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Judd, M. A.; Boyce, James K.; Evenson, Robert Edward

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P.O. BOX 1987, Yale Station 27 Hillhouse Avenue New Haven, Connecticut 06520

CENTER DISCUSSION PAPER NO. 442

INVESTING IN AGRICULTURAL SUPPLY

M. ANN JUDD

JAMES K. BOYCE

AND

ROBERT E. EVENSON

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Notes: Center Discussion Papers are preliminary materials circulated to stimulate discussion and critical comment. References in publications to Discussion Papers should be cleared with the author to protect the tentative character of these papers.

M. Ann Judd James K. Boyce* Robert E. Evenson

The capacity to increase the supply of food and other agricultural products is of obvious importance to developing countries, particularly those faced with rapidly growing populations. Historically, growth in agricultural supply has passed through stages. As long as it is possible to bring new areas under cultivation at low cost, increased agricultural supply is achieved primarily through the expansion of cultivated area. As low-cost land conversion possibilities are exhausted, higher cost sources of growth are exploited, notably investments in irrigation and drainage. Investment in agricultural research and extension systems can also produce fairly low-cost growth in agricultural supply, as documented by a large number of studies. These studies have also revealed strong interactions of improved agricultural technology with soil and climate factors, which impede the diffusion of technology across broad regions. Agricultural experiment stations and associated extension services must, therefore, be located to serve specific subregions if their growth-producing potential is to be realized fully.

Agricultural research systems are complex institutions. The formidable public good problems encountered in most branches of scientific research are particularly acute in the case of agriculture. Patent laws protect mechanical and chemical innovations more easily than biological ones. Hence crop and livestock research -- plant breeding, phytopathology, entymology, agronomy, soil science, animal nutrition, etc. -- are today primarily public sector activities. The amount and type of agricultural research provided by the public sector in a given country is influenced by a number of factors, including the supply of research personnel and public funds, the perceived

*James K. Boyce is at Magdalen College, Oxford University, M. Ann Judd and Robert E. Evenson are at the Economic Growth Center, Yale University. opportunities for productive research and the political strength of those who stand to gain from it, whether as agricultural producers, input suppliers or consumers. Today the industrialized countries retain their historic dominance in worldwide agricultural research investment, but recent decades have witnessed substantial growth in agricultural research in developing countries. In addition to the national systems, many of which have grown rapidly, nine International Agricultural Research Centers (IARC's) have been established beginning with the forerunner of CIMMYT (The International Wheat and Maize Improvement Center) in Mexico in the 1940s. International aid donors have provided considerable funding for national agricultural research systems as well as the IARC's.²

In spite of the importance of institutions devoted to the production and diffusion of improved agricultural technology, no international body presently collects and reports data on investment in these activities on an international basis. Only three comprehensive international surveys of investment in agricultural research and extension have been made to date. The results of the first survey were reported in this journal (Kislev and Evenson) in 1975. That survey, based on a questionnaire distributed in 1970, reported consistent comparisons of investment in research and extension by country. A follow-up to this first study entailed a second survey questionnaire plus visits to many national research and extension bureaus and ministries. This survey was reported in Boyce and Evenson, 1975. The third survey, conducted in 1980 and 1981, again based on a questionnaire, a review of reports, an analysis of scientific publications and some personal visits, is reported in the present paper.

Section I of the paper provides a descriptive summary of expenditure and personnel data by political and geo-climate regions. (An Appendix reports data by country). We also report investment by commodity for twenty-six major developing countries. Section II reports a statistical analysis of

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the public sector investment motives which guide investment in national programs. We investigate the effects of the relative prices of research and extension personnel, the economic value of target commodities, the openness of trade, and the possibilities for free-riding and appropriation of gains as factors influencing investment. A final section discusses some policy implications of our findings.

I. Public Sector Agricultural Research and Extension

In 1975, Boyce and Evenson's <u>National and International Agricultural</u> <u>Research and Extension Programs</u> provided the most comprehensive data on international agricultural research and extension assembled to date. The data presented in this paper are a continuation of that work. We have collected data on expenditures and manpower which make it possible for us to extend Boyce and Evenson's time series to 1980. The data can now provide us, therefore, with a twenty-year perspective on the worldwide allocation of resources to agricultural research and extension. We also present more data on research emphasis by commodity than has previously been available.

