

AIR COORDINATING COMMITTEE
DEPARTMENT OF COMMERCE BLDG.
WASHINGTON 25, D. C.

SECRET

June 12, 1945

Colonel Charles W. McCarthy
Secretary, State-War-Navy Coordinating Committee
State Department Building
Washington, D. C.

My dear Colonel McCarthy:

The enclosed report of our activities may interest you. Tentatively at least my plan is that hereafter we will be using a status report in very much the same form as that used by your Committee, with an over-all summary report such as the enclosed only at long intervals.

Sincerely yours,

Howard Westwood
Howard C. Westwood
Secretary

Enclosure

SWNCC	
COL. MCCARTHY
COMDR. RICHARDSON
MR. R. E. COX
LT. COL. PENNOYER
LT. COMDR. GEILFUSS
MR. H. W. MOSELEY
MR. J. P. GARDINER
LT. COMDR. ROCKEFELLER
LT. COL. V. F. FIELD
MAJOR W. E. GUNTHER
1ST LT. E. SPITTALL
ENS. F. WHITESIDE
FILE

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June 8, 1945

ACC ACTION REPORT

<u>ACC No.</u>	<u>Minute Reference</u>	<u>Subject</u>	<u>Action and Status</u>	<u>Matter Pending</u>
#3,	March 31	Relations with JCS	Military aspects of questions to be referred to JCS or other military agencies for recommendation prior to final ACC action.	
#6,	March 31	Relations with Air Div. U.S. Group Control Council (Germany)	ACC willing to advise on civil aviation matters.	
#8,	April 14	" "	Communications to and from Air Division to be via JCS.	
#2,	May 5	Relations with Executive Committee on Economic Foreign Policy	To promote liaison, Executive Secretary of ECFPP to be added to ACC distribution list provided Joint Security Council approves from standpoint of security. Matter referred to JSC May 7. Security clearance received from JSC June 5.	
#7,	April 14	Creation Latin American Subcommittee	Recommended that Department Heads reconstitute Committee on Latin American Aviation as ACC Subcommittee. Department Heads have taken such action.	
#8,	May 19	Aviation gasoline deliveries to Spain	Agreed that specified aviation gasoline deliveries to Spain should be made pursuant to outstanding commitment; but such deliveries not to set a precedent of any kind.	

SECRET

SECRET

ACC Action Report June 8, 1945 - p. 3

ACC No.	Minute Reference	Subject	Action and Status	Matter Pending
1/3	#4, April 14	Reconstitution of existing committees as ACC subcommittees	When decided that an existing committee should become an ACC subcommittee ACC will so recommend to Heads of Departments asking their approval.	

SECRET

SECRET

ACC Action Report June 8, 1945 - p. 4

ACC No.	Minute Reference	Subject	Action and Status	Matter Pending
2	#5, April 14	Coordination with SWNCC	Considered. No action. None contemplated.	
2/1	(#5, April 14 (#1, May 5	" " " " " "	Considered. No action. None contemplated. Secretary authorized to furnish copy of ACC papers to SWNCC Secretariat as appropriate.	
3	#6, April 14	Substitution of ACC for War Aviation Committee	Adopted procedure for presenting to Department Heads recommendation that ACC be substituted for War Aviation Committee as supervisory authority for IATCB. Recommendation to Department Heads transmitted by letter of May 17, 1945.	••

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ACC Action Report June 8, 1945 - p. 6

ACC No.	Minute Reference	Subject	Action and Status	Matter Pending
4/5	#5, April 21	Probable British acceptance of Interim Agreement on Civil Aviation	Paper circulated for information.	
4/6	#3, May 19	PICAO Subcommittee report on alternate U.S. representative for PICAO Interim Council	Decided to handle selection of alternate representative by informal action. Secretary circulated memorandum dated May 23 for such informal action.	

SECRET

SECRET

ACC Action Report June 8, 1945 - p. 7

ACC No.	Minute Reference	Subject	Action and Status	Matter Pending
5		Rabat Sale Airfield	No action. None contemplated.	
6	#15, April 14	Cash traffic of ATC and NATS	Special Subcommittee created to consider questions presented by the paper.	
6/1	#5, May 5	Report of Special Subcommittee on Cash Traffic	Report adopted with amendments. This action provides that cash traffic not to be voluntarily suspended; that formal agreement of British thereto is not necessary; that British be advised that such traffic will be carried only in normal military operations and without diverting resources from the war effort but that such traffic cannot be restricted to cases where no foreign civil air carrier available; that cabotage traffic will be transported unless objected to; that British be advised that U.S. will be responsible for military security and will provide facilities for application of customs and immigration laws as at present; that British be advised that consultation between U.S. and British priority granting authorities can be worked out best at operating level; that rates will be fixed without relation to rates charged by foreign civil air carriers; that the British should be advised that we do not object to similar operations by RAFTC although that would raise certain lend lease problems; and that the Special Subcommittee be continued for the study of certain further questions.	**

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ACC Action Report June 8, 1945 - p. 8

ACC No.	Minute Reference	Subject	Action and Status	Matter Pending
6/2		ACC Action on ACC 6/1	Copy of minute of ACC action distributed for information.	
6/3		State Department action pursuant to ACC 6/1	Paper advises that State Department has dispatched note to British pursuant to ACC decision on ACC 6/1 supra.	

SECRET

ACC Action Report June 8, 1945 - p. 9

ACC No.	Minute Reference	Subject	Action and Status	Matter Pending
7	#7, April 21	Disposition of surplus transport aircraft without routing through Munitions Assignment Board	JCS requested to make recommendations to ACC on this subject. Request transmitted to JCS April 27.	**
8	#4, April 21	CAB adherence to ACC	Approved CAB adherence to memorandum creating ACC and membership on ACC. Procedure to secure approval of Department Heads thereto suggested. Approval secured. Adherence announced by letter from ACC Executive Secretary May 7.	

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SECRET

ACC Action Report June 8, 1945 - p. 10

ACC No.	Minute Reference	Subject	Action and Status	Matter Pending
9	#8, April 21	Requirements for Foreign Air Bases and Rights	JCS requested to press JCS 570 series to conclusion and State Department to prosecute negotiations for military rights indicated thereby and to advise ACC of progress. Military agencies to supply civilian agencies with necessary information concerning foreign air installations. Civilian agencies to advise ACC as to needs for civil rights and facilities abroad, to be transmitted, with such comments as military agencies have to offer, to State Department for negotiations. Special Subcommittee created to coordinate work. Request for conclusion of JCS 570 series transmitted to JCS on April 27. Directive to Special Subcommittee transmitted on May 9, and Subcommittee now facilitating furnishing of necessary information to civilian agencies.	**
9/1	#8, April 21	State Department policy regarding abandonment of airports abroad	Paper transmitted for information and considered in connection with action on ACC 9 supra.	
9/2	#7, May 5	Disposition of John Payne Field, Cairo, Egypt	Referred to JCS for recommendation and request that ACC be advised as to what, if any, changes would be necessary on the Almaza airport in order to accommodate large civil transports. Transmitted to JCS on May 9.	**
9/3		Requirements for foreign air bases and rights	The paper reprints, for information, discussion in ACC 9 and the minute of ACC action on ACC 9.	

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SECRET

ACC Action Report June 8, 1945 - p. 11

ACC No.	Minute Reference	Subject	Action and Status	Matter Pending
9/4	#7, June 2	Report from Chairman Special Subcommittee on Foreign Air Bases and Rights relating to securing rights in Basra-Abadan Area	Referred to Special Subcommittee on Foreign Air Bases and Rights for development of further information. Transmitted to Subcommittee June 8.	**

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ACC Action Report June 8, 1945 - p. 12

ACC No.	Minute Reference	Subject	Action and Status	Matter Pending
10	#9, April 21	Commercial Rights at Destroyer Base Lease Bases	Civilian agencies to advise ACC as to destroyer bases at which commercial rights desired, such recommendations to be referred to JCS for recommendation as to whether military considerations would permit such rights; subject then to be further considered by ACC. See ACC 10/2, 10/3, 10/4, and 10/7 infra.	**
	#10, April 21	Canadian request that Trans-Canada Airlines be permitted to make commercial stops at Harmon Field, Newfoundland	Views of Commerce Department, CAB and JCS to be requested. See ACC 10/2, 10/4, and 10/8 infra.	
10/1	#8, May 5	Determination of need for military and commercial rights at destroyer base in Bahamas	JCS to be requested to advise whether military base desired. If no military base desired civilian agencies to be asked whether civil base in lieu of military base to be sought. Request transmitted to JCS May 9.	**
10/2		Commercial rights at destroyer base lease bases and Harmon Field matter	Paper transmits CAB views that commercial rights desired at all destroyer bases and that no objection to Trans-Canada operation at Harmon Field.	
10/3		Commercial rights at destroyer base lease bases	Paper transmits State Department views that commercial rights desired at all destroyer base lease bases.	
10/4		Commercial rights at destroyer base lease bases and Harmon Field matter	Paper transmits Commerce Department views that commercial rights desired at all destroyer base lease bases and that no objection to Trans-Canada operation at Harmon Field.	

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ACC Action Report June 8, 1945 - p. 13

ACC No.	Minute Reference	Subject	Action and Status	Matter Pending
10/5		Harmon Field matter	Paper transmits for information discussion of need for prompt reply to Canadians.	
10/6		Determination of need for military and commercial rights at destroyer base in Bahamas	Paper transmits for information certain data regarding negotiations with the British affecting this problem. Paper transmitted to JCS for information on May 19.	
10/7	#4, May 19	Commercial rights at destroyer base lease bases	(a) Paper presents the questions to be determined by JCS in the light of the recommendations by the civilian agencies transmitted in ACC 10/2, 10/3 and 10/4. Referred to JCS. Transmitted to JCS May 28. (b) Secretary authorized to secure assistance of Special Subcommittee on Foreign Air Bases and Rights on further work in connection with ACC 10 series. Such Subcommittee now facilitating the furnishing to the civilian agencies of information regarding facilities at the bases.	**
10/8		Harmon Field matter	Paper transmits JCS views that no objection to the Trans-Canada operation, subject to military control.	
	#2, June 2	" " "	Decision to recommend to State Department that, if similar privileges could be enjoyed by U.S., operation by Trans-Canada and by commercial planes of other nations be permitted subject to military control and certain other conditions. Canadians to be asked by State Department whether they will support operation by U. S. carriers at other bases in the vicinity. Suggested to State Department that any agreement	

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CC Action Report June 8, 1945 - p. 14

CC No.	Minute Reference	Subject	Action and Status	Matter Pending
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#2, June 2 Cont'd.

for the Trans-Canada operation be drafted with the thought that it might constitute a precedent if U. S. air carriers permitted to operate at destroyer bases. Recommendation transmitted to State Department on June 8.

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ACC Action Report June 8, 1945 - p. 15

ACC No.	Minute Reference	Subject	Action and Status	Matter Pending
11	#11, April 21	Policy governing air transport in Germany	SWCOC requested to furnish its paper on control of air transport in Germany for study by CAB and CAA; such agencies to present suggested recommendations to ACC. Paper received and transmitted to CAB and CAA on May 9.	**
12	#12, April 21	Proposed additional articles governing routes, rates, etc., to be added to Convention on Civil Aviation	Referred to PIGAO Subcommittee.	**
12/1		Draft of proposed additions to Convention on International Civil Aviation	Paper circulates for information proposed additions involved in ACC 12.	
13	#4, May 5	Development of new types of transport aircraft	Paper suggests that private industry will not be able to finance development of large new types. War and Navy Departments provided CAB with list of new military transport aircraft now constructed or proposed. CAB considering the matter.	**
14		Creation Standing Subcommittee on Aeronautical Charts	Adopted by Informal Action No. 042345.	

