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Economic and Agricultural Development Center  
Michigan State University

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The period June 29 to September 29, 1964 was devoted to the following principal activities: 1) assembling the senior staff and moving towards commitments with consultants and other short term assistants; 2) developing a bibliography of published research on Food For Peace and closely related problems; 3) making travel arrangements and beginning the consultation with interested parties in national and international government; and 4) developing a more detailed plan of work.

I. STAFF: The senior staff members include:

ARCHIBALD O. HALLER, Professor of Rural Sociology and Social Psychology, overseas experience in Brazil.

JAMES HENDRY, Professor of Economics and Agricultural Economics; Director, Economics and Agricultural Development Institute, overseas experience principally in China, Viet Nam, East Pakistan.

KIRK LAWTON, Professor of Soils and International Agriculture, overseas experience mainly in Colombia and Nigeria.

LAWRENCE WITT, Professor of Agricultural Economics and project leader, overseas experience principally in Brazil, Colombia, Turkey, Italy.

All the above are members of the Faculty at Michigan State University and all have significant publications and professional experiences at home and abroad. Agreements to participate by this senior staff was obtained by September. Briefing them on their expected roles comprised a major part of the activities in September.

Other people who will work closely with this project include: Dr. Peter Toma, Associate Professor of Government, University of Arizona; Dr. Richard Luecke,

Professor of Biochemistry and Nutrition, Michigan State University; and Dr. Maurice Perkins, Professor of Agricultural Economics and Social Science, Michigan State University.

In addition, oral commitments to serve as consultants have been received from Dr. Willard Cochrane, Professor of Agricultural Economics, now returned to the University of Minnesota; Dr. Gale Johnson, Professor of Economics, University of Chicago; and Dr. Jimmie Hillman, Professor of Agricultural Economics, University of Arizona. Several possible consultants in other disciplines have been identified but firm decisions have not been made. (This was deliberately postponed pending a review of project needs to be made following a week long series of interviews in Washington October 12-16.)

Possible contributions by several other faculty members at Michigan State University have been discussed with them; but, again, firm arrangements were not made prior to the series of interviews in Washington.

II. BIBLIOGRAPHY: Bibliographical work began in late June and was stressed heavily during July, August and September. The current emphasis is on organizing the present material, and exploring work in some of the "fringe areas" of interest to Food For Peace. Three long term and three summer term graduate research assistants were assigned to carry out this work, mainly on the central phases of this project.

A list of over 300 research reports dealing with some phase of Food For Peace has been assembled. This list includes books, journal articles, separate monographs, government documents and a number of unpublished but research type reports such as theses, progress reports, etc. Short annotations are being made. This annotated bibliography in its preliminary nonclassified form is being reproduced for distribution to research and other interested persons

in and out of government, for comment and suggestions.

One of the difficult and perplexing tasks in dealing with bibliography is to define the scope of the material to be reviewed; a second is to determine whether some internal classification is necessary, and if so how to classify. A number of the items are so broad in scope that they fall in three or four places in any classification. This requires cross references, and thereby increases the length and complexity of the bibliographic report.

III. TRAVEL: Two brief trips were made during the period:

The first, by Dr. Lawton, was to Rome and Paris while he was enroute home from Nigeria. The major purpose was to obtain information on research in progress and research problems in expanding food production to meet human needs in the developing countries. Such information is useful in helping to assess whether the future needs for Food For Peace are likely to expand, and, if so, the possible rate of growth. He visited with a representative of the World Food Program and with a number of people engaged in agricultural research in the FAO. Dr. Lawton also was briefed on the criteria by which projects are selected for inclusion in the World Food Program.

The second trip, by Dr. Witt, was made to Ottawa, Canada. He visited with members of the Department of Agriculture, the Department of Trade and Commerce, the Agricultural Research Council of Canada and with an inter-agency committee which works with the World Food Program. One conclusion reached is that there has been no research in Canada on the impact of P.L. 480 shipments upon their exports. Moreover, at present there is relatively little concern with the "third country" problem, largely as a consequence of the new export market provided by sales to Mainland China and the Soviet Union. This contrasts sharply with the deep concern felt in the earlier 1954-57 period, reportedly

attributable in substantial degree to barter shipments of wheat by the U.S. But even this early concern appears not to have led to organized research work on possible changes in Canadian trade patterns.

