

UNITED STATES DEPARTMENT OF LABOR

L. B. Schwellenbach, *Secretary*

BUREAU OF LABOR STATISTICS

Ewan Clague, *Commissioner*



Extent of Collective Bargaining
and Union Recognition
1946



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Letter of Transmittal

UNITED STATES DEPARTMENT OF LABOR,
BUREAU OF LABOR STATISTICS,
Washington, D. C., June 24, 1947.

The SECRETARY OF LABOR:

I have the honor to transmit herewith the report on the extent of collective bargaining and union recognition for 1946. The study is based on an analysis of approximately 15,000 collective-bargaining agreements, as well as other source materials on employment, union membership, and other data available to the Bureau of Labor Statistics. The report was prepared by the staff of the Collective Bargaining Division, under the general supervision of Harold S. Roberts, in the Bureau's Industrial Relations Branch, Boris Stern, Chief. Philomena Marquardt was in immediate charge of assembling the information.

EWAN CLAGUE, *Commissioner.*

HON. L. B. SCHWELLENBACH,
Secretary of Labor.

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Extent of Collective Bargaining and Union Recognition, 1946¹

Union-Agreement Coverage

Approximately 14.8 million workers were employed under conditions determined by written collective-bargaining agreements in 1946, an increase of a million workers compared with 1945. The workers covered by agreement represent 48 percent of the 31 million² engaged in occupations in which the unions have been organizing and endeavoring to obtain written agreements. The percentage covered was the same in the previous year, but fewer workers—approximately 29 million—were eligible for agreement coverage in 1945. Nonmanufacturing industries accounted for much of the increase in employees eligible for agreement coverage.

About 7.9 million production workers in manufacturing were covered by union agreements in 1946 (69 percent of those employed) compared to 8 million (67 percent) a year earlier. In the nonmanufacturing industries 6.9 million workers, or 35 percent of the potentials were employed under union agreements. Part of the decrease in total coverage in the manufacturing industries can be accounted for by changes in employment in such industries as aircraft and shipbuilding, in which a large proportion of the workers are covered by union agreement. In the nonmanufacturing industries the increase in the number of workers can be accounted for by higher employment in such industries as construction, in which the proportion of workers covered by collective bargaining is very high.

The extent of union agreement coverage in the various manufacturing and nonmanufacturing industries is shown in table 1. Because each group covers a range of 20 percent, it is possible for the propor-

¹ For similar data for previous years, see *Monthly Labor Review*, April 1946, April 1945, April 1944, February 1943, May 1942, and March 1939.

² This estimate of 31 million includes all wage and salary workers except those in executive, managerial, and some professional positions, but excludes all self-employed, domestic workers, agricultural wage workers on farms employing less than six persons, Federal and State Government employees, teachers, and elected or appointed officials in local governments.

It should be noted that the number of workers covered by union agreements is not the same as union membership. Except under closed or union-shop conditions, agreements cover nonmembers as well as members employed within the given bargaining unit. On the other hand, some union members may be working in unorganized plants and many civil-service employees and teachers are members of unions but are not employed under the terms of bilateral written agreements.

tion of covered workers within an industry to increase several percent and still remain within the same group. During 1946 the percentage of workers covered by agreements in the dairy products industry increased enough to bring it from the 1-19 percent into the 20-39 percent category. Chemicals, excluding rayon yarn and the paper products industries moved from the 20-39 percent into the 40-59 percent group. Canning and preserving foods, dyeing and finishing textiles, and leather gloves increased in the proportion covered so that they shifted from the 40-59 percent to the 60-79 percent column. Moving from the 60-79 percent into the 80-100 percent group were the electrical machinery and the rayon yarn industries.

