Although the report nowhere states the findings in these terms, the recommendations of the various panels lead to one conclusion—the maintenance of health is no longer an individual but a group problem. Individual actions which affect the health of other persons are increasingly being subjected to group control. Advances in medical knowledge and technology have reached the point where a single isolated physician no longer can provide his patients with the best of modern medical care. The individual citizen finds that the best medical care costs more than he can afford if paid for in a lump sum. The one issue on which the Assembly failed to reach agreement is in reality the main issue: How can the community provide the optimum health and medical facilities and services for its members?

HAROLD F. DORN
U. S. Public Health Service

American Social Insurance. By DOMENICO GAGLIARDO. New York: Harper & Brothers, 1949. xxiii, 671 pp. $5.00.

The American Social Security System. By EVELINE M. BURNS. Boston: Houghton Mifflin Company, 1949. xviii, 460 pp. $4.50.

Professor Gagliardo achieves the well-nigh impossible in presenting a unified account of the extraordinarily complex field of social insurance. Competing Federal, state, and local governments, historical accidents, unexplained legislative irrationalities, conflicting economic groups, and deeply rooted special interests have produced unparalleled confusion in public opinion and hence in public policy and administrative procedures regarding security and how to insure it.

Command over such a complex volume of data is made possible by this author's skillful use of an historical approach and his continuously relating the legal, political, ideological, technological, social and economic forces to the current situation in modern society. Understanding of the near-chaos so frequently found in this field is only possible to the extent in which such data are integrated with the total picture of present day life. On the whole the author succeeds in this task, but occasionally he is forced to confess his failure (p. 619 ff.).

Our present difficulties in developing an adequate legal and social philosophy regarding security and its efficient administration are analyzed in terms of the nature of modern industrial technology, the influence of the common law, the historical effects of the poor law and early labor legislation, changing legal, political, and economic philosophies, conflicting economic and social classes, the nature of the democratic process and conflicting conceptions of the proper roles of individual and the state, the national and local governments, and the goals of organized society. Gagliardo accomplishes his purpose without pedantry or partisanship. He gives the reader all that is needed for intelligent independent judgment of the numerous controversial issues, particularly in the field of health insurance.

The volume by Eveline M. Burns, of the New York School of Social Work, attempts no such broad objectives. She confines herself almost entirely to the national plans initiated in 1935, and the state and local developments resulting therefrom. She has excellent command of the data, which are presented in a more or less standardized form for each kind of insurance: eligibility, benefits, financing, and administration. Present policies and procedures are evaluated in terms of the author's professional social work philosophy, a philosophy representative of those in that field whenever their thinking is integrated. This means that in many instances she does not regard present policies and procedures as the legitimate offspring of a functional democratic American matrix with clear goals and purposes. Rather are the several insurances, to her, largely fortuitous and adventitious growths which stand in need of corrections and extensions to make them "better" experiments—experiments less cluttered by the hesitations and compromises that characterize a working democracy.

By coincidence the content of these two books would be more accurately indicated had the authors exchanged titles.

ERLE FISKE YOUNG
The University of Southern California

Report of the Royal Commission on Population. London: His Majesty's Stationary Office (Cmd. 7695) 1949. xii, 259 pp. 4*s.* 6*d.*

Great Britain shared with other industrial nations a period of rapid population increase early in the industrial revolution, followed by a slower increase which reached a low point in the 1930s and shows some recovery in the post war years. It was the realization that population trends are fundamental factors in long range economic and social change that led most

European countries to seek a "population policy" and caused the war-time appointment in Great Britain of the Royal Commission on Population. This body included some of the outstanding scholars of the country and their deliberations covered five years.

The first part of the Report traces the history of these movements and their causes. Students familiar with European literature will find little new in this section. The analysis of the apparent post-war change implicit in the large increase in the number of births in the late 1930s and 1940s leads to the conclusion that the phenomenon is largely the result of earlier marriages; and there is no way to judge whether the declining trend has been reversed until these post war couples have completed their child bearing experience. But according to present indications the general level of marital fertility was only a little higher in 1939-1948 than just before the war. Whelpton's recent analysis, based on the order of birth of children, indicates that the data for the United States are similarly inconclusive.

The British have access to more complete marriage statistics than are available in this country, and hence have developed marriage specific fertility rates and rates of birth by duration of marriage. These measures throw light on the changes in British family size which must be less precisely measured in the United States on the basis of the census enumerations of the number of children ever born or indirectly on the basis of the annual registry of births by order of birth.

This availability of marriage data led the Commission to rely heavily on marital rates as the measure of population "replacement," whereas the currently used gross reproduction rate measures the number of children born to a total generation of women between the ages of 15 and 45. The birth rates by duration of mariage indicate the fertility of couples who have been married for varying lengths of time. The number of children born to marriages of 21 years duration represents the theoretical completed marital fertility of the family. The British Report does a service in pointing out some of the weakness of the net reproduction rate as a measure of replacement. (It discusses the uses of marital rates and develops the method of calculating them in a technical appendix.)

