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INTERNATIONAL

Department Editor: Richard K. Waldo*

INTERNATIONAL CIVIL AVIATION ORGANIZATION (ICAO)

I. INTRODUCTION

DURING February and March, the bulk of the Council's time was spent in preparing for the Second Assembly, which will convene in the Palais des Nations at Geneva on June 1. In February, attention was centered on the composition of the provisional agenda for the Assembly, which was finally approved on March 2. For the balance of March, the Council concentrated on reviewing the Secretariat's Assembly documentation. The various committees of the Council were similarly occupied with Assembly preparations.

The highlights of this Assembly's agenda, aside from the more or less routine matters of budget approval, apportionment of expenses and receipt of the Council's detailed progress report will include: (a) action on Austria's membership application, (b) structure of the Air Navigation and Air Transport Committees, and (c) approval and opening for signature of the Convention on the International Recognition of Rights in Aircraft. Significantly absent will be any prolonged discussion of a Multilateral Agreement on Commercial Rights in International Civil Aviation, because of the failure of the Geneva conference of last November.

The Air Navigation Committee and Council moved forward slowly toward the adoption of the first sets of ICAO Standards and Recommended Practices (SARPS) covering the several specialized fields of air navigation.

The Aeronautical Maps and Charts Division (of the Air Navigation Committee) held its 4th session in Brussels, beginning March 8. This was the only divisional meeting during the period.

A significant change took place in the United States delegation to ICAO with the departure on February 25 of Major General Laurence S. Kuter, U.S. Council Member since September, 1946. General Kuter returned to Washington to take up a new assignment as chief of the recently established Military Air Transport Service (MATS). Now acting as U.S. Council Member is Rear Admiral Paul A. Smith (C. & G. Survey), formerly Alternate Council Member and U.S. Air Navigation Representative. The delegation is rounded out by Dr. Paul T. David, Alternate Council Member and U.S. Air Transport Representative, Messrs. H. Walker Percy and Robert D. Hoyt, Alternate Air Navigation Representatives.

The Council decided to adjourn its current session on April 20. The Fourth session will be convened in Geneva on May 25, immediately before the Assembly. Council will be in recess during the Assembly unless urgent business dictates otherwise, with the Fourth session possibly continuing in Geneva after the Assembly adjourns. Council meetings in Geneva will be confined insofar as possible to the transaction of business relating to the Assembly.

* Program Planning Officer, Staff Programs Office, Civil Aeronautics Administration.

II. GENERAL DEVELOPMENTS

A. Schedule of Regional Meetings Established

The Council established the following program of regional air navigation meetings for the balance of 1948:

European-Mediterranean (Paris)	May 4
North Atlantic (Paris)	May 20
North Pacific (site undetermined)	July 13
African-Indian Ocean (site undetermined)	August 24
Southeast Asia (New Delhi)	End of November

The last three listed will round out the first series of meetings for ICAO's 10 air navigation regions.

The European-Mediterranean and the North Atlantic meetings in Paris are the beginning of the second series. The Paris meetings will depart from the general pattern by having no Aerodromes, Air Routes and Ground Aids (AGA) Committees. In addition, the European-Mediterranean session will have no Air Traffic Control (ATC) Committee, that group having already met for the second time in the Spring of 1947.

B. Future Structure of Air Navigation and Air Transport Committees Debated

After a warm debate, the Council voted 13-6 against recommending to the Assembly that Articles 54(e) and 56 of the Chicago Convention be put into effect. These articles provide for a select Air Navigation Commission of 12 more or less impartial aeronautical experts "appointed by the Council from among persons nominated by contracting States." Under the Interim Agreement, PICAO's Air Navigation Committee was open to representatives of all Contracting States (whether on the 21-member Council or not). The First ICAO Assembly continued this arrangement, directing the Council to study further the desirability of implementing Articles 54(e) and 56. The aforementioned vote was the outcome of that study. The Council then proceeded to vote 10-8 (with one abstention) to recommend to the Assembly that the Air Navigation Committee be continued in its present form with membership open to all Contracting States.

The Council also voted 13-4 to recommend to the Assembly the implementation of Article 54(d), which provides for an Air Transport Committee "chosen from among the representatives of the members of the Council." Here, too, the wide-open membership provided by the Interim Agreement was continued by the First ICAO Assembly, and the Council was asked to report back to the Second Assembly on whether the Convention article providing for a more limited membership should be put into effect.

If the Council's recommendations are approved by the Assembly, ICAO will have an Air Navigation Committee technically open to all Contracting States (now 46) but an Air Transport Committee chosen from among the 21 Council member States, with the likelihood that the actual size of the latter group would be perhaps 12 or 15.