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SECRET

ACC Action Report June 8, 1945 - p. 16

ACC No.	Minute Reference	Subject	Action and Status	Matter Pending
15		New commercial aviation agreement with Panama	Paper proposed formation of Special Subcommittee to consider terms of a new commercial aviation agreement with Panama. Adopted by Informal Action No. 042645. Report not yet received.	**
16	#6, May 5	Eligibility of BOAC for lend lease aid	Referred to State Department requesting report on nature of BOAC's operations. Transmitted to State Department May 9.	**
17	#9, May 5	Report from Latin American Subcommittee making recommendations as to policy for disposal of surplus aircraft in Latin America	Referred to State Department for report back to ACC. State Department to consult with SPB on issues involved. Transmitted to State Department May 9.	**

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AOC Action Report June 8, 1945 - p. 17

AOC No.	Minute Reference	Subject	Action and Status	Matter Pending
18	#10, May 5	Resolution of conflicting views as to whether Coast Guard or Department of Commerce should operate air navigation facilities outside of U. S.	Special Subcommittee created to consider the matter. Report from Special Subcommittee not yet received.	**
19	#1, May 19	Resolution of conflicting views as to how to provide for national defense needs in airport legislation	The paper proposed a special subcommittee to consider the subject. Not adopted.	
20	#5, May 19	Demonstration flights by C-54s in foreign countries	The use of C-54s by the military for such purposes was discussed. Suggested that such flights be cleared in advance with State Department.	
20/1	#6, May 19	Making C-87s available to foreign airlines	Paper referred to SPB Committee on Surplus Aircraft Disposal. See AOC 20/2 infra.	
20/2	#3, June 2	Report from SPB Committee on desirability of making surplus C-87s available to foreign airlines	Paper recommends that surplus C-87s be made available to any purchaser including foreign airlines. Recommendation adopted.	
20/3	#4, June 2	Need for making C-54 transport aircraft available to civil airlines	Paper discussed. Civilian agencies to present memorandum to War and Navy Departments asking release of C-54s to U.S. air carriers and requesting statement from War and Navy Departments on subject.	**

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SECRET

ACC Action Report June 8, 1945 - p. 18

ACC No.	Minute Reference	Subject	Action and Status	Matter Pending
21	#2, May 19	Membership by Treasury Department on ACC	Recommended that Treasury Department should not become ACC member because of its limited interest.	
22	#7, May 19	Subcommittee on Demobilization of Aircraft Industry	Recommended that existing Committee on Demobilization of the Aircraft Industry be reconstituted as ACC subcommittee. Recommendation transmitted to Heads of Departments May 22. Approval received and Committee notified of its reconstitution June 2.	
23	(#9, May 19) (#5, June 2)	Division of responsibilities between Departments as to Latin American aviation	Paper constitutes War Department statement on the subject. To be referred to Latin American Subcommittee, along with statement from civilian agencies, for preparation of statement on subject; after report from Subcommittee matter to be referred to JCS.	**
23/1) 23/2) 23/3)	#5, June 2	" "	Papers constitute statements from State Department, Commerce Department and CAB respectively on this subject. To be consolidated into one paper and referred to Latin American Subcommittee along with ACC 23 as indicated supra.	**

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ACC Action Report June 8, 1945 - p. 19

ACC No.	Minute Reference	Subject	Action and Status	Matter Pending
24	#10, May 19	Extension of runway at Lisbon Airport	War Department offers, if requested, to furnish engineers and equipment for improvement of such runways.	
25		Information to be divulged to British Aviation Mission	SWNCC 131 was referred to ACC for preparation of ACC recommendation governing information to be furnished to British Aviation Mission. ACC recommendation adopted by Informal Action No. 052145 with amendments. Recommendation contemplates limiting information to be disclosed to British so as to govern only matters directly related to war against Japan. Recommendation transmitted to SWNCC May 29.	
25/1		" "	Circulates for information a copy of the recommendation to SWNCC as adopted.	
26		Policy to govern financing of export of aeronautical equipment	Paper proposes creation of special subcommittee to make recommendations on the subject. Adopted by Informal Action No. 052245. Special Subcommittee notified June 2. Report not yet received.	**

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SECRET

CC Action Report June 8, 1945 - p. 20

CC No.	Minute Reference	Subject	Action and Status	Matter Pending
27	#6, June 2	Arctic development	Decided to create Standing Subcommittee on Arctic Development.	

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SECRET

CC Action Report June 8, 1945 - 21

CC No.	Minute Reference	Subject	Action and Status	Matter Pending
28	#8, June 2	Call to active duty of airline employees in Army enlisted reserve	Information as to intended course of War Department requested. Further information to be sought from airlines. Navy desires to study matter.	**

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STATE-WAR-NAVY COORDINATION
COMMITTEE

STATE

[Handwritten initials]
 Mr. Cox
 Mr. Moseley
 Mr. Gardiner

WAR

[Handwritten initials]
 Colonel McCarthy
 Lt. Colonel Pennoyer
 Major Field
 Major Gunther
 Lt. Spittall

NAVY

[Handwritten initials]
 Commander Richardson
 Lt. Comdr. Rockefeller
 Lieutenant Geilfuss
 Ensign Whiteside

Note
 Circulate
 File

REMARKS:

AIR COORDINATING COMMITTEE
ROOM 5110
DEPARTMENT OF COMMERCE BUILDING

May 10, 1945

Colonel Charles W. McCarthy
SWNCC
Room 178, State Department
Washington, D. C.

My dear Colonel McCarthy:

I am not sure that I ever advised you that the secrecy classification of the Interdepartmental Memorandum creating the Air Coordinating Committee was removed by the Committee at its ^{second} first meeting. I quote from the Minutes of the Meeting of April 14:

"1. Classification of Interdepartmental Memorandum
Creating ACC.

Decision: The Secret classification is removed."

Sincerely yours,

Howard C. Westwood

Howard C. Westwood
Working Secretary
Air Coordinating Committee

Agenda for ACC Meeting April 14, 1945

1. Minutes of meeting of March 31.
2. Procedure for approval of minutes.
 - a. In regular manner at next meeting or
 - b. Initialling by members upon original circulation
3. Classification of Interdepartmental Memorandum creating ACC. It is still marked Secret.
4. Procedural questions
 - a. Procedure in General and Form of Papers
See ACC No. 1
 - b. Provision for Informal Action by ACC
See ACC No. 1/1
 - c. Procedure of Subcommittee
See ACC No. 1/2
 - d. Procedure for Reconstituting Existing Committees as ACC Subcommittees. See ACC No. 1/3
5. Coordination with STNCC
 - a. Jurisdictional problems - See ACC No. 2
 - b. Coordination and Liaison - See ACC No. 2/1
6. War Aviation Committee
See ACC No. 3
7. Committee on Latin American Aviation and Committee on Technical Standards of Aeronautical Charts.

If recommendation in ACC No. 1/3 is adopted, it will be followed in the case of these two committees.
Should there be any statement of the proposed subcommittees' jurisdiction, other than is implied in their names?
8. Action taken to provide a channel of communication between ACC and Air Division, U. S. Group Control Council (Germany). Report by Mr. Lovett.
9. CAB membership in ACC Report by Mr. Pogue.
10. Questions growing out of Chicago aviation conference:
 - a. Program to accelerate acceptance of interim documents
See ACC No. 4
 - b. Designation of U. S. representative on Interim Council
See ACC No. 4/1

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SECRET

(6)

Agenda - page 2

- c. Industry hearings on proposed technical annexes to Aviation Convention - See ACC No. 4/2
- d. Determination of U. S. policy in dealing with PICAO
See ACC No. 4/3
- 11. Rabat Sale Airfield in Morocco.
See ACC No. 5
- 12. Coordinating views of interested agencies with respect to abandonment of war time air bases when they have completed their military purpose. Mr. Pogue requests discussion.
- 13. U. S. aviation position in Middle East in relation to recent developments in that area. Mr. Pogue requests discussion.
- 14. Transportation of "cash" traffic by ATC and NATS. See ACC No. 6.
- 15. Disposition of surplus transport aircraft without routing through Munitions Assignment Board. See ACC No. 7.
- 16. Disposition to be made of the several specific subjects listed in Paragraph 3 of the Interdepartmental Memorandum. It is suggested that each subject be assigned to a member for preparation of report and recommendations.

SECRET

ACC No. 7

Disposition of surplus transport aircraft without routing through Munitions Assignment Board. See ACC No. 7.

MEMORANDUM BY THE ASSISTANT SECRETARY OF WAR FOR AIR

1. According to present practice, when aircraft become excess to the needs of the Army Air Forces and prior to the declaration of such aircraft as surplus a list of such aircraft is presented to the Munitions Assignment Board. The other United Nations are represented on the Board by the British. My understanding is that the jurisdiction of the Munitions Assignment Board, while it could be construed to include control of surplus aircraft as well as the assignment of new production, has not been generally thought to be so broad and I am not clear that the practice of routing lists of surplus aircraft through the Munitions Assignment Board was originally contemplated under its charter, which was adopted two years before surplus disposal problems became vital. No other surplus munitions are submitted to the Board. Of the last 26,000 surplus aircraft submitted to the Board, all have been released for subsequent declaration as surplus. The question is now raised whether it would not be desirable to cease submitting such lists of surplus aircraft to the Munitions Assignment Board.

2. This question has been recently brought to the fore by the request made to the War Department by both the State Department and the Civil Aeronautics Board for the release of a number of C-54 aircraft that might then be allocated to the only U. S. overseas civil air carriers who are now holders of certificates, viz., Pan American Airways and American Export Airlines. These requests have been sympathetically considered by the Army Air Forces Staff and the Air Transport

SECRET

ACC No. 7 - page 2

Command, and it is not improbable that the War Department would be able to recommend an arrangement whereby certain C-54's now employed in the North Atlantic by contract carriers could be made available for this purpose. The planes so transferred would be operated on certificated North Atlantic routes, subject to the present priority system, in such a way that there would be no reduction in the amount of passengers and cargoes carried in connection with the war effort. It is not yet clear, however, whether such a plan will be concurred in by the Navy, because of the Navy's desire to acquire additional C-54's to take care of its Pacific needs.

3. Quite apart from the position of the Navy (which must of course be controlling unless the two Services come to some satisfactory agreement), it would not be possible for the Army to dispose of these C-54's under present practice without routing the list through the Munitions Assignment Board. If this were done, there would undoubtedly be a request by the British Government that these planes be made available for its overseas routes.

4. It seems to me that we should give consideration to a change in existing practices which will permit us to dispose of transport aircraft which are excess to the needs of the Army and Navy without being obliged to have the disposition approved by the Munitions Assignment Board. Such a change in procedure would seem particularly desirable after VE-Day. I therefore recommend that the Air Coordinating Committee take the matter under consideration, and in the first instance refer it to the Joint Chiefs of Staff for their comment and recommendations.

ROBERT A. LOVETT

SECRET

Assistant Secretary of War for Air

ACC No 4/3

PROPOSAL

DETERMINATION OF UNITED STATES POLICY AND PROCEDURE
IN DEALINGS WITH THE
PROVISIONAL INTERNATIONAL CIVIL AVIATION ORGANIZATION

Submitted to

William A. M. Burden
Assistant Secretary of Commerce

for Consideration of the
AIR COORDINATING COMMITTEE

by

A. S. Koch
PICAO Coordinator Pro tem

Washington, D. C.

April 9, 1945

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ACC No 4/3 - 01

PROBLEM: Official action required of the United States Government in dealings with the Provisional International Civil Aviation Organization (PICAO) arising from the International Civil Aviation Conference held at Chicago, November 1--December 7, 1944.

DISCUSSION: As a result of acceptance by the United States of the Interim Agreement on International Civil Aviation (Final Act, Appendix I) and the election of the United States to the Interim Council (Appendix I, Article III, Section 1) the United States Government assumes the following obligations:

1. To designate a representative of the United States on the Interim Council.
2. To designate United States employees to serve as its representatives on the various committees and subcommittees of PICAO.
3. To nominate for paid positions within the Organization such personnel as it may of its own initiative, or by request of PICAO, desire to place in the service of PICAO.

The Final Act of the International Civil Aviation Conference vested in the United States Government responsibilities in addition to the foregoing, which include:

1. Preparation of recommendations for additions, deletions or amendments to the drafts of annexes for an international civil aviation convention (Final Act, Appendix V) and submittal by May 1, 1945, to the PICAO (if meanwhile

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Acc No 4/3 - P-2 -

established) or to the United States Government
(Final Act, Resolution II).

2. Transmittal by the United States Government (or by PICA0) of recommendations of the participating States, as described above, to all other participating States (Final Act, Resolution II).
3. Publication by the United States of various types of Conference documents and such additional types of documents as in the judgment of the United States may be considered in the public interest (Final Act, Resolution XI).

An informal group on policy matters relating to PICA0 was convened by joint action of representatives of the State and Commerce Departments, CAA and CAB, and to date has met three times. (See attached reports on such meetings.)

At the first meeting, on January 3, 1945, the informal group agreed that when an Interdepartmental Committee, having jurisdiction over the establishment of United States policy and activities in dealings with PICA0, had been activated, two subordinate working groups of the committee should be established as follows:

Working Group for Policy as Respects PICA0

Working Group for Technical Matters as Respects PICA0

It was further agreed that:

"The policy group should include representatives of State Department, Commerce Department, CAA and CAB;

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ACC No 4/3 P-3-

the technical matters group should include representatives of State Department, Commerce Department, CAA, CAB, Weather Bureau, Coast and Geodetic Survey, and Treasury Department. A duty of this group would be to provide coordination of the twelve specialist technical groups concerned with ICAC Annexes, such coordination to be a responsibility of one member of the working group to be selected by the group and called the Coordinator. It was agreed that this member should be Mr. A. S. Koch of CAA."

Subsequent to the aforesaid agreement, twelve specialist technical groups have been organized and activated, under the general coordination of the PICAQ Coordinator Pro tem (A.S. Koch) as follows:

<u>Technical Committee</u>	<u>Department or Agency of Jurisdiction</u>
Airways Systems	Commerce--CAA
Communications Procedures and Systems	Commerce--CAA
Air Traffic Control Practices	Commerce--CAA
Aircraft Registration and Identification Marks	Commerce--CAA
Publications and Forms	Commerce--CAA
Aeronautical Maps and Charts	Commerce--Coast & Geodetic Survey
PICAQ Meteorological	Commerce--Weather Bureau
Airworthiness Code	CAB
Rules of the Air, Certification of Air Traffic Control Officers, Accidents	CAB
Certification of Operating and Mechanical Personnel (Non-Air Carrier), Log Book Requirements	CAB
Certification of Operating and Mechanical Personnel (except Air Traffic Control Officers) (Air Carrier)	CAB
Customs Procedures and Manifests	Treasury--Customs Division

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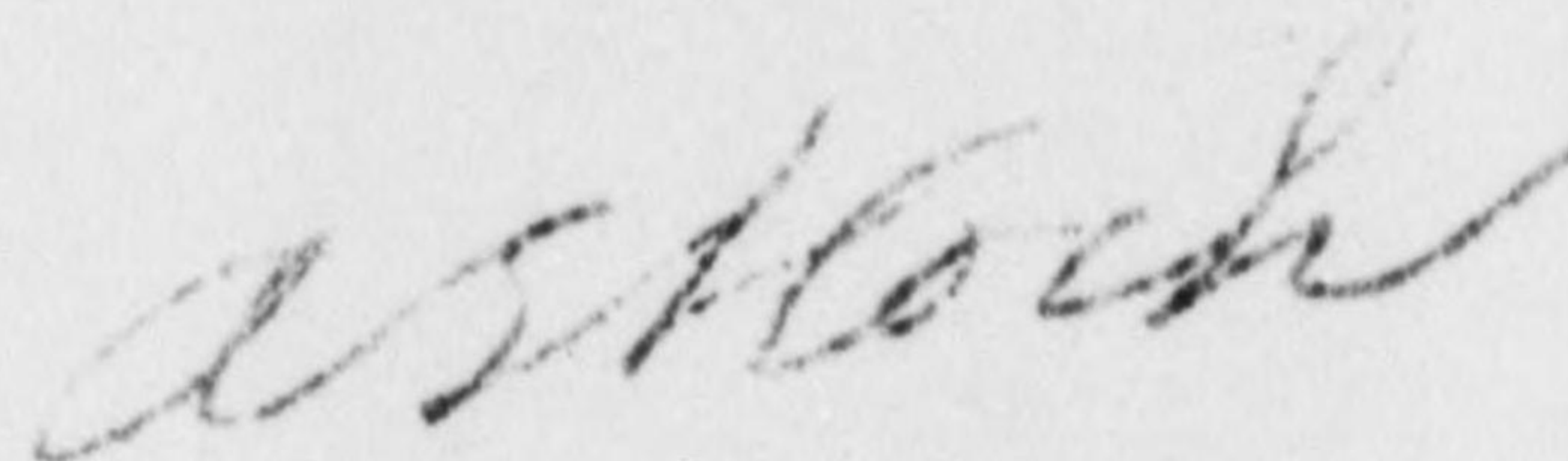
ACC No 4/3 - P-4 -

PROPOSAL: In view of the foregoing actions, it is recommended that the Air Coordinating Committee take appropriate action leading to the establishment of the following working groups or committees:

Policy on International Organization Matters

Technical Activities in International Organization Matters -

It is further recommended that the twelve specialist technical groups enumerated above be placed under the Technical Activities body and that a coordinator be designated within the Technical Activities body to meet the over-all requirements for coordination of the activities of these twelve groups.



