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THE LUXEMBOURG CONFERENCE OF THE I.T.F.

WE BACK THE MARSHALL PLAN

By **J. H. OLDENBROEK**

General Secretary of the I.T.F.

WHEN the General Council of the I.T.F. met in London at the end of November last, it adopted a resolution which welcomed the Marshall Plan because of the hope it held out of an improvement in the lives of the peoples who would participate in it and in particular in the conditions of the working class, and it said that such an improvement was essential for steady social and economic development and the continuance of the freedoms without which life in democratic countries was unthinkable.

The resolution further declared the willingness of the I.T.F. to co-operate in carrying out the Plan, instructed the Secretariat of the I.T.F. to call at the earliest convenient date a conference of the transport workers' unions of the countries concerned, and finally expressed the desire of the I.T.F. to be associated with other trade union organizations in any co-ordination of trade union participation in the Marshall Plan.

The I.T.F. was the first international trade union organization to take an unequivocal stand in the matter, and soon after the meeting of the General Council the Secretariat started preparations for the conference which was eventually held at Luxembourg from 6th to 9th April last.

With but few exceptions the unions affiliated with the I.T.F. responded to the invitation to this conference. Delegations attended from Austria, Belgium, Denmark, France, Great Britain, Italy, Luxembourg, Netherlands, Norway, Sweden, Switzerland and the United States, while the newly affiliated German unions also sent representatives. In addition there were observers present from the International Secretariats of the Building and Wood Workers, the Civil Servants, the Workers of the Food and Drink Trades, and the Miners.

The conference, held at the Casino under the chairmanship of the I.T.F. President, Brother Omer Becu, was from every point of view a good one. The documents prepared by the Secretariat which had been distributed in four languages were referred to in appreciative terms by several speakers. After thorough discussions, in which all the delegations took part, the decisions were all come to unanimously, which was doubly gratifying seeing that the conference, though meeting under the auspices of the I.T.F., was not official in character, so that this unanimity was a welcome assurance that any action taken by the I.T.F. in the near future will have the wholehearted backing of all the affiliated unions concerned. In the nine resolutions adopted* the

* The resolutions are printed in this issue on pages 18 and 19.

conference formulated both its general policy and its opinion with regard to certain aspects of what is now known as the European Recovery Programme.

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Why is the I.T.F. such a staunch supporter of the European Recovery Programme? Because the E.R.P. aims at, and indeed should lead to, the implementation of a policy closely akin to that which the I.T.F. has developed in the course of years and has been expounding since before the end of the recent war. Soon after the outbreak of the second world war we tried to visualize the effect it would have on the economic life of the world in general and of the European countries in particular, and we tried to frame a policy which would help to mitigate the distress and to prevent a repetition of war by erecting a new economic structure, in which an international planning of transport services would make a major contribution towards quick recovery and towards harmonious co-operation between the nations. And so during the war years we expressed the belief that the economic recovery of Europe was a matter for concerted action on the part of the European countries; and in particular that the creation of a European Transport Authority was an indispensable requirement to the attainment of that end.

We do not claim that we were the first and only ones to proclaim these ideas, but we did it independently and in the conviction that the international trade union movement had its own contribution to make. An international organization like the I.T.F., with over half a century of existence behind it, would have failed its mission if it had not realized what was at stake.

Although it was not possible to foresee the extent of the ravages and dislocations the war would cause, it was very evident to us that without outside help Europe, after having been the main battle-ground, might not be able to recover from her wounds and that the old continent might cease to enrich the world with material and cultural values.

No doubt there are Europeans, as well as non-Europeans, who care little about the contribution which Europe can make towards an improvement of social and cultural standards. With these we will not argue. But others will not be unconscious of Europe's past achievements in these fields, notwithstanding two terrible wars, and recognize that Europe has not stood still during the past half-century. The I.T.F. and the unions which constitute it have played their part in the advancement of the working masses towards a full share in the fruits of European endeavour in everything which makes life worth living.

"Darkened by two terrible wars"—yes, Europe could have made far bigger strides if those wars had been averted, as we believe they could have been. If the European nations, instead of being a conglomeration of disparate economic units, had realized in time that ultimately they were not independent, if, in short, they had accepted the need for integrating their economic systems and pooling their skills and resources, the wars would not have been. The evil instincts of nations are excited when they aspire to conquer and rule, and envy is

among the strongest incitements that awaken the lust for power. Too long has Europe been the playground of power politics. History has abundantly shown that European nations will not yield to violence and tyranny and that in the last analysis the choice is integration or extermination.

We have said that Europe needed outside help after the war. The help was duly forthcoming, from the United States, the British Commonwealth and some neutral countries. But it has been help of a piecemeal character, without much co-ordination or effective joint planning. The Marshall Plan stressed the need for such planning, and this aspect we consider even more important than the immediate assistance which it will bring, valuable and vital though that assistance will be during the coming years.

The European Recovery Programme is now in the hands of the European countries. There is no reason to suppose that the United States will want to impose on the recipient countries any measures which amount to an integration of European economy, but also there is no reason why those countries should not voluntarily resort to such measures as being in the immediate and ultimate interests, both of the individual countries and of the continent as a whole.

Unfortunately, a number of European countries have chosen to remain outside the European Recovery Programme. This cannot be changed for the time being, and it should certainly not stop the participating countries from going ahead. Meanwhile there is nothing against the maintenance and further development of trade relations between the eastern and western countries of Europe, always provided that exports and imports are planned in such a manner as to promote economic recovery and a rising standard of living.

While it would be wrong to raise high hopes with regard to the immediate effects of the E.R.P., it would on the other hand be no less wrong not to impress the peoples, and particularly the workers, with the great opportunities it offers. Properly planned, the western European countries ought to be able, while maintaining and strengthening the democratic institutions which we regard as a condition for satisfactory development, to expand their economic activities on a very great scale and thereby bring about a speedy recovery and a general improvement in the standard of living of the common people.

There is no doubt that this is the aim of the trade unions and the desire of the peoples. Therefore the European Recovery Programme must be afforded every opportunity, and it is the duty of all citizens to contribute towards its success and foil those who would defeat it.

The trade unions, having proclaimed their support of the E.R.P., can rightfully expect appropriate representation on the national and international agencies which have been or will be set up for the purpose of carrying it into effect. It now devolves upon the affiliated unions to secure recognition for themselves and for their international organization, the I.T.F.

If the E.R.P. is to achieve its ultimate purpose, there

(continued at foot of next page)

TRANSPORT WORKERS VISIT BIZONIA

By P. TOFAHRN

Assistant General Secretary of the I.T.F.

Bizonia is the name of the part of Germany which is formed by the two zones controlled at present by the British and U.S. Armies of Occupation. An international delegation composed of representatives of transport workers' unions affiliated with the I.T.F. visited Bizonia from 20th March to 2nd April last. Their task was to enquire into conditions of life and work of German transport workers and into the structure and mood of their trade unions.