In assembling the data for this paper, we encountered many of the same problems which Boyce and Evenson faced in compiling data for the earlier work, e.g., 'quality' variation in scientists, currency conversion problems, and conflicting or inconsistent data. Since almost all of the 1959-74 data in this paper have been taken from the 1975 work, we have tried to use the same or similar procedures and standards. Wherever possible, the designation of research scientist was limited to those possessing advanced degrees. In all cases where we had new data, expenditures were converted to U.S. dollars using official exchange rates and were then inflated to 1980 dollars using a general wholesale price index. The same price index was used to convert the expenditure data taken from Boyce and Evenson as well as to convert data on the value of

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agricultural production and trade.

While most of the 1959-74 data in the present study were taken from Boyce and Evenson, we did obtain some new data that enabled us either to fill in the time series for some countries for which there had previously been no data or to replace some estimated or questionable figures with more reliable data. In some cases there was inconsistency between old and new data, and we had to make judgments about the reliability of various sources.

A. Expenditure and Manpower Data

Table 1 and Appendix Table 1 provide constructed time-series data on expenditures and manpower for agricultural research. The data in Table 1 are summarized by geographic region for three time periods -- 1959, 1970, and 1980. Appendix Table 1 presents expenditure and manpower data for 106 countries for eight time periods, the three year intervals from 1959 through 1980. Table 2 and Appendix Table 2 report comparable data for extension. Unfortunately, we were unable to obtain as much new extension data, and, therefore, we could not add significantly to Boyce and Evenson's extension time series for several regions.³ Table 3 summarizes the percentage distribution of research and extension expenditures and manpower by subregion. Taken together, these tables portray the major changes which have occurred in spending patterns over the last twenty years.

We estimate that total public sector agricultural research spending in 1980 was approximately 7.4 billion dollars. Public sector extension spending was approximately 3.6 billion dollars. These data do not include spending by the International Agricultural Research Centers (IARC's) of approximately 120 million dollars in 1980. National research systems have increased real spending by a multiple of 3.68 since 1959 (and by a multiple of 1.4 since 1970). Scientist man-years have increased by a multiple of 3.14, reflecting the rise in

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	3	Expenditures		M	lanpower	
	(000)	Constant 1980) US\$)	<u>(Scient</u>	ist Man-Ye	ears)
Region/Subregion	<u>1959</u>	<u>1970</u> *	<u>1980</u>	1959	<u>1970</u> *	<u>1980</u>
Western Europe	274,984	<u>918,634</u>	1,489,588	6,251	12,547	<u>19,540</u>
Northern Europe Central Europe Southern Europe	94,718 141,054 39,212	230,135 563,334 125,165	409,527 871,233 208,828	1,818 2,888 1,545	4,409 5,721 2,417	8,027 8,827 2,686
Eastern Europe and USSR	568,284	1,282,212	1,492,783	<u>17,701</u>	43,709	51,614
Eastern Europe USSR	195,896 372,388	436,094 846,118	553,400 939,383	5,701 12,000	16,009 27,700	20,220 31,394
North America and Oceania	760,466	1,485,043	1,722,390	8,449	11,688	13,607
North America Oceania	668,889 91,577	1,221,006 264,037	1,335,584 386,806	6,690 1,759	8,575 3,113	10,305 3,302
Latin America	79,556	216,018	462,631	1,425	4,880	8,534
Temperate South America Tropical South America Caribbean and Central	31,088 34,792	57,119 128,958	80,247 269,443	364 570	1,022 2,698	1,527 4,840
America	13,676	29,941	112,941	491	1,160	2,167
Africa	<u>119,149</u>	251,572	424,757	1,919	<u>3,849</u>	8,088
North Africa West Africa East Africa South Africa	20,789 44,333 12,740 41,287	49,703 91,899 49,218 60,752	62,037 205,737 75,156 81,827	590 412 221 696	1,122 952 684 1,091	2,340 2,466 1,632 1,650
Asia	261,114	1,205,116	1,797,894	<u>11,418</u>	31,837	46,656
West Asia South Asia Southeast Asia East Asia China	24,427 32,024 9,028 141,469 54,166	70,676 72,573 37,405 521,971 502,491	125,465 190,931 103,249 734,694 643,555	457 1,433 441 7,837 1,250	1,606 2,569 1,692 13,720 12,250	2,329 5,691 4,102 17,262 17,272
World Total	2,063,553	5,358,595	7,390,043	47,163	108,510	148,039

