

LAW OFFICES  
**POGUE & NEAL**  
1025 CONNECTICUT AVENUE  
SUITE 202  
WASHINGTON 6, D. C.

L. WELCH POGUE  
GEORGE C. NEAL  
ROBERT W. OLIVER

TELEPHONES  
EXECUTIVE 0115  
EXECUTIVE 0116  
NATIONAL 2266  
EXT. 202

May 7, 1948

Mr. Amon G. Carter, President  
Carter Publications, Inc.  
400 West Seventh Street  
Fort Worth, Texas

Dear Mr. Carter:

Enclosed is a proposed program prepared by Executive Research, Inc. I think that it is a good one. It seems to me that The National Air Council would be following a sound course if it would make such necessary adjustments in its present plans and programs as to take advantage of the opportunity which it has of being the central fund raising and dispensing organization for air progress in this country.

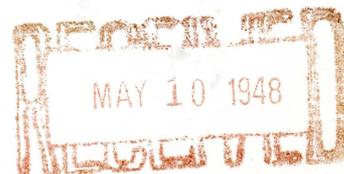
I am and always have been deeply convinced that if any organization undertakes that role, it must be satisfied to stay out of the front lines of recognition and let the credit go to other organizations which it is willing to support financially. It also seems clear to me that any fund raising and dispensing organization for air progress should, over the long pull, spend a large proportion of its funds and energies in contributing to the solution of civil aviation problems.

The assignment, which a few months ago was critically pressing, of securing recognition by the Congress that air power must be treated as the right arm of our national security has largely been met by the activities of the present rulers of Russia. This condition, therefore, requires us to begin to think in longer range terms than would have been permissible four or six months ago. This is one of the principal reasons that makes some of us feel justified in presenting this proposed program at this time.

Sincerely yours,

*L. Welch Pogue*

LWP:lmn  
Enclosure



CONFIDENTIAL

PUBLIC SUPPORT

FOR

AIR PROGRESS

Second Draft of a Program  
Submitted by  
Executive Research, Inc.  
New York

ER 41  
4-30-48

## THE THREE "MUSTS" OF AIR PROGRESS

The suggestions made in this report rest on the concept that any private industry whose products are of national importance has the responsibility towards the nation to

1. direct its efforts towards furnishing the best possible product or service
2. remove or alleviate the problems which its growth creates
3. keep the public aware of the state of the industry and make it understand its accomplishments and problems

Any industry which fails in any one of these three "musts" is due for some trouble sooner or later.

The automobile industry, realizing that the increase in accidents presented a real danger to its continued growth and public acceptance took effective action. Its efforts for better highways, better enforcement, more safety training have cut the highway toll. This has prevented restrictive legislation, won public acclaim-- and increased sales.

The liquor industry, on the other hand, may be cited as an example of an industry which has taken little effective action to solve the problems which it creates. Short-sighted self-interest contributes to the growth of problems which inevitably are leading to restrictive legislation, public criticism and punitive taxation. Nationalization threatens as the ultimate "solution."

Aviation (manufacturing, air transport, private flying, and the service industries) also must make its decision on these three "musts." Its growth has been rapid. Its effects on the life of the nation promise to surpass even those of the automobile. But the problems which it creates are also serious. Many of the problems created by civil aviation can be remedied by concerted action sponsored by the industry itself. Support for more and better airports, airplane noise prevention, accident prevention, protection of real estate values near airports, and others may be listed as examples in this field. But the greatest task now lies in making the people aware of what aviation really means to national security and survival and what is necessary to have this country remain the leading Air Power.

Today the Congress seems willing to spend at the rate of more than fifty dollars per family per year for aircraft. It was not willing to do so a year ago. It may not be willing to do so next year unless there is an understanding among the people why this staggering expense is necessary and what it buys.

Of the three "musts" which are the responsibility of any industry aviation does very well by the first: American leadership in the air testifies that our aviation is conscious of its responsibility towards producing the best possible product or service.

This report, therefore, concerns itself with the other two "musts." It suggests an industry-sponsored but more broadly supported effort towards

1. removing or alleviating problems which the rapid growth of aviation has brought with it, and
2. making the public understand the accomplishments and problems of aviation

Only if it deserves and gains lasting support from the public can aviation prevent periods of crises as the one from which it is just emerging.

Executive Research, Inc.