TABLE 1.—*Proportion of wage earners under union agreements in 1946*

MANUFACTURING INDUSTRIES				
80-100 percent	60-79 percent	40-59 percent	20-39 percent	1-19 percent
Agricultural equipment. Aircraft and parts. Aluminum. Automobiles and parts. Breweries. Carpets and rugs, wool. Cement. Clocks and watches. Clothing, men's. Clothing, women's. Electrical machinery. Furs and fur garments. Glass and glassware. Leather tanning. Meat packing. Newspaper printing and publishing. Nonferrous metals and products, except those listed. Rayon yarn. Rubber. Shipbuilding. Steel, basic. Sugar.	Book and job printing and publishing. Coal products. Canning and preserving foods. Dyeing and finishing textiles. Gloves, leather. Machinery, except agricultural equipment and electrical machinery. Millinery and hats. Paper and pulp. Petroleum refining. Railroad equipment. Steel products. Tobacco. Woolen and worsted textiles.	Baking. Chemicals, excluding rayon yarn. Flour and other grain products. Furniture. Hosiery. Jewelry and silverware. Knit goods. Leather, luggage, handbags, novelties. Lumber. Paper products. Pottery, including chinaware. Shoes, cut stock and findings. Stone and clay products, except pottery.	Beverages, non-alcoholic. Confectionery products. Cotton textiles. Dairy products. Silk and rayon textiles.	(None.)
NONMANUFACTURING INDUSTRIES				
80-100 percent	60-79 percent	40-59 percent	20-39 percent	1-19 percent
Actors and musicians. Airline pilots and mechanics. Bus and streetcar, local. Coal mining. Construction. Longshoring. Maritime. Metal mining. Motion-picture production. Railroads. Telegraph. Trucking, local and intercity.	Radio technicians. Theater—stage hands, motion-picture operators.	Bus lines, intercity. Light and power. Newspaper offices. Telephone.	Barber shops. Building servicing and maintenance. Cleaning and dyeing. Crude petroleum and natural gas. Fishing. Hotels and restaurants. Laundries. Nonmetallic mining and quarrying. Taxicabs.	Agriculture. ¹ Beauty shops. Clerical and professional, excluding transportation, communication, theaters, and newspapers. Retail and wholesale trade.

¹ Less than 1 percent.

Types of Union Recognition

EXTENT OF COVERAGE

Approximately 4.8 million workers were covered by closed and union shop with preferential hiring provisions in 1946, compared to 4.25 millions in 1945. Union shop clauses, without preference in hiring, were specified for almost 2.6 million workers in 1946 and 2 million in 1945. The number of workers covered by maintenance of membership decreased from more than 3.9 million in 1945 to 3.6 million in 1946.

Table 2 indicates the changes in the proportion of workers under each type of union recognition from 1941 through 1946. During the war there was a major shift from sole bargaining and bargaining for members only to maintenance of membership. The 1946 figures indicate a trend away from the latter type, and to the union or closed shop.

TABLE 2.—Changes in union recognition in the United States, 1941–46

Item	1941	1942	1943	1944	1945	1946
Eligible for union-agreement coverage:						
Number (in millions).....	35	31	31	30.25	29	31.2
Percentage under agreement.....	30	40	45	47	48	48
	Percentage distribution ²					
Workers under agreements providing for—						
Closed shop.....	40	45	30	28	30	33
Union shop.....			20	18	15	17
Maintenance of membership.....	(³)	15	20	27	29	25
Preferential hiring.....	(³)	5	2	2	3	3
Other ⁴	(³)	35	28	25	23	22
Total.....		100	100	100	100	100

¹ This figure is not comparable with the number listed as eligible for other years since it includes all salaried workers and all government employees. The figure which would be comparable is 31 million.

² Percentages not strictly comparable, year by year, because of slight changes in volume of employment during the period.

³ No data.

⁴ No membership or hiring requirements are mentioned in these agreements, which have clauses specifying sole bargaining, maintenance of union dues, and bargaining for members only.

Table 3 lists the industries in which at least half of the workers who are under agreement are covered by the type of union recognition specified.

A few industries (such as shipbuilding and iron and steel products) which were listed in the 1945 report do not appear this year because 50 percent of the workers in those industries are no longer covered by any one type of recognition clause. Carpets and rugs and woolen and worsted were both listed under maintenance of membership in 1945 but in 1946 over half of the workers in those industries who were covered by union agreements were under union-shop provisions.

The most marked change has taken place in the automobile industry. In 1945 over half of the covered workers had maintenance-of-membership provisions, in 1946 a little over 10 percent had such provisions, while a third were covered by union-shop requirements, a fourth by sole-bargaining arrangements, and another fourth by maintenance-of-union-dues requirements.

The proportion of workers under the different types of union security for a selected group of industries is shown in table 4, while the approximate number of workers in each of the major census groups for manufacturing and the totals for nonmanufacturing are given in table 5.

