

CHINA'S POST-WAR
ECONOMIC RECONSTRUCTION PROGRAM

中國經濟建設方案

附最高經濟委員會組織條例

(附英文譯本)



(再版本)

每冊實售三百元

國際出版社印行



A541 212 0019 1712B

元百二幣法售册每

中國經濟建設方案

年五十三國民華中

版出月五

◀ 獻文料史 · 譯對英中 ▶

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印編社版出際國

路京南海上哈
號〇二二樓大同哈

最高經濟委員會成立訓詞

民國三十四年十一月廿六日

本委員會的設立，有二個目標，就是實行民生主義，幫助人民使所有的力量，都放在今後偉大的和平建設及發展的工作上。在我們開始工作的時候，我要坦白的向諸位說明，並由諸位轉達全國同胞幾句話，就是關於我們所面對着的許多經濟問題與復員問題，以及要解決這些問題，我們必須採取的行動。

我們不能因為國內的種種不安，而忽視我們同胞企求獲得一種較高生活水準的基本需要。在目前，我們的國家正臨到了一段驚濤駭浪的時期，這是在戰爭以後所不能避免的。在這個時期，人民的心裡，感到不安及焦慮，確是很自然的，而且現在國內還不免有若干人，把黨派及個人的利益放在國家利益之上，並且猛烈的阻礙國民政府在收復各省區的復員工作，以及破壞各種經濟基礎。現在政府正在糾正這種情勢，我們要盡全力來恢復國內的秩序及安全，但是在同時，我們也要負起同樣大的責任來，幫助人民恢復戰時的損失及破壞，並改進他們的生活狀況。國民政府現在設立這個最高經濟委員會，就是因為認清了目前有立即採取一種健全的經濟設施的必要。我個人對於我國的經濟建設及發展，很願意親自負責，加以指導。

在進行工作的時候，我們必須把握住當前我們中國經濟情況的許多不良現象。以往八年抗戰，曾經嚴重的破壞了我們的經濟，這不僅僅指城市的轟炸，以及房屋與工廠的破壞而言。在戰爭的期間，我們喪失了無數人民的生產力量，他們都被迫離開了農村，離開了城市。我們因為敵人的封鎖，海岸

也失掉了我們所需要的商業。在很多地方，日本會整個的或部份的拆掉我們的工廠。在另外的地方，他們並會把我們民生工業改成了他們的戰時工業。所以現在要把這些工廠復員，使其生產我國人民所需要的東西，並不是一件容易的事。目前我國的工業，有的已在停頓的狀態，有的僅維持小量的生產，大多數的勞工，都失了業，造成普遍的困苦現象。

這種情形是不能讓牠遷延下去，我們第一件事必須要人民重新得到工作，可是要想復興工業，使工人都得到工作，因為種種的困難，確是一個很複雜的問題。我國有很多地方都缺煤，我們現在的鐵路及公路設備，絕不能滿足運輸的需要。我們也沒有充份的有訓練的管理及技術人員，去接收並經營以前日本人所辦的事業，我們的國家財政，因為戰費之浩繁，以及敵人之搜括，已受到很大的摧殘。我們必須把這些情形，都糾正過來，否則我們的工業，不能希望發達。

我們的農業，也是同樣的大受阻礙。我國並沒有充分的現代農業原料，例如肥料，殺蟲劑，與良好的種籽。也沒有充分普遍的現代耕種智識。專家們認為如果我們採取了這些新的方法，短期以內，收穫一定可以大增。另外一件重要的事，就是現在一般農民，都負擔了過重的地租田賦及利息。這種現象，使整個的我國農業機構，大為削弱。現在政府對於收復區的地租，規定減收百分之二十五，並且免徵田賦，就是要想糾正這種現象的第一步措施。我國的農民，也同城市裏工業方面的勞工，及管理人員一樣，都需要政府最有力的扶助。

在每次大戰以後，都要有一個時期的困苦及不安，就國家整個的來講，這是為爭取勝利及自由所付的一個很小的代價。但是我們必須承認，對於無數的人民，今年冬季就是一個嚴重的經濟難關，這個難關，需要我們人民拿出全部的毅力來應付。在這個時期，所需要的，就是一切公私生活都必須絕對的公正廉潔，這是我們歷史上一個重要的關頭，絕對不能容忍，緩慢，貪污，或自私自利的人來榨

取人民，以圖謀個人的富貴。這種人員，必須剷除並嚴加懲辦。

在這次抗戰之中，我國人民的英勇及堅忍，已經獲得全世界的讚賞。我現在可以向諸位說，並向全國同胞說，我們所受的痛苦，並不是徒然的。我並且可以告訴諸位，在我們歷史上，從來沒有過的一個偉大的經濟機會，就要展開在我們面前。這個機會，凡是我們同胞，都可以分享。我深信在未來的幾個月中，我們一定能够，並且必須努力在和平建設及發展方面，採取準備的步驟。這個步驟，可以直接引導人民得到一種比較滿意的生活。等到我們把一切基本的狀況改善，內部的不安平息，並將各種經濟的活動展開以後，各方面的工作機會自然增多，食衣住行的必需品，更可以價廉而豐富，現在沒有的物品及勞役，將來可以逐漸加多的供給予一般人民。