A. S. Koch
PICAO Coordinator Pro tem

Attachments:

Reports on Meetings of
January 3, 1945
January 24, 1945
February 23, 1945

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ACC No 4/3 95-

Report on Informal Meeting on Policy Matters Relating to PICAQ

Aviation Division, State Department, January 3, 1945, 2:30 p.m.

Attendance:

Erwin R. Marlin, Bureau of the Budget
Stokeley W. Morgan, State Department
Richard Waldo, State Department
Joe D. Walstrom, State Department
Edward Warner, Civil Aeronautics Board
W. A. M. Burden, Commerce Department
T. P. Wright, Civil Aeronautics Administration
A. S. Koch, Civil Aeronautics Administration
Alfred Hand, Civil Aeronautics Administration

An informal meeting of representatives of interested Agencies was held in the Aviation Division, State Department, on January 3, 1945, to consider matters relating to work necessitated by the creation of the PICAQ.

The following conclusions were reached:

1. Establishment of United States Policy in International Civil Aviation Work

It was agreed that the Interdepartmental Committee on International Civil Aviation should be activated at the earliest possible moment, in order that policies can be established and the aviation activities of the various Government agencies coordinated.

It was agreed that two working groups under this Committee should be established as follows:

- (1) Working Group for Policy as Respects PICAQ
- (2) Working Group for Technical Matters as Respects PICAQ

The policy group should include representatives of State Department, Commerce Department, CAA and CAB; the technical matters group should include representatives of State Department, Commerce Department, CAA, CAB, Weather Bureau, Coast and Geodetic Survey, and Treasury Department. A duty of this group would be to provide coordination of the twelve specialist technical groups concerned with ICAC Annexes, such coordination to be a responsibility of one member of the working group, to be selected by the group and called the Coordinator. It was agreed that this member should be Mr. A. S. Koch of CAA.

One present need is the distribution of documents to industry and foreign governments against the early deadline for receipt of comments set forth in the Interim Agreement. (It was noted that the United Kingdom has already printed and distributed the final report of the ICAC Subcommittee on Airworthiness of Aircraft.)

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ACC No 4/3 - P 6

2. Subordinate Working Groups Concerned with Technical Documents

Subordinate working groups concerned with technical documents will be appointed by the Technical Working Group and be responsible to it through the Coordinator.

After discussion of requirements involving distribution to industry and other Federal agencies of Technical Annexes, reception and analysis of comments, and preparation of United States consolidated recommendations to PICAO, it was agreed that responsibility in all these matters, including administration, distribution, liaison, conferences and decisions with respect to final technical recommendations in PICAO matters, would be vested in the representative on the Technical Working Group of the Agencies indicated below. In this connection, all work incident to the preparation or amendment of drafts would be the responsibility of such Agencies; however, personnel of other Agencies could be invited to participate as consultants in the appraisal and review of such work.

Civil Aeronautics Administration

Communications Procedures and Systems

Airways Systems

Air Traffic Control Practices

Aircraft Registration and Identification Marks

Publications and Forms

Civil Aeronautics Board

Rules of the Air

Standards Governing the Licensing of Operating and Mechanical Personnel

Airworthiness Requirements for Civil Aircraft Engaging in International Air Navigation

Search and Rescue, and Investigation of Accidents

Weather Bureau

Meteorological Protection of International Aeronautics

Coast and Geodetic Survey

Aeronautical Maps and Charts

Treasury Department

Customs Procedures and Manifests

CONFIDENTIAL

ACC No 403 - P-7

It was agreed that the State Department would advise the Treasury Department respecting the foregoing distribution of duties and that the Department of Commerce would similarly advise the Weather Bureau and Coast and Geodetic Survey.

(As a corollary to the foregoing, it may be assumed that the Agency of jurisdiction would be responsible for nomination of the United States spokesman and other technical personnel to present the various documents comprising the U. S. technical material to PICAO.)

3. Designation of United States Appointees to PICAO

As respects the designation of a U. S. delegate on the Interim Assembly and a U. S. delegate on Interim Council, it was agreed that such designations would be made by the Interdepartmental Committee on International Civil Aviation, which would make recommendations to the President of the United States for his action. However, it was agreed that such action should be expedited to permit early designation of the individual who would be concerned in all matters affecting PICAO and would need familiarity with all developmental work.

4. Distribution of Technical Annexes

As respects distribution within the United States, it was agreed that jurisdiction should be vested in the respective Agencies enumerated under Item 2 above.

As respects distribution of U. S. drafts to foreign countries or all foreign drafts, it was agreed that the State Department make all necessary arrangements.

As respects liaison incidental to the further development of technical documents, the Dyer proposal that all countries be advised of the formation of U. S. Specialist Technical Working Groups, in order to allow for direct correspondence between such groups and similar foreign working groups, was discussed. This matter was not resolved but will be made the subject of future study by the Working Group for Policy.

5. Recommendations for Implementing PICAO

Tentative proposals for PICAO involving organization, functions, personnel, salary scale, budget and contribution of member States were passed over, it being agreed that informal conversations on these matters would be undertaken with Canadian representatives in February, incident to other negotiations. This subject would be left for further study by the Working Group for Policy.

6. Budgetary and Personnel Requirements of U. S. Agencies Required to Perform International Work

In connection with budgetary and personnel needs of various agencies, requisite to the performance of work relating to PICAO, it was agreed that

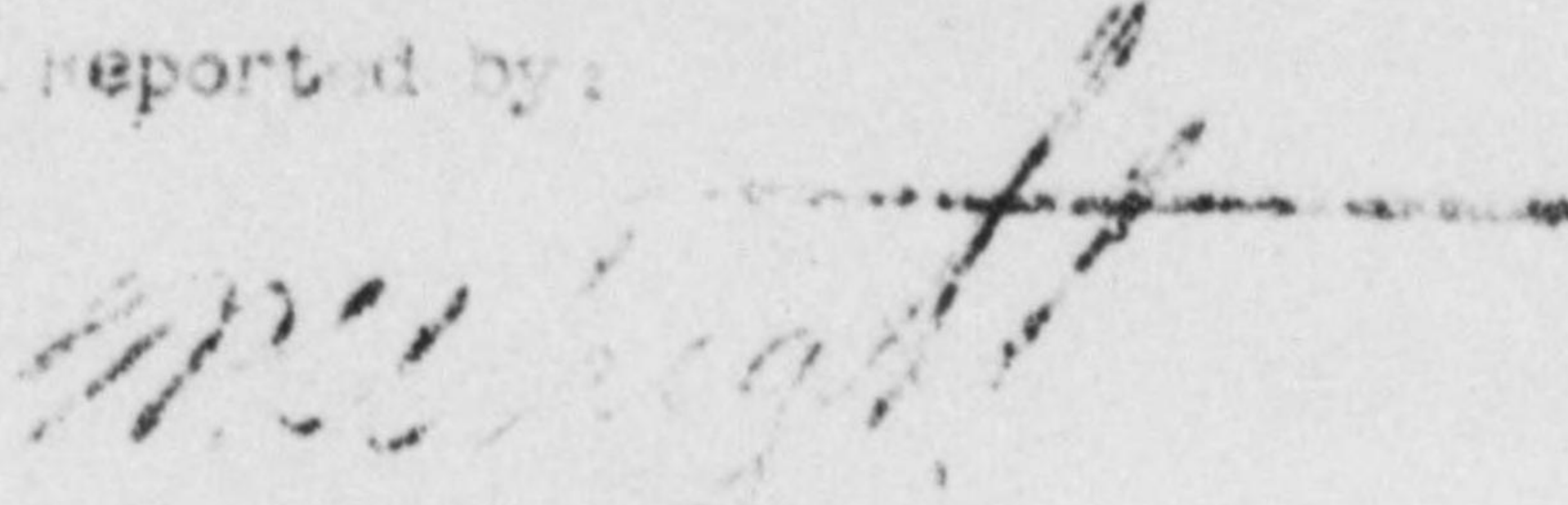
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ACC No 43-98

any representations on these matters would have to be transmitted by the individual agency to the Bureau of the Budget.

The importance of this topic rests in the fact that effectuation of U. S. policy in connection with international civil aviation work is dependent on implementing the various Agencies performing such work to the extent necessary to attain the required objectives.

reported by:



T. P. Wright
Administrator of Civil Aeronautics

CONFIDENTIAL

ACC No 463 - 99

CONFIDENTIALReport on Second Informal Meeting on Policy Matters Relating to PICAQAviation Division, State Department, January 24, 1945, 2:30 p.m.

Attendance: S. W. Morgan, State Department
 J. D. Walstrom, State Department
 E. P. Warner, Civil Aeronautics Board
 W. A. M. Burden, Commerce Department
 T. P. Wright, Civil Aeronautics Administration
 A. S. Koch, Civil Aeronautics Administration
 A. Hand, Civil Aeronautics Administration
 Lt. Com. P. A. Smith, Coast and Geodetic Survey
 R. W. Craig, Weather Bureau
 E. R. Marlin, Bureau of the Budget

1. Mr. Morgan stated that on January 25, a meeting on various aviation subjects would be held in New York with Canadian representatives at which time the opportunity would be taken to discuss with them, in a general manner only, the organization of PICAQ. Mr. Warner said that Escott Reid of the Canadian Embassy in Washington was doing some work on the subject of PICAQ organization and that Reid had suggested we might get together with the Canadians and the British to discuss this matter. It was agreed that we should postpone discussing the matter with the British for the time being, on the grounds that this might lead to talks with still other countries, but it was decided that there would be no objection to discussing the matter in greater detail with the Canadians, on an informal basis.

2. Mr. Morgan referred to a letter sent by Mr. W. P. Hildred, Director of Civil Aviation, Air Ministry, to Mr. Warner, a copy of which he had received. Mr. Hildred had recommended that the United States send one or more observers to a meeting to be held in London next month for the purpose of revising the ICAN technical annexes by utilizing the work done at Chicago. The question was raised whether by participating in this meeting we might in fact be aiding ICAN to do what was really

CONFIDENTIAL

Acc No. 4/3 - P-10

PICAO's job. Mr. Warner suggested that ICAN would have to make necessary changes in its annexes in order to enable the countries signatory to the Paris Convention to operate international airlines at least through a provisional period, presumably until PICAO promulgated its annexes. Mr. Wright thought that instead of revising the ICAN annexes the material worked up at Chicago might be utilized by ICAN as it was. Mr. Warner believed certain changes in the Chicago annexes were necessary even now. It was pointed out that use of the Chicago annexes by ICAN could not be prevented in any case, but that the presence of an observer or observers from this country would at least keep us informed of developments at the meeting. It was agreed that when an invitation was received by this country from M. Roper, the State Department should accept it after clearing with CAB and CAA as to the appropriate person to send.

3. All the technical annexes will have been distributed by February 1 among those individuals and organizations in this country whose comments are desired. It is anticipated that the comments will be back by March 15, and that they will be coordinated into a single document by May 1 with the exception of the airworthiness annex, which will probably require more time.

4. The question was considered of military participation in the technical aviation committees which will come under the present interdepartmental group, pro tempore. It was decided that the Army and Navy should participate in any such committees as they thought desirable.

5. Mr. Morgan reported that no action had as yet been taken on reactivating the formal Interdepartmental Aviation Committee.

