

Geneva, July 22nd, 1930.

**LEAGUE OF NATIONS**

**COMMUNICATIONS AND TRANSIT ORGANISATION**

**AIR TRANSPORT CO-OPERATION COMMITTEE**

**REPORT ON THE FIRST SESSION**

*Held at Geneva from July 8th to 12th, 1930.*

The Air Transport Co-operation Committee met from July 8th to 12th, 1930, convened by the Chairman of the Advisory and Technical Committee for Communications and Transit, in accordance with the following resolution of the latter Committee:

"The Committee considers it desirable to entrust to a special committee of enquiry the question of the action to be taken on the resolution of the last Assembly concerning economic co-operation between air navigation undertakings, in conformity with the recommendation unanimously adopted by the Committee of Experts on Civil Aviation of the Preparatory Commission for the Disarmament Conference.

"The composition of this committee will be fixed by the Chairman of the Advisory and Technical Committee, who is empowered to take all the necessary steps to promote co-operation between the Governments concerned.

"The committee of enquiry thus constituted will also have to study the questions of international organisation in air navigation raised at the Third General Conference on Communications and Transit and to make any suggestions to promote their settlement, if it considers it possible and desirable to do so."

The Committee was composed as follows:

- Professor L. DE BROUCKÈRE, Senator of the Kingdom of Belgium (*Chairman*).  
M. FISCH, Geheimer Regierungsrat at the German Ministry of Communications.  
M. Emile ALLARD, Director of the Belgian Technical Air Service; Professor at Brussels and Liège Universities.  
M. Ricardo RUIZ FERRY, Vice-President of the International Aeronautical Federation; Representative of the Press Association in the Spanish Central Air Board.  
M. Emmanuel CHAUMIÉ, Director of Mercantile Aviation at the French Air Ministry.  
M. Louis HIRSCHAUER, Chief Engineer in the French Air Service.  
Sir W. Sefton BRANCKER, Director of Civil Aviation at the Air Ministry of Great Britain.  
M. Manlio MOLFESE, Chief of Civil Aviation at the Air Ministry of the Kingdom of Italy.  
General Atsushi KABA, Japanese Delegate on the International Commission for Air Navigation.  
M. Shimaō IWAI, Secretary at the Japanese Ministry of Communications.  
M. Emile Th. DE VEER, Director of the Netherlands Air Service.  
Colonel Janusz DE BEAURAIN, Chief of the Institute of Aeronautical Studies of the Polish General Staff.  
Lieut.-Colonel C. FILIPOWICZ, Chief of the Civil Aeronautics Section of the Polish Ministry of Communications.  
M. Tord Knutsson ÅNGSTRÖM, Civil Engineer; Member of the Swedish Central Air Department.  
Colonel Arnold ISLER, Director of the Swiss Federal Air Office.  
M. Edmond-Louis PITTARD, Professor at Geneva University; Advocate.  
M. Tadya SONDERMAYER, Director-General of the Yugoslav Air Navigation Company "Aeropout"; Vice-President of the Yugoslav Royal Aero-Club.  
Mr. James W. RIDDLEBERGER, Vice-Consul of the United States of America, as an observer.

The following attended in an advisory capacity:

M. A. ROPER, Secretary-General of the International Commission for Air Navigation.

The following Rapporteurs also attended the meetings in an advisory capacity:

M. Henri BOUCHÉ, Director of *Aéronautique*.

M. Salvatore CACOPARDO, Chief of Section at the Air Ministry of the Kingdom of Italy.

Dr. Hans OPPIKOFER, Professor of the Faculty of Law; Director of the Institute of Aerial Law at Königsberg.

*Secretariat:*

M. R. HAAS, Secretary-General of the Communications and Transit Organisation.

M. J. ROMEIN

M. J. METTERNICH

Mr. L. C. TOMBS

} Members of the Communications and Transit Section.

The Committee took cognisance of the enquiries into the economic, administrative and legal situation of international air navigation carried out at the request of the Chairman of the Advisory and Technical Committee for Communications and Transit (see document C.339.M.139.1930.VIII).

It proceeded to an exchange of views on the questions raised in these various enquiries. It considered that, owing to the complexity of the problems before it, its main task at this first session should be to draw up a definite programme of study, in order to be able to reach the greatest possible number of practical conclusions at a later session.