Scene of destruction. A very able pen is required to convey the impression Germany makes to-day. The visitor sees towns from half to three-quarters destroyed, where many streets are mere lanes between vast fields of rubble, out of which protrude stumps of walls, empty shells of burnt-out buildings and, to relieve the monotony, an occasional building more or less intact. The question which comes at once to his mind is: "Where do the people who used to live here, live now?" He learns to his amazement that the population has diminished by not more than 10 to 15 per cent, if by that. Most of those who were bombed out overcrowd the remaining dwelling space. In Hamburg the floor space available is 4.4 sq. metres (43½ sq. ft.) per person for all purposes, including cooking and sleeping. Only a relatively small number of people are evacuated to rural districts or other towns. The basements of destroyed buildings, when they have not caved in, are still inhabited to-day and one can see men, women and children beating paths over heaps of rubble between the

The Luxembourg Conference of the I.T.F.—contd.

must be a gradual equalization of the standards of life in the participating countries, with, as first step, international agreements laying down the minimum standards to which each shall conform. Such agreements presuppose the existence of the right of free association, or otherwise the speedy recognition of that right in all the countries concerned. Then can the European Recovery Programme fulfil the ultimate purpose beyond the immediate one, then can it bring not only relief to the present distress of the European peoples, but the emergence of a wider European unity which guarantees, in accordance with the best European traditions, a democratic solution of the common problems.

The United States is the only country which is prepared and able to offer aid on the scale required. It made enormous sacrifices to win the war, but her productive apparatus remained unimpaired. Indeed, the Arsenal of Democracy has demonstrated to the world that it should be possible within the not distant future to recover prosperity where it has been lost and to bring it about in those regions of the world where it has never existed for the common people.

street and their dwelling. In Hamburg and other places we were told that thousands of bodies still lie buried in the rubble.

The visitor further sees towns where destruction is said to be 10 to 30 per cent, where streets are still streets, but with frequent gaps where once stood dwelling houses, shops, factories, schools, public buildings or churches.

Whether the destruction is complete or partial, little or nothing is done to clear the rubble. Apart from the fact that the task is complicated and at present well-nigh impossible owing to the lack of lorries and petrol, its magnitude is forbidding. Several generations of workers laboured millions of man-years to bring the building materials to the sites and erect the cities which now largely lie in ruins. Even with modern tools and equipment millions of workers would have to work hard again for many years carting the useless rubble away.

Useless? Most of it is useless unless the technicians are able to devise new methods and machinery for converting it on the spot into new building material. If German technicians are willing and encouraged to tackle this problem with the same drive and resourcefulness that they devoted to designing weapons and solving problems of warfare, they might hasten the reconstruction of their country by half a century or more.

The visitor also sees prosperous looking villages and towns which are practically intact. The countryside with its many great forests and its broad, double-laned motor highways freed of all intersections with other roads by numerous aqueducts and bridges; the towns with their substantial residential as well as commercial buildings; the industrial establishments in which everything is well ordered and the equipment of good quality, all give an impression of industriousness, thrift and efficiency, and make the visitor realize what a very hard nut this country and its armies must have been to crack between the pincers of the armed forces of the eastern and western fronts. And this impression of efficiency leaves the visitor wondering what would happen if the energy and the resources of the German people were effectively mobilized and harnessed to the achievement of a great and inspiring purpose—good or bad—by a new and efficient Fuehrer. What would happen to that expanse of ruins of the heavy engineering industry in western Germany?

Transport is running. We got an inkling of that when looking at the German railways. These had been severely mauled by the Anglo-American air attacks. Locomotive sheds and repair shops have been destroyed by the dozen; goods sheds, station buildings and bridges by the hundreds and thousands; locomotives and vehicles by the tens of thousands. But to-day the railways work and they work well. The German railwayman, whether high or low in the hierarchy, is among the

proudest craftsmen of the world. Whatever happens in the realm of politics "his" railway must run. He will take great pains and resort to every imaginable makeshift to make it run, no matter who is his "boss."

The Anglo-American "bosses" in Bizonia praise the German railwaymen for their achievements in the last two and a half years. The railway establishments we visited, whether stations, marshalling yards, locomotive sheds or repair shops, all testify to well planned and orderly working.

No less praise is due to the tramwaymen of Germany. Between the two wars the tramway system had been neglected in favour of buses. Rolling-stock was not renewed and no modernization took place. Now the town buses have disappeared completely. The tramway systems have lost half their rolling-stock in air raids. The cars available now are shabby, unsightly and often ramshackle. The movement of passengers has doubled: the tramways carried 3,700 million passengers in 1947 as against 1,500 million carried by the railways. Cars are practically always overcrowded. The overcrowding at peak hours must be seen to be believed. Clusters of passengers bulge out at all platforms and many passengers defy danger of death by hanging on to the carriages with a precarious hold for one hand and one foot. The work of tram drivers and tram conductors is a perpetual hardship, but the tramways run. Most of them live on a "normal consumer's" rations, i.e. without any supplements. The sick list comprises most of the time 20 per cent of the tramwaymen.

Civilian road traffic is a mere trickle and the splendid highways would be deserted were it not for the vehicles of occupation authorities and foreign transit carriers.

The condition of the people. At first sight the German public makes an impression which is not much different from that of the public in any other European city, neither with regard to the physique of the people nor their clothing or footwear. Upon observation at close quarters in the industrial cities in the north, however, emaciated faces come into focus as well as underdeveloped and anæmic-looking children and old people bent and haggard. But these figures form a minority of the visible public. Vaguely one is reminded of the appearance of the people in European industrial towns at the time of the economic crisis of the '30's. Those who are suffering severely from malnutrition, whose clothing is insufficient, whose shoes and boots are no longer wearable, belong to the invisible public. Does this public exist? Allied officials assured us that it did. They further drew our attention to their "street weighing" scheme. Roughly it means this: A team of enquirers set up their "office" in a van for a few hours in a street. They interview every person willing to spare a few minutes. Weight, age, sex, occupation and a few other essential data are recorded. The statistics made on the basis of these enquiries show that underweight is a general phenomenon. It is less prevalent and not at all perturbing in most rural areas. In the south where industrial cities are surrounded by vast agricultural areas, the extent and degree of underweight is well

below the danger line. In the cities of the industrial north the picture shown by statistics and charts is rather grim. It is reflected, too, in the charts showing output per man-hour in industry. Output is down from 20 per cent to 50 per cent and more, the average being between 20 per cent and 40 per cent.