C. Staff and Travel Regulations Adopted

The Council in late March adopted Staff and Travel Regulations for ICAO. Among the points of interest here was the rejection of a proposed section which would have prohibited the recruitment of nationals of non-contracting countries. As adopted, the Regulations contain a provision whereby the Secretary General "shall advise governments of contracting States of his intentions (regarding the hiring of specific individuals) in order that any information that the governments may wish to present may be

considered."

D. Index of ICAO Documents Issued

In early February, the Secretary General announced that a card index of ICAO documents was now available to member countries. The cost of a complete set was established at \$25.00. This index should prove invaluable in connection with the use of ICAO documents, which now number more than 5,000.

III. AIR NAVIGATION ACTIVITIES

A. Further Progress Made on Standards and Recommended Practices

The Council moved ahead on the formal adoption of Standards and Recommended Practices (SARPS), and planned to finalize in late April those relating to Search and Rescue (SAR), Rules of the Air & Air Traffic Control (RAC), Personnel Licensing (PEL) and Aeronautical Maps and Charts (MAP). Although the First ICAO Assembly directed the Council to give a high priority to carrying out what is widely regarded as ICAO's primary function, progress on adopting these Standards and Recommended Practices has been disappointingly slow.

Meanwhile, the Air Navigation Committee worked throughout February and March on putting the SARPS in these fields and others into final form, suitable for adoption by the Council.

B. MAP Division Meeting Held in Brussels

The Aeronautical Maps and Charts Division (MAP) held its 4th session in Brussels from March 8 to April 1. It reviewed the progress made by ICAO in allocating responsibility among member States for the production of World Aeronautical Charts on the 1:1,000,000 scale. The division also considered the characteristics of existing charts of electronic aids to air navigation, and the need for standard specifications for aerodrome environment charts and maps showing danger areas.

IV. AMENDMENT OF CONVENTION

A. Amendment of Article 94 Not to Be Recommended to Assembly

The Council decided to recommend to the Assembly that it postpone any amending action on Article 94 of the Chicago Convention. A proposal to revise this article, which governs amendments to the Convention, so as to facilitate the adoption of non-substantive amendments imposing no new obligations on member States, had previously met with a measure of support among Council members. If the Council's recommendation carries, the amendment of this article will probably await the general "overhaul" of the Convention tentatively slated for the 1950 Assembly. Meanwhile, it is expected that the Legal Committee will proceed to study alternative draft articles to substitute for the present Article 94.

V. RELATIONS WITH UNITED NATIONS

A. Economic and Social Council Meeting

ICAO was represented by an observer at the 6th session of the UN's Economic and Social Council which opened at Lake Success on February 2. Among the items of interest to ICAO was the adoption of a Brazilian proposal to coordinate the cartographic services of the various specialized agencies and international organizations.

B. Consultative Committee on Administrative Questions

This committee, composed of representatives of the specialized agencies, met at Lake Success from February 11 to 13. Its discussions covered the

following matters:

- (a) Administrative and budgetary relationships between the specialized agencies,
- (b) Salary differentials in branch and headquarters cities,
- (c) Financing of common services,
- (d) Program of the International Civil Service Advisory Board,
- (e) Exchange of information, and
- (f) Program of competitive examinations for junior administration and professional posts.

Through the medium of this committee and others like it, the important problem of assuring adequate coordination between the specialized agencies on matters of mutual interest is being gradually worked out.

VI. PROGRAM FOR SECOND QUARTER OF 1948

ICAO meetings other than Council sessions for the months of April, May and June are scheduled as follows:

Personnel Licensing (PEL) Division (Montreal)	March 30
Rules of the Air & Air Traffic Control (RAC) Division (Montreal)	April 20
European-Mediterranean Regional Air Navigation Meeting (Paris)	May 4
Facilitation of International Air Transport Division (Geneva)	May 17
North Atlantic Regional Air Navigation Meeting (Paris)	May 20
Legal Committee (Geneva)	May 28
Second Assembly (Geneva)	June 1

INTERNATIONAL AIR TRANSPORT ASSOCIATION (IATA)

I. TECHNICAL MATTERS

A major portion of IATA's technical time during February and March was devoted to the preparation of recommendations for the forthcoming world aviation Frequency Assignment Conference of the International Telecommunication Union (ITU) at Brussels in June.

On behalf of the airline operators, IATA was successful late last year in obtaining ITU's agreement with the principle of exclusive allocation of certain portions of the high frequency broadcast band to air transport use. The IATA Technical Committee is now preparing further studies to help ITU in assigning the frequencies within these bands to the various world air transport routes for air to ground communication.