Plans were made (and carried out subsequent to this reporting period) for a series of interviews in Washington. These were set up to include:

- 1) Scientific Monitor and Advisory Committee
- 2) Executive Offices
  - Food For Peace
  - Council of Economic Advisors
- 3) Department of Agriculture
  - Agricultural Research Service
  - Economic Research Service
  - Foreign Agricultural Service
  - Agricultural Marketing Service
  - Statistical Research Service
  - International Agricultural Development Service
- 4) Agency for International Development
  - Program Officers, Far East and South Asia
  - Food For Peace
  - Rural and Community Development Service
  - Health
  - Program Coordination
  - Voluntary Agencies Liaison
- 5) Inter-Agency committee on Food For Peace
- 6) FAO Consultative Sub-committee
- 7) Senate Foreign Relations Committee
- 8) Brookings Institution

Participating in this series of conferences were the four senior staff members plus Drs. Luecke and Toma.

Plans were completed for a brief visit by the project leader with OECD officials in Paris (in conjunction with a late October seminar near Oxford on Food Aid and Surplus Disposal) on the attitudes of western European countries

towards food aid. The seminar in England complements this interest.

Tentative travel plans include consultation by one or two members of the team with representatives of the voluntary agencies (Title III), and with food and agriculture people in the Ford and Rockefeller Foundations. These discussions will take place partly in New York, and partly at a conference on economic development at Iowa State University.

Additional discussions in Washington with personnel familiar with particular problems will be necessary, as the areas of high priority in the research map are more fully identified. It is expected that these visits also will be on a one or two man basis.

A January visit to a number of important food aid recipient countries is important. One economist and the agricultural scientist probably will consult in India and Pakistan, and possibly briefly in Taiwan or Thailand. A second economist and the sociologist tentatively plan to consult in Brazil, perhaps Tunisia, and probably in Egypt or Yugoslavia. This travel and the people with whom major contacts will be made will be defined more specifically as the criteria and areas of high priority become clearer; (and of course these areas of priority may be reshuffled following the field trips).

IV. PLAN OF WORK: In general, the plan of work follows that outlined in the original research proposal. However, a number of modifications and additions make a restatement appropriate. Plans for future travel have already been outlined.

The scope of work defined in the Contract requires the identification, description and categorization of "questions and issues of significance which inhere in the objectives and provisions of the Food For Peace Program as it is currently being conducted".

The accomplishments of a program can be reviewed and assessed logically in relation to its objective, utilizing existing research information. Gaps in knowledge indicate research needs and suggest areas for further research, providing the questions are researchable.

P.L. 480 commodity shipments contribute to the following objectives:

- a. Surplus disposal
- b. Development of export markets for U.S. products
- c. Emergency aid against natural disaster
- d. Humanitarian aims with respect to "hunger" and nutrition
- e. Economic development
- f. Foreign policy

In addition, the local currency accumulated under Title I contributes to another series of objectives, as listed in Section 104 of P.L. 480.

These multiple, overlapping and partially competing objectives pose a number of problems in research mapping. Further complications stem from the changing emphasis over time in the stress given to several of the objectives.

The first element in the plan of work is indicated - the establishment of priorities and emphases on the relative importance of each of these objectives. The multiple objectives might be reduced to a single criterion by weighting, logical interrelationship, etc., but this does not appear very likely. Some progress can be made by separating the several Titles and Sections of P.L. 480 with respect to both commodities and local currency use. Such a procedure multiplies the possible number of research projects, even if the criteria are weighted by the dollar values of commodities shipped under each Title. Some clarification or simplification might be possible by developing criteria relating to a particular agency of government (Agriculture, or AID for example), but it appears that the appropriate criteria should relate to the total program regardless of specific agency. The priorities established with respect to commodity availabilities for various uses also indicate the possible importance

of the several programs (Titles and Sections), even though there are some dissatisfactions with established priorities and present surplus production patterns. This work provides the framework for the research map in the sense that it stipulates the basic assumptions concerning what the Food For Peace Program was (and is) designed to accomplish.

