BOOK REVIEWS

Markets, Prices, and Interregional Trade

By R. G. Bressler, Jr., and R. A. King. John Wiley & Sons, Inc., New York. 426 pages. 1970. $13.95.

Professors Bressler and King have written a first-class textbook. But this journal does not review texts. For a discussion of its merits in serving its primary purpose, the reader is referred to other scholarly journals. In keeping with the orientation of this journal toward research, this review deals only with the research-related questions which are discussed in the final chapter.

After a discussion of the efficiency of marketing firms and industries, which draws heavily on the approach of M. J. Farrell, the authors give us a viewpoint on research in market organization. They decry the plenitude of market structure studies which engage in the "numbers game" in an attempt to reach conclusions about desirable policy on the basis of concentration ratios or changes therein. They voice strong doubt that one can reach useful conclusions about the performance of marketing systems solely on the basis of inferences from concentration ratios. They urge an alternative approach in which performance is studied directly. If the investigator then finds less-than-optimal performance, he would investigate the structural characteristics of the industry, in particular the institutional factors that might properly be called "structure."

They would measure performance in two dimensions: (1) Productive efficiency, and (2) pricing efficiency. The important measures of productive efficiency are (1) the "load" factor, or the amount of excess or unutilized capacity, and (2) the "scale" factor, the extent to which firms and/or plants are organized to take full advantage of economies of scale. Pricing efficiency is to be measured by comparing actual prices with those generated by an efficiency model which comes from the theory of the perfect market in space, form, and time. They urge that such models "can often be used to spot distortions in pricing performance."

While Bressler and King have not attempted to give us a complete prescription for economic research in the marketing of agricultural products in the course of one short chapter, they have strongly urged a point of view that comparisons of "ideal" marketing systems, based on the perfect market in space, form, and time, with the performance of the existing marketing system is the most productive route for marketing research. Certainly, one cannot quarrel with the general proposition that such an approach is often useful and often the only available approach. However, a piece of advice to which this reviewer would give more weight than do our authors is that one should be equally alert for the opportunity to make comparative studies of the performance of marketing systems where the key structural variables (including the institutional factors) vary significantly. In such studies, one would look for differences in performance accompanying differences in the internal structure of the industry and the institutional framework.

Their discussion of the efficiency of marketing systems omits one major aspect which has come increasingly into prominence as the environmental urge has swept the Nation. This has been called "social efficiency" and revolves around the question of externalities. One presumes that if Bressler and King were writing such a chapter today they would include some mention of these matters. Measures of the incidence of the costs of pollution are quite possible these days and should certainly be considered as important aspects of the performance of any production and marketing system.

The proposed measures of productive efficiency present considerable difficulties. The existence of unused capacity is extremely difficult to identify and measure. So many arbitrary decisions are required to make measurement possible that the results become highly suspect. For example, when does capacity cease to exist—when the plant is closed? When it is dismantled? Evaluation of the performance of a marketing system in terms of excess capacity is not unambiguous. If a new, technologically modern plant is built and takes volume away from a number of older, less modern plants, thus creating excess capacity, is the result to be judged as an improvement in performance?

While the definition of the scale factor refers to both plant and firm economies of scale, the discussion covers only plant economies and is limited to physical production processes. This, of course, reflects the ability of the profession to quantify scale economies, but many observers are firmly convinced that the economies of scale of the firm are much more important than those of

the plant and that the neglected nonproduction aspects are the most important. A. C. Hoffman, who has had more opportunity to observe such matters than most economists, is most eloquent on this topic. It is clear that the matter is important, that agricultural economists have neglected it, and that further continued neglect will involve serious error.

Alden C. Manchester

Toward Policies for Balanced Growth

Edited by Donald L. Nelson. Graduate School Press, U.S. Department of Agriculture, Washington, D.C. 88 pages. 1971. $2.75.

E. J. Mishan concluded a recent essay with the following words: "The more 'affluent' a society becomes, the less important is allocative merit narrowly conceived. And in any society in the throes of accelerating technological change. . .complacency on the part of any economist, guided in his professional decisions by considerations alone of allocative merit or economic growth potential, is both to be envied and deplored." (E. J. Mishan, "The Postwar Literature on Externalities: An Interpretative Essay," Jour. Econ. Lit., Vol. 9, No. 1, p. 1-28, Mar. 1971.)