在進行這種重要的建設及發展工作的時候，本委員會必須認清，我國的問題決不能祇希望別的家來幫忙解決，我們必須自己幫助自己，我們的整個國家前途，繫於我們自己能發揮我們的建設力量。這種力量。是一個民族偉大的鎖鑰，我們所希望於我們各國盟友的，主要是在健全的基礎上獲得經濟的合作。

本委員會的任務，在立即給予人民以健全的幫助及指導，使他們能自己幫助自己，並採取適當步驟，以期早日得到經濟上的進步。本委員會對於政府各部會有關經濟事項之重要工作，應該密切聯繫。本委員會要考察各種事實，並且對於經濟政策方面各種問題，隨時加以切實而迅速的決斷，要注意並且督促政府有關各部會，迅速執行各項政策。這些任務，在有些方面很像戰時生產局在戰時所行使的各種職權，可是本委員會將要有更高的職權。

我們必須要明白，政府設立這個委員會，並非要想擔任經濟方面一切事務性的工作和責任，反之，我相信各省市縣政府必須根據本委員會的大政方針，逐漸負起自己區域以內的經濟建設及發展的責

任。唯有這樣，纔可以使各個區域都得到最大的發展，而且，健全的地方行政，是建立一個強大的民主國家的基石。同時，這也是一種方法，可以使一個國家發展私人的才幹及經營能力，這種才幹及能力，是一個民主國家經濟進步的原動力。我國的地方政府，必須要自己站起來，凡是牠們能够自己作的事，不應當依賴中央政府去作，牠們必須在可能範圍以內，採取一切步驟，改善自己境內的人民生活水準，以及工作狀況，並且要對於當地的工作及其他經濟事業，畀予更多之扶助。同時，各地人民也應該信任有能力與忠於職務的地方行政長官，來解決其因地方情形而起的各種經濟問題。凡是無能或不忠於職責的地方長官，政府必隨時懲治，人民亦必須要有一個可以信賴的地方領袖，這個地方領袖，必須能刻苦耐勞，決心犧牲個人的一切，以完成其偉大的使命。

我主張本委員會應用一切可能的方法，儘速完成一個全國性的運輸改善計劃，我們第一件事，要把現有的各種運輸設備，都使之能好好的應用，此後，我們還必須努力維持並擴展我們的設備，以達到更大更高的效率。我認爲加強我國的運輸，是我們推進經濟建設及進步的一切助力的基礎，我們所要特別重視的，是要把食糧及燃料運到缺乏的地區去。這個運輸計劃，不但要包括鐵路及海洋運輸，而且要包括公路之建築及車輛之獲得，使其能經常維持行駛。在此整個計劃之下：

進行公路建設方案

第一本委員會應即審判並進行一全國性之公路建築方案，我相信，這一個方案如果適當的實行出來，在數年之內，一定可以較低之代價，大量增加我國的經濟力量，在這一點，我要提起本委員會注意目前在我國有一百萬以上的日本俘虜，因爲缺乏運輸工具及盟軍最高統帥在日本所遭遇種種困難，這些俘虜之遣送回國，必須逐步實行，在回國以前，這些俘虜應該讓他們作些生產工作，藉此幫助恢

復一點他們所加予我國的損害。我堅決的向本委員會提出，我們在日本俘虜返國之前，要立即使用他們來幫助我國建築現代的道路，並建設整個的運輸系統。

實施增進農業方案

第二，本委員會應立即籌劃一個增進我國農業的切實方案，並付諸實施。這一計劃，當然要包括主要肥料，殺虫劑及改良種籽的增加生產，進口及分配以及灌輸農民之現代農業智識。本委員會也須立刻設法減低過高之地租及高利貸，並調整田賦，適合人民之支付能力，以改善我國農民的生活狀況。爲達到這些目的，政府已經訂定若干法規，本委員會必須負責加強這些法規，並督促其確實迅速的施行。我更進一步主張，本委員應該籌劃一個長期的造林計劃，使我國農業區域的寶貴土壤，能以保持並可供給必要之木材，我國荒山上的造林，實在是非常重要的，並且要立即開始。

扶助工業生產方案

第三，本委員應立即擬訂方案幫助各種工業，增加生產，特別是生產各種必需品的工業，例如燃料，紡織以及建築材料。在達到這個及他經濟建設及發展的目的之先，最急要的是確定對外匯率，來穩定金融，必須儘早辦到。本委員會對於這一點，必須立即採取行動。爲進一步鼓勵大規模的工業上生產起見，政府在戰時所加於工業上的種種管制，應該立即撤銷，除非在某種情形之下，撤銷管制足以影響整個的國家經濟者，得視爲例外。關於合格的工業管理人員，技術人員以及熟練工人的募集，也是應該採取直接而有效的行動，以促成其事。根據我國支付能力而定之工業器材進口辦法，應由本委員會加以監督，藉以保證各種最主要之工業及公用事業，使能最先得購置此項物資所需之款項及

運輸工具。本委員會對於工業之生產，應該加以指導，使在國內及國外有確定市場之物品能以生產，並減少不健全之生產。我國各銀行的利率及貸款政策，必須週全檢討並重新釐訂，以鼓勵工業生產。日本在戰時經營各種工業的真實情況，必須明瞭，並加以分析，在這一點上，我可以報告，經濟部方面對於日本在淪陷區內的各種經濟活動，已經搜集有很多寶貴的資料。