The weight statistics prove, however, that the real food supply is more than the official rations. These amount to 1,509 Calories a day for "normal" consumers, 1,799 for light workers, 2,084 for moderately heavy workers, 2,654 for heavy workers, 3,229 for very heavy workers and up to 4,060 for miners. If people had to rely on these rations only, underweight would be far more serious than it is. It must be noted that the official rations are practically never supplied in full. The supplement of food stuffs secured from the black market must therefore be substantial, and it is obvious that this supplement is also of vital importance.

The Black Market. Provisioning on the black market in Germany is not as simple an affair as in those countries where it means merely paying more than the official or normal price. In Germany money can only be used for the purpose of paying wages, the price of official rations, rent and transport fares. All other goods and services are obtainable only on a barter basis. Farmers and all producers of consumer goods sell for money only what they are compelled to deliver to official distribution centres. All deliver far less than their "quota" and resort to the most elaborate and cunning devices for defrauding the economic controlling agencies. All the goods they manage to keep they barter for other consumer goods, such as clothing, leather or boots, tools, building materials, coffee, cigarettes, tobacco, sweets, etc. When the farmer is hard pressed for labour he will be willing to accept a day's or a week's work in payment for food. That is one of the causes of absenteeism in industry. At Krupps we saw a graph showing that absenteeism multiplied by three or four at the time of the potato crop.

Where do industrial workers obtain the goods required for such barter? Every manufacturer whose product is suitable for barter pays, in addition to wages, an incentive bonus in kind. Thus workers in a tyre factory, either singly or in groups, receive from time to time a tyre. Workers in textile factories receive from time to time a piece of cloth, and so it goes on throughout the whole of the industry. In the export industries there exists a special system. A percentage of the foreign currency earned is put at the disposal of the management with a stipulation that half of the sum must be devoted to securing abroad consumer goods for their workers. In this way a substantial number of workers receive goods suitable for barter.

These then are some features of the background against which must be viewed the life and work of transport workers. How do they fare under such conditions?

Life and work of railwaymen. Among the railwaymen the proportion of those who lost their homes through bombing is very high. In Germany, more than elsewhere, railwaymen live in railway-owned apartment houses near

the railway. As railway establishments were a frequent target for air raids, the destructions in the neighbourhood are, of course, extensive. The bombed-out railwaymen live now wherever accommodation could be requisitioned for them, but for many the distances between their new homes and their work have increased. It is common for them to travel from six to ten miles to and from their work. Distances of fifteen and twenty miles are frequent and some live even further from their work.

German railwaymen wear uniform in a greater proportion of cases than others. Most of these uniforms look old and worn, but as they are of good quality and have been well kept, the appearance of the men is still good. Their footwear seems nearly always to be in fair condition. In railway workshops the impression is on the whole good, although overalls are extensively patched, but the workers who wear them are of much the same appearance as in any other railway workshop in the world. In the shops some men wear very poor footwear indeed, but in most cases it seemed in fair and even good condition. But there is a general and bitter complaint about the shortage of underwear. We were assured that very many railway workers do not wear any underwear at all during the mild season.

None of the railwaymen looked over-fed, but only few were visibly under-fed. They receive in most cases the supplementary rations of light workers or moderately heavy workers or heavy workers. However, the natural and unavoidable thing happens: These supplements go into the family pool. There are canteens which issue a thick soup composed in the main of vegetable and macaroni. Ration coupons have to be given up for this soup. It does not contain a shred of meat and practically no fat. The complaint about shortage of fat is general and most insistent. The consequences of the shortage of fat are argued out in scientific terms. It was, indeed, in the course of this visit to Germany that the writer learned for the first time that the minimum requirement of fat is one-quarter of an ounce per day, failing which the faultless working of the brain can no longer be guaranteed.

The German administration produces impressive statistics on the general condition of health of railwaymen. Tuberculosis is on the increase, absenteeism due to illness is from two to three times the normal rate. Enquiries have been made into the causes of accidents, with particular reference to failures of the human element attributable to physical weakness. It was found that in 1946 35.8 per cent of all accidents were due to physical failures resulting from malnutrition.

Productivity of labour on the railway is 40 per cent below the standard of 1938. As to the causes, German railway managers and trade unionists estimate that malnutrition is responsible for 25 per cent. Inadequate equipment and tools and lack of raw materials are said to cause a reduction of about 10 per cent. The remaining 5 per cent represents energy wasted on long journeys between home and work, or insufficiency of rest in overcrowded surroundings. This reduction of productivity means that the railways of Bizonia must employ half a million men instead of 300,000, and they find that they are still short of hands.

Railwaymen's trade union. 400,000 men are members of their trade union. 300,000 belong to the German Railwaymen's Union and the other 100,000 are those living and working in the Land (Region) Nordrhein-Westfalen. They belong to the Union of Public Service Employees and Transport Workers, and there is a heated argument going on between the leaders of the two unions about the best form of organization for railwaymen. The leaders of the union in Nordrhein-Westfalen maintain that the principle of industrial trade unionism requires organization in one single union of the workers in the employment of public authorities. The administration of the State railways is for that purpose termed a public authority. However, the railwaymen in the greater part of Bizonia believe that the railway is an industrial field big enough to warrant the existence of a separate railwaymen's trade union. We had evidence that rank and filers and even officers in Nordrhein-Westfalen share this point of view and hope to be enabled to join the Railwaymen's Union *en bloc*. For the first time German Railway trade unionists are not divided according to political and religious creed. In the past they had "free" and Christian, "liberal" and "neutral" trade unions. This division has been overcome. Also the traditional antagonism between upholders of the principle of industrial trade unionism and of craft trade unionism is a thing of the past. The locomotivemen who had in pre-Hitler days a proud and strong craft union are now members of the industrial Railwaymen's Union.

What we could see of the German Railwaymen's Trade Union made a favourable impression. We had an opportunity of attending the General Delegate Meeting of the German Railwaymen's Union on 25th March, in Frankfurt. It was a gathering of serious and determined men, and on the whole their debates did not differ much from the discussions in any similar gathering in other European countries. However, the leadership is composed of old-timers only. They all held office in the trade union movement in pre-Hitler days and belong to those who have survived persecution, jail, hard labour, concentration camps and exile. Their biggest headache is the education of the young people who now have joined the trade union. These young people have had their minds poisoned by Nazi ideology and, what is perhaps still more serious, cannot conceive of any other form or method of organization than those practised by the Nazis. In every district and every township of any importance the Railwaymen's Union and all other trade unions organize educational activities. Special officers, part- and full-time, are put in charge of trade union education and the best the unions can afford for facilitating their task is never deemed too good.

