A Complete Bibliography: 1949-1994

Economic Research Service
U.S. Department of Agriculture
Author: Gene Wunderlich
Preface

The *Journal of Agricultural Economics Research* was initiated by O.V. Wells in 1949 as “a medium for the publication of technical articles.” In more than four decades of articles and reviews can be seen the change and progress in research by USDA social scientists. Our purpose here is to provide an easily accessible archive of that change and progress.

Two previous bibliographies were prepared and published in 1979 and 1988. This version of the bibliography contains a complete listing of all articles and reviews published in JAER during the entire life of the Journal, 1949-94. Each entry has been placed in chronological order as it appears in Journal issues. Following each volume and issue number, the entries are listed under articles and reviews. The “Reviews” section includes comments, research reports, and reviews. Each entry carries a unique number. Following the listing of entries is an index of all authors and reviewers, each containing their entry numbers. The “Author” index reflects only the reviewers, not authors of the books reviewed.

The introduction provides a brief history of this unique professional journal and, at its end, lists the Journal editors and the dates of their service.

This bibliography has been designed for electronic access. It can be accessed online at www.ers.usda.gov/publications/jaer. Access also can be obtained through AgEcon Search at http://agecon.lib.umn.edu/index.html. Collections of the printed JAER can be found at the National Agricultural Library, McGrath Library at the University of Minnesota, Mann Library at Cornell University, and most other Land Grant Universities.

We are grateful to the Economic Research Service, Tom McDonald, and Dana Rayl West for the resources and effort in assembling this bibliography of the Journal.

*The Editors of the Journal of Agricultural Economics Research*
USDA’s Journal of Agricultural Economics Research: BAE to ERS

Gene Wunderlich

The Journal of Agricultural Economics Research (JAER) was only 4 years old when it was orphaned by the 1953 demise of the Bureau of Agricultural Economics. This unique, in-house journal bridged the organizational gap from the end of BAE to the creation of the Economic Research Service in 1961, then continued to serve as a technical outlet on economic issues, analyses, and measurement until 1994. The history of JAER is tied to the half century of development in agricultural economics following WWII. The broader concerns about mission and performance of the instruments of professional communication are timeless.

Economics in USDA

JAER was born in a time of political and economic turmoil following the end of WWII. The era of New Deal policies and politics was clearly over. Major economic adjustment and development problems at home and abroad confronted the Truman administration.

In 1938, the Department of Agriculture was reorganized following a meeting of land-grant colleges and USDA at Mt. Weather, Virginia. Emphasis was on coordination among Federal, state, and local participation in the planning and design of action programs. Secretary Wallace wanted the diverse programs of the Department coordinated through a single agency. BAE was designated to be the Department’s central planning agency. As Under-Secretary M.L. Wilson explained: “...the new Bureau of Agricultural Economics, under the leadership of H.R. Tolley...will establish the general framework for action; the detailed planning and operations of each agency will then be carried on within that framework.” While planning management was consolidated in BAE, other functions in marketing, land use, foreign agricultural service were transferred from BAE or modified by the reorganization.

1 Department of Agriculture Secretary H.C. Wallace created The Bureau of Agricultural Economics in 1922 by merging the Office of Farm Management and Farm Economics with the Office of Markets and Crop Estimates. The new BAE was headed by H. C. Taylor who had been brought to Washington to direct the Office of Farm Management in 1919.

2 The original journal bore the lengthy title Agricultural Economics Research: A Journal of Economic and Statistical Research in the Bureau of Agricultural Economics and Cooperating Agencies. It was commonly referenced simply as Agricultural Economics Research and became The Journal of Agricultural Economics Research without subtitle in 1987. Both journals will be called JAER here, except when appropriate in reference notes.

The twin crises of drought and depression of the 1930s had given rise to the Agricultural Adjustment Administration. The massive farm and home programs of AAA dominated the Department of Agriculture and one result was to change one of the world’s stellar research and educational institutions into a relief, rescue, and service agency. Then the onset of WWII drew the Department into the national mobilization of resources for combat in Europe and Asia.

WWII brought on profound changes in rural America through rising demand for, and production of, food and fiber; migration toward wartime employment and military recruitment; rapid technological advances in materials, manufactures, communication, and health; and major cultural adjustments in a new urban society.4

Post WWII called for yet another shift in the Department’s orientation and responsibilities, notably in addressing world food shortages and famine, commodity stabilization, and domestic food programs. Changes in the Department caused changes in the role of BAE. Planning functions were transferred from BAE to the Office of Secretary. Howard Tolley was replaced as head of BAE by Oris V. Wells in 1946. Economic and statistical analysis remained with BAE, indeed data collection and analysis became the agency’s focus.

