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Book Reviews

Agricultural Discontent in the Middle West, 1900-1939. By THEODORE SALOUTOS and JOHN D. HICKS. University of Wisconsin Press, Madison. 581 pages. 1951. \$6.75

Midwestern Progressive Politics; A Historical Study of Its Origins and Development, 1870-1950. By RUSSELL B. NYE. Michigan State College Press, Lansing. 422 pages. 1951. \$5.00.

PROFESSOR HICKS' book *The Populist Revolt* (Minneapolis, 1931) has remained the standard and definitive work on the subject for two decades. It was inevitable that Professor Hicks should continue his study of the subject of his book—the organizations and the movements of farmers in the twentieth century. It was just as inevitable that his history seminars during the middle 1930's at the University of Wisconsin should be devoted to the continuation of the study of the subject of the Populist revolt. The result is *Agricultural Discontent in the Middle West*.

The volume is a product of the meticulous research of two distinguished historians who have devoted two decades to the study of farmer organizations. It is an indispensable addition to the bibliography of the Middle Border. Future studies will add little in the way of new information on the subject.

Agricultural Discontent in the Middle West is the first broad historical treatment of agrarian unrest in the United States in the twentieth century. It is the story of how American agriculture formulated its objectives and used them so effectively during the last two decades. It is a realistic study, taking into account the farm legislation enacted in Washington, but focusing attention on the Nation's debt to the Middle West.

In these times of high prices and agricultural prosperity it is difficult to recall the bitter days of the 1920's and 1930's, when frustration and despair swept the rural areas, and agrarian radicals frightened sober men with their fiery preachments.

The chapters of this book are excellent summaries of the historical background and movements that the twentieth century developed. Here the author tells the familiar story of the organized farmers from the era of Patrons of

Husbandry. Equally important, these chapters submit the period to economic analysis. Clearly, the Middle Western farmers were indoctrinated in antimonopolism, in the physiocratic faith that agriculture was the basic industry in the economy, and in the belief that they had not been receiving a fair share of the national income. They were devoted, moreover, to the use of government power to protect their interests. Farmers were pictured as small capitalists, determined to protect their investments and anxious to have a fair return from their labor. This is perhaps correct from the viewpoint of economic analyses, but the authors should have made equally clear that farmers thought of themselves as producers. Capitalists were grain dealers in Minneapolis or the money lenders of Wall Street.

J. A. Everett's American Society of Equity is the first organization studied by the authors. Obsessed with the plan of achieving price controls through gigantic holding movements, Everett sought to bolster prices through equity action, but failed. Though the organization quickly splintered into numerous smaller groups, the authors discover the close kinship between Everett's ideas and the later McNary-Haugen bills, the ever-normal granary, and parity concepts.

A contemporary of the Equity, the loosely organized Farmers' Union, attacked the problem of low prices and agricultural distress. But its solutions were quite different, for most of its members urged cooperation as an answer to the farmer's dilemma, while others believed that federal assistance was necessary. The Union taught farmers that they could live in the capitalist system by applying the "practical business methods" of cooperative buying and selling.

The treatment of the American Farm Bureau Federation is disappointing. This organization, as the authors admit, is unquestionably the most powerful and most representative of all the farmers' organizations today. In spite of this fact, the Bureau receives far less attention than the Non-Partisan League and no more than the Equity. The Farm Bureau's emphasis upon cooperative enterprises, its effective action in the legislative field, and its ties with the agricultural extension services meant in many States that farm policy and Farm Bureau policy were synonymous.

The authors view the parity program as "a form of economic appeasement to the farmer" which promised "no equivalent benefits to the millions of unorganized consumers, the countless white-collar workers, school teachers, pensioners, widows and others who lived on fixed incomes. . . . Nor did it promise to make possible a very effective use of our natural resources." Perhaps farmers achieved through political action what they had failed to get through hard work during the previous century.