設法鼓勵對外貿易

第四，本委員會該設法，鼓勵我國的對外貿易，這應該是我們的主要工作，本委員會應立即擬訂計劃，鼓勵並幫助國外所需要的各種農工產品的生產，當然這種生產應不使我國因此缺乏其他主要物品，並不能蔑視我們勞工之應得之享受。由於發展對外的貿易，我國就可以獲得外匯，以購買更多必需並且不能在國內生產的機器設備及材料。

改善國內衛生狀況

第五，本委員會應該集中精力，以改善國內的衛生狀況，我們必須立即確定政策及方案，以謀各種衛生及防疫器材與設備的生產，進口與發展。與衛生方案密切有關的，還有關於改善住宅，義務教育及其他種種的方案，都是為建立人民經濟活動的強固社會基礎所必需的。

徵集經濟計劃資料

第六，本委員會應立即開始向政府各部會對地方機關，以及有關團體與私人徵集今後五年經濟計劃的詳細資料，這些計劃之中，有些應該儘先實行，有些可以稍後推動。我國目前是一個窮的國家，

不能希望在幾年之內，凡所需要的改革一起都辦到，本委員會正應該負起責任，來分析有關各種經濟計劃的種種事實，並立即對於國家經濟最有價值的計劃，給予有效的鼓勵與幫助。在這些計劃當中，我主張特別應注重治河的問題，因為河流實是我國一個最大的資源，健全的治河辦法，可以在幾年之內使我國得到急需的水災防制法，大的灌溉計劃，內河航運的增加，廉價的電力的來源，以及人民急需的娛樂設備。由於中央政府與地方政府的密切合作，本委員會不久當可完全並實行一個全盤的經濟建設計劃，在該計劃下，人民所最迫切的需要，當首先予以解決。總括起來說，我希望本委員會能立刻有所行動，我希望牠能採取行動，以加強我國的運輸，增加其農業及工業的生產，發展其國外貿易，改良其衛生狀況，並使其在一健全之謀取經濟進步之計劃下，開始工作。

我們全國同胞，現在需要並且必須有一個對於民生主義懷抱信心的現實基礎，等到本委員會的工作獲有成果的時候，人民就會感覺到他們已經逐漸的得到較高的生活水準了。此外，他們也會看出，我國在國際間的威望，也一天比一天高了。只要國內能夠有安寧的希望，我必盡全力，以達成這個安寧，那麼，本委員會經濟方面的成就，不久就會在我國歷史上展開一個偉大的時代。

我國人民經過了多年的窮困與戰爭，已經贏得了可以享受較高較美滿生活的權利，本委員會的同人，應該設法使這種較好的生活成爲事實，不是在很遠的將來，而是在最近的目前。本委員會的職責，在迅速有效的工作，以滿足人民的需要。在此地此時，我們共同獻身於這個偉大的工作。

中國經濟發展方案之基本原則

國民政府行政院院長兼最高經濟委員會委員長

宋子文

（民國三十四年十一月廿六日最高經濟委員會成立致詞）

主席，諸位委員，諸位先生，

今天本會成立，承主席到會致詞，使本會進行施政的方針得到極明白的指示，非常感奮。本會既是經濟政策最高決定的機關，所擔負的任務，是與國計民生要發生最密切的關係，責任實在是非常重大。現在我們面臨着無數困難，使任何經濟建設政策，遭遇龐大的阻力，我們必須抱着大無畏的精神，去克復這種困難，使經濟建設的政策能够澈底實現。正如剛才主席訓辭所指示，在基本條件到適合的時候，我國國民經濟的繁榮，可以進入一個以前從未達到的階段。至於在什麼時候可以達到這個階段，我們必須先要認清，非但政府負責的人要努力苦幹，環境要從速改善，而且將來所採取的經濟方案，要適合我國國情，同時也不違反經濟的原理，所以在決定方案以前，必須要詳盡的研究。在實行這方案以前，尤其要有審慎的準備。今天本會成立，應當把幾個簡單扼要的原則，就是指政府進行經濟政策的時候，對人民對政府本身及對各友邦三方面的原則，提出如下：

第一：對人民方面

政府要指導人民的經濟事業，使其能活潑發展，不是去管制這種事業，而且要扶助人民的經濟活動，使其能順利進行，不是來干涉這種活動。但是指導及扶助，亦有相當的界限，不是說人民對政府可以取完全依賴的態度，而是人民在經濟方面，要不忘「自力更生」的根本原則。無論是工業，或是商業，或是金融，或是農業，不論規模大小，要用自己的力量，憑自己的胆識，去辦到成功。一切人民事業的成功，祇要不越出政府經濟政策的範圍，即是為國家，為社會，為國民經濟盡一部份的責任。但是如果人民不從「自助」的出發點努力前進以為政府可以不斷的犧牲國庫財力，來維持一個在經濟立場上不能支持的局面，這是大大的錯誤。至於政府指導及扶助的具體表現，不在供給資金，而是在下列四個重要範圍：

(甲)關於技術的，政府因其地位及其集中的力量，比較人民易於取得國內外最新最高深的科學知識，及延攬第一流技術人才的機會，將來應在多方面，有適當的機構，作為指導農工商業試驗及改進之核心。