By 1948, the political and economic environment for agriculture had shifted radically. Farm prices and income had begun to decline led by a collapse in grain prices. A major change in administration was expected. The upcoming election was expected to turn the Harry Truman presidency over to Tom Dewey. Secretary Clinton Anderson resigned and was replaced with career employee Charles Brannan who stayed on as Secretary when Truman won the election. While fortunes of the economy and Department were changing, BAE was encountering problems of its own. Studies of Arvin and Dinuba in California and Coahoma in Mississippi revealed cultural and community relationships which, especially to critical congressmen, were politically sensitive.5 As a result BAE was restrained in its planning management programs.

The New Journal

Within a politically embattled and sensitized BAE, a new technical journal of agricultural economics came into being, January, 1949.6 To underscore the BAE’s commitment to economic fact gathering and analysis without a hint of program planning or policy, O.V. Wells wrote a sanitizing introduction to the first issue of JAER.7 After stating that the new journal will publish “results or findings of research carried forward within the Bureau..., new research methods...,new or expanding areas of research or statistical fact-gathering...”and “A few reviews,” Wells made clear that: “Articles dealing directly with agricultural policy will not be included. Articles in this field originating within the Bureau

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are expressions of personal opinion rather than official statements and are usually so designated. Such articles as a rule should be offered to some outside professional journal.”

Within and despite the forbidding restraints placed on the toddler, the new journal opened with strong contributions in articles by:

- Earl Houseman, “Designs of Samples for Surveys”
- Kyle Randall, “Parity Prices”
- J.C. Scholl and C.E. Burkhead, “Interviewing Non-respondents to a Mail Survey”
- George Walter, “Agriculture and Strip Coal Mining”

The journal’s political neutrality, and its focus on technical issues and professional argument, was affirmed by its conception in 1948, a time when BAE faced organizational turmoil in the Department and the economy generally. Economic conditions in farming had deteriorated, and international problems demanded attention of the administration and Congress. Co-editors Howard Parsons and Caroline Sherman had to cope not only with the operational problems of designing and editing a new serial publication but had to carefully avoid political land mines innocently planted by economists and statisticians in the course of their research.

True to its mandate, the JAER addressed largely technical issues in economics, statistics, and data gathering in its articles and reviews. Articles noticeably avoided cultural or sociological topics, at least in their titles. During the short BAE period of 1949-52, only two articles of 61 could be perceived as even remotely connected with a social issue. Even reviews concentrated, but not exclusively, on economic and measurement publications. The journal remained so focused on technical subjects that an examination of its tables of contents would give no hint that America was in a war and the Department of Agriculture was deeply involved in wartime production adjustment, price and distribution controls, wage and labor supply, and other defense related issues. Instead, the articles examined data collection, crop forecasting, soil erosion, financial accounting, and other research issues.

From 1951, all research in the Department was coordinated through the Assistant Secretary and directed by the Administrator of the Agricultural Research Service, except for agricultural economics which remained in BAE under O.V. Wells. Thus JAER remained separated from technical outlets for other parts of the Department’s research establishment. The impending change in administration would affect its location in the organization, but would not significantly affect its content.

**From BAE to ARS and AMS**

In October of 1953, under a reorganization plan of the new Secretary, Ezra Taft Benson, the Bureau of Agricultural Economics was dismantled. Economic functions that survived the reorganization were divided between the Agricultural Marketing Service and the Agricultural Research Service. O.V. Wells became administrator of AMS and, with his favorable relation with key members of Congress and his strong survival skills, AMS acquired the bulk of BAE resources. The reorganization was strongly opposed by a major portion of the agricultural economics profession. Under the heading “The Fragmentation of the BAE” in the Journal of Farm Economics, distinguished agricultural economists including H.C. Taylor and Howard Tolley wrote sharp criticisms of the reorganization of social science work in USDA.

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8 Ibid. p. 2

The content of JAER was focused on research methods and results. It provided little or no evidence of the organizational changes in USDA. Given the time lag between an article’s review, acceptance, editing, processing and publication, changes, if any, would only appear late in 1954. No apparent changes took place. There were no reviews in the number 2 issue in 1954, but otherwise there was nothing unusual about the content or style of the journal after its new location in AMS. Editors and authors were housed in both AMS and ARS, and collaborators in other agencies and universities continued to contribute to the journal. Four of the fourteen JAER articles selected for reprinting in the journal’s farewell edition as outstanding contributions were from the AMS era.

JAER continued to be edited and printed under the aegis of AMS until July 1961 while the newly formed Economic Research Service was in organizational transition. A similar lag in designating agency hosting of the journal had occurred at the beginning of the AMS era. The last BAE issue was number 4, October 1953, a year into the administration of Secretary Benson. At both the beginning and end of the period between BAE and ERS, JAER helped to blur political transitions with professional concentration. Charles Rogers and Herman Southworth, as if to underscore transcendency, began their editorships before the AMS era and continued on long after the creation of ERS.