The accuracy of this volume and the absence of mistakes insure that it will be the standard work on this subject for many years, just as *The Populist Revolt* has been for the last two decades.

Midwestern Progressive Politics complements *Agricultural Discontent*. From the Granger and Greenbackers of the 1870's and 1880's through the New and Fair Deals of the 1940's, the author has attempted to tell, for the first time, the whole story of Midwestern progressive thought and politics. Most facts of this

subject are treated competently, sympathetically, and interestingly. In the process, the author draws vivid biographical sketches of such personalities as Ignatius Donnelly, "Sockless Jerry" Simpson, "Raise More Hell and Less Corn" Lease, James B. Weaver, William Jennings Bryan, and "Fighting" Bob LaFollette, carefully evaluating the significance, achievements, and contributions of the Midwest in politics.

Fundamentally, this is the story of the transition of the United States from liberal to social democracy and from laissez-faire economics to Government regulation. The progressive era was a golden age for liberals, intellectuals, men of good will, and God-fearing, upright citizens dedicated to political, economic, and social democracy. Their duty was clear: to reaffirm and to preserve in the nineteenth and twentieth centuries the democratic faith which the eighteenth century so eloquently expressed.

The Middle West, its pioneer tradition derived from its recent past and becoming rapidly industrial, was faced with the agrarians' problems of the frontier, as well as with those which resulted from its recent industrialism. Midwestern progressivism was a protest against the entrenched political and economic power of the individualists and financiers.

The spirit of progressivism, however, is not dead. It has reappeared whenever the times called it up again. The book is the type of history which will appeal to both the serious scholar and the general reader.

Everett E. Edwards

Four Thousand Million Mouths. Edited by F. LE GROS CLARK and N. W. PIRIE. Oxford University Press, New York. 222 pages. 1952. \$3.00

The Geography of Hunger. By JOSUE DE CASTRO. Little, Brown and Company, Boston. 35 pages. 1952. \$4.50.

THE EDITORS of *Four Thousand Million Mouths* are concerned with the question of feeding a world population of four billion, a number which they believe may be achieved within the lifetime of some of our children. The examination proceeds from the assumption that our existing knowledge will be better applied and extended in directions that are more or less foreseeable. Authorities in the field were invited to contribute essays on such matters as soil conservation; use of fertilizers; disease and pest control; improving the efficiency of crop, milk, and pork production; the harvesting of the waters, and the preservation and use of fish; the prevention of waste, and the processing of food.

The opening article on "The Malthusian Heritage" outlines the development of the long controversy concerning the relation between human populations and food resources; it develops the social setting in which Malthus' theories were originally formulated, as well as the changing social situations in which other theories have been developed. Individual essays give clear and brief outlines of advances that have been made in their respective fields.

The essay by Professor Yates on the possibility of increasing crop yields by improving soil fertility goes on to examine in rough outline the world requirements for plant nutrients to achieve specified increases in crop production. Taken together, the essays indicate that agricultural science has made and is making major contributions to the increase of food production. Unfortunately the editors did not include an essay on the developing techniques by which the "masses of illiterate and unenlightened peasants" can become "alert cooperative farmers." The result is that the book outlines some of the contributions which scientific agriculture can make, but does not take into account the development of the social and psychological techniques by which this knowledge can and will be translated into practices by operating farmers.

Professor de Castro's book, *The Geography*

of Hunger, has three major theses: (1) Hunger is a major fact in the world, (2) there are enough resources to provide adequate diets for everybody, everywhere, provided the proper economic and social measures are taken, (3) starvation is the cause of overpopulation. Two-thirds of the book is devoted to vivid survey of hunger in the world, including those countries that are usually considered to be well fed. Many studies are cited, but there are few indications that the reports relate to specific times and places and that changes may have occurred since the studies were made. Neither are there any concise references to the population groups to which the studies apply. The account is interspersed with many comments on social and economic questions. The author does not like colonialism, monoculture, or the notion of Anglo-American superiority, and he misses few opportunities to attack them. Some facts are dealt with casually; for instance, the reader is not likely to learn from this account that monoculture is characteristic of great wheat-growing areas where people are politically independent and well fed, as well as sugar and cotton-growing areas where people are often poorly fed.