Table 1: Agricultural Research Expenditures and Manpower

*The 1970 figures are an average of data from 1968 and 1971.

Note: Data for this table are drawn from Appendix Table 1.

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Table 2: Agricultural Extension Expenditures and Manpower

	(000 C	Expenditure onstant 198	s O US\$)	Manpower (Workers)			
Region/Subregion	<u>1959</u>	1970*	<u>1980</u> **	<u>1959</u>	<u>1970</u> *	<u>1980</u> **	
Western Europe	234,016	457,675	514,305	15,988	24,388	27,881	
Northern Europe Central Europe Southern Europe	112,983 103,082 17,950	187,144 199,191 71,340	201,366 236,834 76,105	4,793 7,865 <u>3,330</u>	5,638 13,046 <u>5,704</u>	6,241 14,421 7,219	
Eastern Europe and USSR	367,329	562,935	750,301	29,000	43,000	55,000	
Eastern Europe USSR	126,624 240,705	191,460 <u>371,475</u>	278,149 472,152	9,340 19,660	15,749 _27,251	21,546 <u>33,454</u>	
North America and Oceania		601,950	760,155	13,580	15,113	14,966	
North America Oceania	332,892 50,466	511,883 90,067	634,201 125,954	11,500 2,080	12,550 2,563	12,235 	
Latin America	61,451	205,971	396,944	3,353	10,782	22,835	
Temperate South America Tropical South America Caribbean & Central America	5,741 47,296 <u>8,414</u>	44,242 136,943 24,786	44,379 294,654 57,911	205 2,369 779	1,056 7,591 2,135	1,292 16,038 5,505	
Africa	237,883	481,096	514,671	28,700	58,700	79,875	
North Africa West Africa East Africa South Africa	84,634 53,600 39,496 60,153	176,498 181,324 86,096 <u>37,178</u>	172,910 204,982 106,030 <u>30,749</u>	7,500 9,000 9,000 3,200	14,750 22,000 18,750 3,200	22,453 29,478 24,211 3,733	
Asia		412,937	507,113	86,900	142,500	148,780	
West Asia South Asia Southeast Asia East Asia China	28,211 56,422 19,747 39,496 n.a.	97,315 87,727 55,441 172,454 <u>n.a.</u>	119,780 82,194 63,959 241,180 n.a.	7,000 57,000 9,500 13,400 n.a.	18,800 74,000 30,500 19,200 n.a.	16,535 80,958 33,987 17,300 n.a.	
World Total	1,427,913	2,722,564	3,443,489	177,521	<u>294,483</u>	349,337	

*The 1970 figures are an average of data from 1968 and 1971. **1974 data has been used where no data were available for 1980. In other cases, the 1980 data are averages for 1974-1980.

Note: Data for Latin America, Western Europe, and North America/Oceania are drawn from Appendix Table 2. Data for Eastern Europe and USSR, Africa and Asia are estimates.

expenditures per scientist over the period. The comparable multiples for extension spending and manpower are 2.50 and 2.05.

From Table 1 and Appendix Table 1 it is evident that the industrialized regions of the world --- Western Europe, Eastern Europe/USSR, North America/ Oceania, and Japan -- continue to spend the most on agricultural research. In addition, China appears to have become, by 1970, one of the 'big spenders' in this area.⁴ If one excludes China and Japan, expenditures for Asia in 1980 are approximately the same as those for Latin America and Africa. The expenditure shares presented in Table 3 reveal the declining importance of both North America/ Oceania and Eastern Europe/USSR relative to the rest of the world, and the increasing importance of Western Europe, Latin America, and Asia. When China is included, Asia's share almost doubles between 1959 and 1980; without China it increases from 10.3 to 17.1 percent, and without both China and Japan it increases from 4 to 8 percent. Africa's share of total expenditures has remained virtually unchanged during the period indicating that while it is holding its own, the region has generally not experienced an expansion in its research program comparable to that of Latin America and Asia.