Creation of ERS and JAER’s New Home

In 1961, just one year shy of the 100th anniversary of the Department of Agriculture, Orville Freeman became the new Secretary of Agriculture. Among President Kennedy’s new appointments was Willard Cochrane as economic advisor to the Secretary, and later the Director of Agricultural Economics. The new administration, with expanded authority from the Agricultural Act of 1961, consulted with farmers and others on programs for wheat, feed grains and acreage diversion. The Rural Areas Development Program built on and expanded the work started in 1959. A Land and Water Policy committee was formed to make natural resources policy recommendations. A new food stamp plan was initiated in several areas of chronic unemployment. The food stamp plan had its origins in the late 1930s based on the work of Frederick Waugh in BAE.

Reorganization in the Department of Agriculture resulted in the creation of the Economic Research Service and the Statistical Reporting Service both reporting to Director of Agricultural Economics Cochrane. The Economic Research Service combined the economic work previously in the Agricultural Research Service, Agricultural Marketing Service, and Foreign Agricultural Service. In the combination was included the JAER. The new administrator of ERS was Nathan Koffsky, a career civil servant. Editors of JAER at the time of transition were Charles Rogers and Rex Daly.

Format of the JAER remained unchanged from 1960 to 1961. Even the stern olive drab covers were continued as if to assure the reader of unsensational reporting of solid research. In the July, 1961 issue, Willard Cochrane, in the lead article, restated the purposes of social science research in the Department. He announced that “The role of economics in the Department of Agriculture is to make both basic and applied economic research a force for the betterment of all groups in our Nation and in the world.” His proclamation was

underscored by the article, immediately following, by Waugh and Davis on food stamps.\textsuperscript{13} While the administration changed, and the new ERS emerged, JAER soldiered on.

Of the 45 year life-span of JAER, 33 were spent in the Economic Research Service\textsuperscript{14}, during which nearly three-fourths of the articles and reviews were published. In other words, journal output was fairly steady over time despite a decline in agency staffing. BAE had more than 1900 employees at one time, and at the closing of JAER, ERS employees numbered 614.\textsuperscript{15} Over the life of the journal, data management, analytical models, and publication – the entire research process – had been transformed by technology, largely computers. The Economic Research Service of today has even fewer people than it had when the journal was discontinued, yet it remains a powerful source of social science research and information for agriculture and rural America.\textsuperscript{16}

Reporting Research: the Professional Journal

During its lifetime JAER published 582 articles, 1015 reviews and comments, plus some supplements, reprints, and other items. The journal appeared quarterly, with the exception of a very few combined issues, every year from 1949 to 1994. Taken as whole the quality of contributions was high, but the quantity was modest; two issues each contained only one article, two issues each had 7 articles, and most carried 3 or 4 plus 5 to 10 reviews. Most of the articles and reviews were either USDA agency employees or collaborators, often in the Land Grant universities. Editorial structure varied somewhat, beginning with a simple co-editorship, later adding assistant and specialty editors, and ending with co-editors supported by an editorial board. Editorships ranged from 1 to 12 years; most were 3 to 5 years. Procedures for submission, review, editing, and publication were the same as, or comparable to, similar professional journals in the social sciences.

The journal content, for the most part, was an extension of ongoing research in BAE-ERS and its collaborators in Land Grant universities. Articles were often a result of an empirical study; reflections on the merits of, or problems with, a particular model; examinations of data sources; or refinements of statistical procedures. Information in the journal was what ERS Administrator John Lee called “capacity building.”\textsuperscript{17} Articles favored solid, immediate issues and results but occasional entries addressed more contemplative

\textsuperscript{13} Waugh, Frederick, and Howard Davis. “Some Economic Aspects of Food Stamp Programs,” \textit{JAER}, vol. 13, no. 3, 1961, pp. 74-78.

\textsuperscript{14} During the Carter administration, under pressure to reduce the number of Federal agencies, three agencies combined into one Economic, Statistics, and Cooperative Service (ESCS). Later reorganization produced the Economics and Statistics Service (ESS), and still later ERS, SRS, and Farmer Cooperatives Service were returned to separate agencies. Throughout the ESCS/ESS/ERS reorganizations, the functional units remained more or less constant. And during the reorganizations, editors Clark Edwards and Judith Armstrong kept the \textit{JAER} on course, strengthened the output, and brightened the style.