Reported by:

E. R. Marlin

CONFIDENTIAL

ACC # 4/3 - 811

Report on Informal Meeting on Policy Matters Relating to PICA0Mr. T. P. Wright's Office, CAA, February 23, 1945, 9:00 a.m.(Third Meeting of Working Group)

Attendance:

T. P. Wright, CAA
 Stokeley W. Morgan, State Department
 L. Welch Pogue, Civil Aeronautics Board
 Edward P. Warner, Civil Aeronautics Board
 W. A. M. Burden, Commerce Department
 A. S. Koch, CAA
 Alfred Hand, CAA
 Eugene Sibley, CAA
 Charles F. Dycer, CAA
 E. H. Marlin, Bureau of the Budget
 Richard K. Waldo, State Department

It was agreed that Mr. Marlin's organization charts and personnel schedules for PICA0 and his suggested rules of procedure for the Interim Council would be submitted to Escott Reid of the Canadian Embassy within the next week, as a basis for further discussions with the Canadians. Mr. Morgan and Mr. Marlin are to meet with Reid and transmit the material personally. It was agreed that discussions would be held with Reid after he has had an opportunity to study Marlin's material, and that either Mr. Morgan or Dr. Warner should probably go up to Canada with Mr. Marlin at a later date to confer on PICA0 matters with such top Canadian policy men as Messrs. Howe and Symington.

Mr. Marlin said that the relationship between the President and the Secretary General of PICA0 was difficult to work out and pointed out the possible conflict between those two officials. The Group agreed that the position of the President should be set up clearly as being over that of the Secretary General. Mr. Marlin's organization chart is to be changed to reflect this.

Mr. Marlin also raised the questions of U. S. representation on the Interim Council, and the financing of PICA0. Mr. Morgan pointed

CONFIDENTIAL

ACC No 4/3 - P-12

out that the designation of the U. S. representative on the Council would logically be a function of the new Interdepartmental Committee, but that this working Group might well make recommendations to the Committee. The Group appeared to feel unanimously that Dr. Warner should be selected as the U. S. representative on the Council, and that we should then endeavor to have him elected President of PICAQ.

As to financing, it was agreed that the allocation of expenses should be based upon the principle of ability to pay, and that if such a plan were drawn up for the General International Organization after the San Francisco Conference, it would be desirable to adopt the same plan for PICAQ.

The question of holding preliminary talks with nations other than Canada was discussed, and it was agreed that this might well be done, but that we should work through the Canadians, and have them call the meetings. The feeling of the group was that we should work very closely with the Canadians on all PICAQ matters.

Reported by:

Richard K. Waldo
Department of State

CONFIDENTIAL

ACC No. 6

Transportation of "cash" traffic by ATC and NATS. See ACC No. 6.

MEMORANDUM BY THE ASSISTANT SECRETARY OF WAR FOR AIR

1. Executive Order 9492, dated October 27, 1944, authorizes transportation for hire of non-military and non-naval passengers and cargo on Army and Navy Air transports operating over foreign routes provided:

a. That such transportation is certified by the War Department or the Navy Department as being in the national interest because it will contribute directly or indirectly to the war effort, or by the State Department, or the War or Navy Department acting for the State Department, as being in the national interest because it will similarly contribute (i) to relief or rehabilitation activities in areas affected by the war, or (ii) to the resumption of economic or other activities, disrupted by the war, that are necessary for the prompt re-establishment of peacetime conditions.

b. That the transportation is certified as being of such importance as to justify travel by air.

c. That the air transportation needs of the armed forces of this Government and of the United Nations for the war effort shall at all times have priority over non-military and non-naval needs for air transportation, and

d. That no traffic certified under a (i) or (ii) above shall be carried if it can reasonably be handled by a U. S. civil air carrier.

2. The Order further provides that reasonable charges (not

SECRET

ACC No. 6 - page 2

less than the current commercial rates, if any, in tariffs on file with the Civil Aeronautics Board for transportation and accommodations of a comparable nature between corresponding points) shall be made for all non-military or non-naval traffic carried except that carried for the Army or Navy.

3. This Order was given War Department implementation by War Department Circular No. 451, effective January 1, 1945. The Order expires October 27, 1945 unless sooner terminated as provided therein.

4. Since the order became operative, several things have occurred which threaten to restrict the scope of operations thereunder as originally contemplated by the State Department, and which call for consideration by the government departments involved.

5. On February 13 of this year, the Governments of the United States and Canada executed an agreement with respect to the air services of the Armed Forces of the United States and Canada. Article VII thereof provides that "no passengers, goods, or mail originating at or destined to points in Canada shall be carried for reward or hire on any aircraft operated by or on behalf of the Armed Forces of the United States, into, through, or away from Canada * * * * ." This, with other provisions of the agreement, has the effect of permitting us to transport only "through traffic" for hire in Canada. It also has the effect of prohibiting all Canadian Lend-Lease traffic.

6. In a despatch to the Secretary of State dated February 15, 1945 Ambassador Berle recommended that the instructions putting Executive Order 9492 into effect with respect to the Western Hemisphere be suspended. In this despatch he points out that the primary purpose

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ACC No. 6 - page 3

of the Order was to permit ATC and NATS to carry national interest "cash" traffic to recently liberated Europe, Africa, and Asia until our commercial airlines could be certificated and equipped to handle this traffic, that such traffic to Brazil and South America generally can adequately be handled by civil air carriers of this and the Latin American countries, that the provisions of the Order cannot be carried out in Brazil without the approval of the Brazilian Government, and that for a variety of reasons set forth in the despatch he is unwilling to approach the Brazilian Government for such approval unless specifically directed so to do. Ambassador Berle indicates further that his recommendation is concurred in by local United States military and naval authorities. The War and Navy Departments have submitted general comments to the State Department on this proposal. It is understood that action thereon is still pending.

7. As the result of informal discussions between representatives of this Government and representatives of Sweden in late February and early March of this year, it has been agreed that the Air Transport Command will accept no "cash" payments in Sweden for revenue traffic transported by it to, through, or from Sweden.

8. In November of last year, the State Department received informal advice from the British Embassy that His Majesty's Government was concerned lest the air transportation of non-military and non-naval personnel and cargo by U. S. military and naval air transport services, as authorized by Executive Order 9492, would so change the essential military nature of the services as to require modification of the permits under which they were then operating in British territory, colonies, and possessions. To this inquiry, the State

SECRET

ACC No. 6 - page 4

Department replied by memorandum dated November 27, 1944, explaining the purpose of the Order and taking the position that the Order affects no substantial change in the military strength or operations of the Army Air Transport Command or the Naval Air Transport Service.

9. To the State Department's memorandum of November 27, 1944, the British Embassy replied by Note No. 145, dated March 29, 1945 (Appendix A). In this note the British Government indicates, among other things, its willingness to agree to the carrying by ATC and NATS of non-military and non-naval passengers and cargo on a fare-paying basis over British-controlled territory subject, however, to agreement between the two Governments on the points enumerated in paragraph 3 of said note. The British Government also puts the United States Government upon notice that it contemplates inaugurating a similar service on planes operated by the Royal Air Force Transport Command and requests confirmation that the United States Government sees no objection to this arrangement.

10. It will be seen from the above and from a careful examination of the British Embassy note No. 145 that a number of substantial policy and other questions are presented with respect to the transportation of State Department certificated "cash" traffic which affect not only such operations of ATC and NATS in the countries mentioned above but also in other countries into which the two services now or may in the future operate. These problems include:

(a) Should ATC and NATS transport such "cash" traffic, as permitted under the Order, to, through, and from all countries, or should such operations be suspended in Brazil, South America, and possible other areas?

(b) Should ATC and NATS carry such "cash" traffic over

SECRET

ACC No. 6 - page 5

any or all routes if it can reasonably be handled by a foreign civil air carrier?

(c) To what extent, if any, should the rates charged by ATC and NATS for "cash" traffic be related to those charged by foreign air carriers for comparable accommodations between corresponding points?

(d) To what extent, if at all, should ATC and NATS transport such "cash" traffic within any foreign country - cabotage?

(e) What action, if any, is indicated to facilitate such operations of ATC and NATS under the Order in respect to the question of foreign customs regulations, and taxes?

11. In view of the importance and the implications of these problems, I believe that a study should be made of this whole matter before a decision is reached on either of the pending matters mentioned in paragraphs 6 and 9 above. I recommend, therefore, that this matter be referred to an ad hoc committee for study and recommendation at the earliest practicable date.

April 10, 1945

SECRET

ACC No. 6 - page 6

APPENDIX A

1. His Majesty's Ambassador presents his compliments to the Secretary of State and, on instructions from His Majesty's Principal Secretary of State for Foreign Affairs, has the honour to reply to the State Department's Memorandum of November 27th, 1944, regarding the President's Executive Order No. 9492 of October 24th, 1944, on the carriage by United States Army and Navy Air Transport Command planes of non-military and non-naval passengers and cargo on a fare paying basis in certain circumstances.

2. His Majesty's Government in the United Kingdom are prepared to agree to the carriage by United States Army and Navy Air Transport aircraft of passengers and cargo of this type to, from and through territory for which they are responsible and the Government of India and the Government of Newfoundland, who have been consulted, wish to be associated with the United Kingdom Government in this matter, subject, in the latter case, to the consent of the Canadian Government being obtained in the case of airports in Newfoundland which are temporarily under Canadian operational control.

3. The consent of these three Governments is, however, given on the assumption that the United States Government are in agreement with the following points:

(1) His Majesty's Government attach especial importance to the statement in State Department's memorandum of November 27th, 1944, that the Executive Order "effects no substantial change in the essential military strength or operations of the Army Air Transport Command or Naval Air Transport Services." This is taken to mean that the frequency of service, type and amount of accommodation provided by the air services in question will continue to be regulated solely by military considerations.

SECRET

ACC No. 6 - page 7

(2) The Executive Order provides that, in the administration of priority, traffic which is in the interests of the war effort shall always have primary consideration; the observance of this provision will presumably mean that there is to be no diversion of resources from the war to enable the carriage of the new categories of traffic covered by the Order.

(3) It is understood that the Navy and War Departments will not set up as commercial carriers in competition with any civil air lines and that they will not be allowed to take traffic which could reasonably be handled by British civil air lines. It is noted in this connection that paragraph 4 of the President's order provides that the new type of traffic shall not be carried by military (naval) aircraft if it can be reasonably handled by United States civil air carriers.

(4) It is noted that the carriage of this type of traffic is liable to be terminated on October 24th, 1945; His Majesty's Government would like to be consulted again if it is proposed to prolong the arrangement beyond that date.

(5) The consent of His Majesty's Governments to this arrangement does not apply to cabotage traffic except as may from time to time be agreed between the Governments concerned.

(6) His Majesty's Government would be grateful for an assurance that the United States authorities concerned will take responsibility as regards military security for the new categories of traffic carried in accordance with the Executive Order as they have for military traffic in the past and that they will give facilities to local Governments for the application of customs and immigration

SECRET

ACC No. 6 - page 8

laws and regulations at air fields used by the new categories of traffic, including air fields at leased bases.

(7) It would be appreciated if instructions may be issued that, so far as is administratively practicable, there shall be consultation between the appropriate United States and British priority granting authorities to ensure that an applicant who has been refused a passage by one authority is not granted a passage by the other except by agreement between them. An informal agreement of this kind already exists in Washington and London.

(8) His Majesty's Government also wish to be consulted about tariff rates on services touching territories for which the British Governments mentioned in this note are responsible, or operating on routes or sections of routes where established rates already exist, in order that there may be an opportunity to discuss any substantial differences in rates.

4. His Majesty's Government have been considering the carriage of non-military traffic and the charging of fares on Royal Air Force Transport Command services. Now that spare space is more often available on military aircraft and now that the United States Government have authorized their military services to carry fare paying traffic in accordance with the President's order, His Majesty's Government proposes to authorize the Command to carry traffic serving the national interest in addition to that serving the war effort, charging fares in appropriate cases, under conditions closely similar to those laid down in the President's Order with due regard for the points made in paragraph 3 above. Lord Halifax has been instructed to request confirmation that the United States Government see no objection to

SECRET

ACC No. 6 - page 9

this arrangement. As regards its application to the Royal Air Force Transport Command service from Montreal to Sydney, it is recalled that Admiral King's letter of October 4th, 1944 to Air Marshal Sir William Welsh, agreeing to the institution of the service, stated that; "notice is taken that this is a military service without commercial implications and is entirely without prejudice to any subsequent air line negotiation."

His Majesty's Government assume it to be common ground that the carriage of fare paying passengers on the above basis by either United States or British military aircraft does not have commercial implications and that no difficulties will therefore arise on this score.

BRITISH EMBASSY,

WASHINGTON, D. C.

March 29th, 1945.

The Honourable

Edward Stettinius, Jr.

Secretary of State of the United States,

Washington, D. C.

SECRET

4/6/45

ABC No. 5

Presented by Mr. Stokeley W.
MorganSubject: Rabat Sale Airfield in Morocco

In a letter dated April 3, 1945, with enclosures, addressed to the Secretary of State by the Secretary of War, the Department is notified that the War Department has no present or foreseeable future need for this installation; and in the event that the Department of State has no requirement for its retention, the War Department contemplates its early disposal. The comments of the State Department concerning this disposition are requested.

Summary:

This installation was a French airdrome at the time the United States commenced operations thereon. The United States interests were covered by an agreement signed at Algiers on November 22, 1942, by General Clark and Admiral Darlan, which states among other things that: "The control and command of all landing and other facilities for aircraft will be available to the Commanding General, United States Army, and supporting forces.

* * * * *

Work done by the United States on the airport involved an estimated 190,000 man hours of troop labor, and 13,370 tons of landing mat. Other items of cost were estimated at \$50,000 as of July 31, 1944.

Upon termination of Army Air Forces operations at Rabat Sale, the installation was used by the Royal Air Force Transport Command under an agreement between the British and the French dated November 12, 1944 which, it has been stated, does not limit the British to military use of the field. Senators Burton and Tunnell on their recent trip were informed that the British are not using the field for military purposes but are preparing it for post-war civil aviation. The British have apparently done some further construction work on this field, and extensive additional improvements are contemplated.

