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Book Reviews

The City Man's Guide to the Farm Problem

By Willard W. Cochrane, University of Minnesota Press, Minneapolis, 242 pages, 1965, \$4.95.

WILLARD COCHRANE has produced an excellent, thoughtful, realistic book on farm policy. It is an example of political economy at its best; that is, it combines a penetrating economic analysis with a practical consideration of the political facts of life in order to suggest workable solutions to farm problems. Moreover, the book is clear and well-written. It builds upon its author's exceptionally wide and varied experience as a teacher, a researcher, an administrator, and a political adviser.

The first half of the book presents well-chosen facts, statistics, and analyses intended to inform the city man about modern farming. It documents the high productivity of commercial farms--leading to chronic surpluses and to high investments in farming. It analyzes the extent and causes of rural poverty. It discusses the possibilities and dangers of "the wild, exciting future." The analysis is brief but sound and incisive.

Before presenting his ideas about farm policies and programs, Cochrane makes some important observations about the current political situation. He notes (p. 156) that "farmers and their organizations are hopelessly divided," and that "the number of farmers in the total population is now very small, and their political representation in the Congress is vanishing." He says that there is great pressure to reduce the costs of the farm programs. He says (p. 157) that "the power to break the stalemate and redirect farm policy will in the future be in the hands of an aggregation of nonfarm groups."

These are some of the political facts of life that suggested a book on farm policy directed to the city man. Its aim is to help the city man vote more intelligently on matters of farm policy. Moreover, these same political facts must be considered by farmers, farm leaders, administrators, and legislators.

Rather than presenting a set of specific recommendations, Professor Cochrane suggests a number of ideas intended to stimulate thought. One group of ideas centers around the problems of commercial agriculture--the other around the problems of rural poverty.

Unfortunately, most of the early discussion of the book seems to have centered around one of the suggestions for commercial agriculture. That suggestion is that price-support levels be lowered by about 2 percent a year over a period of 7 years. Some seem to think that this is a strange sort of flip-flop. They say that a few years ago Cochrane was the champion of supply management--and that now he is recommending a gradual return to the classical free market.

But clearly the author still would favor about the present level of price supports if they could be made effective through real control over supply. He would accept a gradual lowering of price supports only as a realistic second choice, in case effective supply control continues to be politically impossible. His actual suggestion for a price policy for commercial farms is in terms of alternatives. Thus, he says (p. 165):

"First, hold the structure of farm prices at the 1961-64 level by maintaining the general level of price support at the 1961-64 level, if farmers will accept effective supply controls.

"Second, if farmers will not accept effective supply controls, lower the level of support gradually, say, 2 percent per year, for 7 straight years, or by a total of 15 percent."

The second alternative is suggested only because (p. 167) "the acceptance of effective controls by commercial farmers is indeed doubtful." Is this a flip-flop, or is it recognition of a changed political climate? Perhaps it might be called a necessary degree of flexibility. The alternative would have been a stubborn disregard of reality. Consistency is often overrated. The political economist should be able to learn from experience, and to modify his position if necessary.

This short review cannot comment on all of Cochrane's many interesting suggestions about agricultural policy. Only two of them will be mentioned briefly.

His first suggestion under "the commercial problem" (p. 161) is that "a necessary condition for solving the commercial farm problem is a high level of national economic activity." This is correct, and important. Farmers have a big stake in general economic programs to prevent business depressions and to encourage steady growth and prosperity. This would have been a good place to remind the city man that he still has a stake in farm prosperity. Even though the farm population is shrinking, even though farm income is a dwindling proportion of national income, many industries are still affected by changes in farm income. Unless the city man understands this, he may not vote for an effective farm program, especially if it is expensive.

Cochrane says that in recent years our efforts to deal with rural poverty have been too little and too late. He recognizes that the Economic Opportunity Act of 1964 can change this. As he says (p. 207), "This was obviously a high-priority effort; it was under the immediate direction of the President, and it has a budget large enough to mount a whole set of large-scale anti-poverty programs."