TABLE 3.—*Industries with 50 percent or more of the workers under agreement covered by specified types of clauses*

MANUFACTURING INDUSTRIES				
Closed or union shop with preferential hiring	Union shop	Maintenance of membership	Preferential hiring	Sole bargaining
Baking. Breweries. Canning and preserving foods. Clothing, men's. Clothing, women's. Dyeing and finishing textiles. Gloves, leather. Glass containers. Hosiery. Printing and publishing. Shoes, cut stock and findings.	Carpets and rugs, wool. Flat glass. Knit goods. Paper and allied products. Sugar, beet. Woolen and worsted textiles.	Aircraft and parts. Cigarettes and tobacco. Chemicals. Cotton textiles. Electrical machinery. Machinery, except electrical. Meat packing. Nonferrous metals. Petroleum refining. Rubber. Steel, basic.	Pettery.	Cement. Sugar cane.
NONMANUFACTURING INDUSTRIES				
Construction. Trucking and warehousing.	Coal mining.	Crude petroleum and natural gas. Metal mining. Public utilities, electric light and power, water and gas. Telegraph.	Longshoring. Maritime.	Railroads. Telephone.

DEFINITIONS

Closed shop

Under this type of union recognition all employees must be members of the union at the time of hiring and they must remain members in good standing during their period of employment. The following is the simplest form of a closed-shop provision:

The employer shall employ none but members in good standing in the union. All employees shall remain members in good standing as a condition of continued employment.

Hiring through the union, unless it is unable to supply the required number of workers within a given period, is required under most of

the closed-shop agreements and those employees who are hired through other procedures must join the union before they start to work.

Union shop

Workers employed under a union-shop agreement need not be union members when hired, but they must join the union within a specified time, usually 30 to 60 days, and remain members during the period of employment. A characteristic clause setting up a union shop generally reads:

All present employees not on the excluded list (outside the bargaining unit) who are not now members of the union, must become members within 30 days after the signing of this agreement. All persons employed, after this date, must become members of the union within 30 days after date of their employment. All employees will remain members of the union in good standing as defined by the constitution and bylaws of the union as a condition of employment for the duration of this agreement.

Union shop with preferential hiring

When the union-shop agreement specifies that union members shall be given preference in hiring or that the hiring shall be done through the union, the effect is very much the same as the closed-shop agreement.

When the company is in need of a new employee, the union shall have the first opportunity to supply such employee. If the union shall be unable to supply such employee within 1 week, or if the union waives the right to supply such employees, the company may hire any person it desires.

Any new employees hired by the company who are not already members of the union, shall become members of the union within 2 weeks of the date of their employment. Only members in good standing of the union shall continue in the employ of the company.

Modified union shop

In some cases the union shop is modified so that those who were employed before the union shop was established are not required to become union members. This type of union security is sometimes referred to as a modified shop.

(a) All employees hired after the date of execution of this agreement must, after a 6-week probationary period, become and remain members of the Union in good standing as a condition of continued employment. In individual cases the employer shall have the opportunity of negotiating with the union with respect to a longer probationary period.

(b) It is agreed that present employees, who have not and do not desire to join the union, need not do so as a condition to their continued employment with the company. It is agreed that all employees who are members of the union, or who may become members of the union, shall remain members in good standing during the life of this agreement.

Maintenance of membership

This type of union security requires that all employees who are members of the union a specified time after the agreement is signed and all who later join the union, must remain members in good standing for the duration of the agreement. Following the pattern of the maintenance of membership clauses established by the National War Labor Board, most of the agreements with this type of union-security clause provide for a 15-day period during which members may withdraw from the union if they do not wish to remain members during the life of the agreement.

It is agreed that all employees who, 15 days after the signing of this agreement, namely, [date] are members of the union in good standing in accordance with the constitution and bylaws of the union, and all employees who thereafter, become members of the union, shall, as a condition of employment, continue to remain members in good standing as long as the union specified above remains the collective bargaining agent.

Members of the union who are delinquent in dues payments shall pay all dues before they shall be permitted to avail themselves of the 15-day escape period provided for above.

Members of the union in good standing for the purpose of this provision shall be all persons who are members in good standing as of [date] or who subsequently become members and have not resigned or withdrawn and so notified the union in writing prior to [date].