(乙)關於金融的政府當前有一最迫切的問題，就是如何整理財政，安定金融，能夠解決這問題，即是給人民經濟最基本的扶助，因為物價金融不先穩定，一切生產事業即不敢放胆前進，勞力問題無從得到一個長期的解決。高利息不能跌落，生產即活潑，所以政府要先從安定金融入手，扶助人民經濟。

(丙)關於交通運輸最應注意，理由極為明顯，現在農工商業復興之重大障礙，當是長期抗戰後運輸工具的大量破壞，及各地方交通的梗阻。政府扶助人民經濟發展，最有效的辦法，是積極恢復主要鐵路線，長江及沿海航線，內地重要公路，以及進一步完成各大都市間的空運。

(丁)關於動力，現代生產機械化所必不可缺之條件，即必須有價廉的動力。所以政府要扶助人

民經濟發展，應先注意煤的生產，及各地產煤的分配情形，將來工業發展到相當時候，長江中部能够得到適合經濟條件的程度，政府應不惜巨大資本，開發大規模水力發電事業，並先要作種種技術上的準備。以上四項，不過舉出政府對人民方面經濟政策最重要的原則。但政府對人民經濟發展，應盡的義務，及人民所應期望於政府的協助，大致已略述及。

第二：對政府本身方面

本會對於政府各部門之經濟政策，有平衡及調整的責任。所謂平衡，是指政府與人民對於我國國民每年生產所得兩方面消費之數額，應保持平衡，又兩方面對生產事業之支配，亦應保持平衡，如果政府所耗費的部份太大，其結果自然會使人民的生產力受到打擊。所以政府必須限制其自身的支出範圍，後一點，因為政府所經營之事業，必須具有國營之充分理由，否則其結果，非但國庫要增加不必要之負擔，對於財政金融的安定，也要受到威脅而且政府及人民間生產事業的支配，亦將失其平衡。所謂平衡的意義，不是說兩方平衡，平均分配，而是一個輕重合理的分配。所謂調整，是指政府各部門所辦的事業，如有重複，必須加以調整。各部門推行的經濟政策，如有矛盾，也必須加以調整。所以政對府本身的支出，及經營的事業，暨推行的政策，負有通盤籌劃的責任。

第三：對於友邦方面

政府對各友邦在經濟上，應以合作爲前提。其方式是絕對坦白互惠的，而且毫無偏倚的。其範圍大致可分爲技術的合作，商務上的合作，及金融上的合作。就技術方面說，本會應當領導保持與工程科學先進國家作雙方有益的接觸，使人民及政府各部門的經濟發展，增進其速度。就商務方面說，應

當設法使一切關於國際貿易及國際匯兌方面，得到雙方有利的協調。就金融方面說，應當與友邦協力，使一大面尋求出路之資本，得到合於經濟條件的流動，同時一大面加以合理運用，可以增加國內生產的力量。以上三種國際經濟合作，均可直接的或間接的助成並提前我國國民經濟繁榮的實現。以上很簡略之舉出本會今後進行的目標，所望在主席領導之下，腳踏實地，慎重進行，尤望諸位會員對於今後實重事繁的經濟規劃，多予助力。

最高經濟委員會組織條例

民國三十四年十一月廿六日國防最高委員會通過

第一條

國民政府爲完成經濟復員，加強促進全國經濟建設，及發展並提高人民生活起見，特設最高經濟委員會，受國民政府主席之指揮。

第二條

最高經濟委員會之職權如左：

- (一) 全國資源之充分有效利用事項。
- (二) 主要經濟政策之決定事項。
- (三) 主要經濟計劃及方案之制定事項。
- (四) 經濟各部門工作之聯繫事項。
- (五) 經濟工作進展之考核事項。

第三條

最高經濟委員會設委員長一人，由行政院院長兼任，副委員長一人，由副院長兼任。

第四條

最高經濟委員會以左列人員爲當然委員，並得由國民政府主席另行指派至多五人爲委員。(一) 經濟部部長(二) 交通部部長(三) 農林部部長(四) 糧食部部長(五) 財政部部長(六) 教育部部長。(七) 社會部部長。(八) 善後救濟總署署長。

第五條

最高經濟委員會應定期舉行會議，向國民政府主席提出工作報告，並公告之。

第六條 最高經濟委員會設秘書長一人，由行政院秘書長兼任，副秘書長一人，簡派。

第七條 最高經濟委員會得因事實上之必要，分組辦理各項職務。

第八條 最高經濟委員會，各組設主任一人，必要時，得設副主任一人，均簡派。

第九條 最高經濟委員會設參事二人至四人，秘書二人至四人，均簡派。

第十條 最高經濟委員會，設專門委員，專員，視察，組員，辦事員各若干人，其中十人至十

四人，簡派。十五人至二十人，簡派。餘均委派。

第十一條 最高經濟委員會，得延用中外專門人員為顧問參議等職。

第十二條 最高經濟委員會得因事實上之必要，組織各種特種委員會。

第十三條 最高經濟委員會，對各機關經濟工作，有統轄之權，並作最後之決定。

第十四條 最高經濟委員會，必要時，得向各機關調用任何資料。

第十五條 最高經濟委員會會務規程另定之。

第十六條 本條例自公布之日施行。

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A541 212 0019 1712B

President Chiang on FUNDAMENTAL POLICIES OF Economic Reconstruction

*(Speech made at the inauguration of the National Supreme
Economic Council on November 26, 1945.)*

The Supreme Economic Council has been established for the one purpose of aiding the people and bringing every possible effort to bear on the huge task of peacetime reconstruction and development which lies ahead.