Yet, he says (p. 209), "The special programs of the Economic Opportunity Act to combat poverty in rural areas are both hopeful and disquieting. It is hopeful to see rural poverty, so long ignored, singled out for special attention. It is also hopeful that loans may be made to low-income, low-production farmers to finance nonagricultural enterprises. But it is disquieting to see that the principal mechanism for combating poverty in rural areas remains, under this act, the making of small loans to low-production farmers to enable them to ac-

quire a little more land or pay for equipment, livestock, or other production supplies.

"The principal means of attack on rural poverty is once again small loans (up to \$2,500 per farmer) to tie the farmer closer to the land or to tide him over for another year or two, when what is needed above all in rural areas are mechanisms to assist low-production, low-income farmers to shift out of farming and into more productive nonfarm enterprises."

This is an exciting, thought-provoking book.

Frederick V. Waugh

Individual Freedom and the Economic Organization of Agriculture

By Harold F. Breimyer, University of Illinois Press, Urbana. 314 pages. 1965. \$6.50.

THIS BOOK should be required reading for anyone who seeks to understand the dilemma facing U.S. agriculture today--and the place of the individual in it. More, there is valuable insight here as to the concept of individual freedom in modern industrial-urban society.

The author disavows any intention of prescribing answers to the problems he describes. But his work is not without conclusions and judgments. They relate, as he says, to "the inevitability of progressive transformation of agriculture in this country under pressure of the industrial world which surrounds it." His plea is that issues of individual freedom should enter into whatever steps are taken to influence the form that transformation will take.

Part I of the book is devoted to setting forth "The Problem in Its Setting." In simplest terms, it is the question of whether traditional independent-unit agriculture has qualities that merit its being retained, in whole or in part. A good case is made for the affirmative, both in terms of historical perspective and in terms of meaning for the future of individual enterprise.

In a chapter entitled "A Note on the Meaning of Freedom," the author examines the philosophical concept as it relates to the values of

society. He cautions that freedom comes not at a profit but at a cost. And he warns against "tendencies to bend all else before national goals of maximum gross production and consumption"--a warning that since the writing of this book, but before its publication, was echoed by John Kenneth Galbraith.

Further, Breimyer warns that "a two-step sequence of formulating neat, concise national goals in abstract terms and then naming rigorous methods to attain them is the hallmark not of democratic society but of an authoritarian one."

With broad brush, the author sets the attributes of modern agriculture against those of urban industry. How much, and in what way, he asks, should agriculture model itself after the urban-industrial world which surrounds and threatens to envelop it? To what extent should it try to preserve its separate identity? In what manner should it change its form while retaining its traditional values?

Part II of this book is an inventory of economic institutions of present-day agriculture. The implicit message is that our agriculture, which often proclaims its simplicity, in fact depends on an intricate network of horizontal and vertical coordination. The magnitude and multiplicity of services that are performed by and for agriculture--by farmers cooperatively and for them by State and Federal governments--are set forth.

Discussed at length are two growing trends toward a new kind of agriculture--the trend toward superfarms (the author sees this as no chimera) and the increase in various kinds of vertical integration. The latter, he notes, is "not confined to a few products or to negligible magnitude."

Part III contains the real meat of this book: case studies of vertical integration in the broiler industry, marketing agreements and orders, and land rental and retirement programs. The attitudes expressed by various individuals and groups in agriculture are reported--and the role of farmer cooperatives is discussed.

Finally, the author discusses seven possible courses of action from which programs to influence the shape of agriculture could be drawn. They are held to be "more illustrative than prescriptive," but a strong case is made for group action. This does not constitute an en-

dorsement of cooperatives, which come in for some sharp criticism as "sometimes far distant from the idealized role they were once expected to fill."