But even the old leaders and officers do not know enough about democratic methods and forms of organization. We, therefore, commend to the attention of all organizations of the I.T.F. a recommendation made by the I.T.F. delegation: "Affiliated organizations which are in the position to do so should take an active interest in the work and life of German transport workers' trade unions. While the bulk of the present leadership

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TEXT OF THE RESOLUTIONS ADOPTED BY THE MARSHALL AID CONFERENCE, CONVENED BY THE INTERNATIONAL TRANSPORT WORKERS' FEDERATION (I.T.F.), AT LUXEMBOURG FROM 6-9 APRIL, 1948

(1) RESOLUTION ON THE EUROPEAN RECOVERY PROGRAMME

This Conference of American and European transport workers' unions affiliated with the International Transport Workers' Federation, meeting in the City of Luxembourg from April 6th to 9th, 1948,

Acknowledges with gratitude the solidarity with the suffering populations of Europe which the American, British and other peoples have displayed in the past;

Places on record its appreciation of the open-handedness with which the American Government has offered, under the European Recovery Programme, economic help on a hitherto unheard-of scale to those European countries that are prepared to co-operate with one another in establishing and maintaining the stable economic conditions which are essential for the peace and prosperity of the world as a whole, and

Expresses its recognition of the active part played by the trade union movement of the United States in furthering the legislation to implement the programme and ensuring the support of the American workers for this measure.

After due consideration of the circumstances which have led to the inception and adoption of the Programme, the representatives of the transport workers attending the Conference are satisfied that there is no evidence that the American help offered under the E.R.P. will endanger the independence of any European nation.

They deeply regret that a part of the European community which is in no less need of help than those who are prepared to accept it are not participating in the work of the Committee of European Economic Co-operation. They express the desire, however, that this situation may change, and that eventually all European peoples will join in an all-out effort to reconstruct their continent, promote the economic and social advancement of all the nations which compose it and ensure stable and lasting peace.

The delegates to the Conference are conscious of the fact that the success of the European Recovery Programme will largely depend upon the support given to it by the workers in the participating countries, and the zeal with which they perform the work which the assistance to be given under the Programme is intended to facilitate; and they consequently pledge the active co-operation of the unions of American and European transport workers which they represent, and claim, in furtherance of that co-operation, adequate representation for their unions on the national and international agencies which will be entrusted with the implementation of the plan.

The Conference endorses the Declaration of the International Trade Union Conference on the European Recovery Programme which was held in London on 9th and 10th March, 1948, and reaffirms the willingness of the I.T.F. to co-ordinate its efforts with those of other trade union organizations seeking to promote the success of the E.R.P.; and

Instructs the Secretariat of the I.T.F. to bring this resolution to the notice of all concerned.

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(2) RESOLUTION ON ECONOMIC INTEGRATION OF EUROPE

This Conference of American and European transport workers' unions affiliated with the International Transport Workers' Federation, meeting in the City of Luxembourg from April 6th to 9th, 1948,

Considers that the most important factor contributing to the present economic plight of Europe, apart from the late war, is the persistence with which European governments and peoples cling to the traditional and worn-out idea that economic affairs can best be planned on a purely national basis, with little or no consideration for the interests of their neighbours;

Believes that the economic future lies increasingly with organization on the basis of large and coherent areas capable of making rational and effective use of their own resources and lending themselves to further integration in a world economy;

Believes further that the late war and its consequences for Europe has made the economic integration of Europe a necessity if that continent is to continue to play its part in promoting the welfare of mankind;

Welcomes the aid offered by the United States of America under the European Recovery Programme as an opportunity and a

starting point from which to rebuild Europe's piecemeal economies into a viable economic whole conforming to present scientific standards and the demands of the large-scale planning they imply; and

Welcomes further the terms of the original Marshall offer which point to the American recognition of Europe's dire need of economic integration.

This Conference considers that, according as it is organized, transport can be either a help or a hindrance to economic integration, and that the existence of national transport systems pursuing policies primarily if not exclusively concerned with national interests is definitely a hindrance insofar as Europe is concerned.

This Conference takes note of the work done by the I.T.F. in pointing the way out of the impasse which Europe has reached in consequence of the over-emphasis of national interests in its economic affairs;

Reaffirms the belief previously expressed by the I.T.F. that the organization of European transport on the lines recommended in the 1944 Report of its European Transport Committee is calculated to open the way to a new and prosperous future for Europe; and

Calls upon the European transport workers and their organizations to exert their influence upon the trade union movements, parliaments and governments of their countries, and public opinion generally, in order to win their support for a large measure of economic integration of Europe.

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(3) RESOLUTION ON A EUROPEAN TRANSPORT AUTHORITY

This Conference of American and European transport workers' unions affiliated with the International Transport Workers' Federation, meeting in the City of Luxembourg from April 6th to 9th, 1948,

Considers that since the end of the war no significant progress has been made in the organization of European transport on a basis calculated to further the economic integration of Europe;

Realizes that the Paris Report of the Sixteen Nations does not provide for any attempt to end the stagnation which prevails in European transport organization and which cannot but reduce considerably the extent and effect of the European reconstruction made possible by American aid;

Believes that only the fullest co-operation in the field of transport is capable of solving the hitherto intractable problems of the co-ordination of the various forms of transport, of a balanced layout of the transport system in accordance with economic and social requirements, including the development of backward or neglected regions; of production, standardization and repair of transport equipment and installations; of the planned acquisition and distribution of power needed by the transport industries; and of the voluntary movement of labour to overcome temporary or permanent shortage of man-power in certain regions;

Reaffirms, in the light of the glaring failure of the post-war organization of European transport, the demand for a European Transport Authority first formulated by the European Transport Committee of the I.T.F. in 1944;

Pledges the full support of the European transport workers' unions for a European Authority on which adequate labour representation is assured;

Calls upon the European transport workers, including those engaged at executive levels, to press strongly for a democratically constituted European Transport Authority as an important contribution to the placing of the European economy on a new basis.

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(4) RESOLUTION ON THE APPLICATION OF I.L.O. CONVENTIONS

WHEREAS the European Recovery Programme should lead to the raising of the general standard of living in the participating countries;

WHEREAS such an improved standard of living cannot be achieved without first improving the social and working conditions

of the workers whose efforts are to bring about the necessary increase in production;

WHEREAS the E.R.P. would have to be regarded as a failure if it should not result in a general levelling-up of working conditions in the Marshall Aid countries;

WHEREAS the conventions adopted at International Labour Conferences constitute agreed minimum standards for such conditions;

WHEREAS ratification and application of these conventions by the member States leaves much to be desired;

WHEREAS there are categories of workers organized in the I.T.F.—such as those in the inland navigation and railway industries—for whom there are no international conventions providing for minimum conditions, or—as those in the dock, shipping and road transport industries—whose conventions still await general ratification and strict application; and

WHEREAS an all-out effort on the multi-national plane of the E.R.P. can only be legitimately expected and demanded of the transport workers if they have the assurance that the countries concerned will ratify and apply existing conventions and further the adoption of those still outstanding, as well as implement all relevant decisions of the I.L.O. Inland Transport Committee.