This booklet carries the reader past the purely allocative framework into the equity arena. It draws the line for debate on the concept "balanced growth," which turns out to be population and employment distribution despite protests of some of the participants. The material consists of a series of speeches sponsored by the USDA Graduate School. Topics are the need for action, population balance, regional development resources and technology, and the place of the citizen.

But when the practicing economist steps into the arena of equity, he is immediately confronted by the "political bulwark." Anthropologists would term it institutional inertia. The bulwark is composed of an impervious constituency welded together by the conceptual paradigm of economic doctrine.

Debate of the innovative ideas and concepts contained in this material reveals the mortar which holds together the political bulwark protecting the status quo of an economic system and its auxiliary distribution of rewards. Indeed, the volume was meant to do just that: To debate the President's call for "the development of a national growth policy to bring balance and order to the great changes in population, industry, and patterns of education and training that would affect the quality of life in the decades ahead."

On the one hand, doctrinal anachronisms vaguely seep through. Foremost is the doctrine that what's happening must be for a good reason; that is, there is a functional reason for extreme urbanization forms. Another is the sanctity of the market. Yet another is the benefit-cost judgment someone else places on my preferences for quality-of-living attributes versus my tax dollar. At times we see statements not backed by facts, such as towns in America are dying or the continued attrition of farms will still be a drain on rural towns.

On the other side of the bulwark, the debate is kept alive by perceptive and knowledgeable discussants. Americans are so mobile that labor is a flow resource from the standpoint of any one town; and if the town can bundle opportunity along with quality of life, then people will gravitate to it. For the most part, rural towns have already attracted population in spite of a large loss in their farm support function. National programs have largely determined where population moved, but without a design. And access to national programs related to transportation, housing, banking, and health has been less than equal.

Success of an outright population distribution policy can't really be judged yet. Regional development has yet to be funded enough to provide a clue. Really innovative approaches are still sidelined. A sampling of ideas ranges from a differential regional individual income tax to a limit of city sizes, a broad range of grants, equality of access to Federal programs, and progressive rates for automobile and energy use in congested regions.

Various themes of a debate are noteworthy by their absence. National no-growth policies are absent, as are the materials balance and fiscal integrity models emphasizing that he who creates waste (cost) must arrange for its disposition (tax) within his political jurisdiction. Communities, each with different functions and quality, can be fostered to give citizens an opportunity for choice—a concept of planned diversity. Lastly, national programs were emphasized and regional differences in resource base and needs were overlooked.

So the debate will continue. Indeed, Dr. Paarlberg in his summary of the discussions said it should continue.

Lloyd D. Bender

Decline and Fall?—Britain's Crisis in the Sixties

By Paul Einzig. Macmillan, St. Martin's Press, New York. 244 pages. 1969. $7.50.

In his preface, Paul Einzig explains the question—"decline and fall?"—which he has posed for Great

Britain. Later in his book he explains that if Britain were to "fall," that is, disappear as an international force, it would be one of the outstanding mysteries of the ages as to how a major world power could disappear so quickly. Einzig goes on, however, to explain how this might be precipitated by economic factors.

The issue of fiscal crisis has intermittently plagued Great Britain for the last 50 years, but chroniclers have noted a significant deepening of this trend since World War II. Paul Einzig, one of the best of the chroniclers, dissects the British character through history and relates it to the current crisis. He makes a strong case for the argument that it is not the "wicked bankers or speculators, nor ultra conservative Treasury officials" who may bring back mass unemployment to Britain, but the British industrial worker and his union which will drive the country to this "suicidal course."

Throughout the book, Einzig speaks of his hopes for a national regeneration. He cautions that "gimmicks or remedies" aren't the answer, however, and the British will need to work hard, live within their means, and become public spirited once more. He notes that as the age of World War II becomes more remote, Britain cannot use the excuse of war-inflicted economic dislocation to explain her current troubles. He cites the phenomenal economic regeneration of Western European countries, specifically Germany and France, as the proof of this proposition. France is cited to show that even a country losing its colonial dependencies is not consigned to economic insignificance.

He will not, however, place the blame for the sluggish British economy on strictly technological changes. Rather than take the easy approach of placing the entire blame on current capital shortages and obsolescence of existing equipment, Einzig says that what is now called for is a more productive use of existing capital to reduce inflationary pressures and make it possible to increase investment in modern equipment without placing undue pressure on sterling balances.

Einzig lays bare the truth that looming over the outward trappings and manifestations of prosperity and a booming economy in Britain is the shadow of further crisis and long-run fiscal disequilibria. He argues that increases in productivity are being "gobbled up" by labor as soon as they are created, instead of helping to build a greater long-run competitive advantage for the economy.