It is almost impossible to give the real flavor of this book in a short review--it ranges far and probes deeply. The subject is one of importance not just for agriculture but for a free people.

The author himself sums it up best when he says that his "inquiry into the subject of individual freedom and economic organization of agriculture in its manifold complexity is, in its broadest sense, an investigation of how the dignity and worth of the individual can be incorporated into the process by which policy for agriculture is made for its industrial age."

Eleanor Ferris

The Logic of Collective Action

By Mancur Olson, Jr. Harvard University Press, Cambridge, Mass. 176 pages. 1965. \$4.50.

MANCUR OLSON, Jr., has developed an interesting theory of group and organization activity. The central point of his theory is that the rational self interest of individuals, contrary to widely accepted belief, cannot necessarily be identified with their common group interests. While Olson uses economic tools in his analysis, he recognizes the interdisciplinary application of his theory. He sees wide application, for instance, in political science and sociology as well as economics.

Olson concludes that small groups generally are more effective than large ones. In these groups individual contributions are more readily identifiable. But even in small groups individuals who make minor contributions are subsidized by those who are most directly concerned and who make the larger contributions.

As groups become larger, the "public good" they provide is widely diffused and benefits everyone in the group irrespective of his contribution.

Olson develops in some detail group behavior as it relates to labor unions, the theory of the state, and various pressure groups.

He then raises the question: If small groups are more effective, how is it that some large groups succeed in maintaining a powerful lobbying position? This is because their lobbying position largely is a byproduct of their other efforts.

A look at labor lobbies leads Olson to the conclusion that it was primarily after the passage of the Wagner Act that they were able to achieve a really important role in politics. He also points out that professional groups such as the National Association of Manufacturers and the American Medical Association find that lobbying efforts, in actual practice, are a byproduct of their other activities.

Turning to agriculture, Olson uses the existing relationships of cooperatives to general farm organizations to advance his arguments. He points to the distinct control relationships with various types of cooperatives that the Illinois Agricultural Association, the State Farm Bureau organization, has developed in Illinois.

The benefits that farmers obtain from belonging to these Farm Bureau controlled cooperatives--insurance and marketing and purchasing associations--are the principal motivating factors in their joining the Farm Bureau organization. He suggests that such membership, however, contributes little to the lobbying strength of the Farm Bureau even though total memberships have increased.

Olson also refers to the program of the National Farmers Organization (NFO). He states that should it "some day succeed without using violence or other selected incentives in maintaining farm prices by getting farmers to withhold some of their output from the market, they would tend to refute the theory offered here."

He further observes that while his theory applies to all types of group activity, it would not be particularly applicable to highly motivated philanthropic lobbies. He also sees the same application to groups having low degrees of rationality. Finally he emphasizes that there are many forgotten groups who "suffer in silence" because they are not able to integrate special interest activities with a program for aggressive lobbying.

Olson's approach has interest for persons concerned with the effectiveness of various types of group activity. This reviewer, however, found his writing somewhat labored and ponderous. To use an 85-word sentence to present a reason why certain factors keep larger associations from furthering their own interests will leave many wondering what this reason really is. When he refers to the profitability of cooperatives in Illinois and comments on "the favorable tax treatment given cooperatives" his observations are superficial.

Martin A. Abrahamsen

The Forgotten Farmers: The Story of Sharecroppers in the New Deal

By David Eugene Conrad. University of Illinois Press, Urbana. 223 pages. 1965. \$5.

THE AGRICULTURAL Adjustment Act of May 12, 1933, was designed as a new means "to rescue agriculture for the millions of people who depended upon farming for a livelihood." President Roosevelt wrote that farmers had to be rescued because they were in "a hopeless plight." But those farmers who were in the most hopeless and desperate situation, the sharecroppers on cotton farms in the South, were scarcely mentioned when the legislation was drafted and debated. In the hearings and the debate on the bill, no one warned that a drastic acreage reduction program would bring the eviction and displacement of thousands of tenant farmers and sharecroppers and the firing of many hired workers. Sharecroppers were the forgotten farmers.