SUMMARY OF SUGGESTIONS

1. An existing aviation organization should be designated to collect and allocate funds for Air Progress activities.

This fund should

- a. plan Air Progress support activities
  - b. collect funds
  - c. allocate funds
  - d. perform other services
2. Activities furthering Air Progress should be carried out by existing organizations.
  3. Immediate emphasis should be given to the development of lasting support for Air Progress in the "grass roots."
  4. Manufacturers, airlines, and the government should develop programs to "sell" their own personnel on Air Power and Air Progress.
  5. Air Progress should be "sold" to the rest of the people through the organized groups to which they belong.
  6. The Fund should furnish information services to publications, radio, and motion pictures.
  7. The Fund should stimulate the use of advertising - paid and unpaid - for Air Progress propaganda.
  8. Because of the seriousness of the world situation the first topic to be stressed should be the need for military Air Power.

Suggestion 1: An existing aviation organization should be designated to collect and allocate funds for Air Progress activities.

Functions: This Fund should be responsible for

- a. the planning and scheduling of Air Progress support activities.  
It should carry primary responsibility for the planning and coordination of the entire Air Progress education program. It should investigate proposed projects and stimulate projects where needed.
- b. the collection of funds for this purpose.  
It should become aviation's only collecting agency for funds for Air Progress education. It should provide an organization of nation-wide standing, able to seek and obtain funds from non-aviation sources. The greatly broadened scope and the wider support of the Fund should make it possible to appeal to groups beyond the aircraft manufacturers and airlines which are usually the targets for such appeals. It should be possible to approach foundations, other industry groups (such as oil, industries, stores, chambers of commerce, etc.)
- c. the allocation of funds on the basis of the jointly agreed-upon plan.  
It should relieve individual companies from the burden of dealing with numerous requests, investigating them, and supervising any grants made.

The Fund would be the central agency to which all fund solicitations could be directed. On the basis of the overall plan and budget accepted by it it would examine requests and the fitness of the organizations making them and grant and refuse them. Contributing members would receive reports on the progress of approved projects.

- d. the performance of services useful to participating agencies.  
In addition to funds it should supply other organizations with professional services and material. A central reference library and information service will be generally useful. So will be the preparation of visual aids, pamphlets, and other material. Services should be limited to other organizations. Any material that is prepared for another organization should reach the public only through that organization and under its name. The Fund should be limited to the above functions. In particular, it should not undertake any of the following functions:
  1. It should not undertake any program activities. The undertaking of such activities would immediately place it in competition with existing aviation organizations which either perform such activities already or could perform them if properly financed or stimulated. No fund-raising and allocating agency can long retain its position if it allocates funds to itself in competition with participating organizations.

2. It should not seek publicity. All publicity should go to the organizations which perform the activities. If the Fund remains in the background and the credit derives to the participating agencies they will be more inclined to cooperate with the Fund.

Organization:

The management and control of the affairs of the Fund should, in general, be vested in a Board of Managers representing contributing industries and civic leaders.

A small Executive Committee should be authorized to exercise the powers of the Board of Managers between meetings of this Board.

The staff of the Fund should be small and perform the following functions:

1. Prepare an annual plan of activities for submittal to the Board of Managers
2. Prepare a budget on the basis of the annual plan
3. Prepare a fund-raising campaign to provide the funds needed
4. Analyze projects submitted to the Fund and recommend approval or disapproval
5. Interest organizations, publications, radio stations, etc., in undertaking Air Progress education activities
6. Act as consultant and service center to organizations and others undertaking or planning such activities
7. Report to contributors upon the performance of agencies to which funds have been contributed

Budget:

The cost of an agency as here proposed consists of three major components.

1. Headquarters cost of administration, planning and services
2. The cost of fund raising
3. The funds allocated to other agencies

An agency aiming at an initial annual budget of \$250,000 should allow a minimum of \$50,000 for administration and planning, \$25,000 for services and \$25,000 for fund raising. This should permit annual grants of \$150,000 to other aviation organizations.

The above are only rough estimates, More correct budgeting will be possible only after a survey of the immediate needs, the development and adoption of a plan, and an analysis of the cost which the execution of the planned activities would involve - both to the Fund and to the participating agencies.

Could the National Air Council become the fund raising and allocating agency?

The National Air Council has some characteristics which seem to qualify it for such a function.

It has a Board of Managers and Governors of national standing.

Its recent report recognizes the "need for a strong coordinating agency in aviation....."

It is reported to have the financial resources to initiate such a move.

On the other hand, the Council is planning activities which may be considered by some aviation organizations as directly competitive with their own.

It also seems to want to carry on such activities in its own name which will make cooperating with other groups more difficult.

And its report does not express itself in regard to its willingness towards acting as a joint fund-raising and allocating agency.

If the Managers of the Council should agree that the Council become the fund-raising and allocating agency proposed in this report changes in the Council's management and program would be indicated.