If trade unionism is the major culprit, Einzig indicts both of Britain's major political parties for only slightly lesser crimes in terms of their economic responsibilities. He thinks the Tories are only marginally less unfit to rule because of their greater tendency to be more "public-spirited." He points out that Harold Wilson tried to tread a path between needed tough economic policies and complete concessions to the trade unions. According to Einzig, Wilson tried for the best of both worlds and got the worst of both. Although the book was written in 1969, Einzig predicted the defeat of the Labour Party if it pursued the programs prevalent in 1964-68. It is ironic that the defeat came one year in advance of the expected general elections of 1971. Einzig believes that the Labour Party's insistence on disarmament and global policies that weaken Britain's financial, political, and military powers has ensured that she will not be in a position to enforce her views in the Vietnam war or in any other international political sphere.

Einzig has written an excellent book. Those who are interested in the problems of inflation and declining productivity in mature economies will find it particularly interesting. He is perhaps too pessimistic about prospects for the future of the British economy and society. He hedges his bets in the preface, however, by noting that he has had the good fortune to witness Britain's national regeneration twice in his lifetime and if he were doomed not to witness a third, he would prefer being doomed in Britain than blessed anywhere else.

The United States and the rest of the world have a great stake in a "third regeneration" of Great Britain. Also, a world without Britain would be dull, indeed.

Dwight M. Gadsby

Politics and the Stages of Growth

By W. W. Rostow. Cambridge University Press, Cambridge, England. 410 pages. 1971. $9.50.

This book would make a perfect companion volume for a course on the process of economic development. Interesting summaries showing the political and economic histories of numerous countries with different paths of development are included. These are classic examples of clear, concise writing and are in themselves a useful research tool.

The author does a certain amount of behind-the-scenes explanation of policies that prevailed when he was a close adviser to President Johnson. As would be expected, Rostow has considerable commentary on the rationale for the war in Vietnam. Some of his comments are interesting, particularly in light of the recent publication of The Pentagon Papers. Partisan political sniping is largely absent.

Agriculture's role in economic development is discussed on several occasions. The author concludes that the failure of communism to stimulate agricultural production is the key liability of that system in providing economic development. He gives proper

hilly and even mountainous lands of the Misiones province; the square 25-hectare farms isolated the new colonists and made roads and other services more difficult and expensive to provide. He finds progress in the early stages of this type of colony unnecessarily slow. On the other hand, spontaneous settlement of public lands before government survey teams arrived resulted in European-type settlement patterns of long narrow lots, with settlers close together along the road; this provided greater community solidarity and a more rapid rate of development in early years. Without provision of land for the growth of villages or towns, such communities eventually faced the same private landholding barriers to logical development that are present in older, rapidly developing communities, as in the United States. Eidt's solution would be to reserve land for community purposes rather than allocate all land for private agricultural development.

Both these books are rich in insights into land reform problems that often evade the agricultural economist, whose viewpoint of "efficiency" of production may not recognize the second- and third-stage inefficiencies that sometimes follow the first-stage "efficiency" in the inherent dynamism of the resettlement process. In the face of new technology, traditional land reform concepts can provide only temporary solutions until the nonfarm sector is capable of absorbing agriculture's surplus labor.

Howard A. Osborn

The Water Resources of Chile—An Economic Method for Analyzing a Key Resource in a Nation's Development

By Nathaniel Wollman. Johns Hopkins Press, Baltimore. 279 pages. 1968. $7.50.

The main objective of the author was to formulate a methodology that could be adapted to a water development program in any developing country. Recognizing that progress toward the solution of major problems is often impeded by a lack of communication between physical scientists, economists, and policymakers, Nathaniel Wollman treats his subject in such a way as to narrow this gap.

While the inefficient use of water is not a priori more detrimental to an emerging nation's growth process than waste of land, labor, or capital, careful consideration is merited for other reasons. First, most future development will probably be financed by the public sector. Second, the public utility aspects of water supply lend legitimacy to state power over private property and hence offer an approach to agrarian reform. Finally, the geographic distribution of water resources narrows the range of interregional output possibilities in the framework of national growth.

The selection of Chile is fortunate for several reasons, not the least of which is availability of the "best" hydrologic data in Latin America, with the possible exception of Mexico. More important, perhaps, is the Chilean Government's continued interest in the rational exploitation of this resource.