\textsuperscript{15} Actually the number is of FTE (full-time equivalents) but it closely approximates the number of employees. By 2004, the FTE number had dropped to 467. Kathryn Lipton (ERS), communication, November 10, 2004.


areas, such as the long run economic projections in Rex Daly’s 1963 review, \(^{18}\) or Michael Weiss’ 1992 article on the mathematics of risk.\(^{19}\)

No better summary of the journal’s contribution could be made than Don Paarlberg’s complimentary but succinct commentary, written for the 40\(^{th}\) anniversary issue: He noted that Wells’ format supported three areas: results of BAE research, new methods and techniques, and “statistical fact-gathering.” He then noted that “the format laid down has been followed with remarkable faithfulness” and selected a long list of outstanding contributors, including Earl Houseman and Charles Sarle for improving estimates provided by what is now National Agricultural Statistics; Fred Waugh, Marc Nerlove, and Karl Fox in statistical methods; George Walter and Ray Anderson in soil conservation and water; Karl Fox, Harry Norcross and Clark Edwards on macroeconomics; Allen Paul on agribusiness; Fred Waugh, Marguerite Burk and others on food; Harold Breimyer on livestock; Calvin Beale on demographics; Sherman Johnson and D. Gale Johnson on foreign development; Alex McCalla on trade; as well as George Brandow, Ray Bressler, Earl Heady, Dale Hathaway, Glenn Johnson, Charles Kellogg, Ted Schultz, and many other distinguished contributors to the journal. Paarlberg wrote, “The Journal has been able to attract good authors throughout its history. Its articles have been professionally worthy…the Journal has treated various controversial subjects on the public policy agenda…At the same time, the editors have been sufficiently circumspect…Public understanding has been advanced.”\(^{20}\)

In early 1975, midway in the journal’s life, ERS Administrator Quentin West called for a review of its purpose, focus, and policies. The Review Committee was chaired by ERS historian Wayne Rasmussen and the results of that review were the basis of a JAER article by J.B. Penn published in 1976. Penn reported that the Review Committee found the journal’s role was “unique, that its role is not duplicated by other publications,”\(^{21}\) Nevertheless, the role of the journal was being altered by technological changes bearing on the contents and concerns of agricultural economics, and the modes of professional communication. Some recommendations in policies and procedures were made to improve the effectiveness of the journal, but that “the future role and contributions of Agricultural Economics Research will be as significant as those of first quarter century.”\(^{22}\) A quarter century later, ERS management concluded that the JAER, despite its useful contributions, could no longer compete for limited research resources.\(^{23}\)

As most professional journals, JAER was designed and built to serve a particular community of readers, in this case applied social scientists, largely agricultural economists. It was unique as an in-house economics research journal of a Federal agency. The journal reflected nearly half a century of research procedures and results on agricultural and rural problems from the viewpoint of a Federal agency. The journal also reflected the special relationship between USDA and the Land Grant academic institutions. The BAE-ERS

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\(^{22}\) Ibid. p. 9

\(^{23}\) John Lee, who retired as ERS Administrator a year before JAER was discontinued, explained that although resources required for the journal were small “...we were dealing with a reduction in staff and budget in the Information Division as well as in the rest of ERS...We clearly had to have a significant reduction in staff...[and also] There were, by 1990, numerous and a growing number of international, national, and regional journals, all competing for manuscripts.” Email from John Lee, November 8, 2004.
organization was, and still is, a substantial share of the whole agricultural economics community.

JAER was created at time when a frequently published (i.e., quarterly) bulletin was the timely means to provide, professionally responsible information on ongoing research. The professional journal is still a key element in ongoing research, but less so for reasons of timeliness, because the research community is now more closely knit via electronic intercourse. In their farewell message in the last issue of JAER, editors Blaylock and Smallwood noted budgetary shortfalls but added that the journal was “a casualty of a changing environment in USDA, ERS, and the agricultural economics profession.”

For nearly half a century JAER provided an element of quiet resolve for professional contribution through a number of political and organizational environments. The journal was dedicated to solving analytical and measurement problems in the agricultural economy and rural society. That it carried on within a Federal agency, scrutinized by a not always friendly Congress, and produced careful, objective, research reports was a credit to the research and management staff. Through its constancy and integrity the journal served its public well.

The JAER’s end may have been due, in part, to its unique location in a Federal agency, but more likely it was overcome by forces that beset many economic journals, and professional journals generally. As a means for providing current information on rapidly unfolding discoveries or professional controversies, the peer-reviewed, thoroughly referenced, journal articles are disadvantaged in relation to newer media, e.g., internet magazines. The traditional professional journal still provides the authority and recognition to research findings that defines the course of profession (and, as it follows, rank of persons in the profession). Journals tied to an Association enhance the status of the Association and vice versa, so staffing and funding affect the marriage of journal and Association—a feature that may be plus or minus to one or both. A significant purpose of serial journals is archiving ideas. A journal should provide the history of concepts and events in the profession it serves. Finally, a journal can, but not necessarily must, be the soul of an organization or association it represents. As such, the journal itself can be an instrument for soul-searching.


Appendix: The Editors


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Associate, Assistant Editors

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