Suggestion 2: Activities furthering Air Progress should be carried out by existing organizations

Why support by the Fund should be limited to existing organizations:

The American Aviation Directory lists about 80 aviation organizations. Quite a few of these organizations sponsor activities which can be considered as Air Progress education. There is certainly not a need for more organizations.

In addition, the existing organizations have established contacts and acquired authority in general and special fields. These contacts are frequently not fully exploited because of lack of funds, material, personnel, etc. It will be easier and less costly to help the existing organizations to make wider use of these contacts than to try to establish new ones.

Those who have created the existing organizations are justly proud of them. Their loyalty is to them. Any aid given to them will create goodwill. Any activity which may be interpreted as competition will create suspicion and withdrawal.

How the Fund would work with existing organizations:

- a. Existing organizations which find themselves unable to finance worthwhile Air Progress activities out of their own funds would present projects to the Fund. Budget requests should accompany the description of the project. A Budget Committee under the general supervision of the Board of Managers would study the financial aspects of the project while a Planning Committee would analyze it from the viewpoint of overall program value.
- b. Where the Planning Committee has decided that some project is necessary but no agency has presented itself for its execution the Fund may undertake to place such projects with competent organizations.
- c. In the first year of activity the Fund should be able to gauge the requirements of existing aviation organizations and to establish a tentative general plan based on a realistic appraisal of needs and fund-raising capacity. With working relations between the Fund and aviation organizations once established long-range planning and budgeting should become more realistic.
- d. Fund officers and staff would work closely with organizations receiving grants. They would consult with, and provide material to, the organizations and keep in close touch with the progress of the projects. Periodically they would report on the progress of the projects.

Suggestion 3: Immediate emphasis should be given to the development of lasting support for Air Progress in the "grass roots."

The Need:

Lasting support for Air Progress can come only if we succeed in bringing about a true understanding of the issues among the public.

The NAA, ARA, Air Force Association, CAP and many local clubs are already established in many communities. Cooperation of these groups should be stimulated to give them greater standing in the community, stability and strength to render more and better services.

In communities where no aviation organizations are active at present but where interest exists national aviation organizations should be helped in establishing local activities.

Local Air Councils:

Cooperation between local groups should be helped. Representatives of local aviation organizations should be helped to join with representatives of other community interests into a local Air Council to provide more services, enlist greater backing, and gain greater strength.

Local Air Councils could stimulate community interest in aviation, sponsor community air events, express the aviation interest in national, regional and local issues to their legislators and help local aviation groups to work together.

The local Air Council should be a coordinating group only. It should leave all activity and service management to the local aviation groups.

Suggested Activities:

Special attention should be paid to ACTIVITIES and SERVICES in preference to TALK.

Model building, Pre-flight training, School activities, Flight-training, Flying, Airport development, Safety questions, and Participation in Air Reserve, Air National Guard, ROTC and CAP should be emphasized.

Attention should also be given to providing true SERVICES to private fliers, comparable to those rendered automobile owners by the American Automobile Association. Such services should include air maps, trip planning, emergency aid, reservations, air marking, skyway planning, insurance, legal aid, etc.

How the Fund Can Help:

The Fund would take no active part in any of the local activities.

But through its aid to national aviation groups it could exert a

powerful influence in fostering grass roots activities and in guiding them into the channels most useful to Air Progress.

National aviation organizations could be put into a position to start new and aid existing local groups with organizational aids, manuals and outlines, visual aids, speakers kits, etc.

Through its arrangements with national organizations of farmers, educators, workers, etc., the National Fund could help pave the way for local cooperation of these groups with local air groups.

Suggestion 4: Aircraft manufacturers, airlines and the government should "sell" their own personnel on Air Progress. So should others closely connected with aviation.

Size of the Group:

Nearly two million people have a direct and selfish interest in aviation. It provides their livelihood or their leisure time occupation. An education program tailored to the personal interests should show them how much these interests depend on continued Air Progress. Starting with the things that are close to their hearts and stomachs it could lead them to the things which are more general and harder to grasp.

Who Should Do the Job?

The task of bringing the issues of Air Progress to this "internal" public should be undertaken by those in closest contact with each group.

Manufacturers and airlines should take it upon themselves to "sell" their employees and their stockholders.

Labor unions should be invited to undertake Air Progress programs of their own or to join in with the employers' efforts.

The military and civil aviation agencies of the government should make clear to their personnel their role in Air Progress. Constant efforts should be made to explain new programs and policies in relation to the basic issues of Air Progress.

Those interested in private flying should be drawn into organizations of their own all over the country. The approach to them has already been described.