Dr. de Castro argues that there are sufficient resources to feed the world's population now and in the foreseeable future, if appropriate economic, social, and political measures are taken. Vogt and "Malthusians" generally are attacked vigorously. There are few suggestions as to what the ameliorative measures might be.

In the author's own evaluation, the major contribution of his book is its presumed demonstration that hunger is the cause of overpopulation. The relationship is stated as follows: (1) A lack of protein in the diet sets off a series of biochemical changes which result in stimulating fertility, and (2) chronic hunger intensifies the desire for sexual activity at the same time that it lowers the appetite for food. These ideas are presented as incontrovertible scientific findings, but there is no scientific evaluation either of the studies on which the

conclusions are based or of the limits within which the laboratory findings are applicable to human populations.

There is an appeal to presumed corroborative evidence from current rates of population growth, but the argument does not withstand analysis. The correlation between human fertility and nutritional status is not so close as it is alleged to be, and the fact of the correlation that does exist does not demonstrate the direction of the causality or the absence of common elements underlying both phenomena. No nutritional theory can explain the fluctuations in human fertility that have occurred in Western and Eastern countries in recent years. Dr. de Castro ignores those differences in the social and economic conditions and attitudes of major population groups that are the essential factors in the variations in human fertility in the world at the present time. Nor does he give sufficient attention to the fact that rates of

population growth result from differences between fertility and mortality.

The Geography of Hunger is a call to organize a world-wide campaign for the extermination of hunger. If it leads people to believe that the pressing problems of the relation of population to resources will be solved simply by increases in the protein intake, as seems to be implied, it will have rendered a disservice to the cause of world development.

It should be added that this is an English translation of a book which appeared earlier in Portuguese. The English translation was prepared before Dr. de Castro became Chairman of the Council of the Food and Agriculture Organization of the United Nations. *The Geography of Hunger* is not an official publication of FAO and it is in no way sponsored by that Organization.

Conrad Tauber

The Policy Sciences; Recent Developments in Scope and Method. Edited by DANIEL LERNER and HAROLD D. LASSWELL. Stanford University Press, Stanford, Calif. 344 pages. 1951. \$7.50

THIS SYMPOSIUM of 16 articles, each addressed to a separate aspect of the central theme, is held together by the two broad purposes served by the entire collection. One of the unifying purposes of the volume is to show how the discipline of the scholar can help policymakers in their continuous function of making important choices. The other broad purpose of the book is to demonstrate the need for the integration of all knowledge that may be of use to policymakers.

Policy sciences draw upon all the sciences that can be useful in policy development. In this context, knowledge is for practical application to policy needs at a given period. During the war we needed to know, for example, the harbor installations at Casablanca, or the attitudes of the population of Pacific Islanders toward the Japanese, or the maximum range of a fixed artillery piece. These were questions for geographers, anthropologists, or physicists.

The editors of this book, however, are primarily concerned with the contributions that the social and psychological sciences can make to the policy sciences. The writers who were invited to join the symposium are therefore drawn from the fields of the social and psychological sciences, representing anthropology, economics, political science, psychology, and sociology.

Which of the social sciences has the most to contribute to the policy sciences? Lasswell asks the question and, by inference, answers it by asking which of them made the greatest advances between World War I and World War II. The social sciences which possessed quantitative methods, according to Lasswell, were the ones that rose most rapidly.

Lasswell goes on to consider the case of the economists, who were extensively used during World War II to estimate the facilities, manpower, and resources necessary to produce the

munitions required by the armed forces and to supply men and matériel where needed. The economic scientists who made the greatest direct contribution, Lasswell concludes, employed mathematics and statistics.