CONFIDENTIAL

ACC No. 5 - p. 2

It is stated that the Allied Air Forces M.T.O. believe that only operational rights at Rabat Sale have been assigned to the British and that the United States retains whatever rights it ever had in the installation. However, there is no evidence in the War Department's letter to show that the United States was granted any specific rights other than those in the Clark-Darlan agreement quoted above.

No agreement has been made whereby the British will take over United States installations at the field, and the titles to these installations are said to be held by the United States until instructions are received from the War Department concerning disposal.

The field is said to be at the present time under almost full control of BOAC, with BOAC planes passing through practically every day, and it appears that BOAC has every intention of firmly entrenching itself at Sale not only for the duration of the present war but thereafter.

Sale airport is used to some extent by the U.S. AAF-ATC.

The War Department requests an early reply containing the comments of the Department of State.

CONFIDENTIAL

ACC No 4/2

PROPOSAL

INDUSTRY HEARINGS ON FINAL
UNITED STATES PROPOSALS FOR TECHNICAL
ANNEXES TO INTERNATIONAL CIVIL AVIATION CONVENTION

Submitted to

William A. M. Burden
Assistant Secretary of Commerce

for Consideration of the
AIR COORDINATING COMMITTEE

by

A. S. Koch
PICAO Coordinator Pro tem

Washington, D. C.

April 9, 1945

CONFIDENTIAL

ACC No 4/2-01

PROBLEMS: To provide for adequate industry representation in the development of final drafts of United States proposals for amendment of the draft technical annexes adopted at the International Civil Aviation Conference, November 1--December 7, 1944.

DISCUSSION: Pursuant to agreement undertaken by States signatory to the Final Act of the International Civil Aviation Conference, held in Chicago November 1--December 7, 1944, the United States has undertaken study and development of recommendations with respect to the draft technical annexes for an international civil aviation convention, adopted by the Conference. (Final Act, Resolution Numbered II) Any such recommendations are supposed to be forwarded to the Provisional International Civil Aviation Organization (PICAO), or to the Government of the United States (if PICAO has not in the meantime been established) by May 1, 1945. (Ibid.)

In accordance with informal agreement reached January 3, 1945, between representatives of the State and Commerce Departments, CAA and CAB, twelve technical committees were established to deal with the Technical Annexes A through L produced at the Chicago Conference. These committees circulated the annexes to Government agencies and industry during the month of January 1945 for comment and suggestion, under deadline for response of March 15, 1945.

In general, it may be said that industry response has been somewhat meager, and a certain degree of industry resentment has been encountered, through decision not to invite industry to participate in committee deliberations, even though opportunity had been afforded industry to comment and make suggestions as to desirable revision of the annexes.

Accordingly, on April 4, 1945, the PICAO Coordinator Pro tem issued a circular memorandum (copy attached) to ascertain the sense of the

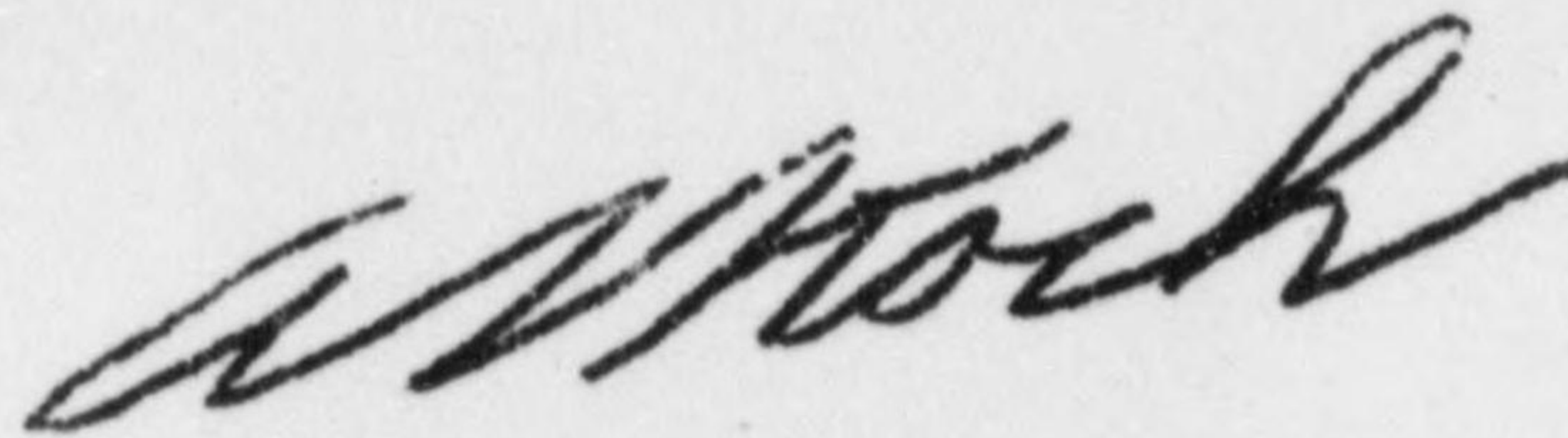
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various committee chairmen as to the desirability of scheduling open meetings on or about May 1, 1945, to which selected industry representatives would be invited for discussion of the finalized United States draft technical annexes. Of the eleven committees concerned with annexes, all eleven committee chairmen have indicated desire to have such meetings convened.

One of the major purposes to be accomplished through these proposed industry meetings is to reduce if not entirely eliminate the possibility of dissatisfied elements endeavoring to influence the Interim Council of PICA0 at its first meeting in Montreal, Canada, when the technical annexes will be submitted to it for consideration.

PROPOSAL: In view of the foregoing, it is recommended that the Air Coordinating Committee or, if it shall have been formed, a Subcommittee on Policy on International Organization Matters, authorize the PICA0 Coordinator Pro tem or his duly appointed successor to arrange meetings soon after May 1, 1945, with representatives of industry, at which the several United States revisions of the Chicago draft technical annexes prepared for submittal to PICA0 can be studied and discussed, to the end that substantial agreement may be reached by all interested groups before the documents are submitted for consideration by other nations.



A. S. Koch
PICA0 Coordinator Pro tem

Attachment

CONFIDENTIAL

ACC No 4/2 - BE
Civil Aeronautics Administration
Washington

April 4, 1945

PICAO COORDINATOR'S MEMORANDUM NO. 3

To: All Chairmen, Technical Committees for PICAO
From: PICAO Coordinator Pro tem
Subject: Proposal for Hearings on Finalized U. S. Drafts of Technical Annexes

It has been proposed that as soon as possible after May 1, 1945, each Technical Committee which has finalized the U. S. revision of its technical annex created at the Chicago Conference, should afford an opportunity to selected representatives of industry (such as ATA, ACC, AOPA, NAA and ALPA) to attend a meeting at which the agency having jurisdiction over the document would read the revised text, explain the amendments made to the Chicago text and afford opportunity for comment and/or criticism by industry.

In this way, it is hoped that background information justifying U. S. amendments, particularly when reconciliation of differing suggestions has been made, can be effective and that substantial agreement can be reached by all concerned within our national boundaries before revised documents are submitted to PICAO, thereby substantially reducing if not entirely overcoming differences of opinion at the time PICAO convenes.

If this proposal meets with sufficient approval by the respective Technical Committees, it will be brought to higher levels for policy enunciation. Since such a determination must be made in the very near future, you are requested to reply to this office in writing at the earliest possible moment.

A. S. Koch

CONFIDENTIAL

ACC No 4/1
PROPOSAL

DESIGNATION OF THE UNITED STATES REPRESENTATIVE
ON THE INTERIM COUNCIL OF THE PROVISIONAL
INTERNATIONAL CIVIL AVIATION ORGANIZATION

Submitted for Consideration of the
AIR COORDINATING COMMITTEE

by

William A. M. Burden
Assistant Secretary of Commerce

Washington, D. C.

April 9, 1945

CONFIDENTIAL

acc No 4/1 - 01

PROBLEM: Selection and designation of a representative of the United States on the Interim Council of the Provisional International Civil Aviation Organization (PICAO).

DISCUSSION: The Interim Agreement on International Civil Aviation, signed at the International Civil Aviation Conference in Chicago on December 7, 1944, provides for a 21-member Interim Council. (Interim Agreement, Article III, Section 1) The United States was elected to the Interim Council by vote of the Conference on December 7, 1944. Accordingly, it will be necessary for the United States to designate a representative to serve on the Interim Council, which will be first convened after 26 member States have formally accepted the Interim Agreement signed by their delegates at Chicago. (To date, six States have formally accepted the Interim Agreement, in the following order: Canada, The Netherlands, Norway, United States, Ethiopia, and Poland.)

Four of these States had been elected to the Interim Council; the remaining States so elected must accept the Interim Agreement within six months after December 7, 1944, or forfeit their seats. (Interim Agreement, Article XVI) For this reason, a total of twenty or more acceptances can be expected by June 7, 1945, and convening of the Interim Council can well be anticipated in the third quarter of 1945.

The informal group (State and Commerce Departments, CAA and CAB) which has been directing United States activities in connection with the formation of PICAO, is of the opinion that a recommendation should be made to the President as to the individual to be designated to represent the United States on the Interim Council, and has unanimously

CONFIDENTIAL

ACC No 4/1, p. 2 -

decided that Dr. Edward Warner, Vice Chairman of the Civil Aeronautics Board, should be recommended.

An early designation appears desirable, since it will permit the designee to keep abreast of all developments, international as well as national, relating to PICA0.

In the event that the United States representative on the Interim Council becomes its President, a vacancy on the Interim Council will be created and an additional United States representative must be designated. (Interim Agreement, Article III, Section 3) Such a contingency can be provided for by designation of an alternate representative concurrently with the designation of the United States representative.

PROPOSAL: That the Air Coordinating Committee recommend to the President of the United States the designation of Dr. Edward Warner, Vice Chairman of the Civil Aeronautics Board, as the United States representative on the Interim Council of the Provisional International Civil Aviation Organization; and

That the Air Coordinating Committee recommend to the President of the United States the designation of an alternate United States representative on the Interim Council of the Provisional International Civil Aviation Organization.

William A. M. Burden
William A. M. Burden
Assistant Secretary of Commerce

CONFIDENTIAL

ACC No. 4

P R O P O S A L

PROGRAM TO ACCELERATE ACCEPTANCE OF INTERIM DOCUMENTS
BY COUNTRIES SIGNING THEM AD REFERENDUM AT THE
CHICAGO CONFERENCE ON INTERNATIONAL AVIATION.

Submitted for Consideration of the
AIR COORDINATING COMMITTEE

by

William A. M. Burden
Assistant Secretary of Commerce

and

L. Welch Pogue
Chairman, Civil Aeronautics Board

Washington, D. C.

April 9, 1945

CONFIDENTIAL

ACC No. 4 - p. 2

PROBLEM: To date, only six countries (Canada, Ethiopia, Netherlands, Norway, Poland, and the United States) have formally accepted the Interim Agreement on Civil Aviation. It is necessary that twenty-six nations accept this agreement before the Provisional International Organization can be set up. Signatures should therefore be accelerated if possible.

DISCUSSION: If the Provisional Organization is not set up promptly there is danger that the European bloc of nations may solidify the position of ICAN as a permanent organization and that the new organization may never come into being.

It is suggested that special effort be made to accelerate acceptances of the Interim Agreement. One step in such an effort would be the sending of a special letter by the State Department to its Chiefs of Missions. Consideration should also be given to making a particular effort to get important countries such as Brazil, Mexico, and the United Kingdom to sign. In this connection, use should be made of United States civil aviation officials traveling abroad; in particular, the forthcoming trips of Messrs. Wright, Warner, and Burden to England and France might be utilized.

CONFIDENTIAL

4/11/45

ACC No. 3

Presented by Working Secretary

STATUS OF WAR AVIATION COMMITTEE AND OF THE INTERDEPARTMENTAL AIR
TRAFFIC CONTROL BOARDRecommendation

1. The War Aviation Committee should be abolished and the Air Coordinating Committee should be substituted as the supervisory authority for the IATCB.
2. The above recommendation should be reported to the Secretaries of State, War, Navy and Commerce, in accordance with paragraph 10 of the Interdepartmental Memorandum creating the Air Coordinating Committee. This report should be accompanied by the concurrence of the Civil Aeronautics Board in the recommendation.
3. If the recommendation is adopted by the Secretaries of the Departments, the President should be informed before such action takes effect in order to be certain that he does not disagree with such action.

Facts

What was apparently the first meeting of the War Aviation Committee was held on January 29, 1942. The Committee consisted of Messrs. Lovatt, Gates, Hinckley, and Pogue. We have found no evidence of any formal action constituting this Committee. For several meetings the Committee considered matters of general interest to the aviation industry, such as the manpower situation and proposed airline contract operations for the War Department, as well as the work of the IATCB. However, from the time of the tenth meeting of the Committee (on March 5, 1943) the Committee was apparently limiting its work to the supervision of the IATCB. Mr. Burden had appeared as a member of the Committee in place of Mr. Hinckley by the Committee's sixth meeting on September 11, 1942.

CONFIDENTIAL

ACC No. 3 - p. 2

In the meantime, on February 3, 1942, General Arnold, by memorandum to the Assistant Secretary of War for Air, approved by Messrs. Gates, Lovett, Hinckley, and Pogue, had recommended that the IATCB report to the Military Director of Civil Aviation who would in turn submit reports to the War Aviation Committee. And on March 6, 1942, the President wrote identical letters to the Secretary of Commerce and to the Chairman of the Civil Aeronautics Board, stating that he was aware of the establishment of the IATCB and of the meetings being held by the members of the War Aviation Committee (although he did not refer to them as the War Aviation Committee); his letters also stated a desire to strengthen the position of the IATCB, and he expressed the hope that the Secretaries of War, Navy and Commerce, and the Chairman of the Civil Aeronautics Board would jointly report to him within two or three months concerning progress made in strengthening the IATCB. In the minutes of the meeting of the War Aviation Committee for April 2, 1942, the note appears that: "It was generally agreed that the White House considered the War Aviation Committee to be a recognized appeal board for the IATCB."