Maintenance of union dues

During 1946 a few agreements covering workers employed by large companies which had specified maintenance of membership in 1945 were modified, to provide sole bargaining with the check-off of union dues for all union members as a condition of employment. Clauses of this type (which specify this form of irrevocable check-off) are found in agreements negotiated with the Geners' Motors Corp., the Goodrich Tire and Rubber Co., Akron, the International Harvester Co., East Moline, Ill., the Western Electric Co., and Yale & Towne. An example of this maintenance of union-dues clause is as follows:

All employees who, 15 days after the beginning of the first pay roll week following the date of this agreement [date], are members of the union in good standing in accordance with its constitution and bylaws, and all employees who become members after that date, shall, as a condition of employment authorize the company for the duration of this agreement to deduct from their pay and transmit to the union an amount equivalent to their union dues as currently established by the union in accordance with its constitution and bylaws.

Preferential hiring

No union membership is required under this type of clause but union members must be hired if available. When the union cannot supply workers, the employer may hire nonmembers and they are not required to join the union as a condition of employment.

Members of the union shall have all of the work pertaining to the rigging up of ships and the coaling of same, and the discharging and loading of all cargoes including mail, ships' stores and baggage. When the union cannot furnish a sufficient number of men to perform the work in a satisfactory manner, then the employer may employ such other men as are available.

Sole bargaining

Under some agreements no requirement for union membership or for hiring through the union is specified. The union is the sole bargaining agent for all employees and negotiates the agreement covering all workers in the bargaining unit whether they are members of the union or not.

The company recognizes union No. ——— as the exclusive bargaining agency for all production and maintenance employees of the company, exclusive of executive, administrative, office, clerical employees * * * and all supervisory employees with the authority to hire, discharge, discipline, or effectively recommend changes in the status of employees as to factory wage rates, hours, and working conditions.

TABLE 4.—*Proportion of workers under union agreement, by type of union security and by industry, 1946*

Industry	Total	Closed or union shop with preferential hiring	Union shop—no preferential hiring	Maintenance of membership	Preferential hiring	Other
Total, all industries.....	100	33	17	25	-----	25
Manufacturing	100	28	19	38	-----	15
Agricultural machinery.....	100	1	4	74	-----	21
Aircraft and parts.....	100	6	8	62	-----	24
Aluminum.....	100	5	14	79	-----	2
Automobiles and parts.....	100	1	35	12	-----	52
Canning and preserving foods.....	100	64	11	19	-----	6
Chemicals, excluding rayon yarn.....	100	3	34	52	-----	11
Cigarettes and tobacco.....	100	1	35	54	-----	10
Cigars.....	100	43	12	43	-----	2
Clothing, men's.....	100	90	6	-----	4	-----
Clothing, women's.....	100	97	3	-----	-----	-----
Cotton textiles.....	100	32	8	52	-----	8
Dyeing and finishing textiles.....	100	56	20	22	1	1
Electrical machinery.....	100	9	15	57	1	18
Furniture and finished lumber products.....	100	20	29	37	1	13
Hosiery.....	100	59	12	25	-----	4
Leather tanning.....	100	18	23	36	-----	23
Meat packing.....	100	11	12	75	-----	2
Paper.....	100	7	53	39	-----	1
Petroleum refining.....	100	1	7	57	-----	35
Rayon yarn.....	100	1	3	69	-----	27
Rubber.....	100	2	15	66	-----	17
Shipbuilding.....	100	32	11	48	-----	9
Shoes.....	100	50	5	42	-----	3
Silk and rayon textiles.....	100	37	26	23	-----	14
Steel, basic.....	100	-----	3	93	-----	4
Steel products.....	100	11	33	47	1	8
Woolen and worsted textiles.....	100	2	66	18	-----	14
Nonmanufacturing	100	38	16	9	-----	37
Coal mining.....	100	-----	100	-----	-----	-----
Construction.....	100	94	-----	-----	6	-----
Railroads.....	100	-----	-----	-----	-----	100
Telephone.....	100	3	1	28	-----	68

Members only

A few agreements stipulate that the union shall act as bargaining agent for its members only, and the agreement does not cover other workers.

The employer recognizes the ——— union as the collective bargaining agency for its production and maintenance employees who are members of the union, at the employer's ——— works and mine.