This Conference of American and European transport workers' unions affiliated with the International Transport Workers' Federation, meeting in the City of Luxembourg from April 6th to 9th, 1948,

Urges the governments of the Marshall Aid countries to give guarantees that the workers' demands in this respect will be met;

And calls upon the organizations affiliated with the I.T.F. to draw the attention of their members to the improvements in their working conditions to which they are entitled under international conventions or otherwise, and to impress on their governments the urgency of ratifying and applying existing conventions and decisions and of adopting new ones for certain groups, as a means of securing the wholehearted co-operation and support of the workers in carrying out the European Recovery Programme.

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(5) RESOLUTION ON FREEDOM OF ASSOCIATION

WHEREAS freedom of association, when it has existed without restrictions, has shown itself to be a factor of first-rate importance to social and economic progress;

WHEREAS it does not yet exist in a number of countries, while in others its existence is subject to restraints which are its very negation;

WHEREAS any obstacles raised to the establishment or functioning of autonomous trade unions must lead away from social progress and towards conditions where freedom from fear and want cannot be enjoyed;

This Conference of American and European transport workers' unions affiliated with the International Transport Workers' Federation, meeting in Luxembourg from April 6th to 9th, 1948, for the purpose of considering the European Recovery Programme,

Demands that freedom of association shall be internationally guaranteed and universally observed as a vital factor in social progress, capable of making an indispensable contribution towards the peace and prosperity of the world.

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(6) RESOLUTION ON THE EMPLOYMENT OF AMERICAN SHIPS

This Conference of American and European transport workers' unions affiliated with the International Transport Workers' Federation, meeting in the City of Luxembourg from April 6th to 9th, 1948,

Endorses the policy expounded by the Seafarers' International Union of North America, inasmuch as it agrees that in providing shipping services to the countries participating in the European Recovery Programme the employment position of American ships and seafarers should be safeguarded.

* * *

(7) RESOLUTION ON A CO-ORDINATED SHIPPING POLICY

This Conference of American and European transport workers' unions affiliated with the International Transport Workers' Federation, meeting in the City of Luxembourg from April 6th to 9th, 1948,

Urges maritime unions affiliated with the International Transport Workers' Federation to press their respective governments, through

the international maritime machinery provided, to reach on a basis of consultation and co-operation an understanding on shipping development and expansion calculated to relate world tonnage to trade, believing as it does that such is essential to ensure stability in shipping and the maintenance and progress of social conditions for all seafarers.

* * *

(8) RESOLUTION ON INLAND WATERWAY SYSTEMS

WHEREAS inland waterway systems have been well developed in Western European countries and inland navigation has always played an important part in the movement of goods traffic; and

WHEREAS this form of transport should also in the future carry the cargoes for which it is most suitable, and the participating countries concerned should to the extent necessary co-operate with one another, with American assistance, in ensuring that all are equipped to play their part;

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CONSIDERS that arrangements should be made for the inland fleets of the different countries to be placed on a uniform basis with regard to freight rates and wages and other working and social conditions;

CALLS UPON the affiliated unions concerned to redouble their efforts to bring about, with the co-operation of the International Labour Office, an international convention on these matters applicable to the countries concerned as well as the abolition of discriminatory practices; and

CONSIDERS that as the flow of traffic grows with the application of the European Recovery Programme, German vessels should to an increasing extent be allowed their share in the traffic on inter-country waterways.

* * *

(9) RESOLUTION ON DIVERSION OF TRAFFIC

WHEREAS since the end of the war by far the greater part of the traffic of the natural hinterland of the ports of Belgium and Holland has been diverted by the Allied Occupation Authorities to Hamburg, Bremen and Emden; and

WHEREAS this policy, so detrimental to the ports of Belgium and Holland is pursued by the American and British Authorities allegedly in order to reduce the costs of occupying Germany; and

WHEREAS in relation to the expenditure of milliards of dollars provided by the programme for the recovery of Western Europe any saving effected by the above allied shipping policy is of comparatively slight importance, and the continuation of such an unnatural diversion of traffic hampers economic recovery and expansion;

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EXPRESSES the opinion that the restoration of this German transit traffic to its normal channels will in great measure benefit not only Belgium and Holland but the economic recovery of Germany's Rhine shipping ports as well;

NOTES with satisfaction the view expressed in the Harriman Report that "The Rhine, normally the backbone of transport for the bulk exports of the Ruhr, is not now being fully utilized because of a disagreement over financial matters. There is now very considerable tug and barge capacity lying idle in Holland and Belgium, because the bizonal authorities and the Netherlands and Belgian Governments cannot agree on a plan for the reciprocal use of the Rhine by the river vessels of all three countries. This plan as recently discussed involves using the Low Country ports for the movement of cargo destined for the Bizezone which now passes through Hamburg and Bremen. The Low Countries feel they should get some current return for handling this cargo, while the United States military authorities contend that their appropriations will not permit them to spend any additional dollars on cargo-handling charges. If this matter could be settled, the resulting clearing arrangements might permit the movement of as much as 10 million tons more coal a year from the Ruhr. In cases such as this where inadequate appropriations for United States Military Government are limiting the effectiveness of European transport facilities, the United States should certainly provide the relatively small additional amounts necessary to re-establish normal Rhine traffic. It would be the height of folly to permit a small financial impediment to stand in the way of an improvement in transport which could make a major contribution to the recovery of Germany and Europe."

Transport Workers Visit Bizonia—contd.

consists of men who were active resisters against the Nazi regime, and therefore deserve confidence, it must be borne in mind that soon new and younger men will appear in growing numbers at the head of the German trade unions. Therefore, there is an immediate need to intensify education in democratic methods of government and administration. International intercourse should be regarded as a useful contribution to this education."

Plight of German trade unions. German trade unions are handicapped in many ways. There is a desperate shortage of office equipment and supplies, and of newsprint. They can publish one small journal every month for every fifteen members. The trade unions have the money to buy these supplies, but the allocation of these goods is the responsibility of German and Allied authorities. These authorities do not place the trade unions at the head of the queue and so, in spite of having the money, the unions must do with far less than is required. Another handicap is the wages and prices control. The wages control is effective, but the prices control is not, because it applied to the goods that are non-existent or unobtainable on the open market. Under these conditions the unions are precluded from exercising their primary function, which is to bargain on wages and working conditions. In view of these handicaps it is remarkable that the number of men organized is so high and constant. However, German trade union leaders warn Allied and German authorities, and also the *International Trade Union* movement, that this situation must in the long run become untenable for them. Fortunately Allied and German authorities are now seriously

preparing to reorganize the German economy, which, it is hoped, will restore normality in trade and economic activities generally.