Very long and narrow, this Andean country experiences a wide variety of climates ranging from extremely arid desert in the north to rainforest in the south. Less than 1 percent of the land in the northernmost water resource zone is cultivated, but the zone yields the bulk of Chile's foreign exchange from copper and nitrate mining. Proceeding south, mineral processing becomes important and agriculture is a primary activity. The next region, the "north central," is also a major agricultural center, in spite of being the most highly populated, with the cities of Santiago and Valparaiso. The province of Santiago has the greatest amount of irrigated land. Agriculture predominates in the "central central" region. North of this part of Chile, inadequate water supply is considered an obvious hindrance to economic growth. The southernmost "south central" zone has an abundance of water and if any problem exists, it is one of too much rather than too little.

Projected water use depends on the output of goods and services which have a water input. Assuming 2.4 percent and 5.5 percent rates of growth in population and GNP, respectively, sectoral outputs are projected through 1985. Demand for agricultural products is expected to expand 86 percent with an implied increase in irrigated land from 1.2 million to 216 million hectares. The ability to do this is not supported by the sector's past performance, and failure to expand output has meant spending scarce foreign exchange on agricultural imports. Even assuming that all irrigable land will be irrigated and all arable land cultivated, an increase in output per hectare of 50 to 100 percent is still needed to meet the 1985 demands. The other major uses of water considered are manufacturing, mining, thermal power, and municipal uses. Waste dilution requirements were computed for several treatment levels necessary to maintain a satisfactory dissolved oxygen content of streamflow.

Comparison of projected water requirements and average supply indicates that the provinces north of and including Santiago will be in a net deficit area. The agricultural sector will be responsible for 91 percent and 98 percent of total intakes and losses, respectively. This suggests that very small changes in the extent of irrigated agriculture can have a very large effect on the relative quantities of water available for other uses. The proba-

weight to the role which agriculture must play, but does not detail specific methods.

Regional summaries are provided concerning the varied development problems of Asia, Africa, and Latin America. The economic and political problems which beset each of these regions individually and collectively are discussed with reasons for specific success and failure in individual countries. This discussion is well reasoned and useful.

The last two chapters, one on war and peace and another entitled Politics and Democracy in the Contemporary World. . . , and particularly an appendix dealing with views of history with specific reference to the new left, stand apart from the main body of the book. While interesting, they do not fit any economic development study and should not be regarded as doing so.

One ERS economist (not the reviewer) suggested that a greater readership would be insured if this book had been limited to the 167 pages of his earlier study, *The Stages of Economic Growth*, rather than the present 360 pages plus notes. That may be so, but I think most of us can profit from *Politics and the Stages of Growth.*

John D. McAlpine

San Miguel: A Mexican Collective Ejido

By Raymond Wilkie. Stanford University Press, Stanford. 190 pages. 1971. $7.50.

Pioneer Settlement in Northeast Argentina

By Robert C. Eidt. University of Wisconsin Press, Madison. 277 pages. 1971. $15.

The theoretical yet ever practical Latin American problem of bringing together surplus populations and underdeveloped land are dealt with in the two publications reviewed here. Although Professor Wilkie is an anthropologist and Professor Eidt a geographer, both authors use a historical approach to introduce survey data and personal observation over an extended period—13 years in Mexico and 9 years in Argentina. The problems were apparently different in the two studies—one study is concerned with irrigated land given to a collective ejido (a type of communal landholding under Mexican land reform) close by the Mexican city of Torreon, and the other, with colonization of public and private land in the forested wilderness frontier of northeast Argentina. Both studies show that technological ignorance and lack of capital, linked with cultural and social patterns, determine the relative success or failure of such ventures; that success or failure must be judged in the context of contribution to national output, development of natural resources, and establishment of healthy, viable communities, as well as in the success and progress of the individual participants; and that alternative development opportunities in other urban and rural areas provide the new landholder a measure of his progress and affect his decision to remain or migrate again.

Only about 10 percent of Mexico's ejidos were set up as collectives. In this and in other ways, San Miguel is not representative, but for the same reason its study may be more valuable.

Early in San Miguel's experience, collective land was parcelized to increase work incentives by distributing income in line with effort. Cultivation of corn for subsistence was completely individualized; planting of cotton remained collectivized, but cultivation, irrigation, and harvesting were individualized.

More recently, as a result of wide variation in yields, ejidatarios (members of the ejido) demanded that each receive the yield from his own wheat plot. All marketing and cotton ginning, however, remain collectivized, as does ownership of machinery and transport.