TABLE 5.—*Approximate number of workers covered in 1946, by the type of union security listed*

Industry	Closed shop	Union shop with preferential hiring	Union shop	Membership maintenance
Manufacturing	1, 275, 000	950, 000	1, 506, 000	3, 031, 000
Food.....	210, 000	130, 000	90, 000	185, 000
Tobacco.....	8, 000	3, 000	15, 000	32, 000
Textile.....	40, 000	120, 000	165, 000	180, 000
Apparel.....	515, 000	320, 000	50, 000	8, 000
Lumber.....	25, 000	90, 000	60, 000	76, 000
Furniture.....	20, 000	20, 000	55, 000	70, 000
Paper.....	.....	15, 000	126, 000	70, 000
Printing and publishing.....	250, 000	.....	.....	.....
Chemicals.....	1, 000	4, 000	60, 000	125, 000
Petroleum.....	.....	5, 000	15, 000	50, 000
Rubber.....	.....	3, 000	30, 000	140, 000
Leather.....	40, 000	61, 000	20, 000	60, 000
Stone, clay, and glass.....	5, 000	45, 000	75, 000	35, 000
Iron and steel.....	30, 000	40, 000	235, 000	725, 000
Nonferrous metals.....	30, 000	15, 000	40, 000	185, 000
Electrical machinery.....	15, 000	25, 000	70, 000	260, 000
Machinery, excluding electrical.....	15, 000	15, 000	90, 000	460, 000
Automobile.....	1, 000	10, 000	240, 000	80, 000
Transportation equipment.....	55, 000	17, 000	50, 000	250, 000
Miscellaneous.....	15, 000	12, 000	20, 000	40, 000
Nonmanufacturing:				
Total, all groups ¹	2, 082, 000	547, 000	1, 091, 000	664, 000

¹ Included in this group are employees in construction, trucking, warehousing, services, clerical, sales and professional occupations, mining, transportation, communications, and public utilities.

Check-Off Arrangements

EXTENT OF COVERAGE

Approximately 6 million workers (41 percent of all under union agreements) were covered by some form of check-off provisions in 1946. This is an increase of close to three-quarters of a million from the 1945 total. Automatic deduction of dues was specified for a little over half of these workers while the others specified check-off of union dues only for employees who give the employer an individual written authorization. Some of these may be withdrawn at any time; others remain in effect for the life of the agreement.

In the manufacturing industries 4.7 million workers (61 percent) had their dues checked off compared to the 4 million (about 50 percent) in 1945. The number of nonmanufacturing workers covered by check-off arrangements remained at about 1.3 million for 1946, but this was not quite 20 percent of the workers under agreement; in 1945 with only 13.8 million under agreement the same number of workers covered brought the proportion to 24 percent.

Changes in check-off arrangements from 1942 through 1946 are given in table 6 and they show a gradual increase in the number of workers covered by such provisions. Table 7 lists the industries which have at least half of the workers under agreement covered by one type of check-off. A few industries listed for 1945, such as chemicals, steel products, and men's clothing, no longer have 50 percent of the covered workers under a single type of check-off.

The proportion of workers under agreement by type of check-off for selected industries is given in table 8, while the approximate number of workers covered by check-off in 1946 for the major manufacturing industries as for nonmanufacturing is shown in table 9. Table 8 also shows the proportion of workers under agreement by each type of check-off during 1946 for manufacturing and nonmanufacturing industries. Below are definitions of the two types of check-off and examples of union agreement clauses providing for each.

TABLE 6.—Changes in check-off arrangements in the United States, 1941-46

Item	1941	1942	1943	1944	1945	1946
Number under agreement (in millions)	10.3	12.5	13.8	14.3	13.8	14.8
	Percentage distribution ¹					
Workers under agreements providing for—						
Automatic check-off	(2)	12	18	21	23	24
Voluntary check-off	(3)	8	14	20	16	17
No check-off	(2)	80	68	59	61	59
Total		100	100	100	100	100

¹ Percentages not strictly comparable, year by year, because of slight changes in volume of employment during the period.

² No data.