The German trade unionists are full of hope. They are determined to do what they can to reintroduce in Germany a civilized way of life. When the *International Delegation* appeared on the scene a long-felt desire of the German trade unionists and workers generally was at last fulfilled. They felt that they were no longer alone and that the bonds of international solidarity were renewed. This recognition has increased the prestige of the trade unions in the eyes of their members and of the public in Germany.

Addressing the Frankfurt Congress on behalf of the Delegation, B. M. Jewell, the representative of one million American railwaymen in the I.T.F. counsels, encouraged them to work for the rebuilding of Germany on democratic foundations, so that the country's representatives would again be welcome in international gatherings where trade unionists or statesmen, scientists or artists meet and work together. As far as the transport workers of Bizonia are concerned, this is done. They have been accepted into membership of the I.T.F. and their representatives took part in the work of the I.T.F. Conference held on European Recovery, on 6th to 9th April, in Luxembourg.

If there is a force in Germany sincerely striving and capable of making the country a worthy member of the human community, that force resides in the German workers and in their trade unions. Therefore, let us all help it to hold its own and to prosper, and let us impart to it not only democratic aspirations—it has these already—but also democratic conceptions and methods of organization.

THE INTERNATIONAL MARITIME CONSULTATIVE ORGANIZATION

By D. S. TENNANT

General Secretary of the Navigators and Engineer Officers' Union of Great Britain

Shipping, possibly the most international of all industries, has not unnaturally been the subject of international discussions and agreements over a wide range of subjects for many years. Shipping lends itself readily to the international consideration of the problems confronting the industry having regard to the international nature of the service which it renders to the communities.

It is perhaps necessary to trace briefly the international developments which have taken place in connection with the shipping industry during the last half century so as to enable the most recent development—the establishment of the *International Maritime Consultative Organization (I.M.C.O.)*—to be placed in its true perspective. One of the earliest developments was the establishment of the *International Maritime Committee*, and though unofficial in character, it performed useful work in connection with the legal aspects of the

maritime industry between 1897 and 1937. This Committee, for example, was responsible for an important Legal Conference which met in Brussels in 1910, and from which resulted a degree of uniformity in connection with salvage and assistance to vessels in distress. Subsequent to the establishment of the *International Maritime Committee* other international agencies became active in dealing with shipping affairs, for example, the *International Lifeboat Conference*, the *International Union of Marine Insurance*, the *International Ice and Observer Service*, and the *International Maritime Radio Committee*.

One of the major problems always associated with shipping is the prevention of loss of life at sea and as I.M.C.O. will in future deal with safety matters, it might be of interest to relate the international history in connection with safety of life at sea. The first Conference,

the International Marine Conference, was held at Washington in 1889, and this was the first occasion on which safety of life at sea was considered on an international basis. Despite the developments which have taken place in connection with safety of life at sea in its various aspects, it is interesting to recall that the Conference adopted resolutions, or recommendations, in connection with the following matters :

- regulations for preventing collisions at sea ;
- regulations for the designation and marking of vessels ;
- safety of life and property from shipwreck ;
- qualifications for officers and seamen, including tests for sight and colour blindness ;
- lanes for steamers on frequented routes with special regard to the avoidance of steamer collisions and the safety of fishermen ;
- night signals for communicating information at sea ;
- reporting, marking and removing dangerous wrecks or other obstructions to navigation ;
- notices of changes in lights, buoys, and other day and night danger marks ;
- uniform system of colouring and numbering buoys.

The loss of the *Titanic* in 1912 stimulated interest in safety of life at sea, and a Diplomatic Conference was convened in London in 1914. A Convention was drawn up, but the outbreak of World War I was probably the cause of this Convention not being widely ratified. Another Diplomatic Conference was held in London in 1929, and from its deliberations the regulations which are applying to-day are based. The Conventions adopted in 1929 are at present under consideration by a Diplomatic Safety Conference convened by the British Government, which is at present meeting in London. The question of maritime tonnage and measurement has also been the subject of international consideration, and as recently as 1947 the Norwegian Government convened a conference in this connection which was attended by some, but not all, maritime nations.

The purpose of the foregoing is to give an indication of the wide range of divergent maritime subjects which have been considered by the various international agencies. It is perhaps fitting to mention in this short review that the International Labour Office has played an important part in dealing with maritime questions affecting personnel, as distinct from the more technical subjects which have been dealt with by other specialized maritime agencies.

The compelling influences of war, despite the multiplicity of international agencies, directed attention to the need for machinery to direct the Allied shipping war efforts. In 1942 the necessary machinery was established so as to enable Allied shipping to make its maximum contribution to the war effort. A Combined Shipping Adjustment Board was created and its purpose was to adjust and to concert in one harmonious policy the work of the British Minister of War Transport and the shipping authorities of the United States. At the time of its inception it will be noted that there were only two participating governments. In 1945 representation was extended and other Allied countries agreed to co-operation through the United Maritime Authority. The purpose of this further development was to ensure the continuance of a properly co-ordinated control of shipping so as to ensure its maximum contribution to the successful prosecution of the war effort.

Prior to the termination of hostilities it was realized that it would be essential, so as to ensure the smooth transition from war to peace conditions, that the war-time organization should continue, so as to avoid any possible dislocation in the shipping services vitally necessary for relief and rehabilitation purposes, and the transportation of the Allied armed forces, their supplies and equipment, from the various theatres of war to their own countries. Consequently the United Maritime Authority was not terminated until the 2nd March, 1946, and prior to concluding its function it recommended the establishment of an Interim Consultative Council to carry on the work and also to consider the promoting of international maritime co-operation on a peace-time basis. Accordingly the United Maritime Consultative Committee came into being on the 3rd March, 1946.

Prior, however, to the termination of the United Maritime Authority, the Charter of the United Nations was adopted at San Francisco in 1945, and one of the provisions of the Charter was the promotion of conditions of economic progress and development and among the various specialized sections of U.N.O. the Economic and Social Council was established. Later in the same year the Preparatory Commission of U.N.O. met and suggested the establishment of a Temporary Transport and Communications Commission to review the field of transport and communications and to consider whether a new specialized agency was necessary. The Transport and Communications Commission met in 1946 and reached the conclusion that an all-embracing international organization in the field of shipping was essential and that an inter-governmental organization should be established for this purpose. The Secretary-General of the United Nations consequently sought the views of the United Maritime Consultative Council and subsequently a session of the Council took place in Amsterdam in 1946.

Arising from these deliberations the United Maritime Consultative Committee at a further meeting, held in Washington, recommended the establishment of a permanent shipping organization ; it also agreed that as a temporary measure an interim body be established, but only until such time as a permanent organization could be established, and its decision in this connection was duly conveyed to the Secretary-General of the United Nations. The United Maritime Consultative Committee was subsequently called upon to prepare a draft constitution, it being agreed that the draft should be considered by a conference to be convened in Europe in the autumn of 1947. This conference actually took place in Geneva in February, 1948, and the basis of the discussions was the draft prepared by the United Maritime Consultative Committee prior to the conference taking place. The draft constitution was circularized to all the member governments, and in the replies received there was wide divergence of views regarding the necessity for an all-embracing International Maritime Organization. Some governments considered it unnecessary, others thought that shipping could be dealt with by the Economic and Social Council, and others were in partial agreement with the suggested new development.

