marketing, this "Message" chapter turns out to be neither good behavioral science nor good marketing.

Despite its shortcomings, however, Webster's book will probably sell well. Many instructors will find it easier to assign the text than to put together a package of current readings and cases, such as those suggested in the "Instructor's Supplement" to Webster's book.

Others will have to wait for a strategically oriented and organized marketing communication book. This ideal book will be short enough to allow supplemental readings to fit the instructors' biases. It will contain a planning framework and elucidate the decision requirements of marketing communication. It will not fall out of date immediately after publication because it will rigorously present a decision framework within which current practice can be developed.

Such is the dream of the beleagured teacher of marketing communication.

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The Role of Unemployment Insurance in National Manpower Policies. By LOUIS LEVINE.
Kalamazoo, Mich.: W. E. Upjohn Institute for Employment Research, 1972. Pp. ix+37. $0.75.

The author makes a persuasive case that Unemployment Insurance can and should play a more active and positive role with respect to employment and manpower problems. Such a change in emphasis would not diminish the income maintenance function of unemployment insurance, nor would its fundamental principles be altered.

Dr. Levine argues that in a more active manpower role, unemployment insurance (UI) would not only view the covered workers with regard to their income maintenance needs should unemployment occur but would also consider the difficulties and needs that may arise in their efforts to regain employment. Thus the UI program would have a double objective —to pay cash benefits and to provide manpower services to those workers who require them if they are to compare realistically in the labor market.

Providing workers in insured unemployment with access to manpower services when needed would provide protection against the risk of obsolescence of employability. The accelerated pace of change in the economy and in industrial technology has accentuated that risk. The UI program provides a ready-made mechanism for identifying quickly those workers in need of manpower services and for channeling them to the necessary sources of assistance. Thus, the UI program would broaden the concept of social insurance to include not only partial offsetting of wage loss but also partial loss of employability.

The question may well be raised of why unemployed workers in insured employment do not have access to the manpower programs enacted during the 1960s. These programs operate in accordance with strongly established federal priorities in that services are concentrated on the poor, the disadvantaged, the unskilled or poorly educated, and the most neglected segments of the labor force. Few UI recipients fall into these categories; yet some of them have employability problems. When, however, unemployment continues and benefits are exhausted, many of those who need employability assistance may eventually qualify for attention and help. The longer an individual is unemployed, the more difficult the problem of finding another job becomes.

Levine notes that the present UI program contributes to manpower goals (pp. 7–9). It has a prime interest in promoting speedy reemployment, but this arises primarily from the desire to save benefit outlays which in turn affect employers' UI tax rates. Moreover, UI protects the skill of the insured unemployed worker by supplying partial income replacement for his wage loss to maximize his opportunity for job search. It also plays a major role in the direct maintenance of consumer purchasing power and thereby helps to sustain the economy.

The author briefly discusses the factors which limit a manpower role for unemployment insurance (pp. 11–80). Among these are limitations on coverage; limitations on benefit amounts; emphasis on short-term unemployment; excessive emphasis on financial considerations, that is, actuarial soundness of the plan; interpretation of legal rights and requirements; and emphasis on uniform approaches to the determination of benefit rights.

Levine suggests ways of modifying unemployment insurance in accord with manpower policy goals. One set of modifications includes broadening coverage, extending duration of benefits, easing eligibility requirements, and increasing benefit amounts. He further suggests that the financing of unemployment insurance be counter-cyclical; that is, employer taxes should be higher in boom periods and lower in recession periods. Higher taxes in boom periods would serve both to counter inflationary tendencies and to enlarge the benefit reserves against future heavy unemployment contingencies.

He urges that individualized manpower or employability services be provided to claimants, for example, labor market information, guidance, and counseling. Potentially hard-core claimants should be identified early and referred to the Employment Service for special diagnosis and rehabilitative and supportive services. To facilitate the employment process, there should be a close association between unemployment insurance and the public Employment Service. Where appropriate, relocation assistance should be provided. The costs of relocation could be jointly financed by UI and the manpower authorities. Such funding, however, would require legislation by both the federal and state governments.

Special consideration should be given to the structurally unemployed. Such services would be financed through a structural unemployment benefit reserve account, a kind of catastrophe fund, which would be completely pooled.

To provide employers with financial inducements to hire the disadvantaged, Levine proposes that the wages earned by these workers would be exempt from the UI payroll tax as long as they were considered disadvantaged. He further urges that UI give recognition to covered employers who undertake skill improvement activities for their workers in accordance with specifications approved by the manpower authorities. This could include reduced UI tax rates or exemption of the wages of these workers from the UI payroll tax during the period of upgrading. To stimulate advance manpower planning and the development of an early warning system when employers introduce technological changes affecting the workers, Levine would provide credits to an individual employer against his UI taxes.

The thrust of this monograph is to make the unemployment insurance program a more integral part of the nation's manpower development and utilization efforts. Levine's monograph merits serious consideration by both federal and state employment security administrators. Most of his recommendations will require legislation by both federal and state governments. There is, however, one recommendation which could be implemented today, namely, a closer working relationship between UI and the Employment Service. Federal and state administrators should mandate that the Employment Service provide manpower services to claimants who need them.

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Issues in Labor Policy: Papers in Honor of Douglass Vincent Brown. Edited by STANLEY M. JACKS.
Cambridge, Mass.: M.I.T. Press, 1971. Pp. xvi+182. $10.00.

The volume is a potpouri of articles in the industrial relations field covering manpower policy, comparative labor, manpower training programs, apprenticeship, collective bargaining, and the history of labor economics. It is written by leading practitioners in the industrial relations field, all of whom have taught in the industrial relations section of M.I.T.

The book, based on a symposium held at M.I.T. in 1969, honors Douglass Vincent Brown, who retired as a professor of industrial relations after 30 years at M.I.T. Professor Brown was best known as an outstanding teacher; however, he has published several classic papers in the field of public policy toward labor.

During Brown's years at M.I.T. the profession of labor economics underwent many changes. In an essay by John Turnbull these changes are traced from personnel and labor relations to manpower, "Phillips' Curve Analysis," "Incomes Policy," and the like.