As we begin work, I want to speak frankly to you and through you to all the people of China about the economic problems we face and the action we must take to meet those problems. We must not allow internal disturbances make us lose sight of the basic need of the Chinese people for a higher standard of living than they have now.

At this moment, as we all know, there are some people in China who place partisan and personal interests above national interest and who have gone so far as to interfere violently with the efforts of the National Government to establish order in the liberated provinces.

The Government is acting to correct this situation. We shall spare no effort to bring internal order and security to the nation. But, at the same time, we shall fulfil our equally great responsibility to help the people to repair the ravages and dislocations caused by war and to improve the conditions of their livelihood.

In creating the Supreme Economic Council, the National Government recognizes the paramount importance of sound, immediate economic action in China. It is my intention to assume, personally, the general direction of China's economic reconstruction and development.

In approaching our work, we must come to grips with some hard and unpleasant truths about China's present economic position.

The relentless war we had to fight over eight years has seriously injured our national economy. I do not refer only to the bombing of cities and the destruction of homes and factories. During the war years, China lost the productivity of millions of people driven by the enemy from farms and towns. We lost our foreign trade which the enemy's blockade kept from our coasts.

In many places the Japanese, wholly or partly, dismantled Chinese factories. Elsewhere, they made our industries part of their war economy so that it is not easy to convert those factories to the production of goods needed by the Chinese people.

Today, most of China's industries are at a standstill or producing relatively little and a large number of industrial workers have been thrown out of employment resulting in widespread distress.

This is an intolerable situation. Our first concern must be to get our people back at work. But the problem of reviving industry and thus creating jobs for workers is complicated by a number of serious difficulties. Many parts of China lack coal. Our present railroad and highway facilities are inadequate to meet transportation requirements. We do not have enough trained industrial managers and technicians to take over and run industries which the Japanese have been operating and the finances of the nation have been badly dislocated by the great cost of war and abuses of the enemy. Until we correct these conditions our industry cannot flourish.

Our agriculture likewise is greatly handicapped. China does not have enough modern agricultural materials such as fertilizers, insecticides and good seeds nor enough widespread information about modern methods of farming. Expert opinion agrees that our harvests could be greatly increased in a short time by the application of such methods.

Also of prime importance is the fact that many farmers of China are now paying excessive land rents, taxes and interest rates—a condition which gravely weakens the entire agricultural structure of China. A 25% reduction in land rents and exemption of land tax, already granted to liberated provinces, are only the first steps which the Government must take to correct this condition. The farmers of China, like workers and industrial managers of our towns and cities, need

the most vigorous cooperation which the Government can give them.

After every great war, such as we have fought, there is a period of hardship and uncertainty. For the nation as a whole this is a small price to pay for victory and freedom. But we must recognize that our many individual Chinese this winter will be a time of severe economic strain.

It is a time that will require all the courage of my people. It is a time for high standards of integrity both in personal and public life. This is a crisis in China's history and China can now least of all tolerate corrupt officials or self-seekers who exploit the people in their attempts to gain personal wealth and power. Such men must and will be eliminated from public service and severely punished for their crimes.

Throughout the war, the people of China have won the applause of the world by their bravery and endurance. I say to you now and to all the people that our suffering has not been in vain. I say to you that a greater economic opportunity than we have ever known before in our long history will unfold for China—an opportunity in which all people can share.

I am convinced that in the months ahead this nation can and must vigorously take preparatory steps in its peaceful reconstruction and development—steps which lead directly to a more satisfying life for the people.

As we improve and the basic conditions in the country are restored to normalcy and our economic activities expand, employment will increase in every field. Food, clothing and housing will become more plentiful and cheaper and many goods and services now not available will reach the people on an increasing scale.

In undertaking the all-important work of reconstruction and development, the Council must recognize that China's problems cannot be solved entirely by the aid of other nations. We must help ourselves. Our entire national future hinges on our ability to tap within ourselves forces of constructive energy which are the key to the greatness of any people. What we seek from our friends abroad is primarily economic cooperation on a sound business basis.

The main function of the Council is to provide immediate and sound aid and guidance for the people in helping themselves

—in taking steps which lead to early economic progress. The Council will coordinate the work of those ministries of the government which have important influence on economic matters. It will examine facts and make clear-cut and rapid decisions on questions of economic policy. It will follow through and expedite the execution of its policies by the Government ministries concerned. These functions are in some respects similar to those which the War Production Board exercised during the war but the Supreme Economic Council will operate at an even higher level of authority.

It must be understood that in creating the Council, the National Government does not intend to assume detailed administration of the nation's economic life. On the contrary, I believe that provincial, district and municipal governments must increasingly accept responsibility for economic reconstruction and development in their own areas in line with the broad policies and programs of the Supreme Economic Council. That is the only way by which any area can achieve maximum development.