At the Geneva Conference, the International Transport Workers' Federation was represented in a consultative capacity, as were other international maritime agencies. The writer was appointed by the General Council of the I.T.F. as its official observer, and during the deliberations made a statement reiterating the I.T.F. policy regarding the economic development of shipping. After many days of debate, during the course of which the various international agencies made statements regarding their position in relation to the new organization and having regard to the wide divergence of views which were expressed by member governments, it augurs well for future maritime co-operation and consultation that a convention was adopted which establishes for the first time a permanent International Maritime Consultative Organization.

The purposes of the new Organization are broadly :

- to provide machinery for co-operation among governments in the field of governmental regulation and practices relating to technical matters of all kinds affecting shipping engaged in international trade, and to encourage the general adoption of the highest practicable standards in matters concerning maritime safety and efficiency of navigation ;

- to encourage the removal of discriminatory action and unnecessary restrictions by governments affecting shipping engaged in international trade so as to promote the availability of shipping services to the commerce of the world without discrimination ; assistance and encouragement given by a government for the development of its national shipping and for purposes of security does not in itself constitute discrimination, provided that such assistance and encouragement is not based on measures designed to restrict the freedom of shipping of all flags to take part in international trade ;

- to provide for the consideration by the Organization of matters concerning unfair restrictive practices by shipping concerns ;

- to provide for the consideration by the Organization of any matters concerning shipping that may be referred to it by any organ or specialized agency of the United Nations ;

- to provide for the exchange of information among governments on matters under consideration by the Organization.

It must be made clear that the function of the Organization is consultative and advisory. It was also recommended that matters which are capable of being dealt with through normal processes of international shipping business should not be dealt with by the new Organization. It was agreed that the Organization should consist of an Assembly, a Council, the Maritime Safety Committee, and such other sections as may be necessary. The establishment of the first Council gave rise to considerable debate, but it was finally resolved through the following formula. The Council should consist of sixteen members, composed as follows :

- six to be those with the largest interest in providing shipping ;

- six to be those with the largest interest in international trade ;

- two to be elected by the Assembly as having a substantial interest in providing shipping ;

- two to be elected by the Assembly from those having a substantial interest in sea-borne trade.

The members in the first category are Greece, the Netherlands, Norway, Sweden, the United States, and the United Kingdom, and in the second category, Argentina, Australia, Belgium, Canada, France, and India. The new Organization is to have the necessary secretariat with a head office situated in London.

In the course of the statement made by the writer on behalf of the International Transport Workers' Federation, it was made clear that organized seafarers did not wish that the new Organization should in any way

impinge or impair the continued function of the International Labour Office, an organization which has performed so much useful work in the past and in which the seafarers have high hopes for the future. It can now be reported that the necessary provisions are made in the constitution of the new Organization for co-operation and consultation between the I.L.O. and I.M.C.O.

Stress was also made for the need for international consideration to be given to the all-important question of endeavouring to relate tonnage to trade and to the position which developed between the two wars as a result of these two factors becoming totally unrelated was again emphasized. The Conference's attention was also drawn to the fact that the developments which took place after the termination of hostilities of World War I, were apparently being repeated—despite the fact that there may be a temporary shortage of tonnage—inasmuch as an expansion policy in shipping is being pursued with apparently little regard to future shipping requirements.

I have left until last one of the matters which henceforth will be dealt with by the new Organization and one which is very near to seafarers, namely safety of life at sea. It has been long contended that some continuous study should be given to various aspects of safety of life at sea, and organized seafarers have long contended that to hold a Diplomatic Conference on Safety in 1929 and then another in 1948 is not good enough. This position will, however, be corrected as provision is made under the constitution of I.M.C.O. for the establishment of a Maritime Safety Committee. The new Committee will comprise of fourteen members elected by the Assembly, and of these fourteen not less than eight shall be the largest ship-owning nations and the remainder shall be elected so as to ensure adequate representation of members with an important interest in maritime safety.

The Maritime Safety Committee will have the duty of considering any matter coming within the scope of the Organization and concerned with aids to navigation, construction and equipment of vessels, manning from a safety standpoint, rules for the prevention of collisions, handling of dangerous cargoes, maritime safety procedures and requirements, hydrographic information, log books, and navigational records, maritime casualty investigation, safety and rescue, and any other matters directly affecting maritime safety. It will have the responsibility, also, of co-ordinating activities in the fields of shipping, aviation, telecommunications, and meteorology in respect of safety and rescue.

It is believed that seafarers generally will welcome the new Organization, assuming that it will provide a means of increased co-operation and consultation on the many and varied questions associated with an international industry. The Convention which was adopted establishing I.M.C.O. will come into force on the date when twenty-one states, of which seven shall each have a total tonnage of not less than one million gross tons of shipping, and have become parties to the Convention in accordance with Article 57.

The writer would like to place on record his appreciation of the honour conferred on him by the Council of

(continued at foot of next page)

CO-ORDINATION OF THE FORMS OF TRANSPORT IN NORWAY—I.

The problem of transport competition. In Norway, as in other countries, competition in inland transport began with the appearance of the motor. The following figures show the enormous development of road transport.

	No. of Passenger Vehicles	No. of Goods Vehicles
1920	6,700	2,400
1930	28,600	17,878
1939	62,980	36,397

The motor has not only taken traffic away from other forms of transport, it has itself created traffic. Thanks to road transport it has been possible to start lumbering work which would otherwise have been uneconomic, with the timber being transported by road to the nearest railway station.

As long as both the demand and capacity for transport were growing, competition did no harm. To a large extent, it was merely a process of shifting to the most suitable form of transport. But with the change in the economic situation towards the end of the 'twenties, and the marked depression at the start of the 'thirties, all the forms of transport were faced to take part in the ruinous price war.

Whilst the number of State-subsidized road transport companies rose, the railway deficit increased and, as this was covered by the national budget, was paid for by the taxpayers. The road transport companies did not have enough funds to renew their material—they just used up the vehicles to such an extent that it resulted in a decrease in the number of vehicles in service and brought transport capacity into line with the demand. In coastal shipping there was similar competition between scheduled services and tramping. A distinction must be made here between scheduled long-distance coastal services, scheduled local services and non-scheduled traffic. Scheduled lines also competed among themselves, especially on routes with intense traffic. Some of them received State subsidies; a total of 300 million kroner in State subsidies was paid to these lines from the beginning of the first world war up to the middle of 1947. Ships engaged in non-scheduled traffic operated along the whole coast. As a fourth category, there were the numerous fishing boats which carried on a regular cargo service outside the main fishing season.