San Miguel, more fortunate than many ejidos, took over productive land which was already under irrigation in 1936. Since ejido profits (in effect the land rent) provided them an adequate living, many ejidatarios hired labor to carry out their collective duties. Inmigration and a high birth rate combined to produce a large labor force, dependent on the product of the ejido but without a say in the economic or political organization. The ejido has not provided each peasant the right to the product of the land but, through sometimes extralegal means, the ejidatario has become the new landholding class, living off land rent while a largely disenfranchised new landless class has grown up waiting for a second land reform.

The collective ejido exhibits considerable flexibility and efficiency compared with the completely parcelized ejido. According to Wilkie, however, this flexibility has been restricted by the Government Ejido Bank's credit and technical assistance program. The familiar cost-price squeeze and population growth have sharply reduced profits and per capita income (the situation among Mexico's noncollectivized ejidos is not much different). To increase ejido income, greater flexibility in the Bank's policies is necessary.

The Argentine study also deals with the dynamic situation, comparing two styles of land settlement over a long period, in their rate of development and their maturity. Eidt finds the government's cadastral survey (damero), so effective on the pampas, unsuited to the

bility of being able to transfer water from agricultural to nonagricultural uses, without a reduction in irrigated area, is relatively low.

Three conclusions emerge: (a) The seasonal and annual variability of flows must be modified to avoid periods of shortage from the "central central" region south of Santiago north to Peru; (b) to bring water supply and demand into balance, streamflows will have to be regulated and northward basin transfer movements undertaken; (c) if these measures are not adopted, the only other way to meet projected outputs would be to increase agricultural productivity beyond that assumed above.

The range of choices regarding water use, as both land and water resources become increasingly scarce, is great. However, the author makes a final caution that if economic decisions are to be made, considerable efforts need to be expended in providing reliable data.

John Sutton

Symposium on Food Grain Marketing in Asia

By Asian Productivity Organization, Tokyo, Japan. 145 pages. 1971.

The Asian grain market is sure to receive considerable attention in the next few years. Two perspectives will dominate the interest of the U.S. student of markets. A traditional view considers Asia as a market for our grain. The emerging view considers the Green Revolution, no matter how pessimistic or optimistic one is about its magnitude, as generating market forces that could result in considerable trade in grain between and among Asian countries. The present volume, the proceedings of a 1970 Symposium of the Asian Productivity Organization (APO) in Tokyo, gives a taste of the latter perspective. Implications for U.S. exports are omitted from this review but their neglect should not obscure their existence or significance.

The stated purpose of APO, an intergovernmental regional organization with more than a dozen members, is to increase productivity and accelerate economic development of the region by multilateral cooperation. The publication serves the organization's purpose well. Mutual recognition of common problems often is a necessary prerequisite to lasting advancement. And the volume provides scarce information about fundamental aspects of marketing grain in some of the member countries. Still, like most proceedings issues, it is somewhat uneven and duplication is not entirely avoided. Neither does it pretend to answer the questions discussed.

Presentations address "Second Generation marketing systems that would sustain and assist First Generation production systems and efficiently utilize their output." Contributions are generally of two types: Some recite on the nature and extent of problems different countries face in marketing their grain, others demonstrate techniques for quantitatively evaluating markets and for assessing the probable impact of proposals designed to improve their performance.

Application of the techniques to the projected Second Generation problems was not accomplished at the conference, so is not in the proceedings. Completing this third step would provide valuable information for participants in the Asian grain market. The primary result would be an indication of the economic pressure for trade between Asian countries caused by various magnitudes of the Green Revolution. For example, each country could better evaluate whether to maintain its own buffer stocks or to participate in a joint venture where necessary reserves were at least in part carried by the market.

Generally the contributions provide a good benchmark for further work. An exception involves transportation, a significant cost in the marketing of grain. An early section presents "First Generation" information on what is paid to transport grain by road, rail, and water in the member countries. Little uniformity is shown in charges for the same mode in different countries and in charges for different modes in the same country. Such observations need description, if not rationalization. Some of the differences are likely to reflect policies being used to achieve national development goals. If so, planned "Second Generation" transportation systems need more explicit recognition in the development of "Second Generation" marketing systems.

The prospects for an Asian grain market, to summarize the feelings of some of the contributors, are accurately portrayed by the Venn diagrams on the cover of the present volume. The union of sets labeled Politically Acceptable, Technically Possible, and Economically Feasible is but a fraction of their individual domains. But that a union exists seems to me to be sufficient justification for an organization like the APO to address itself to identifying an efficient system of trade in grain for the region.