How the Fund Can Help:

The Fund should take no active part in these activities. It could assist through counsel and services to the agencies undertaking the work.

Occasionally it may be requested to prepare material, train or provide speakers or aid in other ways. When this is done the Fund's services should be provided anonymously.

Suggestion 5: Air Progress should be "sold" to the rest of the people through the organized groups to which they belong.

The Size of the Problem:

The United States has a population of 145 million people. An optimistic guess would be that a total of about \$250,000 per year would be available to the Fund for Air Progress education. This works out to about one sixth of a cent per person per year. It compares with a total military budget per person this year of about 100 dollars.

For one cent per year for six persons we can not hope to reach the American people directly. Yet it is these people who, for reasons of age, numbers, political strength, or prestige have power to "make statutes and decisions possible or impossible to execute" (Lincoln).

How It Can Be Done:

One way to reach these people without heavy expenditures is through cooperation with the organized interest groups to which they belong - their grange, their union, their church. These groups speak their language and have their confidence. They are interested in keeping their members informed. And the men at the top of these organizations are usually well enough versed in political affairs to realize the vital importance of Air Progress to our national survival.

The "publics" reached by organized groups are enormous.

Educators are organized through professional educational groups. One million teachers teach more than 25 million students, and through them, reach millions of parents.

Labor unions have an estimated 15 million members. The labor press has a circulation of 10 million.

More than five million farmers respond to a handful of agricultural organizations and their leaders.

There are millions of organized veterans, professional workers, consumers, women, members of fraternal orders and other groups. The number that can be reached through such organizations is limited only by the ability to enlist the cooperation of the organization leaders and the cost of providing speakers and material specially keyed to the interests and needs of the audiences.

How the Fund Can Help:

The task of enlisting organizations on the basis of a carefully planned program would fall upon the Fund. To aid groups willing to cooperate it would also have to provide whatever services would be necessary to arrange for successful air Progress activities by these groups, furnish speakers' outlines or speakers, visual aids, publications, press releases, information, etc. The aid of national aviation groups should be considered in fulfilling this task.

Suggestion 6: The Fund should furnish information services to publications, radio, and motion pictures.

The Need:

Aviation is a dramatic subject. People are interested in it. If information were easily available even more space and time than is given to it now might be given to it in the newspapers, magazines, books, radio and motion pictures.

How the Fund Could Help:

A central, well organized and active information service should be set up within the Fund.

It should supply facts and figures, pictures, slide films, motion pictures, "canned" radio announcements, references and other services to teachers, writers, editors, authors and others.

It should try to stimulate interest in the preparation of new stories, new books, new films, and new radio items.

Suggestion 7: The Fund should stimulate the use of advertising - paid and unpaid - for Air Progress propaganda.

Use of Present Advertising:

Aircraft manufacturers, the airlines, and the air services should agree to devote part of all their advertisements (or part of each advertisement) to Air Progress education. A plan and a schedule for such activities should be worked out under the auspices of the Fund. This activity should not increase the present advertising budgets of participating companies.

Use of Advertising Council:

The Fund should try to enlist the aid of the Advertising Council to carry "public service advertising" for Air Progress. The Council is now considering one campaign against inflation and one to spread atomic energy information. Air Progress seems a logical subject. This activity should not involve any cost.

Paid Advertisements:

As long as aircraft manufacturers and airlines are losing heavily it will be difficult to secure their financial support for Air Progress advertising by aviation trade associations or the Fund. Paid Air Progress ads should, however, be considered as soon as possible.

This should give evidence to the press, magazines, radio stations, etc., of the intent to utilize the educational values of advertising when it is financially possible.

Suggestion 8: Because of the seriousness of the world situation the first topic to be stressed should be the need for military Air Power.

The Basic Needs for Air Progress:

The Air Progress program should present a rounded picture of what is needed for constant Air Progress. These needs have been summarized as follows:

To survive in the Air Age this nation must:

1. Lead in aeronautical research and development
2. Maintain an aircraft industry capable of meeting military and civil demands
3. Train and equip a modern Air Force sufficient to deter or conquer any attacker
4. Strengthen our domestic and international air transport
5. Support the further growth of private flying
6. Develop airports, airways and flying safety
7. Make the public understand these basic requirements for Air Progress

Immediate and Long-term Program:

Because of the urgency of the world situation it would be unwise to present the seven needs as being of equal importance.

Military preparedness now must have precedence over all other requirements and it must therefore be emphasized by the Fund.

In the future, when the peak of the emergency is passed Air Progress will mean the advancement of aviation on a broad front and not in the military field alone.