The Committee feels called upon, at the outset of the present report, to record its view that the present situation of civil aviation, despite the progress achieved, is not as satisfactory as the state of technical development should permit, and that it is only by means of increasingly close international co-operation that this situation can be improved.

#### I. RELATIONS BETWEEN CIVIL AND MILITARY AERONAUTICS.

The Committee did not feel called upon to discuss the relations between civil and military aeronautics, a question within the province of the Disarmament Commission and the Disarmament Conference. The Committee considered that its duty lay solely in an investigation of the measures to be taken and the progress to be expected from a fuller international co-operation as a result of which civil air transport would be in a position to render to the community the economic services of which it is capable, and thus be freed as far as possible from all other preoccupations.

#### II. UNIFICATION OF PUBLIC INTERNATIONAL LAW ON AIR NAVIGATION.

The Committee regards as particularly desirable the application of common rules of public international law in regard to air navigation in every country, or at least in the greatest possible number of countries. It noted the negotiations in progress between the contracting parties to the 1919 Convention and the States not parties to this Convention. It considers that, until it should be possible to judge of the results of these negotiations—which will probably not be known for another year—it would be preferable for it to refrain from taking any action in this connection.

#### III. CO-ORDINATION BETWEEN ORGANISATIONS DEALING WITH AIR NAVIGATION.

After reviewing the organisations dealing with air navigation, the Committee considers that some means of ensuring better co-ordination between the work of these various organisations should be devised; it requests its Secretariat to submit a report to it on this subject at its next session.

#### IV. CONDITIONS FOR THE ADMISSION OF FOREIGN UNDERTAKINGS ENGAGED IN REGULAR INTERNATIONAL TRANSPORT.

The Committee notes that in the present state of public international law on air navigation, taking into account the most recent proposals for modifying existing conventions, the operation of regular lines is subject as a rule to the authorisation of the States whose territory is flown over, without any distinction being made in this connection between local traffic (*cabotage*), transport effected with loading or discharging of passengers or freight in the territory in question, transit with landing for supplies, or even transit without stoppage. No distinction is made between air transport involving land flights and air transport merely involving flights over the open sea and territorial waters and the utilisation of hydro-aerodromes.

The Committee accordingly adopts the following resolution:

“ The Committee considers it desirable:

“ 1. That the Governments should request the competent international organisations to find the means of affording greater freedom than is at present enjoyed by regular international air transport.

“ 2. That henceforth:

“ (a) The Governments should examine in the most liberal spirit requests for authorisation to fly over their territories submitted to them for the purpose of regular transport by air;

“ (b) The Governments should endeavour to conclude among themselves agreements granting the most favourable treatment possible to regular international air transport.

“ The Committee further considers it desirable that air navigation undertakings carrying on services in territories other than the national territory should maintain relations of cordial co-operation with the national air organisations of the countries flown over, with a view to ensuring the greatest possible efficiency of the international service. ”

#### V. PROGRESS OF INTERNATIONAL CO-OPERATION IN THE OPERATION OF AIR LINES.

The Committee adopted the following resolution:

“ Considering that the existing ‘ pools ’ system of co-operation between international aviation undertakings has developed satisfactorily,

“ The Committee:

“ 1. Considers that the present state of legislation, and of economic and political conditions under which civil aeronautics are developing, makes it difficult to reach a more fully developed measure of co-operation;

“ 2. Recommends the Governments and companies to extend and improve the present system by means of bilateral or multilateral agreements aimed to avoid unnecessary competition, increase the economic efficiency of the international air service and develop among the different undertakings a spirit of friendliness which will prepare the ground for closer co-operation.”

#### VI. POSSIBILITY OF STUDYING A SPECIAL STATUTE APPLICABLE TO CERTAIN INTERNATIONAL AIR CONNECTIONS OF GENERAL INTEREST.

The Committee adopted the following resolution:

“ Considering that in the future certain international air connections will be of general importance and that steps will have to be taken to ensure their existence and permanence, the Committee recommends that the League of Nations should draw the attention of Governments to the special importance which these connections will assume and which might justify the study of a special statute. ”

#### VII. STUDY OF CERTAIN LEGAL AND ADMINISTRATIVE QUESTIONS AFFECTING THE DEVELOPMENT OF INTERNATIONAL CO-OPERATION IN AIR TRANSPORT.