Bruce H. Wright

The Frontier Challenge: Responses to the Trans-Mississippi West

Edited by John G. Clark. University Press of Kansas, Lawrence. 307 pages. 1971. $10.

To someone suckled on Friday night horse operas and weaned on Saturday afternoon double features, the West is a peculiarly American place. The good guys may not have always won out there beyond the Platte and the Missouri, but they always had flair, and for better or worse, they were what the country was all about.

Myths like that turn into prejudices after a few years, and prejudices are not supposed to be the stuff of history. But they tend to survive, even if modified, and might as well be confessed if they can't be exorcised. My particular prejudice requires historians who write about the West to people their accounts with characters who are three-dimensional human beings, or at least more than digits in an academic analysis.

Ideally, of course, all history should be written that way. The majority is not, as members of the profession are fond of pointing out in periodic bursts of self-flagellation. Since most of us sin in about equal proportion, it is probably unfair to single out Western historians for special criticism. Nevertheless, I always find it especially disappointing to come across a treatment of the frontier that is more clinical than human.

This collection of 10 essays published in honor of George L. Anderson, late chairman of the University of Kansas History Department, is a solid, scholarly book that deserves the praise it will undoubtedly receive in the regular historical journals. The pieces, which deal with racial and economic aspects of Western settlement, are written by a distinguished group of authors. None of the included items are potboilers and several are unusually good in comparison with the run-of-the-mill academic essay.

Three in particular stand out. Earl Pomeroy's study of the role of Western cities in the settlement of the country puts a new perspective on the frontier story. Allan Bogue's treatment of the ways Kansans tried to attract capital to their State between 1865 and 1893 turns up some conclusions worth exploring in the context of other trans-Mississippi States. George Anderson's essay on the relationship between banks, mails, and railroads is a sorely needed analysis of institutional interrelationships, likely to please economists as well as historians.

In book review language, *The Frontier Challenge* is a "valuable contribution to the field." On the whole, it fulfills editor John Clark's promise to show something of the way people adapted to the new and constantly changing environment of the West.

The problem with most of these essays is that their literary style marks them as average historical efforts. And as Harvard's Oscar Handlin pointed out to the American Historical Association last year, the average historical effort has the impersonality of a competently edited laboratory report.

Style, Handlin remarked, is not just a matter of form. It is intricately involved in what the historian has to say. It indicates how well he understands the warp and woof of his subject, how sensitive he is to the complexities of the age he writes about—in short, how well he follows the dictum to read the sources until he can hear them talk. The trick is not just to analyze, but to inject imagination and empathy into the analysis and then communicate the results to the rest of humanity.

This is a hard task under the best of circumstances, especially if the findings have to be presented in the relatively restricted form of an essay. The job is doubly demanding in the field of Western history once a scholar extends his investigations to topics more complicated than the usual tales of wagon trains, Indian fights, and cattle drives.

The authors of *The Frontier Challenge* do push beyond what Clark calls "'chuck wagon' and 'war bonnet' history," which is all to their credit. If they had somehow managed to present their findings in a more satisfactory fashion, they would have turned an acceptable book into an outstanding one.

David Brewster

Farm Appraisal and Valuation

By William G. Murray. The Iowa State University Press, Ames. Fifth edition. 534 pages. 1969. $10.50.

A substantial change in the organization of this book has taken place since the fourth edition. The earlier edition was divided into chapters on the basis of three parts, including an appendix. In this edition, there are eight parts (exclusive of an appendix), containing varying numbers of chapters. In addition to the changes in format, the book contains new photos, maps, supplementary materials, and an up-to-date bibliography of current research findings.

The Introduction contains such basic information as explanations of concepts of farm appraisal value, procedures involved in making an appraisal, and a discussion of farm real estate legal descriptions. This is followed by a part called Comparable Sale Approach.

A third part of the book is called Income Appraisal. A significant point is noted by comparing the first

through the fifth editions of this book; the use of the farm mortgage interest rate as a capitalization rate has been progressively deemphasized. This no doubt reflects a change in general conditions throughout the money market and the market for farms.

As a possible alternative to the pitfalls in the determination of a capitalization rate, Murray gravitates towards a sale value capitalization rate resembling that referred to as a "tornaconto" equation by Italian appraisers. In that equation, a synthetic rate is calculated by determining an average ratio of estimated incomes to market values, using a group of farms similar to the one being appraised.