The recommendations have also been discussed by IATA Communications Subcommittees for the European-Mediterranean and South American regions. In addition, these groups have been concerned with proposals for regional implementation of communications and radio aids.

The Annual IATA Technical Conference will begin at Ste. Agathe, Canada, on June 8. Sessions will continue for about two weeks, and will be attended by technical representatives of IATA member airlines, and observers for manufacturers and other organizations.

II. IATA CLEARING HOUSE

The total of interline accounts handled by the IATA Clearing House during 1947, provisionally forecast at \$51,000,000, was finally computed during

February at \$52,400,000. In the devaluation of the French franc, which occurred in January, the Clearing House protected franc creditors from any loss on balances then in the Clearing, and gave franc debtors partial protection as well. The volume of franc transactions affected was approximately \$300,000.

After the offsetting of credit and debit balances, the 1947 transaction volume of \$52,400,000 was settled by cash payments of only 18 per cent, or \$9,600,000 in cash. By thus reducing the bulk amount on which exchange premiums must be paid in final settlement, the 24 members of the Clearing House saved approximately \$20,000 to \$30,000.

III. FACILITATION

Proposals for IATA's participation in the next phases of the campaign to facilitate international air travel by rationalization and reduction of red tape were drafted during March by the Government Forms Subcommittee of the IATA Traffic Committee, meeting at London. The group also completed recommendations by IATA for implementation and improvement of the ICAO Facilitation (FAL) Recommendations, which will be taken up by the ICAO FAL Division Meeting at Geneva in May.

IATA is backing up the ICAO Facilitation campaign in individual countries by naming regional panels of carriers serving those localities to explain the proposals to local governments and to urge action upon them.

IV. TRAFFIC CONFERENCE NO. 2

An international airline rate structure covering the services of 34 companies in Europe, Africa and the Middle East was completed for the first time by IATA Traffic Conference No. 2, at a meeting which concluded in Cairo on February 23.

Rate schedules recommended by the Conference for the approval of interested governments will allow reductions in the Middle East area, and slight increases in passenger fares in Europe, where costs of operation have steadily mounted. European freight rates will be held at their present levels.

The Conference also agreed upon intensified Summer schedules, particularly between European points and Egypt, Palestine, Syria and Lebanon and Turkey. Thirteen companies will operate an unprecedented number of 80 schedules a week both ways between Europe and Cairo.

In joint session with the other two IATA Traffic Conferences, the Cairo meeting also established rates for services operating into their regions. The IATA Air Guide, a timetable publication which now lists services and charges for lines serving Europe, will be extended to cover the operations of the 34 Conference members in the whole of the No. 2 region.

V. AGENCY CERTIFICATION PROGRAM

Acting on behalf of their member carriers, the IATA Traffic Conferences have now implemented the agency certification programs in most areas of the world. In the North American region alone, excluding Mexico, 1,946 passenger and cargo agency locations have been certified to sell passenger and cargo space on behalf of IATA member airlines.

Agents are nominated by member carriers and are screened by a special Conference board. Once certified, the agent can sign the standard IATA agency agreement with any member company and is eligible to receive the standard commission rate of seven and one-half per cent on passengers and five per cent on cargo. In addition, the certificated agent is automatically covered by a \$100,000 fidelity bond negotiated by the Head Office of IATA on

a worldwide basis. No matter how many carriers the agent may wish to represent, the one certification and the one bond apply. The worldwide bond also reduces materially the amount of the premium which the individual agent would ordinarily have to pay.

While agency applications are reviewed by the Conferences on behalf of all their members, the actual agency relationship is contracted only by the individual airlines.

VI. U.S. APPROVAL OF TRAFFIC CONFERENCE MACHINERY

The U.S. Civil Aeronautics Board in an order of February 20, 1948, extended its approval of United States air carrier participation in the IATA Traffic Conferences for a period not to exceed two years ending February 28, 1950. In taking this action, the CAB noted that it was impressed with the desirability of enabling the Traffic Conferences to establish with some degree of certainty the effective dates of Conference actions, particularly those involving matters which are to be reflected in tariffs. This has previously been impossible due to the varying lengths of time required by participating governments to review and act upon Conference resolutions.

Under the procedure to be followed by the CAB, it is contemplated that IATA resolutions affecting tariffs will be treated within practically the same time limits applicable to tariffs filed by United States and foreign air carriers with the CAB.

The CAB reemphasized, in issuing its order, its desire that IATA members and their respective governments obtain the maximum in benefits growing out of Conference participation, and its desire to cooperate to the fullest extent with the IATA program of developing international air transportation, so long as the latter's actions are consistent with the policy established by the Civil Aeronautics Act.