"The Forgotten Farmers," winner of the Agricultural History Society's book award for 1964, is concerned with the effect of the cotton program of the Agricultural Adjustment Administration on tenants and on the system of Southern tenancy, which is called "a vicious self-perpetuating system." It also describes the rise of the biracial Southern Tenant Farmers

Union with its objective of forcing the Agricultural Adjustment Administration to stop the increasing number of evictions and to require landlords to make equitable distribution of payments to tenants.

David Eugene Conrad describes in detail the development of the cotton program of the Agricultural Adjustment Administration. He has searched the archives and corresponded with a number of the officials responsible for formulating and administering the program, to learn why more concern was not shown for the welfare of tenants and sharecroppers when the program was planned and the crucial decisions made.

The issues of importance to tenants and sharecroppers centered around the equitable division of payments and the rights of tenants and sharecroppers to remain on the land. Because of qualifying phrases and vagueness in the 1934 contract, much depended on program administration. A complicating factor was the decision that landlords would receive and disburse payments to "non-managing share tenants" who would not be entitled to sign contracts with the Government.

Anger and unrest among sharecroppers working on a large plantation in northeastern Arkansas over eviction of tenants and division of payments, together with the concern for their plight shown by an active group of socialists, brought about the organization of the Southern Tenant Farmers Union. The Southern Tenant Farmers Union sent a barrage of letters and telegrams to AAA officials citing violations and warning of wholesale evictions. When letters and telegrams did not get results, a delegation was sent to Washington during January 1935 to talk to the Secretary of Agriculture and AAA officials.

In the meantime, an unsuccessful effort was made within the Agricultural Adjustment Administration to change the interpretation of the landlord-tenant regulations. Although 1935 was too late in the author's view to reform the tenant system of the South, he feels that it might have been accomplished when the program was formulated. In a concluding chapter he makes the following statement:

"The cotton experts in AAA understood Southern tenancy well, and rather than attempting to reform the system--a task

for which they had little enthusiasm and no authority--they accepted it and adapted their plans to it. They made the landlords the administrators of the cotton program to their tenants, and they saw to it that the landlords received a far greater share of the government benefits than did the tenants. To have done otherwise would have seriously disrupted Southern tenancy structure. It is a tragedy that the system was not disrupted at precisely this time, for the opportunity was golden. Never in its long and cruel history had tenancy been more vulnerable. If, for instance, AAA had made equitable payments for acreage reduction directly to tenants, the money would have given the tenants greater independence and bargaining power with the landlords and might have begun the destruction of the tenancy system. The leaders of AAA argued that they had to favor the landlords or too few would agree to reduce acreage and there would be no program, but one suspects that in 1933 and 1934 the landlords were desperate enough to accept government aid no matter what strings were attached."

The author's discussion of sharecroppers' problems ends in 1935. Thus there is no discussion of the relationship between the programs of the Resettlement Administration and the plight of the tenants displaced as a result of AAA programs. He notes that Calvin Hoover, in a study made for the Department at the suggestion of John D. Black, suggested as one possibility that evicted tenants be placed on small subsistence farms. Hoover pointed out that a considerable amount of former cotton and tobacco land could have been purchased with the funds used for rental payments.

The problems facing the Department in its attempt to restore the purchasing power of the agricultural sector of the economy during the 1930's were exceedingly complex. Although the book is focused on the problems of sharecroppers, the dilemmas faced by administrators intent on rescuing the cotton economy without causing hardships for tenants are recognized by the author.

The book is well documented and well written. It should be of interest to program administrators as well as historians interested in

agricultural policy. The description of sharecroppers' problems in dealing with Government and of the Southern Tenant Farmers Union may prove helpful to those who are trying to resolve the issue of how far the poor should be involved in the planning and administration of poverty programs.