An additional feature of the fifth edition is the special emphasis Murray places on the importance of buildings in farm appraisal by setting off this discussion as the fourth of the eight major groupings of this book.

A fifth part of the book, called Sales Values vs. Income Value, is one of the most interesting. It is here that the author presents a middle ground between the two polarized views and is perhaps presenting some of his philosophy of appraisal.

A new part of this edition is called Statistical Approach to Appraisal. Here the author discusses historical and current research that has been developed to show the use of statistics in the research of appraisal problems. This is easily the most interesting part of the book and contains the author's view that more of this kind of research will be forthcoming as the science of appraisal advances.

The seventh part, Farm Productivity Analysis, as previously mentioned, contains information that is fairly standard and, although it has been placed near the end of the text, it represents a necessary checklist which must be considered before one can effectively deal with the issue of capitalization. While many appraisers today would discount the importance of these steps, they are necessary stages in arriving at an estimate of income to be capitalized. This procedure is often necessary when one must make an approximation of the market in the absence of comparable sales.

The eighth and last part of the new edition covers Appraisal Types. This unit discusses tax assessment, condemnation, loan, and special enterprise appraisals. Chapter 28 of this part, entitled Special Enterprise Appraisals, is a significant addition since the fourth edition. It covers appraisals relating to ranches, vineyards, timber, and—perhaps the most significant—crop allotments. This chapter is excellent, but the treatment of allotments is all too brief.

The appendix, as in the other editions, provides a useful array of supplemental materials on appraisal.

Like all of Murray's books, this one is interesting, clear, concise, and well written. There is little doubt it will replace its predecessor as a "must" with both practitioners and students in the field of farm appraisal. In a sense, the evolution of this book through five editions follows a trend in the appraisal profession itself, a trend towards more technology and less philosophy. We as readers may be the losers, for Murray is well qualified to provide us a balance between these different, but necessarily opposing, approaches. This does not, however, minimize the quality of usefulness of this text or its value as a first-order reference in the field of farm appraisal.

Dwight M. Gadsby

Praeger Library of U.S. Government Departments and Agencies, Praeger Press, Washington:

The Foreign Service of the United States

By W. Wendell Blancke. 286 pages. 1969. $7.95.

The Bureau of the Budget

By Percival Flack Brundage. 327 pages. 1970. $10.

The Peace Corps

By Robert G. Carey. 274 pages. 1970. $7.95.

The Internal Revenue Service

By John C. Chommie. 267 pages. 1970. $9.50.

The Bureau of Labor Statistics

By Ewan Clague. 271 pages. 1968. $7.95.

The Bureau of Land Management

By Marion Clawson. 209 pages. 1971. $8.50.

The Alaska Railroad

By Edwin Fitch. 326 pages. 1967. $7.95.

The Bureau of Outdoor Recreation

By Edwin Fitch and John E. Shanklin. 227 pages. 1970. $7.95.

The Civil Service Commission

By Donald R. Harvey. 233 pages. 1970. $6.95.

The Patent Office

By Stacy V. Jones. 234 pages. 1971. $8.50.

The Government Printing Office

By Robert E. Kling, Jr. 242 pages. 1970. $9.

The Federal Home Loan Bank

By Thomas B. Marvell. 291 pages. 1969. $7.95.

The Agricultural Research Service

By Ernest G. Moore. 244 pages. 1967. $7.95.

The Smithsonian Institution

By Paul Oehser. 275 pages. 1970. $8.95.

The National Science Foundation

By Dorothy Schaffter. 278 pages. 1969. $7.95.

The Soil Conservation Service

By D. Harper Simms. 238 pages. 1970. $8.50.

The Federal Trade Commission

By Susan Wagner. 261 pages. 1971. $9.

Praeger Publishers has undertaken a mammoth task in its series on the Federal departments and agencies. Such a project has been long overdue. Many changes have taken place since the last of the Institute for Government Research Service Monographs for the U.S. Government came out in 1931. The Institute, which in 1927 had become a part of the then newly chartered Brookings Institution, intended to revise and update the studies. However, only the basic 64 book-length studies of bureaus, offices, and commissions were completed. Authors of the new Praeger series include many who have retired from key positions after years of service in the agencies they describe; some who have had an academic background in a related field of interest; and professional writers with a wealth of experience in the subject area with which the agency described dealt.