The Committee decided to select for examination, in the first place, out of the possible legal problems that may arise, those the solution of which might facilitate international co-operation in air transport. Under existing laws, for instance, it would be impossible, in most cases, for air companies to possess aircraft registered in different countries.

The Committee adopted the following resolution:

“ The Committee requests the Secretariat to submit to it, at its next session, preliminary reports on the following subjects:

“ 1. The regulations for the registration of aircraft, the administrative formalities to be complied with and the conditions laid down regarding the nationality of aircraft crews, with a view to ascertaining what alterations in existing law would be likely to lead to better international co-operation in air transport.

“ 2. The social insurance of staff employed by air companies on the international lines.

“ 3. Air insurance: Could a better and simpler system be applied on an effective international basis ?

“ 4. The simplification of Customs and statistical formalities in connection with air traffic, particularly as regards the documents and affidavits required by the various national authorities.

“ 5. Special police rules for super-maritime air traffic and assistance in case of distress.

“ The reports on these questions should be prepared, if necessary, with the assistance of experts appointed by the Chairman of the Committee. As regards the report on the social insurance of staff, however, the International Labour Office shall be invited to collaborate or take such other steps as it may deem necessary.”

#### VIII. PRACTICAL IMPROVEMENTS IN THE WORKING CONDITIONS OF AIR LINES.

##### A. *Extensive and Systematic Employment of Combined Transport.*

The Committee requests the Advisory and Technical Committee for Communications and Transit to invite its Committee on Combined Transport to consider what improvements might be obtained by the more extensive and systematic employment of combined transport, air transport already co-operating with all methods of rapid transport.

The Secretariat of the Committee is requested, after making all necessary enquiries, to submit to the next session of the Committee a report on the possibility of publishing a general time-table of rapid transport, every form of transport included.

##### B. *The Constitution and Operation of the Main Network of Permanent Air Routes.*

The Committee is of opinion that, in view of the international nature of air transport and of the precarious results hitherto obtained, a definite programme of co-operation should be prepared, at any rate in the European area, until such time as technical conditions allow of its extension. It decides to study the following questions:

1. The choice of permanent air routes to form the main system.
2. An international programme for the equipment of these routes so as to permit of uninterrupted day and night flying.
3. The manner in which this network should be operated, namely:
  - (a) The selection by inter-governmental agreement of qualified enterprises and the specification of traffic conditions;
  - (b) The granting to all undertakings, engaged in the traffic over this system, of the widest possible facilities for choosing their equipment, from the sole standpoint of efficiency, provided this equipment complies with the international requirements regarding navigability.

A special Sub-Committee appointed by the Chairman of the Committee, to include, if necessary, persons who are not members of the Committee, was instructed to submit a report on this subject to the next meeting of the Committee, after consulting the competent authorities in the various countries concerned. This Sub-Committee will also consider such problems of international financing as the execution of the above programme may involve, including, if necessary, the constitution of a common fund and the administration of this fund by an appropriate banking institution.

##### C. *Postal Air Transport.*

The Committee considers that the study of the question of European postal air transport should be undertaken immediately, to be extended to other regions when economic and technical conditions allow. The Sub-Committee mentioned in paragraph B is instructed:

1. To prepare a map of the air lines to be established between the capitals of the European countries and the points of importance to postal traffic in these countries. For this purpose, it will get into touch with the competent authorities in the different countries.
2. To indicate the necessary conditions for marking out air routes by night.
3. To propose suitable means for increasing the equipment required for ensuring traffic in foggy weather.
4. To draw up specifications of the performance and special qualities required of one or more types of aircraft to be utilised on these lines, taking into account the estimated freight and local topographical and meteorological conditions.
5. To study the question of the surtax.
6. To discuss with the postal services concerned the best methods for handing over mail to aircraft, the distribution of mail, etc.
7. To consider the form which international co-operation should take in the operation of the postal air service, and to study, if necessary, with the competent authorities of the different countries concerned, the sections which might be operated by each.

##### D. *Periodical Study of the Economic Development of Air Transport.*

The Committee thinks it would be useful from time to time to supply the authorities concerned in the various countries (and even the general public) with information, which would be as accurate as possible and grouped systematically, regarding the economic development of air transport. The Secretariat of the Committee is requested to submit a report on this subject to the Committee at its next session.

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