Moreover, sound local administration is the key-stone in the building of a strong, democratic nation. It is the means by which a nation can tap well the springs of individual initiative and progress in democracy.

The local governments of China must stand on their own feet. They must not depend on the National Government for work they can do themselves. They must take every measure within their means to improve the standard of living and the working conditions of the people in their areas and must give more cooperation than ever before to aid local industries and businesses and other economic organizations.

The people must look primarily to able and honest local administrators for the solution of those economic problems which arise out of local conditions.

Where local administrators are not able and honest, Government will replace them with men who are. The people must have local leadership on which they can depend—men who will work hard and ready to make any personal sacrifices to do their full part in the great tasks which confront us.

The Council will deal with those matters of economic policy which concern the nation as a whole. I ask the Council

to begin its work by putting into effect several specific economic programs urgently needed by China.

I recommend that by all available means the Council should establish as soon as possible an intensive nationwide program to improve transportation. The first task is to put into good operating conditions those transportation facilities which we have. From that point on, we must work vigorously to maintain and expand our facilities at a far higher level of efficiency than at present.

I consider the strengthening of Chinese transportation to be the foundation of all our efforts toward economic reconstruction and progress. Special emphasis must be placed on the movement of food and fuel into areas of China where shortages of these essentials of life exist or impend.

The transportation program should comprise not only railroads and ocean and river shipping but also construction of adequate highways and acquisition of motor vehicles to the extent that they can be operated and maintained. As part of this overall program, the Council should develop and undertake at once a nationwide road building program.

I believe that such a program properly carried out could in a few years add great strength to China's economy at relatively low cost. In this connection, I call to the attention of the Council the fact that there are now in China more than 1,000,000 Japanese prisoners. Owing to the shortage of transportation here and problems confronting the Supreme Commander for the Allied powers in Japan, the return of these prisoners to their homeland will be a gradual process.

Meanwhile, the prisoners should be put to productive labor in which they can help in some degree to offset the great damage inflicted on China by them and their country.

I strongly suggest to the Council the prompt use of the Japanese prisoners pending their repatriation to assist China in building modern roads and in the reconstruction of our transportation system as a whole. I recommend that an intensive program for strengthening Chinese agriculture be promptly developed and put into effect by the Council.

Such a program will, of course, include increased production, importation and distribution in China of essential fertilizers, insecticides and improved seeds and free instruction of Chinese farmers in modern agricultural methods.

The Council must also act at once to improve the condition of the rural masses of China by eliminating excessive land rents and interest rates on loans and through adjustment of taxes to accord with the ability to pay. Laws aimed at those goals are already on the books of the National Government, but during the war it was not possible to enforce them.

The Council must assume the responsibility for strengthening these laws.

I further recommend that the Council should undertake a long short range program of reforestation to help preserve the precious soil of China's agricultural areas and provide the needed lumber.

Reforestation of China's denuded hills is of prime importance to the nation and should begin without delay. I recommend that the Council organize an immediate program to assist Chinese industry to increase production with special reference to industries which supply materials. To a prime requisite to this end and to other undertakings in our economic reconstruction and development it is urgent that a stabilization of Chinese currency relative to foreign currencies be achieved at the earliest possible moment. The Council must take prompt action in this connection.

In order to further encourage larger industrial production, Government controls imposed on industry during the war should be removed at once except in those cases where such removals would clearly impair national economy.

Direct and vigorous action should be taken to speed up recruitment of qualified industrial managers, technicians and skilled workers to replace Japanese personnel who have been operating Chinese industries. Imports of industrial machinery and equipment adjusted to China's capacity to pay, should be supervised by the Council so as to assure that the most essential industries and public services will be given first claim on funds and purchase of such goods.

The Council should give guidance to industry in producing goods which have assured markets in China or abroad and eliminating unsound production. Complete factual information on industries which the Japanese operated during the war must be obtained and analyzed.

In this connection, I am glad to advise that the Ministry of Economic Affairs has already obtained much valuable data

with regard to Japanese economic operations in areas they formerly occupied.

I recommended that the Council act to encourage expanding foreign trade for China. This should be a major element in our activities. The Council should promptly establish a program to encourage and assist within China the production of agricultural and industrial products which are wanted in foreign markets wherever this can be done without depriving Chinese economy of essential commodities and without exploitation of the low cost labor in China. Through the sale of her products abroad China can obtain foreign exchange with which to buy much needed machinery, equipment and materials which she cannot as yet produce herself.

I recommend that the Supreme Economic Council give concentrated attention to measures for improving the standards of health within China. We must promptly establish policies and programs for the production, importation and development of goods and services essential to sanitation and combating diseases. Closely related to the health program must be programs for improved housing, free public education and other elements necessary to provide a strong, social base for economic activities of the people.

Finally, I recommend that the Council begin at once to obtain from the ministries of the government, from local authorities and qualified groups and individuals throughout China, detailed information on economic projects considered of prime importance over the next five years.

Some of these projects will have to be given precedence over others. China today is impoverished. She cannot and will not for years to come be able to make all the improvements necessary. It is the Council's duty to analyze the facts relating to proposed economic projects and give prompt and vigorous encouragement and assistance to those projects of greatest value to the national economy as a whole.