TABLE 7.—Industries with 50 percent or more of workers under agreement covered by specified type of check-off

MANUFACTURING	
Voluntary	Automatic
Cement. Clocks and watches. Glass, flat. Petroleum and coal products. Sugar, cane. Textiles, except wool carpets and rugs, and hosiery.	Aircraft engines. Aluminum. Automobiles. Carpets and rugs (wool). Cigarettes and tobacco. Electrical machinery. Hosiery. Leather, except gloves and shoes. Meat packing and slaughtering. Nonferrous smelting and refining. Rubber tires and tubes. Steel, basic. Sugar, beet.
NONMANUFACTURING	
Crude petroleum and natural gas products. Telephone.	Coal mining. Iron mining. Telegraph.

TABLE 8.—*Proportion of workers under union agreement, by type of check-off in selected industries, 1946*

Industry	Percent of workers under agreement			
	Total	Voluntary check-off	Automatic check-off	No check-off
Total.....	100	17	24	59
Manufacturing.....	100	23	38	39
Agricultural machinery.....	100	13	41	46
Aircraft and parts.....	100	35	47	18
Aluminum.....	100	15	80	5
Automobiles and parts.....	100	6	59	35
Canning and preserving foods.....	100	26	11	63
Chemicals, excluding rayon yarn.....	100	46	22	32
Cigarettes and tobacco.....	100	1	94	15
Cigars.....	100	23	36	41
Clothing, men's.....	100	25	43	32
Clothing, women's.....	100	3	6	91
Cotton textiles.....	100	77	21	2
Dyeing and finishing textiles.....	100	67	20	13
Electrical machinery.....	100	19	65	16
Furniture and finished lumber products.....	100	32	28	40
Hosiery.....	100	30	63	7
Leather tanning.....	100	49	20	31
Meat packing.....	100	8	76	16
Paper.....	100	33	14	53
Petroleum refining.....	100	46	20	34
Rayon yarn.....	100	36	45	19
Rubber.....	100	32	44	24
Shipbuilding.....	100	17	43	40
Shoes.....	100	33	23	44
Silk and rayon textiles.....	100	83	14	3
Steel, basic.....	100	2	94	4
Steel products.....	100	21	43	36
Woolen and worsted textiles.....	100	68	20	12
Nonmanufacturing.....	100	10	9	81
Coal mining.....	100	-----	100	-----
Construction.....	100	-----	-----	100
Railroads.....	100	-----	-----	100
Telephone.....	100	66	-----	34

TABLE 9.—*Approximate number of workers covered in 1946, by type of check-off specified*

[In thousands]

Industry	Automatic	Voluntary
Total.....	3, 637	2, 503
Manufacturing.....	3, 032	1, 777
Food.....	160	84
Tobacco.....	43	6
Textiles.....	158	349
Apparel.....	240	133
Lumber.....	5	49
Furniture.....	53	60
Paper.....	33	63
Printing and publishing.....	-----	-----
Chemicals.....	61	97
Petroleum.....	19	53
Rubber.....	92	66
Leather.....	60	59
Stone, clay, and glass.....	43	88
Iron and steel.....	702	147
Nonferrous metals.....	142	91
Electrical machinery.....	297	87
Machinery, excluding electrical.....	251	177
Automobiles.....	415	41
Transportation equipment.....	219	103
Miscellaneous.....	39	24
Nonmanufacturing:	-----	-----
Total, all groups ¹	605	726

¹ Included in this group are employees in construction, trucking, warehousing, services, clerical, sales and professional occupations, mining, transportation, communications, and public utilities.

DEFINITIONS

Automatic check-off

Many agreements specify that the employer shall deduct the union dues from the pay of all union members. In addition they may specify that initiation fees and assessments shall be checked off.

The company will deduct from the pay of each employee covered by this agreement all union initiation fees, dues, and assessments.

Voluntary check-off

A number of agreements specify that the employer shall check off union dues or assessments only for those employees who sign individual authorization. In most cases the employee may withdraw his authorization whenever he wishes.

The company agrees that any member of local—— may, upon written instructions to the company with a copy to local——, request the company to deduct his union dues from his pay check once each month and the company agrees that such collected dues will be turned over monthly to the financial secretary of local—— with full accounting thereof. It is understood that any union member may rescind such deduction instructions at any time, provided the company is given written 30 days' notice with a copy to local—— on a form provided for that purpose. Unless rescinded, authorization for deduction of all dues shall continue for the duration of this agreement.