

ticular fields, and by boycotting outsiders. These practices destroy fair competition and fair trade, damage new businesses and small businesses, and levy an unjust toll upon consumers. Upon occasion, they may be even more destructive of world trade than are restrictions imposed by governments.

Goods can surmount a tariff if they pay the duty; they can enter despite a quota if they are within it. But when a private agreement divides the markets of the world among the members of a cartel, none of those goods can move between the zones while the contract is in force. Clearly, if trade is to increase as a result of the lightening of government restrictions, the governments concerned must make sure that it is not restrained by private combinations.

The Proposals therefore contemplate that countries will act, individually and co-operatively, to curb those restrictive business practices in international trade which interfere with the objectives of increased production and trade, access on equal terms to markets and raw materials, and high levels of employment and real income.

To this end, it is suggested that a special agency be established within the International Trade Organization to receive complaints concerning restrictive practices of international combines and cartels, to obtain and examine the facts which are relevant to such cases, and to advise the Organization as to the remedies that may be required.

Enforcement against private violators necessarily rests with member governments. It will be the function of the Organization to recommend to these governments that they take action under their own laws and procedures. In the United States, enforcement would continue to be by judicial proceedings under the anti-trust laws.

### III. RELEASE FROM FEAR OF DISORDER IN THE MARKETS FOR PRIMARY COMMODITIES

After a great war there is danger of violent and rapid movement in the markets for primary commodities. The production of some things has been increased enormously to meet a war demand or to replace sources of production cut off by enemy action. Some time after the end of the fighting, the war demand subsides, goods held by the armies are returned to normal channels, and old sources of production come back into the markets and add to supplies. There is suddenly too much of some commodities and the prices react accordingly. Many countries learned after the last war that such changes can be devastating.

If the Proposals so far discussed can be put into effect, a great advance will have been made toward increasing trade and business activity. The resulting expansion of incomes and consumption should go a long way toward enlarging the demand for primary commodities. The best cure for any surplus is more money in the pockets of consumers. And general prosperity will make it easier for people caught by a particular failure of demand to shift to other lines where opportunities are better.

Such shifts are occurring all the time in any progressive society. Public policy should not seek to prevent them, for they are a necessary part of the process by which the economy meets the changing needs of the people. But if the changes come too fast they may bring serious distress to many small producers and to their communities. It is important that the needed changes be made gradually.

When excess supplies threaten, the first effort obviously should be to increase consumption. But if study discloses that that cannot be done rapidly enough to be effective, other measures may be needed. And since action by one country is quite likely to affect producers and consumers in another, there should be consultation between governments.