Gladys L. Baker

Measuring Benefits of Government Investment

Edited by Robert Dorfman. The Brookings Institution, Washington, D.C. 429 pages. 1965. \$2.50.

IN NOVEMBER 1963, a conference was held at the Brookings Institution to present and assess new techniques for measuring the benefits and costs of public investments. This book is primarily an edited set of the conference proceedings. Any reader expecting to find a sure-fire set of formulas and procedures that will give objective, universally acceptable answers for Government investment decisions will be disappointed in this book. But a reader will be far from disappointed if he is looking for a rather thorough evaluation and critique of some new benefit-cost techniques, plus guidelines for recognizing those cases where benefit-cost analysis is worth the effort.

Seven empirical papers were presented on topics ranging from urban highway investments to public health expenditures. Discussants were selected primarily from the Bureau of the Budget and other Government agencies, so as to stimulate lively discussion between advocates and critics of the art and science of benefit-cost analysis. Robert Dorfman of Harvard University acted as chairman of the conference, and he edited the volume. In his introductory chapter, he discusses the concepts underlying benefit-cost analysis, and then summarizes and evaluates the conference in a succinct, accurate, and lucid manner.

This book could be likened to a benefit-cost analysis of benefit-cost analyses. Some of the

discussants contended that the benefits to decision-makers are of dubious validity, and do not justify the efforts of the elaborate and painstaking benefit-cost analysis, in view of the inevitable omissions and uncertainties involved. For example, one author was severely criticized for, in effect, "padding" the monetary benefits of civil aviation expenditures. In his apparent zeal for a favorable benefit-cost ratio, the author attempted to place a monetary value on the time airplane passengers spend waiting for a delayed takeoff. Says the discussant, "...whether a businessman reads reports, drinks martinis, talks to the stewardess, looks at Sports Illustrated, or prays" for a safe journey is well beyond the conjecture of the economist or the measurement techniques of the market surveyor.

Similar criticisms are hurled at the other authors, for such errors and omissions as (1) failing to recognize groups that are seriously harmed or benefited by the public expenditures being analyzed, (2) attempting to establish monetary values for rather nebulous benefits, (3) ignoring the redistribution effects, and (4) examining in exhaustive detail a few unimportant variables that are far outweighed by crucial, yet unmeasurable, variables.

Despite the serious faults pointed out by the discussants, the authors are to be commended for their contributions to the general understanding of the difficulty of evaluating the overall benefits and costs of a specified type of Government expenditure. Pointing out the existence and the importance of discontinuities is one such contribution of this book. Discontinuities destroy or seriously hamper the validity of the optimizing calculus. Another contribution is the thorough manner in which most of the authors (with the critical aid of the discussants) highlighted certain groups that would be affected by the expenditures being evaluated. The extreme diversity of techniques employed in the various papers shows that considerable imagination is required in applying benefit-cost analysis to a specific kind of expenditure.

An uninitiated reader who patiently works through the "revolving door" of papers and critiques presented in this book will undoubtedly learn something useful about the promising techniques, the pitfalls, and the shortcomings of benefit-cost analysis. Sifting the constructive

criticism out of the otherwise caustic remarks of the discussants, a few operating procedures can be formulated:

(1) Wherever possible, give the decision-maker a choice between two or more alternative means of attaining the specified objectives.

(2) In evaluating each of these means, clearly specify all the particular effects, both beneficial and detrimental, that the decision-maker should look at.

(3) Indicate which of these effects are measurable and which are not, and list the pecuniary effects as a subset of the measurables. (For example, the number of high school dropouts prevented is a measurable variable; their projected income is a pecuniary measurable variable).

(4) Attempt to measure the effects that are measurable. The units of measurement may include dollars, number of accidental deaths, man-days of labor, or other such items, depending on the situation being examined.

(5) Present the results in a clear and simple manner, telling the decision-maker what alternative investments you analyzed and what things he ought to consider in evaluating each of them. Then give him a rough measurement of those variables that can be measured.