At least from this time forward the Military Director of Civil Aviation was regularly reporting to the War Aviation Committee concerning the work of the IATCB. On April 8, 1942, a memorandum was signed by Messrs. Lovett, Gates, Hinckley and Pogue (a) reciting that the IATCB had been created to consider joint problems arising from military and civil use of airspace, (b) specifying that recommendations of the IATCB shall be transmitted to the Military Director of Civil Aviation who would approve or disapprove them, (c) providing that, if he disapproved, he should transmit a report to the War Aviation Committee

CONFIDENTIAL

ACC No. 3 - p. 3

for its decision, and (d) directing that he inform the War Aviation Committee of recommendations which he approved.

On June 12, 1942 the Acting Secretary of War, the Acting Secretary of Navy, the Secretary of Commerce, and the Chairman of the Civil Aeronautics Board jointly wrote to the President reporting on activities of the IATCB and referring to the War Aviation Committee as the "final authority for approval and effectuation of the recommendations of the Board."

War Department General Orders No. 30, June 14, 1942, provided, in paragraph 1, that: "A War Aviation Committee consisting of the Assistant Secretary of War for Air, Assistant Secretary of Navy for Air, Assistant Secretary of Commerce for Air and the Chairman of the Civil Aeronautics Board is constituted to consider and act upon problems concerning aviation which affect more than one of the Departments or Agencies represented." In paragraph 2, it was recited that the IATCB consists of representatives of the War and Navy Departments, of the CAA and the Civil Aeronautics Board. Paragraph 3 provided that the IATCB would investigate disputes and make recommendations to coordinate the use of the airspace of the United States and certain adjacent regions. Paragraph 4 provided that IATCB recommendations would be submitted to the Military Director of Civil Aviation, who would submit them for approval to the War Aviation Committee, but that such Committee could delegate to the Military Director such of its approving authority as it might see fit. And paragraph 5 provided that recommendations of the IATCB when approved would be binding upon the Departments represented thereon.

CONFIDENTIAL

ACC No. 3 - p. 4

A letter from the Secretary of the Navy to all Ships and Stations dated June 27, 1942, Serial No. 126313, set forth similar provisions reciting that the information therein had also been disseminated by the Secretaries of War and Commerce and the Chairman of the Civil Aeronautics Board to their respective Departments and Agencies.

Upon dissolution of the office of the Military Director of Civil Aviation on September 15, 1942, the War Aviation Committee designated the Secretary of the Airport Approval Board to perform the functions theretofore performed by the Military Director respecting the IATCB. AAF Regulation No. 20-5, September 15, 1942, by paragraph 3, vested in such Secretary such power.

Early in 1943 discussions led to a revised procedure governing the work of the War Aviation Committee and of the Interdepartmental Air Traffic Control Board. The revision was presented to the President on March 25, 1943, with a letter signed by the Acting Secretary of War, the Secretaries of Navy and Commerce, and the Chairman of the Civil Aeronautics Board which requested the President's approval thereof. By letter of the same date to the Assistant Director of the Bureau of the Budget, Mr. Pogue transmitted the foregoing letter and the proposed revised procedure, asking that the matter be submitted to the President. On April 6, 1943, the President wrote to Mr. Pogue acknowledging receipt of the letter of March 25, and stating: "You are aware of my continuing interest in the coordination of the use of the navigable airspace and of the previous actions which I have taken to endorse the work of the

CONFIDENTIAL

ACC No. 3 - p. 5

Board and of the Committee. I commend this latest step and approve the action proposed." ("Board" refers to the IATCB; "Committee" refers to the War Aviation Committee.) By letters dated April 1, 1942, to Messrs. Lovett, Gates and Burden, Mr. Pogue transmitted copies of the President's letter and suggested that April 22, 1943, should be the effective date for the new procedure. Presumably this date was agreed to.

Under the new procedure the Secretary of the Airport Approval Board ceased to be the Executive Officer of the Committee. The new procedure also provided that, in case any decision of the War Aviation Committee was not unanimous, the matter should be submitted to the Bureau of the Budget for arbitration if any member of the Committee requested. The new procedure also set forth more elaborate provision than had theretofore existed for the operation of the IATCB. The IATCB is still functioning under this procedure.

CONFIDENTIAL

ACC No. 3 - p. 6

Discussion

It would seem feasible that the Air Coordinating Committee should be substituted for the War Aviation Committee as the supervisory authority for the IATCB, particularly if the Civil Aeronautics Board is to be a fully participating member of the Air Coordinating Committee. While the State Department rarely, if ever, would be interested in the subject matter, its membership on the Air Coordinating Committee would seem to present no obstacle. Doubtless there frequently will be occasions when one or another member of this Committee will not be concerned with particular items of business before it.

Paragraph 10 of the Interdepartmental Memorandum creating this Committee does not appear to contemplate that this Committee can abolish existing committees or reconstitute existing committees as sub-committees; rather, it contemplates a report to the heads of the Departments as to this Committee's judgment. Action would presumably be taken by the Department heads. If any recommendation, along the lines discussed, is to be transmitted to the Department heads, it would be well that the Civil Aeronautics Board should join therein, in view of the fact that it, through its Chairman, has continuously participated in the War Aviation Committee.

The history recited above does not indicate that the War Aviation Committee is a creature of the President. It does, however, appear that

CONFIDENTIAL

ACC No. 3 - p. 7

the President has been quite interested in its work and in that of the IATCP, and, upon submission to him for approval of the procedure under which the War Aviation Committee and the IATCB now function, did express approval thereof. Consequently, it would appear desirable, if not necessary, that prior to any action by the Department heads substituting the Air Coordinating Committee for the War Aviation Committee, the matter be presented to the President and the President be afforded an opportunity to disapprove the action, before it takes effect, if he does not agree.

Care should be taken that any action by the Department heads amounts only to the substitution of the Air Coordinating Committee for the War Aviation Committee. If nothing more than this is done, it would seem that the Bureau of the Budget could remain as an arbiter to be invoked by any member of the Committee in the event the Committee is not unanimous on any matter. If it is desired that, in supervising the IATCB, action of the Air Coordinating Committee can be taken only unanimously (as provided in the Interdepartmental Memorandum creating the Air Coordinating Committee), then it would seem necessary that there be some further revision in the documents under which the War Aviation Committee and the IATCB presently function. Doubtless the consideration of any such further revision would raise other questions relating to existing procedure. Presumably any such revisions should be deferred until the IATCB, itself, has had an opportunity to study the matter and make recommendations.

CONFIDENTIAL

4/11/45

Presented by
Working Secretary

ACC No. 2

JURISDICTION OF ACC AND OF SWNCC

RECOMMENDATION

The members of ACC should be aware of certain ambiguities in the jurisdiction of ACC and SWNCC.

No revision in the statement of the Committees' respective jurisdictions is recommended.

Each Department represented on SWNCC and on ACC should make proper intra-departmental arrangements to assure that its ACC representatives are kept informed as to the matters being dealt with by SWNCC, in order that any misunderstandings may be quickly detected and resolved.

FACTS

The jurisdiction of SWNCC has been variously stated.

In the letter from the Secretary of State proposing SWNCC's creation, the Committee's duty was stated as that of "formulating recommendations to the Secretary of State on questions having both military and political aspects and of coordinating the views of the three Departments in matters of interdepartmental interest."

In the joint letter from the Secretaries of War and Navy agreeing with the proposal, it was described as one of "improving existing methods of advice for the State Department on politico-military matters."

CONFIDENTIAL

ACC No. 2 - p. 2

ACC's jurisdiction, as stated in paragraph 2 of the Interdepartmental Memorandum creating it, obviously overlaps SWNCC's jurisdiction. Presumably, since that Memorandum is of later date than, and of equal dignity with, the exchange of letters creating SWNCC, the former modifies the latter.

However, the statement of ACC's jurisdiction, taken quite literally, would be broader than probably was intended, since it covers all aviation matters of interdepartmental interest. To illustrate: The question of providing aircraft for the Air Force of Shangri-la would be an aviation matter of interdepartmental interest. But involved in that question is one of this nation's general policy toward Shangri-la, independently of the aviation question -- a matter which may go quite beyond ACC's interest.

DISCUSSION

Hair-splitting could readily present numerous questions of conflicting jurisdiction. However a practical view, and a cooperative attitude, will eliminate serious problems, and no need appears for restating the spheres of interest. An effort to do so would probably create more problems than it would solve.

An understandable reluctance can be anticipated to refer to ACC certain matters in which there is no "civilian" interest. This reluctance can be carried to an unjustifiable extreme. SWNCC and its Secretariat should be clearly aware that ACC's interest is not limited to civil aviation, or to matters which necessarily concern the Department of Commerce.

CONFIDENTIAL

ACC No. 2 - p. 3

Because of the delicacy of some of the questions which will arise, the full burden of effecting coordination should not be thrown upon the Secretariats. This can be avoided if the Departments represented on both Committees will make internal arrangements to assure that their ACC representatives are fully informed as to SWNCC's work (and vice versa), and if their ACC representatives will take initiative in coordinating the work of the two Committees. This is plainly contemplated by paragraph 9 of the Interdepartmental Memorandum creating ACC.

CONFIDENTIAL

4/11/45

Presented by
Working Secretary

ACC No. 2/1

COORDINATION AND LIAISON WITH
STATE-WAR-NAVY COORDINATING COMMITTEERecommendation

1. The Secretariat of SWNCC should be directed by SWNCC to refer to the Secretariat of ACC, for information, items coming within the scope of ACC's interest. This should include matters within such scope of interest even though no action or even comment by ACC is indicated. Matters coming before SWNCC are limited to items proposed by a member of SWNCC or presented by the Joint Chiefs of Staff. Hence reference of items to the ACC Secretariat should be limited to matters thus proposed or presented. In other words, there should not be reference of such things as copies of communications between State, War and Navy, copies of which now go to the SWNCC Secretariat as a matter of routine.
2. Reference to ACC for action or comment should be made only by SWNCC itself. This seems contemplated by Paragraph 9 of the Interdepartmental Memorandum creating ACC, and is preferable at least until the respective spheres of interest of the two committees are clarified by experience.
3. Reference from the Secretariat of ACC to that of SWNCC, and from ACC to SWNCC, should be similarly governed.
4. The two Secretariats should be directed to keep as closely in touch as feasible in view of their physical separations.

Discussion

CONFIDENTIAL

At present we are able to make only a wild guess as to the portion

ACC No. 2/1 - p. 2

of ACC's work which will be of concern to SWNCC, but it is doubtful that it will exceed 20%. The portion of SWNCC's work which will be of concern to ACC will also be relatively small. We have examined the titles of the first 80 of SWNCC's papers (there are now about 85). Even under a quite broad interpretation of ACC's interest, and a correspondingly narrow interpretation of SWNCC's, only four or five of such titles indicate matters which might have been disposed of by ACC exclusive of SWNCC, and only about eighteen or twenty upon which ACC might have commented or taken some action supplementary to SWNCC's. Hence the problem of coordinating the work of the two Committees does not loom as large as might at first appear.

Nonetheless it requires attention and thought. After discussion with the Secretariat of SWNCC, the recommendations presented above seem to us the most practical proposal at this time. Doubtless more specific suggestions can be made when we have more experience.

CONFIDENTIAL

4/11/45

Presented by:
Working Secretary

ACC No. 1/3

PROCEDURE FOR RECONSTITUTING EXISTING COMMITTEES AS
SUB-COMMITTEES OF THE A. C. C.

RECOMMENDATION

1. App. A is a draft of a suggested letter to be sent by the Executive Secretary to the Secretary of State (with identical letters to the Secretaries of War, Navy, and Commerce) recommending the termination of the Informal Committee on Latin-American Aviation and its reconstitution by the ACC as a sub-committee of the ACC.
2. Similar action should be taken in the case of any other existing committee which the ACC believes should be reconstituted as one of its sub-committees, except in the case of IATCB which is dealt with in a separate paper.

DISCUSSION

Under Paragraph 10 of the Interdepartmental Memorandum, quoted in the attached suggested letter, it appears that the heads of the Departments did not contemplate that the ACC should have the power itself to abolish existing committees or to reconstitute them as ACC sub-committees. Instead, that Memorandum calls for a report to the heads of the Departments of the ACC's recommendation.

At the ACC's first meeting it recommended that the Informal Committee on Latin-American Aviation and that the Committee on Technical

CONFIDENTIAL

ACC No. 1/3 - p. 2

Standards of Aeronautical Charts be made sub-committees of the ACC. At the meeting, however, the provisions of Paragraph 10 of the Memorandum were not considered. Therefore, instead of proceeding further, we have reserved for the ACC's meeting of April 14 the question of how to accomplish the desired end.

It seems to us better that the heads of Departments be requested to terminate existing committees, and then to have ACC designate a sub-committee, than that the heads of Departments should simply redesignate an existing committee as a sub-committee of ACC. The latter course might make it necessary to go back to the heads of Departments in order to change membership or otherwise to modify the sub-committee in the future.

CONFIDENTIAL

ACC No. 1/3 - p. 3

APP. A

The Air Coordinating Committee was constituted by a memorandum of March 27, 1945, signed by the Acting Secretary of State, and the Secretaries of War, Navy, and Commerce. Paragraph 10 of the memorandum provides:

"The Committee may also request reports from, or otherwise utilize, any present interdepartmental committees which deal with subjects within its jurisdiction and which have been constituted by the departments represented on it. If in the opinion of the Committee any such other committees should be absorbed by the Committee, or be reconstituted as subcommittees of the Committee, a report to that effect will be submitted to each of the undersigned."