The International Maritime Consultative Organization—contd.

the I.T.F. in being their representative at this important and historic meeting, and also to state that the influence, standing, and prestige of the I.T.F. in shipping governmental circles was made manifestly clear to the writer during the Geneva Conference.

The result here was again a badly run industry and a lack of means to renew material.

Campaign for planning and co-ordination. A number of committees, both public and private, were set up to investigate the relationship between the different forms of transport, and to examine the transport industry as a whole, with a view to making proposals for its rationalization. Mention should be made of the work done by the 1927 Road Transport and Railway Committee, and by the 1934 Transport Advisory Committee. A number of suggestions concerning the coastal trade were put forward by the 1916 Steamship Traffic Committee, and others by committees appointed in 1929 and 1932. The 1934 Transport Advisory Committee did a comprehensive and thorough job. As had been proposed by many of the other committees, this body recommended the issue of regulations, the establishment of a special Ministry of Communications, and of special co-ordinating bodies, both central and regional.

But the desired innovations did not come about. The law concerning motor traffic was tightened up, as were the conditions for obtaining a State subsidy, but otherwise the results were meagre.

War forced planning of transport. The war brought about a complete change in the transport situation, and instead of an excess there was an increasingly acute shortage of transport equipment. There was also a shortage of fuel and lubricants, it was impossible to replace equipment, and difficult to keep it in good running condition, there was a shortage of spare parts and rubber, the danger of mines and war operations along the coasts, and the German requisitioning of the means of transport. Transport shifted to a large degree from the sea to the railways and the roads. Care was taken right from the outset to husband equipment. The regulating bodies were given powers to control and organize transport according to the various demands. Fuel allocation was an effective means of enforcing decisions. A Priorities Board for goods transport was appointed to judge the relative importance of the claims for transport. The Ministry of Food and Supply, the Ministry of Agriculture, industrial groups, the State Railway Administration, the Shipping Board and the Communications Board had representatives on it. The Board laid down a priority order for various kinds of goods. It also determined the method of transport. The large-scale transport of mass goods was carefully planned and the plans carefully observed. A special Timber Transport Board was set up to see that everything tallied in the various stages of wood transportation. In order to save material and fuel, the transport of certain unimportant goods was completely banned.

As from 1940, all goods vehicles were registered in Transport Centres, which all worked to standard rules laid down for the use of transport. Co-ordination was

established between the different centres and between them long hauls by road were limited with a view to sparing equipment and saving fuel, and in general, returning empties, duplication and cross-hauls were avoided as far as possible.

The situation at the end of the war and to-day. At the end of the war the equipment of the transport industry was in a bad way. The total number of lorries, passenger vehicles and taxis had fallen from about 43,000 in 1939 to about 18,300 in 1945, of which an extraordinary number were constantly undergoing or awaiting repair. Railway rolling-stock had also been considerably reduced; more than half the locomotives were awaiting repair. On the coast many ships had been lost and others were suffering from lack of proper maintenance. The roads were in a bad state. In Finnmark, the whole countryside had been laid waste—roads, bridges, docks, the telegraph system and so forth. It will take a long time to reach the pre-war standard, and this means the investment of hundreds of million of kroner in the transport industry for years to come.

A separate Ministry of Communications. On 22nd February, 1946, the Ministry of Works was renamed the Ministry of Communications. This was accompanied by a regrouping of different sections within the various Ministries. This event realized a long-standing wish. The new Ministry covers the railways, State-subsidized coastal shipping, aviation, roads, road transport, transport developments as a whole, hotel and tourist traffic, the telegraph and postal service. The harbour authorities and the pilot service come under the Ministry of Trade.

A Communications Board was appointed in 1945 already to make proposals for the reconstruction and extension of the country's communications. The Board has special sub-committees for land traffic, coastal shipping and transport investigations, which have already done good work. They have drafted a Bill on communications, worked out rules for the issue of licences, and have drafted plans for the organization of road transport centres for goods and passenger traffic, etc.

Introduction of compulsory commercial licences. According to a Ministerial order issued on 29th January, 1946, everyone throughout the country engaged on professional road transport of goods or passengers on non-scheduled routes must hold a commercial licence. This has made for more order in the country's communications. Regulation of the number of taxis and lorries ensures that they have enough to do in their own sphere, and this puts an end to senseless competition. It took months to decide the appropriate number of vehicles for each district and to choose the right operators.

A Bill has been drafted for a licensing system in the coastal shipping industry.

The Communications Bill. The Communications Bill aims at consolidating the provisions concerning all forms of inland transport and coastal shipping. It is proposed that scheduled road and waterway traffic,

carried on for trade, shall be granted concessions, while non-scheduled transport carried on for trade will require a commercial licence; possibly also a licence will be required for carrying cargo by fishing boats. The Ministry will grant such concessions where conditions ensure that the various transport undertakings co-operate, conduct their business rationally, are fitted for their task and supply the required information for the purposes of the Ministry and its local agencies.

In addition to the Ministry, aided by the National Communications Board, it is proposed to establish local co-ordinating bodies, i.e. Area Communications Boards linked up with the public authorities.

Co-ordination. Real co-ordination means that in any situation the most suitable form of transport will be available, and that the selected undertaking only holds a licence or concession. Sufficient licences must be granted to ensure that peak requirements can be met.

The time-tables of the different scheduled services must be drawn up co-operatively; non-scheduled services must serve as a link between the scheduled routes and to carry traffic jointly with them. The charges of the different forms of transport must be harmonized so that they do not give rise to monopoly profits. A special committee of the Communications Board has laid down in broad outline the following definitions of the different means of transport:

Coastal Shipping. This naturally means the north-south traffic by sea for long distances along the coast, from Finnmark to the southernmost point of Norway. This traffic has many special problems. In places where the quantity of goods or number of passengers to be carried regularly exceeds the capacity of scheduled coastal services, local boats must be available to take the excess. Occasional demands for transport and irregular peak loads can best be met by non-scheduled services.

As local traffic on Norway's coast must also to a large degree be dealt with by ships, roadways are necessary for linking up the great fjords by land wherever the configuration of land allows. This is where competition may arise between road and water transport. It is not here merely a question of meeting a demand for transport and of supplying a district with good communications. Other aspects may be of importance to the country, e.g. the tourist trade, where it matters that a demand for transport be created.

Canal Traffic. A good solution must also be found for undesirable competition between inland waterways and road transport.

Railways. The immense and costly investment in the railways must be utilized, not merely because the railways have cost the country so much, but also because they have proved their importance under all circumstances. The latest types of express trains and the like show that the railways will be able to stand competition where it is a matter of rapid and comfortable travel.

(to be continued)