At this point, the scientific role stops and the political role takes over. In making up his mind, the public decision-maker will have to estimate the unmeasurables, and subjectively assess the relative importance of these as well as the measurables. He also faces the delicate task of balancing the gains to some groups against the losses of others.

Despite the obviously subjective and political nature of the public decision-making process, the decision-maker will, in many cases, feel obligated to take account of a carefully and objectively executed benefit-cost analysis. Approached from this point of view, the analyst will not be frustrated (a) if he fails to come up with completely determinate evaluations, or (b) if the decision-maker chooses against an investment alternative that ranks high in terms of monetary benefit-cost ratios or other measurable criteria. In this context, benefit-cost analysis can be both useful to the decision-maker and rewarding to the analyst. A careful study of this book will be invaluable not only to

analysts, but also to decision-makers who have occasion to consider the results of a benefit-cost analysis.

J. Patrick Madden

The Lifeline of America: Development of the Food Industry

By Edward C. Hampe, Jr., and Merle Wittenburg.
McGraw-Hill Book Co., New York, 1964. 390 pages. \$6.95.

THE AUTHORS begin by proclaiming the superiority of "free enterprise," and go on to insist that their history illustrates the excellence of this system. They define "free enterprise" broadly, and in so doing describe a system which never operated in all areas of American economic life, and which has not characterized the whole economy for nearly a century. Occasionally, a chapter ends with praise of free enterprise, even when the narrative clearly shows the historical development of a pluralistic economy instead.

Otherwise, "Lifeline of America" is a useful book, although the orthodox approach contributes little to scholarship or to research methodology. The history aims to assemble the story of the food industry in one book. It covers production, marketing, processing, transporting, wholesaling, and retailing. It recounts many advances in sciences and technology. The authors take the story back to neolithic times, but they isolate the important events in chapters such as "The Fourth Agricultural Revolution," "Canning: Breakthrough to Mass Distribution," and "Waterways and Railways."

A true synthesis might have resulted in an examination and elucidation of relationships, but the book falls short here, perhaps because of organization. Because the authors approach the material topically, each chapter comes out as a digest of some of the material on the various subjects. Some of the faulty economic interpretation may have stemmed from this topical approach.

One argument for a chronological treatment is that, after all, events actually happen that way. We did not first farm, then preserve food, then build the transportation system, but rather, all of these took place at the same time. Furthermore, the topical arrangement forces the authors to repeat topics since they cannot avoid interconnected events. In addition, with each topic they have to repeat the time sequence from antiquity to the present. Within the limitations of their organization, however, the authors cover the material thoroughly enough, especially for the period since 1900.

On the whole, the authors do best with their account of food preservation and distribution; the chapters on the supermarket, indeed, verge on brilliance. Possibly the excellence stems from the fact that the major developments in these areas took place in the 20th century. Generally, the authors seem a bit lost when dealing with remote times. They do not, for example, seem to know that Americans were the best fed people in the world, not just since 1900, but as early as the 18th century.

The authors continually ignore or submerge every conflict in American history. For example, one would not gather from this book that the Grangers ever bore the railroads any ill will, or that farmers ever had any reason for such hostility. Where the authors mention conflict, as between chainstores and other retailers, they treat the affair as merely some sort of misunderstanding. In this account almost everyone behaves well; no one is evil, or greedy, or dishonest. By taking this stand the book fails to tell the whole story. Still, it does offer an assemblage of information which cannot be found elsewhere in one place. It can also serve as a reference work for background on the economic events connected with the food industry.

John T. Schlebecker

By Bruce M. Russett and Hayward R. Alker, Jr., Karl W. Deutsch, and Harold D. Lasswell. Yale University Press, New Haven. 373 pages. 1964. \$10.