On January 25, 1945, the Acting Secretary of State invited the Departments of War, Navy, and Commerce, the Civil Aeronautics Administration, the Civil Aeronautics Board, the Surplus Property Board, and the Office of the Coordinator of Inter-American Affairs to designate representatives to participate in an Informal Committee on Latin-American Aviation, under the chairmanship of Mr. Avra Warren of the State Department. The invitation was accepted. Later an invitation was extended to, and accepted by, the Foreign Economic Administration.

The Air Coordinating Committee, at a meeting on March 31, 1945, determined that, because of the importance of the work of this

CONFIDENTIAL

ACC No. 1/3 - p. 4

committee, it should be reconstituted as a sub-committee of the Air Coordinating Committee. I am, therefore, directed to report the fact pursuant to the paragraph of the Interdepartmental Memorandum quoted above.

In order to enable the Air Coordinating Committee to supervise such a subcommittee to the extent appropriate from time to time, it is suggested that the Secretaries of State, War, Navy, and Commerce indicate their approval of the termination of the Informal Committee on Latin-American Aviation; concurrence in such termination by the other agencies participating in that committee will be requested at once by the Air Coordinating Committee; and at the same time the Air Coordination Committee will create a subcommittee on Latin-American Aviation to consist of representatives of the same departments and agencies subject to such additions or changes as the Air Coordinating Committee may later find proper.

If you approve this action, will you please sign the enclosed copy of this letter at the place indicated and return it to the undersigned.

Identical letters are being sent to the Secretaries of War, Navy, and Commerce.

Approved: _____ (to appear on carbon)
Secretary of State

CONFIDENTIAL

4/11/45

Presented by
Working Secretary

ACC No. 1/2

PROCEDURE OF ACC SUBCOMMITTEESRECOMMENDATION

Except when otherwise specified, Subcommittees of ACC should proceed as follows:

1. Action of Subcommittees shall not be confined to matters referred by ACC. Subcommittee action shall not be deemed to be the action of, or binding upon, ACC.
2. Subcommittees shall formulate their own procedure, consistent with such requirements as ACC may adopt from time to time. This will include the naming of their own officers when ACC does not do so.
3. Subcommittees shall not incur any expense for which ACC will be responsible unless specifically approved by ACC.
4. Subcommittees shall have written agenda which shall, whenever possible, be circulated three days in advance of meetings, with a copy to the ACC Secretariat. Business not on agenda may be transacted, if a Subcommittee wishes, where the matter is urgent and there is good cause for its failure to appear on agenda, but such action should be discouraged.
5. Subcommittee action may be taken without a meeting, under suitable procedure for clearing action with the members of the Subcommittee.
6. Written minutes of meetings and of action taken shall be kept. Such minutes shall be reasonably informative of discussion, shall clearly specify action taken, and shall be furnished to the ACC Secretariat, which shall promptly circulate copies thereof to each member of ACC, to the observer, and to each liaison representative.

CONFIDENTIAL

ACC No. 1/2-p.2

7. No action of a Subcommittee, taken at a meeting or otherwise, shall become effective until the fifth day following the furnishing of the minute thereof to the Secretariat, except in an emergency upon written permission from the Chairman of ACC to the Secretariat. In the absence of such permission the Executive Secretary or the Working Secretary of ACC shall, within such five day period, further postpone the effectiveness of any such action upon the written request of any member of ACC.

DISCUSSION

At this stage it seems probable that there will be a considerable number of Subcommittees dealing with a wide range of subjects. A large measure of autonomy and initiative on the part of many Subcommittees will probably be desirable. In fact, in the interest of saving ACC's time, initiative should be encouraged.

CONFIDENTIAL

4/11/45

Presented by
Working Secretary

ACC No. 1/1

INFORMAL ACTION BY ACC

RECOMMENDATION

1. There should be provision for action by ACC without a meeting.
2. A paper making a specific proposal would be circulated to each member and to the observer, with copies to the liaison representatives, with a covering form modeled on that shown in Appendix A.
3. If each member returns the form to the Secretariat with his approval indicated, the proposal will be adopted, a record thereof will be entered in the Committee's files, and each member and the observer will be promptly so notified.

DISCUSSION

Appendix A is the form used by SWNCC. SWNCC uses this procedure extensively. It makes possible fast action. It also -- on several occasions -- has made it possible for SWNCC to skip meetings.

ACC will be particularly in need of means to act quickly. Through the above procedure SWNCC has acted within six hours after the receipt of a proposal by the Secretariat.

Although action thus taken is no less formal than action taken at a meeting, for the purpose of making a distinction it could be classified in our records as "informal action."

CONFIDENTIAL

ACC No. 1/1 - page 2

APPENDIX A

SWNCC

date

MEMORANDUM FOR Mr. Dunn

Mr. McCloy

Mr. Gates

1. (paper number) dated _____ has been circulated for informal consideration by the Committee.

2. It is requested that you indicate your approval or comment hereon and return to the Secretariat.

Secretary

APPROVED: _____

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4/11/45

Presented by
Working Secretary

ACC No. 1/1

INFORMAL ACTION BY ACC

RECOMMENDATION

1. There should be provision for action by ACC without a meeting.
2. A paper making a specific proposal would be circulated to each member and to the observer, with copies to the liaison representatives, with a covering form modeled on that shown in Appendix A.
3. If each member returns the form to the Secretariat with his approval indicated, the proposal will be adopted, a record thereof will be entered in the Committee's files, and each member and the observer will be promptly so notified.

DISCUSSION

Appendix A is the form used by SWNCC. SWNCC uses this procedure extensively. It makes possible fast action. It also -- on several occasions -- has made it possible for SWNCC to skip meetings.

ACC will be particularly in need of means to act quickly. Through the above procedure SWNCC has acted within six hours after the receipt of a proposal by the Secretariat.

Although action thus taken is no less formal than action taken at a meeting, for the purpose of making a distinction it could be classified in our records as "informal action."

CONFIDENTIAL

ACC No. 1/1 - page 2

APPENDIX A

SWNCC

date

MEMORANDUM FOR Mr. Dunn

Mr. McCloy

Mr. Gates

1. (paper number) dated _____ has been circulated for informal consideration by the Committee.
2. It is requested that you indicate your approval or comment hereon and return to the Secretariat.

Secretary

APPROVED: _____

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AIR COORDINATING COMMITTEE
ROOM 5110
DEPARTMENT OF COMMERCE BUILDING

SECRET

April 26, 1945

Colonel Charles W. McCarthy
SWNCC
Room 178, State Department
Washington, D. C.

My dear Colonel McCarthy:

At its meeting of April 21, 1945, the Air Coordinating Committee made the following decision:

- (a) The ACC Secretariat shall request the Secretariat of the State-War-Navy Coordinating Committee to furnish that Committee's paper on the policy to govern air transportation in enemy countries in order that it may be studied by the Civil Aeronautics Board and the Civil Aeronautics Administration.
- (b) The Civil Aeronautics Board and the Civil Aeronautics Administration be requested to present to this Committee suggested recommendations to the Air Division, U. S. Group Control Council (Germany), regarding the control of civil aviation in enemy countries.

If you can do so, will you kindly furnish us with 8 copies of the SWNCC paper referred to. This number of copies is suggested in order to facilitate study by the Civil Aeronautics Board and the Civil Aeronautics Administration.

Sincerely yours,

Howard C. Westwood

Howard C. Westwood
Working Secretary

SECRET

COORDINATION AND LIAISON WITH
STATE-WAR-NAVY COORDINATING COMMITTEE

1. Paragraph 9 of the Interdepartmental Memorandum creating the Air Coordinating Committee provides:

"The representatives on the Committee from the State Department, the War Department and the Navy Department shall maintain close liaison with the representatives of their respective departments on the State-War-Navy Coordinating Committee, in order that the State-War-Navy Coordinating Committee will be currently informed as to the matters under consideration by and the decisions of the Air Coordinating Committee, and vice versa. Specific subjects may be referred by the State-War-Navy Coordinating Committee to the Air Coordinating Committee, and vice versa, either for appropriate disposition or for special report."

2. In addition to this provision, it is desirable that the Secretariats of the two committees be directed to maintain close liaison, and that means be developed to minimize duplication and promote coordination of work.
3. After discussion with members of the SWNCC Secretariat, it appears to the ACC Working Secretary that either of two courses would be satisfactory. They are:

A.

- (1) Moving the Secretariat of ACC to a room adjacent to the quarters of the SWNCC Secretariat, with provision that the present clerical staff, mimeographing facilities, etc., of the latter should equally serve ACC.
- (2) Having the Secretariat of SWNCC directed by SWNCC ~~upon such Secretariat's own motion,~~^{to} refer to the Secretariat of ACC, for information, items coming within the scope of ACC's interest. This should include matters within such scope of interest even though no action or even comment by ACC is indicated. Since matters coming before SWNCC are limited to items proposed by a member of SWNCC or presented by the Joint Chiefs of Staff,

-2-

reference of items would be limited to matters thus proposed or presented. In other words, it is not contemplated that there would be reference of the copies of communications between State, War and Navy, copies of which now go to the SWNCC Secretariat as a matter of routine.

- (3) Reference to ACC for action or comment should be made only by action of SWNCC. This seems contemplated by the Interdepartmental Memorandum, and is preferable at least until the respective spheres of interest of the two committees are clarified.
- (4) Reference from the Secretariat of ACC to that of SWNCC, and from ACC to SWNCC, should be similarly governed.

B.

The second course would be the same as the first, except that instead of the action specified in sub-paragraph (1) there would be an admonition to the two Secretariats to keep as closely in touch as feasible in view of their physical separation.

4. There is much to be said in favor of the former of the two courses. The ACC Secretariat would be relieved of many inevitable problems involving such matters as courier service, clerical help, filing, security regulations, forms and procedures and expeditious contact with certain of the military agencies. The SWNCC Secretariat and its staff are extremely capable and have already experienced and solved these problems. Moreover, its staff and facilities are considerable and probably with but little added expense could absorb the work for the ACC Secretariat. Further, and not least important, the suggested propinquity is unquestionably the best means for effecting close liaison and promoting coordination.

-3-

Against this course there is also much to be said.

At present we are able to make only a wild guess as to the portion of ACC's work which will be of concern to SWNCC, but it is doubtful that it will exceed 20%. The portion of SWNCC's work which will be of concern to ACC will also be relatively small. We have examined the titles of the first 80 of SWNCC's papers (there are now about 85). Even under a quite broad interpretation of ACC's interest, and a correspondingly narrow interpretation of SWNCC's, only four or five of such titles indicate matters which might have been disposed of by ACC exclusive of SWNCC, and only about eighteen or twenty upon which ACC might have commented or taken some action supplementary to SWNCC's.

Furthermore, it is quite important that ACC's Working Secretary be closely in touch with ACC's Executive Secretary -- to say nothing of the CAA and CAB staffs.

Finally, it can be assumed that from the extensive facilities of the Department of Commerce and the CAA there can be available to the ACC Secretariat substantial clerical and other assistance which will make it unnecessary, even if the ACC Secretariat is not to be located with the SWNCC Secretariat, for ACC to create a purely duplicate set-up.

5. All things considered, our recommendation is that the second course is slightly to be preferred to the first -- quite aside from the fact that the Inter-departmental Memorandum creating ACC provides that its Secretariat is to be in the Department of Commerce Building. It is only fair to say, however, that experience may alter our view.

334

10 April 1945

MEMORANDUM FOR MR. DUNN
MR. LOVETT
MR. GATES

Subject: Relationship of State-War-Navy Coordinating
Committee to Air Coordinating Committee.

1. In view of the organization of the Air Coordinating Committee ("ACC"), it is considered desirable that the relationship of SWNCC to ACC be defined and that certain procedures between the two Committees be authorized.

2. The Interdepartmental Memorandum, dated 27 March 1945 setting up the Air Coordinating Committee ("ACC"), in paragraph 9 provides for close liaison between its members and those of SWNCC in their respective departments.

IT IS RECOMMENDED that, in cases where such liaison is accomplished directly between members of SWNCC and of ACC on matters of concern to SWNCC, the SWNCC members in question advise the SWNCC Secretariat thereof so that it may be guided accordingly.

3. Paragraph 9 of the Interdepartmental Memorandum organizing ACC provides as follows:

"Specific subjects may be referred by the State-War-Navy Coordinating Committee to the Air Coordinating Committee and vice versa, either for appropriate disposition or for specific report."

IT IS RECOMMENDED that the Secretariat of SWNCC be authorized to refer to ACC and to accept from ACC any subjects which the Secretariat deems appropriate. In general, references to ACC will be confined to subjects on which advice or action on air matters is needed by and cannot be procured within SWNCC. In addition, provided, in the judgment of the SWNCC Secretariat, security requirements are met, ACC will be furnished information concerning, or copies of papers on, questions which are considered of interest to it from an air standpoint. Acceptance of subjects from ACC for action or advice will be limited to those within the general scope of SWNCC. Doubtful cases, whether of reference or acceptance, will

first be cleared with the SWNCC members who will also be kept informed regarding all matters referred to or accepted from ACC.

