
North Carolina.....	991	335,902	209,927	.....
Revenue reported.....	241	193,429	150,078	10,793.28
North Dakota.....	556	268,739	111,933	.....
Revenue reported.....	239	163,022	81,993	6,689.10
Ohio.....	1,287	1,484,675	1,687,036	.....
Revenue reported.....	711	1,228,129	1,549,084	89,855.97
Oklahoma.....	759	335,874	154,734	.....
Revenue reported.....	275	221,289	119,215	9,354.94
Oregon.....	492	268,075	213,291	.....
Revenue reported.....	216	210,924	194,795	17,509.23

*Statement of parcel-post business by States, and revenue reported as collected—Continued.*

State.	Offices.	Total pieces fourth-class mail incoming.	Total pieces fourth-class mail, outgoing.	Total revenue, fourth-class matter.
Pennsylvania.....	2,549	2,689,433	3,687,522	.....
Revenue reported.....	1,367	2,307,007	3,434,048	\$239,713.82
Porto Rico.....	80	38,943	24,377	.....
Revenue reported.....	34	23,717	14,761	1,363.64
Rhode Island.....	105	71,937	36,864	.....
Revenue reported.....	65	64,935	33,615	2,482.51
South Carolina.....	425	224,156	114,472	.....
Revenue reported.....	135	145,055	84,924	6,391.83
South Dakota.....	484	267,849	115,190	.....
Revenue reported.....	226	176,307	76,062	6,348.57
Tennessee.....	753	437,185	355,942	.....
Revenue reported.....	238	286,861	303,546	20,574.01
Texas.....	1,569	857,825	791,469	.....
Revenue reported.....	477	578,285	689,793	55,536.27
Utah.....	205	127,848	128,971	.....
Revenue reported.....	68	87,138	114,845	12,613.59
Vermont.....	333	249,326	142,075	.....
Revenue reported.....	201	204,340	122,355	9,503.44
Virginia.....	1,540	666,082	510,818	.....
Revenue reported.....	469	488,371	449,315	28,790.15
Washington.....	629	331,757	146,784	.....
Revenue reported.....	300	263,137	122,760	11,195.12
West Virginia.....	1,044	302,981	169,623	.....
Revenue reported.....	274	189,005	133,413	8,712.08
Wisconsin.....	906	1,183,091	1,205,073	.....
Revenue reported.....	504	988,209	1,127,615	75,488.11
Wyoming.....	184	52,518	16,226	.....
Revenue reported.....	62	25,683	9,738	1,280.17
Total post offices and pieces.....	37,745	32,498,539	77,539,521	.....
Total Revenue reported.....	15,721	26,151,677	74,552,837	3,651,131.98