THIS VOLUME comes as a badly needed statistical sourcebook on social and political conditions in the world's many nations. It contains country estimates on 75 politically significant indicators grouped under the broad general headings of (1) human resources, (2) government and politics, (3) communications, (4) wealth, (5) health, (6) education, (7) family and social relations, (8) distribution of wealth and income, and (9) religion. In addition to individual country measures, it provides for all reporting countries mean and median values, modal decile, range in values, standard deviation, and percentage of world population represented by the reporting countries.

Part B of the book consists of an analysis of trends and patterns applicable to the items on which the authors have reported. It is offered under six subheadings, beginning with a first-step analysis presenting correlation coefficients for each of the series with every other one of the items. It continues with an examination of (a) the concept of stages of development; (b) changing relationships between variables; (c) multifactor explanations of social change; and (d) regionalism versus universalism in comparing nations. It concludes with projections to 1975.

Russett and his associates have compiled the statistics in this book from literally hundreds of reference sources, published by many different agencies, national and international, public and private, located in many different parts of the world. In fact, they have drawn data on some items from as many different sources as they have countries reported.

The authors have carefully listed their original data sources. The listing of these references alone is a valuable contribution, particularly to beginning students and to persons in a given social science discipline searching for data in others.

Overall, this book reflects care in the choice of items considered and a high level of competence in analysis as well as painstaking searches through many reference sources.

The research underlying this publication has been conducted by the Yale Political Data Program established in 1962 by a grant from the National Science Foundation. Additional support for this project has been provided by the United Nations Educational, Scientific, and Cultural Organization.

Reflecting the spirit of cooperation that has made this important volume possible, data for this book have been reproduced on punch cards, and decks of these cards and code books can be obtained for use by others.

William E. Hendrix

African Primary Products and International Trade

Edited by I. G. Stewart and H. W. Ord, University Press, Edinburgh, 218 pages, 1965, \$7.50.

THIS IS a collection of papers presented at an International Seminar held at the University of Edinburgh during September 1964 under the sponsorship of The Center of African Studies and the Department of Political Economy.

The 14 papers grew out of studies that had been undertaken in Nigeria and Ghana, concerned with the estimation of demand for and supply of farm products, by the University's Department of Political Economy. This research was supported by the U.S. Department of Agriculture.

The papers cover a variety of topics and bring out more problems than the title of the book implies. Similar problems confront developing countries in other areas of the world. What may appear to be the solution of the problems in Africa is not necessarily a panacea for de-

veloping regions of Asia or Latin America. This fact has been acknowledged. However, it is stated that a world economic system could be established to help the developing countries in each region to achieve their own objectives.

An overall classification of the 14 papers might have the following headings: (1) International trade and development, (2) commodity problems, and (3) problems confronting the expansion of agricultural productivity.

Of immediate interest to African countries is trade in primary products and the related problem of economic development. That is to say, export earnings are not sufficient to realize the development aspirations of the countries, and instability of these earnings by violent price fluctuations aggravates the problem. It is believed that commodity markets might be organized to support dynamic economic development. Yet it is pointed out elsewhere that the International Coffee Agreement is detrimental to Kenya. Structural change both in developing countries and in the international trading policies of the world is recommended to stimulate economic growth.

The existent commodity policies might be changed to stimulate the productive capacity of developing countries. The changes should include new production and marketing methods for foodstuffs consumed domestically as well as for export crops. Diversification has been suggested to increase revenues and assure stability, yet it is difficult to generalize on the advantages of diversification versus specialization. Some countries will benefit more than others from such an arrangement. Increasing agricultural productivity, processing of these products, finding new markets, intracontinental trade, tariff protection, and international pooling of foreign exchange reserves are some factors which might alleviate the situation.

The varied topics discussed in this book point out that stabilization of internal trade for Africa's primary products will not necessarily benefit the whole of Africa on equal terms. To achieve a dynamic economic growth, additional research is needed as a guide to regional development on a smaller scale, which may then be coordinated in the whole of Africa and other developing countries.

Arthur G. Kevorkian