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The way in which the results of the investigation have been analysed and presented in the report reflects not only the systematic and thorough work that has been put in but the objectivity and detachment that have been preserved throughout by those associated with the project. Even negative conclusions, reached so scrupulously, can be of great value.

There appears to be incidentally, an error in the calculations on pp. 212 and 213 of the report. While Professor Tinbergen's suggestion has been incorporated, that a rate of interest of 10 per cent is more appropriate to the conditions in countries with capital shortage, no allowance seems to have been made for the period of ten years which is assumed to lapse before the estimated short-term benefits emerge. One of the main reasons for using a higher shadow rate of interest is to weight the scales more heavily against projects with long gestation periods; this is not served if the cost of the time involved in gestation is not evaluated at the higher rate. It will be found, when this is done, that the total capital cost of the project will be more than doubled over a period of ten years and that, therefore, the benefit-cost ratios will be less favourable than indicated in the report.

K. N. RAJ

*Development Through Food: A Strategy for Surplus Utilization*, Food and Agriculture Organization of the United Nations, Rome, 1961. Pp. viii+122.

The booklet explains in broad outline the case for utilizing the surplus food available in certain countries, particularly the U.S.A., for the development of under-developed countries particularly those suffering from food shortages. The chapter heads are as follows: Food as Aid; National Programmes requiring Food Aid; Requirements for an Expanded Programme of Food Aid to Economic Development; International Emergency Food Relief; Multilateral Functions and Arrangements; A Five-Year Programme; Conclusion. In an appendix is given the report of an Expert Group on the subject appointed by the Director General of FAO. The salient points, now well-known, are as follows: Food aid should be integrated in the overall development programmes of the receiving countries. The extent to which food aid could be utilized would depend upon the availability of other resources. The receiving countries should take special care to see that the food aid does not depress their own agriculture. There are three distinct ways of utilizing food aid for development purposes: It might be used in much the same way as commercial imports. It could then have a counter-inflationary effect and could avoid either cutting down the investment programme or cutting down food consumption by physical controls. It might be used for establishing national food reserves which would buffer seasonal and emergency fluctuations in the supply of basic foods and would help governments to implement domestic price policies. Finally, it might be used directly to initiate or accelerate certain social development programmes such as feeding of school children. Besides such national uses of the food aid by the developing countries, the surplus food could also be used for giving international emergency food relief. FAO has worked out a detailed plan for the same.

The booklet is of special interest to students of economics in India as it presents the economic rationale of the large food aid this country receives from the

U.S.A. It also offers yardsticks to judge how well the aid is presently being used for development purposes.

V. M. DANDEKAR

*Some Problems of Underemployment: An Analytical Study of Underemployment in the Agricultural Sector*, N. A. Mujumdar, Popular Book Depot, Bombay, 1961. Pp. xiii + 335. Rs. 25.00.

The first over sixty pages of Mr. Mujumdar's thesis are taken up with the elucidation of the concept of underemployment. He tries to clear his way through a jungle of definitions—and gets lost! For when he has finished with his analysis the concept of 'disguised unemployment' still remains nebulous and indistinct. Broadly, one might suggest, Mujumdar does not make the very basic and necessary distinction between 'work-sharing' and 'work-making'—terms used originally by Nurkse—and as a result of this, arise some contradictions. 'Work-making' arises as a consequence of the small size and fragmentation of a holding but subdivision of fragmentation has been mentioned by Mujumdar only once (p. 49) and certainly not as factors causing disguised unemployment. Almost exclusively he talks of work being shared (pp. 18, 30, 45). So questions arise: If working time is shared by different individuals, could it be said that those who remain idle for at least part of the time would be 'unaware' (p. 16) that they are unemployed? If not, could this type of unemployment be properly described as 'disguised'? If there is only sharing 'a certain measure of reorganization' would not *always* be necessary to release the surplus labour; yet Mujumdar makes the release of the disguisedly unemployed conditional on reorganization (pp. 29, 39, 52, 72). All these attributes, *i.e.*, the worker's being 'unaware' of his state of unemployment, unemployment being 'disguised' *as* employment and the necessity of reorganization, are characteristics more of work-making than of work-sharing. On p. 39 the author talks of the marginal product of labour being zero or very close to zero. If this is so, once again, no reorganization of the agrarian structure is called for in order to release the surplus labour. In other words, zero marginal productivity is incompatible with work-making. Finally, Mujumdar forgets his own definition when he describes the wage-paid agricultural labourers as being affected by 'some form of disguised unemployment' (p. 41). Where is the 'disguise' here? And what 'reorganization' would be necessary for the release of the surplus? If Mujumdar had taken care to distinguish between two kinds of unemployment, note the existence of both in the present agricultural situation and deal with the consequences of each separately, his exposition would have gained in clarity and been less confusing.

In Part II Mujumdar sets forth a method of measuring underemployment and uses it, for purposes of illustration, to estimate the extent of underemployment in nine villages in three districts of the former Bombay-Karnatak. He prefers a 'work-norm' to a 'time-norm' as a device of measurement. His procedure is to define, for a roughly homogeneous agricultural tract, a 'standard holding' which would give full employment to an average family consisting of three adult working members and possessing a pair of bullocks. This standard holding is determined in consultation with 'experienced farmers', village officers, etc. Then all those families having less than the standard holding would subject to disguised