Among those projects, I urge that special emphasis be given to harnessing China's rivers which are one of her greatest potential resources. Sound river developments would in a few years provide China with urgently needed flood control, great irrigation projects, large increase in river navigation, important new sources of cheap electric power and valuable recreational facilities for the people.

By close cooperation within the National Government and with local authorities, the Council should soon be able to develop and put into action a full-scale balanced program of economic reconstruction and development for China in which the first needs of the people will be first served.

I look to this Council for prompt action. I look to it for action that will strengthen China's transportation, increase her agricultural and industrial production, develop her foreign trade and improve her standards of health and of economic progress.

Our nation now is passing through a period of alarms and uncertainty—inevitable aftermath of war. The people want and must have a realistic basis for confidence in the future. As work begins to yield results the people will become aware that they are at last on their way to higher standards of living. Moreover, they will have the knowledge that China's prestige among the great nations of the earth is steadily rising.

Given internal peace which I shall strive with all my power to preserve, the economic achievement of this Council can soon open a way to the greatest age of China's long history.

The people of this land through all the challenging years of poverty and war have earned their right to a better and fuller life than they have ever known. We in this Council must make that better life a reality not at some time in the distant future but in the year immediately ahead.

The business of this Council is to act promptly and effectively to serve the needs of the people. Here today we dedicate ourselves to that great work.

FUNDAMENTAL PRINCIPLES *Underlying the Future Program for* ECONOMIC DEVELOPMENT

An Address made at the Inauguration of
the Supreme Economic Council

by

Dr. T. V. Soong,

*President of the Executive Yuan and ex officio
Chairman of the Supreme Economic Council*

Today, at the inauguration of the Supreme National Economic Council, we are grateful to have the presence of President Chiang Kai-shek and to listen to his address on the fundamental policies to be carried out by the Council.

As it is to be the highest policy-making organ in the field of economic affairs, its responsibilities relative to the development of our national economy will be great indeed. We are, however, confronted with innumerable difficulties besetting the paths of economic reconstruction and it is imperative that we should muster the utmost courage in striving to meet the situation so as to realize our aims.

Our country, as the President has just pointed out in his address, will be at the threshold of a period of unprecedented economic prosperity as soon as basic conditions will have been favorably established. It is evident that these basic conditions will be forthcoming only when those responsible for their establishment will make unremitting efforts in reaching the goal when the present unfavorable environment will have quickly ameliorated. And what is most important when the policies adopted by the Council will be of a nature suitable to the particular conditions of this country and consonant with sound economic principles. We should, therefore, make a thorough study of all relevant problems before drawing up our policies and carry out careful preparations prior to their execution.

I shall here outline a few simple fundamental principles underlying the future program for economic development re-

lative firstly to our people; secondly, to the Government, and thirdly, to Allied nations.

First, the Government should offer guidance and assistance to private economy to enable it to achieve vigorous progress and not strangle it with arbitrary control or obstruct it with unwarranted interference. But guidance and assistance have proper limits. It does not mean that the people are to take an attitude of complete or continual dependence on Government. On the contrary, the people should never lose sight of the basic principle of self-reliance and self-help.

Whether it be in industry, commerce or agriculture, whether it concerns activities, large or small, it is important that the work be carried out forward to success through the people's own exertion, courage and initiative. Provided such activity does not transgress the bounds of the economic policy formulated by Government, it is discharging its obligations, service and responsibility to the country's economy.

It must not, however, depart from the rule of self-help or proceed on the assumption that while failing to meet the economic test, it may still survive at the expense of the National Treasury. Guidance and assistance on the part of the Government will take shape not in the form of subsidies but in the following measures: in the scientific and technical field—on account of its position and resources, the Government in its present stage of industrial development can acquire and command with greater ease as compared with private industries the latest and most advanced scientific and engineering knowledge as well as experienced technicians at home and abroad.

It should strive to build up various appropriate organizations and devise measures whereby such knowledge, experience and skill can be harnessed to revive industrial, commercial and agricultural development of the people.

In the field of finance—the Government is now confronted with the most pressing problem of how to rehabilitate and stabilize finance and currency. A successful solution means provision of essential conditions for affording the public economy its most fundamental and needed assistance, for, without financial and currency stabilization incentive for productive enterprise will be throttled for lack of confidence; the labor problem will become increasingly acute without the

possibility of anything more than temporary settlements and high interest rates cannot effectively be lowered—all pointing to the basic importance of the currency and commodity price situation which must be satisfactorily handled to provide real assistance to the people.

In the communication and transportation field—the importance attached by the Government to the means of communications and transport is very obvious. One of the most serious obstacles to economic rehabilitation is the disrupted state of transportation and the Government can help the people resume their economic development most effectively through the restoration of important railroad lines, river and coastal shipping, trunk highways in the interior and finally air communications at various key points throughout the country.

In the field of motive power—with the mechanization of productive process, it is imperative that there is an uninterrupted supply of cheap motive power. The Government can aid the people in their work of economic development by taking all the appropriate and necessary steps to increase the coal output and its effective distribution. As industrialization progresses, and approaches a stage of concentration in Central China such as to warrant economic development of water power, the Government should not hesitate to embark upon the construction of ambitious and costly hydroelectric projects.

The sphere of activity touched upon in these four categories cover the more important phases of what we term Government policy for guidance and assistance of the people.