"They had method," he adds. "And they were quantitative. They could manipulate data in the light of a system of general postulates, laws, and hypotheses. . . . The rise of economists and psychometricians seemed to indicate that the closer the social scientist came to the methods of physical science the more certain his methods could be of acceptance."

Methods used in physical science receive emphasis in a section of the symposium devoted to research procedures. Hans Reichenbach describes the use of probability methods and Kenneth J. Arrow presents the case of mathematical models in the social sciences. Qualitative measurements, methods of classification, typological description and index formation are expounded by Paul F. Lazarsfeld and Allen H. Barton. The significance of communication patterns receives attention in an article by Alex Bavelas. Herbert Hyman writes on interviewing as a scientific procedure.

Scope and focus in the policy sciences are examined by Lasswell in articles on policy orientation and world organization. Others who write on scope and focus are: Margaret Mead and Clyde Kluckhohn, treating the subject from the point of view of cultural anthropology; Ernest R. Hilgard and Daniel Lerner, from the standpoint of social psychology; and Edward A. Shils, as a sociologist.

Two former members of the staff of the Bureau of Agricultural Economics—George Ka-

tona and Rensis Likert—contribute papers to a section devoted to policy integration. Kantor writes on expectations and decisions in economic behavior. Likert's article is on the sample interview as a tool of research and policy formation. Other contributions to the section are on the effectiveness of psychological warfare, by Hans Speier; the natural sciences in policy formation, by Douglas M. Whitaker; and the social scientist and research policy, by Robert K. Merton. A 26-page bibliography provides suggested readings for students who desire to extend their knowledge of policy sciences.

This is the first full-length volume of the Hoover Institute Studies. The project is designed to study the changes in society since 1890. The significance of the present work is suggested in the foreword, by C. Easton Rothwell. "The century that dawned in hope," Rothwell writes, "has reached a noon of confusion and doubt." But our failure to perfect human relations, he adds, results less from lack of trying than from failure to discover how.

Here, then, is the crux of it—"discovering how." This symposium undertakes the difficult problem of telling how. The job is to get at the facts needed in arriving at policy decisions that will give a resurgence of hope to people whose faith in democracy is dimmed. This pioneer work deserves the careful attention of all professional workers directly or indirectly concerned with this function, and of students of the social sciences who hope to engage in public administration service after graduation from college.

Charles E. Rogers

Econometrics. By GERHARD TINTNER. John Wiley & Sons, New York. 370 pages. 1952. \$5.75.

TOO MANY agricultural economists are frightened by the word *econometrics*. If they look at Tintner's book at all, some of their fears may be confirmed. They will find that it contains much mathematics, some of which use Greek letters.

But any agricultural economist could learn a great deal from a careful study of this book. For those who have neglected mathematics, it may be hard going, but not too hard for an intelligent economist who is willing to learn; and Tintner can teach a willing learner many

things that would be to his advantage to know. An unfortunate and erroneous impression appears to be current that econometrics is a particularly abstract branch of mathematics, and that only a chosen few can understand it.

Tintner gives a good definition, and one that is clearly in line with the stated purposes of the Econometric Society: "Econometrics is . . . the application of mathematical economic theory and statistical procedures to economic data in order to establish numerical results in the field of economics and to verify economic theorems."

Econometrics is *not* mathematics alone, nor is it statistics or economic theory alone. It is a combination of all three working together for the purpose of measuring economic relationships. Any competent analyst does try to combine all three, whether he is studying the relation of feeding practices to milk production per cow or analyzing the market demand for potatoes. Thus, whether he knows it or not, any competent agricultural economist is an econometrician. But most of us need to know more about the techniques of econometric research.