However, in relation to economic development and foreign policy objectives at least, it probably will be necessary also to incorporate or give consideration to similar legislative and executive criteria as expressed through foreign aid legislation and programs.

A review of legislative history and executive orders is well under way by Professor Loma and a graduate assistant.

The objectives of the program provide a starting point for identifying the problem areas - the second element in the plan of work. A number of these problem areas are listed in the Illustrative Outline under the headings

- a. Political considerations
- b. Economic and monetary considerations
- c. Social aspects
- d. Health and nutrition
- e. Programming of FFP
- f. Program management

Considerable attention already has been given to several of the problem areas falling under these headings, for example, to health problems which might develop from Vitamin A deficiencies following the use of skim milk, to the trade patterns of third countries, to social institutions affected by FFP, to the relative emphasis on agricultural and industrial development of recipient countries. There are likely to be gains in clarity if these problem areas are examined under the several Titles and compared with overall objectives.

The bibliography becomes the third element in the work plan. As the bibliography is related to the problem areas, this comparison should indicate what work, if any, has been completed which provides information necessary for an evaluation of some particular portion of the FFF program. As indicated earlier, a large number of items have been identified and are being processed. The following are illustrative of the questions that need to be answered.

- (a) Have any studies been made of a particular program to provide food?
- (b) Is there sufficient evidence to indicate whether a specific food program operates in different ways, or with different effects, as between countries?
- (c) Are alternative ways to achieve the same objectives given consideration?
- (d) Does a particular study seem to be sufficiently comprehensive to permit an evaluation of a particular program? If not, what areas require further study?
- (e) Are there studies which examine Food For Peace, or a major element thereof, in relation to the total development effort in a specific country?
- (f) Are there studies which relate the several parts of Food For Peace within the same country?

Research now in progress needs to be examined in a similar way, to determine the extent to which it may provide new information not available in previous studies.

The fourth element in the plan of work is to examine the "empty boxes," i.e., the kinds of research still needed in order to provide comprehensive statements of what has been accomplished. This examination should highlight those general problem areas where research may be required. But before new research projects can be developed, it will be necessary to determine:

- (1) whether the problem is researchable; (2) its relative importance to achievement of Food For Peace objectives; (3) its importance relative to the rest of

the foreign aid program; (4) its interrelation to the domestic agricultural and to the foreign policy of today and tomorrow; and (5) its sequence or priority in the overall research map.

At this time also it may be appropriate to reexamine the objectives themselves in terms of the feasibility of accomplishing them, and the appropriateness of some combination of modified or expanded objectives and alternative program operations. This may or may not lead to a new research project, or experimental food program.

A final element in the plan of work involves what may be called research programming or strategies. At this point the following types of questions will be raised.

- (a) What types of research institutions are appropriate, and in what combination? Government? Publicly contracted research to universities and research groups? Research agencies in or near the receiving countries? Non-governmentally supported research?
- (b) Should the research be country oriented or program and problem oriented, or is a mixture appropriate? Can a package of research on Food For Peace, and perhaps total foreign aid, be better done on a single country basis? Or should one or more aspects of the Food For Peace be studied in several countries.
- (c) To what extent is it appropriate to do several studies at the same time, and to what extent would a sequence of studies likely build a more solid and useful body of knowledge.

This Plan of Work suggests a related series of elements, each based on preceding information. It is expeditious, however, to work on several elements simultaneously, and in any case it likely will be desirable to review and enlarge certain elements in the procedure. This is true for several reasons: first, new insights probably will require reviews of earlier work; second, some expansion from the central program operations of FFP will be necessary to provide a comprehensive map; and third, consultation with responsible

officials in Washington and in emerging nations as the preliminary map is developed will, almost certainly, suggest new areas of concern and provide additional knowledge about program operations.