PART ONE

Introduction

1.   We have received from the United Kingdom
Government three highly secret official reports made
to the United Kingdom Government on post-war inter-
national air transport policy. The circulation of
these reports has been restricted to the "highest
ministerial level" in the United Kingdom and we have
been asked to put a similar limit on their circula-
tion here and to treat as highly confidential the
information which we receive from the United Kingdom
Government on their attitude towards post-war air
transport policy.

2.   The three United Kingdom reports in order
of presentation are the Shelmerdine Committee's re-
port presented in January, 1942, the Finlay report
presented in December, 1942, and the Barlow Committee's
report presented in March, 1943. The Shelmerdine
report (report of the interdepartmental committee on
civil aviation under the chairmanship of Lieutenant-
Colonel Sir Francis Shelmerdine) advocated the complete
internationalization of civil aviation, that is to
say, a system in which all/the world would be not /air services throughout
merely controlled but actually operated by one central
authority. After this report had been considered by
Ministers, Lord Finlay was asked to report on how
internationalization could be brought about after
the war and to prepare alternative schemes for inter-
nationalization. The Finlay report contains an annotated
draft international convention for the internationaliza-
tion of air transport. The Barlow committee (official
committee on post-war civil aviation under the chair-
manship of Sir Alan Barlow of the Treasury) was then
appointed to work out the essential details of four
alternative schemes of internationalization. They con-
cluded that "full internationalization without reserva-
tion of internal   services, if it could be made
to work, would offer the most radical and satisfactory
solution of the problem". If that scheme were re-
jected they favoured a system in which one central
authority would both control and operate all services
within Europe (which might or might not include the
U.S.S.R.) and all services from Europe to the dependen-
cies of European powers plus, it was hoped, the
Dominions and India. The two other possible alter-
natives considered by the Barlow committee were

    (a)   the establishment of a European air-
          ways company (with or without the
          U.S.S.R.) to operate all lines within
          Europe with separate independent sy-
          stems for the British, Dutch etc.
          empires, and

    (b)   the establishment of an international
          regulating authority - a sort of world
          civil aeronautics board.

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