Tintner's book provides an excellent survey of modern techniques of analysis. Though he gives us a fairly large dose of mathematics, he does not stop with abstract mathematical treatment. Rather, he illustrates each technique by applying it to concrete statistical problems. He demonstrates how to compute and interpret multiple regressions, weighted regressions,

canonical correlations, cyclical and seasonal swings, difference equations, lagged correlations, and many other measures that can be very useful in economic analysis. He shows how one can use confidence limits, discriminant analysis, variate difference analysis, and other tools that have been developed in recent years.

These actual applications of techniques to concrete statistical problems are indispensable to most economists. Abstract mathematics is not enough. The test of econometrics is its ability to analyze actual statistical data and to reach useful conclusions concerning economic relationships.

The reviewer notes only one sin of omission. No attention is given to graphic methods of analysis. Geometry is as much a branch of mathematics as algebra and the calculus. The researcher who makes a dot chart and draws a free-hand regression curve, uses statistics and mathematics. Presumably he combines them with a careful analysis of economic principles. Most agricultural economists understand diagrams and can use graphic methods of analysis. Some economists are frightened by a matrix or a difference equation. They should get up their courage and learn to understand these and other powerful tools of mathematics, and in this they would be helped greatly by a few diagrams. But, even without diagrams, Tintner's book will prove very useful to agricultural economists.

Frederick V. Waugh

The Design and Analysis of Experiments. By OSCAR KEMPTHORNE. John Wiley and Sons, New York. 631 pages. 1952. \$8.50.

SINCE the original contributions of R. A. Fisher, the subject of experimental design has grown to impressive, not to say formidable, proportions. The average agricultural scientist must sometimes long for the good days, not too long past, when conducting an experiment was a simpler matter than it is today. Whatever his feelings may be, he has come to accept the

fact that he must learn to live with this thing that has beset him. He should not be blamed too severely for seeking to make the process as painless as possible. The easiest way out of his troubles is to find a manual that shows how to lay out an experiment according to the latest approved principles and how to compute the intricate analysis of variance associated with

it. Though he may be hazy about what it all means, it does look impressive in his reports.

In contrast, a growing number of experimenters are able to probe more deeply into the subject. Instead of being content to follow a cook-book, they want to know the why and wherefore. It is for these research workers that this book is intended. It pays more attention to the mathematical basis of the design and analysis of experiments than the less ambitious experimenters are likely to try to comprehend. It is the hope of this reviewer that experimenters who have the mathematical background required to benefit from reading this excellent work will increase in number.

The first eight chapters contain an excellent discussion of the scientific method, the mathematical theories of estimation and testing of hypotheses, the mathematical background of analysis of variance in all of its ramifications, and the principle of randomization as it applies to experimentation. The remainder of the text is devoted to discussions of the "standard" designs that have evolved up to the present time, from the simple randomized-block models to the complex lattices. The treatment throughout emphasizes the mathematical theory involved rather than attempting to avoid it; this is entirely consistent with the viewpoint from which the book was written.

The various designs are presented in orderly sequence and their properties are discussed rather fully. The relationships of the various

designs to different kinds of experimental material are left largely to the imagination. This can hardly be considered a defect, because any experimenter worthy of his wages should have the ability to decide for himself which designs are adaptable to his material and which are not. As might be expected, the designs listed are those that are ordinarily used in field-plot experiments more frequently than in experiments with animals or other material. This is a natural consequence of the fact that the whole subject of experimental design received its strongest stimulus from workers engaged in research on field-plot projects.

Agricultural economists who have had the necessary background could read the book with profit. It would refresh their memories on several pertinent aspects of the experimental method in scientific investigation and give them an insight into the mathematical theory of experimental design that is not now available elsewhere in one place.

Considering the nature of the experimental material with which the economist has to work, it appears to this reviewer that designs developed for large-animal experiments, such as the "switch-back" designs used in nutrition experiments with dairy cattle, and the designs used in so-called "rotation" experiments with field crops, are more adaptable to economic experiments than many of the designs that are discussed at greater length.