4. ACC is to have a permanent Secretariat to be located in the building occupied by the Department of Commerce.

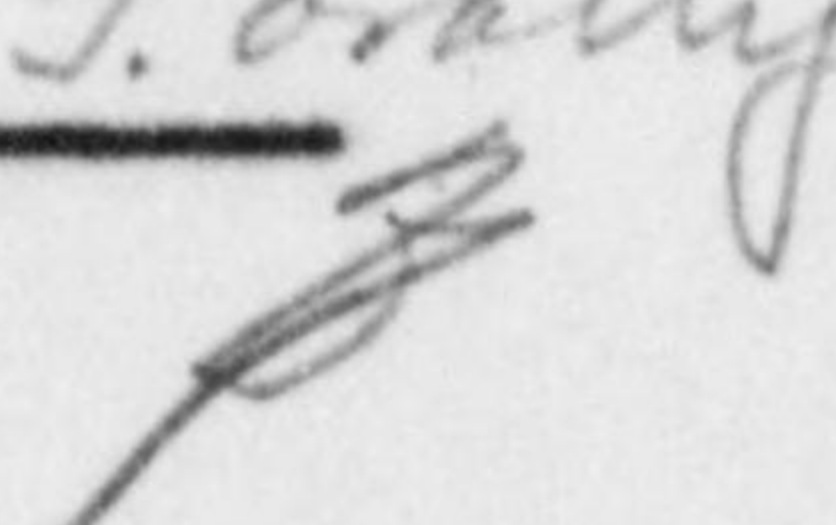
IT IS RECOMMENDED that the SWNCC Secretariat maintain close liaison with the ACC Secretariat and furnish the latter informally with any information which may be considered to be of interest to ACC, provided in the judgment of the SWNCC Secretariat, security requirements are met.

5. It is understood that ACC has not established any procedure for submitting questions to the J.C.S. and that ACC may desire SWNCC to submit papers to the J.C.S. on behalf of ACC.

IT IS RECOMMENDED that the SWNCC Secretariat be authorized, if ACC so desires, to make arrangements to submit papers to J.C.S. on behalf of ACC, in order to enable the existing procedure between SWNCC and the J.C.S. to be utilized.

6. If you approve of the above recommendations you are requested to so indicate below.

CHARLES W. McCARTHY
Secretary

APPROVED: ^{4/12/45}
by A. L. G. orally


**SECRET**THE STATE-WAR-NAVY COORDINATING COMMITTEE
WASHINGTON, D. C.

10 April 1945

MEMORANDUM FOR MR. DUNN
MR. LOVETT ←
MR. GATESSubject: Relationship of State-War-Navy Coordinating
Committee to Air Coordinating Committee.

1. In view of the organization of the Air Coordinating Committee ("ACC"), it is considered desirable that the relationship of SWNCC to ACC be defined and that certain procedures between the two Committees be authorized.

2. The Interdepartmental Memorandum, dated 27 March 1945 setting up the Air Coordinating Committee ("ACC"), in paragraph 9 provides for close liaison between its members and those of SWNCC in their respective departments.

IT IS RECOMMENDED that, in cases where such liaison is accomplished directly between members of SWNCC and of ACC on matters of concern to SWNCC, the SWNCC members in question advise the SWNCC Secretariat thereof so that it may be guided accordingly.

3. Paragraph 9 of the Interdepartmental Memorandum organizing ACC provides as follows:

"Specific subjects may be referred by the State-War-Navy Coordinating Committee to the Air Coordinating Committee and vice versa, either for appropriate disposition or for specific report."

IT IS RECOMMENDED that the Secretariat of SWNCC be authorized to refer to ACC and to accept from ACC any subjects which the Secretariat deems appropriate. In general, references to ACC will be confined to subjects on which advice or action on air matters is needed by and cannot be procured within SWNCC. In addition, provided, in the judgment of the SWNCC Secretariat, security requirements are met, ACC will be furnished information concerning, or copies of papers on, questions which are considered of interest to it from an air standpoint. Acceptance of subjects from ACC for action or advice will be limited to those within the general scope of SWNCC. Doubtful cases, whether of reference or acceptance, will

SECRET

846

SECRET

first be cleared with the SWNCC members who will also be kept informed regarding all matters referred to or accepted from ACC.

4. ACC is to have a permanent Secretariat to be located in the building occupied by the Department of Commerce.

IT IS RECOMMENDED that the SWNCC Secretariat maintain close liaison with the ACC Secretariat and furnish the latter informally with any information which may be considered to be of interest to ACC, provided in the judgment of the SWNCC Secretariat, security requirements are met. 1/10

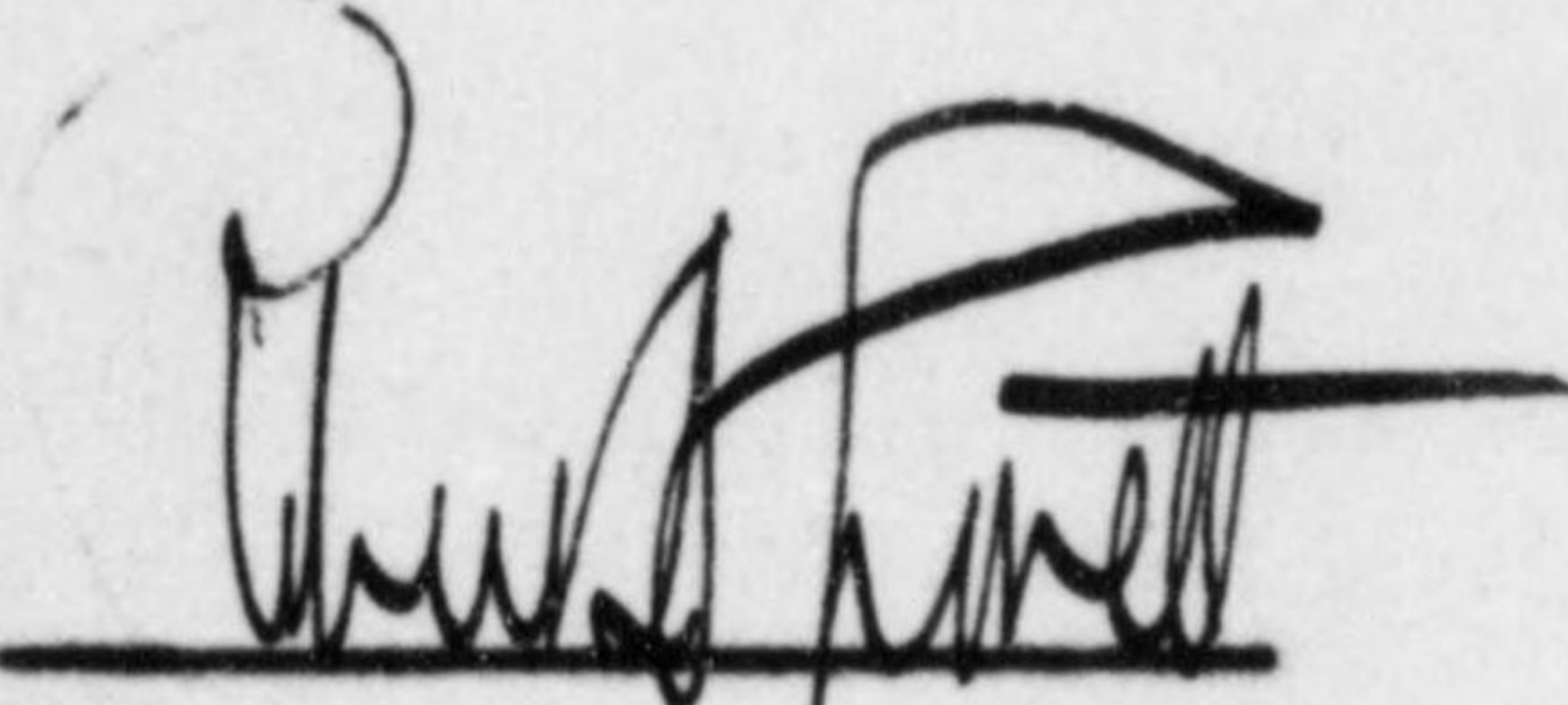
5. It is understood that ACC has not established any procedure for submitting questions to the J.C.S. and that ACC may desire SWNCC to submit papers to the J.C.S. on behalf of ACC.

IT IS RECOMMENDED that the SWNCC Secretariat be authorized, if ACC so desires, to make arrangements to submit papers to J.C.S. on behalf of ACC, in order to enable the existing procedure between SWNCC and the J.C.S. to be utilized.

6. If you approve of the above recommendations you are requested to so indicate below.



CHARLES W. McCARTHY
Secretary

APPROVED: 

- 2 -

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INTERDEPARTMENTAL MEMORANDUM REGARDING
ORGANIZATION OF AIR COORDINATING COMMITTEE

1. There is a steadily increasing number of subjects pertaining to aviation which call for consultation and coordinated action by the departments and agencies of the Federal Government that are charged with responsibilities in the aviation field. In order to facilitate and promote these objectives the undersigned believe it desirable to create, and hereby do create, an Air Coordinating Committee which shall consist of representatives, hereinafter designated, of the State, War, Navy and Commerce Departments.

2. The functions of the Air Coordinating Committee will be to examine aviation problems and developments affecting more than one department or agency, to coordinate the activities of the Government departments and agencies interested in this field, and to recommend integrated policies for and action by the departments represented on the Committee, or by the President or any other Government agency charged with responsibility in the field, all in accordance with and subject to the provisions of any present or future applicable Federal statutes.

3. The Committee will take the foregoing action on any matters relating to international or domestic aviation and affecting more than one department or agency, which may be submitted to it by the President or by any member of the Committee on behalf of his respective department, or by any other Government department or agency. The following subjects are suggested for early attention by the Committee:

In the International Field

- (1) International operating rights for American commercial and military aircraft.
- (2) Operating rights in United States territory for foreign commercial and military aircraft.
- (3) Rights to air bases and airways facilities, and construction, operation and maintenance thereof.
- (4) Foreign problems of the Air Transport Command and Naval Air Transport Service
- (5) Assistance to be accorded to foreign governments and foreign airlines in the form of aviation training, technical advice, aeronautical equipment, airport construction, et cetera.
- (6) Establishment and operation of navigational aids abroad for the benefit of United States commercial and military aircraft.

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- (6) Establishment and operation of navigational aids abroad for the benefit of United States commercial and military aircraft.
- (7) Instructions to be issued from time to time to the United States representative on the Interim Council of the Provisional International Civil Aviation Organization.

In the Domestic Field

- (1) Designation and operation of Federal airways.
- (2) Federal assistance to states and municipalities in establishment of airports and facilities.
- (3) Safety regulations.
- (4) Search and rescue.
- (5) Communications.
- (6) Civil pilot training.
- (7) Aviation education.

4. After the committee has unanimously recommended policy for or action by any department or agency on any subject submitted to the Committee, steps should be taken promptly to carry out such recommendation. The Committee may request special or periodic reports from any department represented on the Committee with respect to action taken in accordance with the Committee's recommendation, and is charged with the responsibility of following each such matter closely so as to be in a position to assist in the completion of the objective or to make further recommendations.

5. The Secretary of State, the Secretary of War, the Secretary of the Navy, and the Secretary of Commerce will each designate a representative of their several departments to serve on the Committee, with the right in each such representative of appointing an alternate to act in his absence. The following representatives are hereby respectively designated by the undersigned until further notice:

Mr. William L. Clayton, Assistant Secretary of State;
Mr. Robert A. Lovett, Assistant Secretary of War for Air;
Mr. Artemus L. Gates, Assistant Secretary of the Navy for Air;
Mr. William A. M. Burden, Assistant Secretary of Commerce.

Mr. William L. Clayton shall act as Chairman of the Committee.

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6. The Committee shall have a permanent secretariat, which shall be located at the building occupied by the Department of Commerce. Mr. Theodore P. Wright, Administrator of Civil Aeronautics, shall until further notice be the Committee's Executive Secretary. He shall be assisted by a full-time working secretary and at least one competent and experienced representative of each department represented on the Committee. The Committee is authorized to call upon any of the departments represented on the Committee for any technical advice and assistance as may from time to time be required.

7. The Committee shall invite the Chairman of the Civil Aeronautics Board, or in his absence an alternate designated by that Board, to attend each meeting of the Committee as an observer with the privilege of participating in the discussions, but not as a member of the Committee.

8. The Committee shall hold regular meetings on specified dates not less often than once every two weeks, and shall also hold special meetings from time to time as it may determine. It shall determine its own procedure.

9. The representatives on the Committee from the State Department, the War Department and the Navy Department shall maintain close liaison with the representatives of their respective departments on the State-War-Navy Coordinating Committee, in order that the State-War-Navy Coordinating Committee will be currently informed as to the matters under consideration by and the decisions of the Air Coordinating Committee, and vice versa. Specific subjects may be referred by the State-War-Navy Coordinating Committee to the Air Coordinating Committee, and vice versa, either for appropriate disposition or for special report.

10. The Committee may appoint permanent subcommittees or ad hoc committees for the purpose of considering and reporting on any subject or class of subjects. The Committee may also request reports from, or otherwise utilize, any present interdepartmental committees which deal with subjects within its jurisdiction and which have been constituted by the departments represented on it. If in the opinion of the Committee any such other committees should be absorbed by the Committee, or be reconstituted as subcommittees of the Committee, a report to that effect will be submitted to each of the undersigned.

11. Appropriate notice shall be given to key personnel of the departments represented on the Committee of the organization and functions of the Committee. Such personnel will be directed to bring to the attention of their respective representatives on the Committee matters which in the opinion of such personnel fall within the jurisdiction of the Committee, and can best be handled through the Committee's machinery.

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12. The above-designated members of the Committee are directed to hold their initial meeting at the earliest practical date and to complete the organization of their secretariat with a minimum of delay.

(Sgd.) Joseph C. Grew

Acting Secretary of State

(Sgd.) Henry L. Stimson

Secretary of War

(Sgd.) James Forrestal

Secretary of the Navy

(Sgd.) H. A. Wallace

Secretary of Commerce

27 March 1945

-4-

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SECRET**INTERDEPARTMENTAL MEMORANDUM REGARDING
ORGANIZATION OF AIR COORDINATING COMMITTEE**

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Secretary of Commerce

27 March 1946

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