Secondly, this Council vis-a-vis the economic activities of the different departments of Government clearly has the duty of adjustment and coordination.

By adjustment, I mean that firstly, employment of national income should be properly apportioned between the Government and the people; and, secondly, the field of economic enterprises should also be appropriately delegated between them. The proper apportionment of national income is important because with our reduced national income, the Government cannot proceed to take excessive share without impairing the productive forces of the nation. It is necessary that the Government should exercise vigilance and restraint in circumscribing its own

activities through retrenchment during the present period of recovery and rehabilitation.

Appropriate delimitation of the respective domain of Government and private enterprise is also important because if the Government engages in activities of which the necessity of Government operation is clearly indicated, such activities will become increasingly burdensome and may prevent or upset financial stabilization and furthermore they will tend to discourage and obstruct competition in enterprises and thus impede the economic progress of the nation.

The adjustment therefore involves reasonable and appropriate apportionment of both consumption and production between state and private capital. By coordination, on the other hand, I mean that the various government departments should be made to eliminate duplication of economic operations and reconcile conflicting tendencies in questions of economic policy.

In dealing with the Government itself, the Council is to carry through the program of general planning and division between the channels of public and private enterprise.

Thirdly, the attitude of the Government to the Allied nations should be one of close cooperation based on frankness, reciprocity and equality, and such cooperation may be technical and financial in character.

Technically, the Council should prove that the leaders are keeping in touch with countries more advanced in scientific and engineering accomplishments with the view to the establishment of mutually beneficial contacts so that the tempo of progress of our economic development may be increased.

Commercially, we will strive to bring about the conclusion of arrangements in foreign commerce and exchange.

Financially, we should cooperate with all friendly nations to find avenues for surplus capital and establish conditions favorable to economic mobility on one hand and to secure its effective utilization for increasing our productive capacities on the other.

I have only touched upon the highlights of our program of economic planning. I have no doubt that under the leader-

ship of the President of the National Government and with the valuable cooperation of members of the Council, we shall be able to prove with energy and vigor our twin objectives in rehabilitation and reconstruction.

NOTE:—The translation of the above texts is according to the version released by the Central News Agency.

REGULATIONS GOVERNING THE ORGANIZATION OF THE SUPREME ECONOMIC COUNCIL

*(Passed by the Supreme National Defence Council
on November 26, 1945).*

ARTICLE. 1. The National Government, with the objective of completing the work of economic rehabilitation, expediting the task of economic reconstruction, and developing and elevating the people's standard of living, specially establishes the Supreme Economic Council which shall be subject to the direction of the President of the National Government.

ARTICLE II. The competence of the Supreme Economic Council shall be as follows:—

1. The full and effective utilization of national resources.
2. The decision on important economic policies.
3. The formulation of important economic plans and formulae.
4. The co-ordination of the activities of the various departments having to do with economic affairs.
5. The investigation and examination of the progress of economic undertakings.

ARTICLE III. The Supreme Economic Council shall have a Chairman, which post shall be held by the President of the Executive Yuan concurrently; a Vice-Chairman, which post shall be held by the Vice-President of the Executive Yuan concurrently.

ARTICLE IV. The persons mentioned hereunder shall be *ex officio* members of the Supreme Economic Council, and in addition to them the President of the National Government may designate not more than five other persons as members of the Council:—

1. Minister of Economic Affairs.
2. Minister of Communications.

3. Minister of Agriculture and Forestry.
4. Minister of Food.
5. Minister of Finance.
6. Minister of Education.
7. Minister of Social Affairs.
8. Director-General of the National Relief and Rehabilitation Administration.

ARTICLE V. The Supreme Economic Council shall hold periodic meetings, and shall submit to the President of the National Government work reports which shall also be published.

ARTICLE VI. The Supreme Economic Council shall have a Secretary-General which post shall be held concurrently by the Secretary-General of the Executive Yuan; and a Deputy Secretary-General who shall be delegated by selection.

ARTICLE VII. The Supreme Economic Council may, in accordance with its practical requirements, have various divisions to deal with its various duties.

ARTICLE VIII. Each Division of the Supreme Economic Council shall be headed by a Divisional Chief, and where necessary, have an Assistant Divisional Chief. All these appointments shall be delegated by selection.

ARTICLE IX. The Supreme Economic Council shall have from two to four Counsellors, and from two to four Secretaries, all of these officials to be delegated by selection.

ARTICLE X. The Supreme Economic Council shall have a number of Technical Commissioners, Special Commissioners, Inspectors, and Divisional Members. Of these officials, from ten to fourteen persons shall be delegated by selection, from fifteen to twenty delegated by recommendation, and the rest delegated by designation.

ARTICLE XI. The Supreme Economic Council may invite Chinese and foreign experts to serve as Advisors and Consultants.

ARTICLE XII. When occasioned by practical needs, the Supreme Economic Council may establish various special committees.

ARTICLE XIII. The Supreme Economic Council exercises controlling authority over the economic activities of various governmental organs and issues final decisions thereon.

ARTICLE XIV. When necessary, the Supreme Economic Council may ask for the supply for use, any referential from any governmental organ.

ARTICLE XV. The routines rules of the Supreme Economic Council shall be separately provided.

ARTICLE XVI. These Regulations shall come into force on the date of their promulgation.

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