The studies, like the earlier series, have a fairly set pattern: A historic chapter is followed by chapters on various phases of current operations, relations with other agencies, Congress, and the public. Each volume concludes with a summary chapter that sometimes has a prophetic note. Appendixes include information on career opportunities, lists of laws or legislation, personnel, field offices, or lists of heads of agencies. The bibliographies vary in scope, sometimes with no reference to the earlier parallel series.

The style of writing varies from one volume to another. Some, such as *The Foreign Service of the United States* and *The Alaska Railroad*, are quite enjoyable reading. A few are somewhat pedantic factual productions. Naturally, the interests of the authors are reflected throughout the books, as they place current operations in their historic setting.

A number of the authors discuss relationships with the Department of Agriculture, its personnel, or the agrarian population. In some instances, this is misleading. In *The Patent Office*, for example, Stacy Jones states that "in 1862, when Congress created an agricultural agency with bureau status, its first head and other personnel were drawn from the Patent Office." Actually, the "agency" was created as a Department and only a few people were transferred with the work from the Patent Office. In other instances, no doubt, the limits of time and space precluded what we, in the Department, might consider a minimal treatment. For example, *The Smithsonian Institution* has no reference to the dual capacity of some employees who served both the Department of Agriculture and the Institution, leaving records of their achievements among the archives of the latter.

On the other hand, Marion Clawson, in *The Bureau of Land Management*, gives the legislative background of that agency and discusses its activities in grazing and forestry, which naturally involved USDA's Forest Service. Robert Carey, in his interesting *Peace Corps*, shows a minimum of the channels of cooperation between the agencies. Edwin Fitch and John Shanklin in *The Bureau of Outdoor Recreation* show some of the struggles of that Bureau within the Federal framework that included the Department of Agriculture and its Forest Service.

At the present time, the series includes only two studies of USDA agencies; *The Agricultural Research Service* by Ernest G. Moore was released in 1967, and *The Soil Conservation Service* by D. Harper Simms came out in 1970. Both have been well received in the Department. Two more studies, one on the Department in general and another on the Forest Service, are to be published later this year.

Ernest Moore, retired Director of Information and earlier entomologist in the Agricultural Research Service, has a well-rounded study. From the vantage point of retirement, he was able to write, uninhibited by official restrictions, of administrative changes within the Department; relations with other agencies, Congress, and the

public; and the impact of scientific advances. After outlining briefly, but with a remarkable inclusiveness, the development of scientific work in the various bureaus that were brought together to form the Agricultural Research Service, Moore told of the functions of each of the subsequent divisions. Looking to the future he concluded with:

"It has been said that the future belongs to those who prepare for it. The Agricultural Research service is in a most strategic position to join with agricultural scientists in the states, in industry and private foundations, and in other countries to help shape the future for the benefit of all people everywhere."

In *The Soil Conservation Service,* D. Harper Simms wrote of the roots, development, and present activities of one of the "action" agencies that evolved during the 1930's, when the dust of the Dust Bowl hid the sun as Congress was considering crucial legislation. Under the tutelage of Hugh Bennett, the Soil Conservation Service became a "permanent and respected part of the governmental structure." Then it went on to serve suburban areas, as well as the strictly rural. Simms, again from the vantage point of retirement, discussed the current situation; conflicts and controversies, including Benson's proposal to "emasculate" the SCS; problems between the Soil Conservation Service and the Extension Service; and the efforts of SCS to serve the public and get along with Congress.

Simms' study was published before the President's Advisory Commission on Executive Organization, under the chairmanship of Roy L. Ash of Litton Industries, made its report, that would affect most civilian Departments, other than State, Treasury, and Justice. As the Ash Council has placed great stress on the importance of natural resources, so did Simms when he wrote:

"The United States has come to the brink of an era when its resource problems will be greatly accentuated—but when public sentiment for resource protection and improvement will be stronger than ever. The responsibilities of the several resource agencies of federal and state government, to say nothing of many excellent private organizations, will be heavy, and challenges will not be easy to meet. The Soil Conservation Service seems destined to play a leading role in that era."

In view of the possible widespread effect of the President's Reorganization Plan, this series should be invaluable in the transitional period and serve as documentation of agencies that may lose their separate identity. Future volumes, instead of becoming obsolete soon after publication, may become basic tools. Thus it would seem that other areas of USDA's functions should be included in the series, such as extension, credit, and foreign work.

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U. S. GOVERNMENT PRINTING OFFICE : 1971 O - 448-185