Walter A. Hendricks

Food; Volume I, The Growth of Policy. By R. J. HAMMOND. His Majesty's Stationery Office, London, 1951. 436 pages. \$5.75.

THIS is a publication in the series of some 20 United Kingdom civil histories authorized by the British War Cabinet in 1942. Mr. Hammond's first volume, *Food; The Growth Of Policy*, is to be followed by a second on the administration of food programs.

The author's objective to present food policy as "a successful attempt to solve a problem in the economics of war" has been admirably achieved. Mr. Hammond describes and analyzes

the development of food policy "in the face of circumstances." He has not hesitated to discuss conflicting points of view within the British Cabinet or between British and United States food officials. He notes that in many instances conflicts were resolved by the pressure of events rather than by the triumph of one view over another.

The first three chapters of the book outline prewar plans against their historical back-

ground. Seven chapters are concerned with the period from the outbreak of war to the beginning of the great air raids in the fall of 1940. The next six chapters are devoted to the critical year 1940-41. The fourth section of the book covers the period after Pearl Harbor through military victory, the concluding chapter being concerned with the "aftermath." Appendices contain statistical tables, charts, Sir William Beveridge's memorandum of 1936 on wider aspects of food control, and a critical note on the joint British, Canadian, and American inquiries as to levels of consumption during 1943, 1944, and 1945. Chapters of most direct interest to social scientists in the United States deal with lend-lease, the Combined Food Board, imports and stock levels, the international wheat negotiations, and the Hot Springs Conference.

The chapter on price and stabilization policy presents a realistic view of the interdependence of policies on food, labor, and price stabilization in a controlled economy. The Ministry of Food was continually asked to raise and lower food prices as nonfood prices changed in the interest of rigid stabilization of the cost-of-living index. After detailing a number of these changes, the author comments, "The Ministry felt that so rigid an adherence to a specific index number was not merely an unmitigated nuisance, but might defeat its own ends by causing people to think that the Ministry had lost its grip on food prices." The comments that the success of the index as a basis for stabilization policy was due to its imperfections as a measure of the rise in the cost of living, and the comment on Treasury policy with respect to the index, are examples of the author's directness.

"In retrospect it is clear," he states, "that much trouble would have been saved if the Treasury had from the first felt able to allow the index to vary, say, within five points each way of a given figure. . . . The picture of officials . . . pondering whether a halfpenny on the price of hake would not have a 'trigger effect' on the index is hardly edifying; nor could the Ministry of Food welcome a policy which caused the most efficiently controlled prices

to move up and down in apparent aimlessness. . . . But it was three years before the Treasury admitted that these criticisms were substantially right; and that stabilization and rigidity were not one and the same thing."

The author's insight into basic issues and his ability to see both sides of a problem in the international as well as the national scene are demonstrated in his discussions of lend-lease and the Combined Food Board. He recognizes that Britain and the United States were "unequal yoke-fellows, with at any rate in appearance unequal interest in the Board's success." He distinguishes between the power to allocate which was vested in the national authorities, and the board's advisory status. This confusion, which has appeared in many published references to the Combined Food Board, was common not only for outsiders but even for the Ministry of Food, which tended to give the board "the aura of a super-national, external institution."

Mr. Hammond refers to Britain's vital interest in North American decisions, and says that the other food authorities had much to gain from the "pooling of Britain's invisible assets—experience, knowledge, and comparatively integrated governmental organization." Speaking of British impatience with changes made by the United States in food allocations that the British felt represented firm commitments, the author asks, "Were not the British rather too wont to suppose that their own unique organization was some sort of norm for other food administrations?"

But, Mr. Hammond tells also of the tendency of the United States to discount the possibility of food shortages and its inability, in 1945, when such shortages were apparent, to apply the agreed-upon principle of parity in food-consumption levels.

This book, with its unusual insight, balanced treatment of events, critical analysis, and clear and entertaining style, is a major contribution to the subject and to the development of useful administrative histories.

Gladys L. Baker