The Report concludes that the present size of the British family is roughly six per cent below the long run requirement for population replacement. England's decline in natural increase began earlier and has proceeded farther than that of the United States. This is indicated by the fact that even the post war recovery leaves England six per cent below replacement, whereas this country never fell below that during the depression and since 1944 has been far above the replacement level. It is probably this lag in the population trend of the United States which is responsible for our relative lack of concern about population policies.

Two chapters are devoted to population projections by methods similar to those of Thompson and Whelpton. Reasoning based upon projections of the birth, death, and marriage rates leads to conclusions concerning the future course of development of the English population generally similar to those indicated by the projections of American analysis, i.e. that natural increase will provide a slow growth for a few years with the decline setting in within twenty-five to thirty years. The proportion of youth will shrink and the proportion of the aged will increase.

In assessing this trend the case for positive action is based on the argument that the "optimum" British population is not mainly a question of total numbers, but should be examined in the light of the premise that over a long period of time parents having families too small to replace themselves will cause the nation to stagnate and eventually disappear.

To avoid this situation, in a society where birth control is generally accepted and widely practiced, the problem becomes one of increasing the number of children who are wanted. In this respect the Report points out that developments of the past seventy or eighty years have tended to accentuate the relative economic and social handicaps of parenthood and that, until recently, the family has been overlooked or accorded a minor place in social policy.

The positive action or policy recommended by the Commission consists of quite detailed program proposals. Unlike the earlier continental programs which relied mainly on financial assistance to families with children, the Royal Commission recommends both cash allowances and special services for large families. They advocate moderate increases in income tax exemptions and family allowances, but place considerable emphasis on such family services as nurseries and nursery schools, housekeeping

aids, health services, and housing subsidies.

The report concludes with short sections on public opinion and the family and recommendations for strengthening population research. This report is a summary of a number of more technical documents, some of which will be published later.

The document is a valuable addition to population literature, both in content and method. Concise summaries and conclusions at the end of each section are very useful in following the argument, and the general style is as simple and straightforward as is consistent with precision in presenting such a complex subject. It deserves to rank with the Swedish report and portrays many situations which have close parallels in the United States.

T. J. WOOFTER

Federal Security Agency

Yearbook on Human Rights for 1947. Lake Success, New York: United Nations (Columbia University Press, distributors), 1949. xiv, 581 pp. $6.00.

This second *Yearbook on Human Rights,* prepared under the auspices of the U.N. Economic and Social Council, like its predecessor contains valuable materials. In it are found all constitutional and legislative enactments regarding civil rights promulgated during 1947 in all countries of the world; statements on human rights in India and the Union of South Africa (lacking in the first *Yearbook*); provisions of treaties and international agreements made in 1947 concerning human rights; similar provisions in trusteeship agreements concluded up to the end of 1947; and chapters on human rights under the U.N. charter, U.N. organs concerned with human rights, the work of the U.N. Commission on Human Rights, and the International Bill of Human Rights. A Documentary Index reproduces the important texts.

The sections devoted to the United States contain a note on the effects of the Taft-Hartley Act on American labor law, prepared by the United States Government. Since this memorandum is for outside, rather than domestic, consumption, nothing is said about the act being, as the administration claims, "a slave labor law"; on the contrary, the note states that the 1947 act "preserved to workers and labor organizations most of the guarantees heretofore provided" in the Wagner Act.

The volume also provides summaries of the fair employment practices acts of Connecticut and Oregon, adopted in 1947, and reproduces the sections of the new constitution of New Jersey that deal with human rights.

As long as the reports will be drafted by the governments themselves, rather than by experts answerable to the United Nations, the *Yearbooks* will be chiefly valuable for the texts reproduced. It will not be possible to rely heavily on the official memoranda for a total, objective view; witness the memorandum on human rights in the Union of South Africa, prepared by South African officials, which can scarcely be relied on as a report on race relations in that part of the world.

MILTON R. KONVITZ

Cornell University

Encyclopedia of Criminology. Edited by VERNON C. BRANHAM and SAMUEL B. KUTASH. New York: Philosophical Library, 1949. xxxvii, 527 pp. $12.00.

The word encyclopedia suggests a work which digests and presents in an authoritative manner the knowledge extant at the time of its publication. The reader of such a work has the right to assume that he will find the quintessence of learning within its covers.

The book here scrutinized meets no such expectations. It is a symposium of 131 articles, varying in length from a couple of inches to 25 pages, prepared by 61 different authors and printed in alphabetical order of topics. The shortest articles number 43 and are merely definitions of the same number of offenses taken from the criminal code of the state of New York. The longest article, 25 pages, is a good survey of criminal law and procedure. A few of the articles, notably those dealing with various aspects of police science and penal systems, have an international flavor, but on the whole the authors have ignored foreign contributions to "criminology."

Some of the leading articles are truly encyclopedic in character and have been prepared by authoritative writers. Others suffer from various defects. An encyclopedia is surely no place for articles which present only the author's own researches or points of view, regardless of their merit; nor should it offer an opportunity to an author to make a special plea of 5 pages for the adoption of his own neologism ("criminoses").

One of the most difficult problems in editing an encyclopedia is the assignment of space so that an equable balance will be achieved. Ex-