In Latin America, the research programs in Brazil and Mexico have experienced substantial growth. Brazil's share of expenditures for all of Latin America increased from around 14 percent in 1959 to 38 percent in 1980. During the same period, Mexico's share increased from 6 to 15 percent. By 1980, the two countries thus accounted for slightly over half of all research expenditures in Latin America. Argentina also invests a significant amount in research, but expenditures there have actually decreased, in dollar terms, since they reached a high point in 1974.

The two largest investors in agricultural research in Africa are Nigeria and South Africa. In 1959, South Africa accounted for approximately 33 percent of all research expenditures in Africa; by 1980 its share had dropped to 15 percent. Nigeria's expenditures, on the other hand, rose from 12 percent of the total for Africa in 1959 to 29 percent in 1980. As in Latin America, two countries account for almost 50 percent of all expenditures in the region.

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	Share of P	ublic Sector			Shai	ce of	Shar	e of
	Agricultur	al Research	Shar	e of	Exter	nsion	Exten	sion
	Expen	ditures	Scientifi	c Manyears	Expend	litures	Wor	kers
Region/Subregion	<u>1959</u>	<u>1980</u>	<u>1959</u>	<u>1980</u>	<u>1959</u>	1980	<u>1959</u>	1980
Western Europe	<u>13.3 (13.7)</u>	20.2 (22.1)	<u>13.3 (13.7</u>)	13.2 (14.9)	16.4	15.6	9.0	8.0
Northern Europe	4.6 (4.7)	5.6 (6.1)	3.9 (4.0)	5.4 (6.1)	7.9	6.0	2.7	1.8
Central Europe	6.8 (7.0)	11.8 (12.9)	6.1 (6.3)	6.0 (6.8)	7.2	7.3	4.4	4.1
Southern Europe	1.9 (2.0)	2.8 (3.1)	<u>3.3 (3.4</u>)	1.8 (2.0)	1.3	2.3	1.9	2.1
Eastern Europe & USSR	27.5 (28.3)	20.2 (22.1)	37.5 (38.6)	34.9 (39.5)	25.7	21.0	<u>16.3</u>	<u>15.0</u>
Eastern Europe	9.5 (9.8)	7.5 (8.2)	12.1 (12.4)	13.7 (15.5)	8.9	7.8	5.3	5.9
USSR	<u>18.0 (18.5</u>)	<u>12.7 (13.9</u>)	25.4 (26.2)	21.2 (24.0)	16.8	13.2	11.0	9.1
North America & Oceania	<u>36.9 (37.8</u>)	<u>23.3 (25.5</u>)	<u>17.9 (18.4</u>)	9.2 (10.4)	26.8	22.4	7.6	4.0
North America	32.4 (33.2)	18.1 (19.8)	14.2 (14.6)	7.0 (7.9)	23.3	18.7	6.5	3.2
Oceania	4.5 (4.6)	5.2 (5.7)	3.7 (3.8)	2.2 (2.5)	3.5	3.7	1.1	0.8
Latin America	3.9 (4.0)	6.3 (6.9)	3.0 (3.1)	5.8 (6.6)	4.3	12.7	1.9	7.2
Temperate South America	1.5 (1.5)	1.2 (1.2)	0.7 (0.8)	1.0 (1.2)	0.4	1.4	0.1	0.4
Tropical South America	1.7 (1.8)	3.6 (4.0)	1.2 (1.2)	3.3 (3.7)	3.3	9.4	1.3	5.0
Caribbean & Central								
America	0.7 (0.7)	<u>1.5 (1.7</u>)	1.1 (1.1)	1.5 (11.7)	0.6	1.9	0.5	1.8
Africa	5.8 (5.9)	5.7 (6.2)	4.1 (4.2)	5.5 (6.2)	16.7	14.8	16.2	20.7
North Africa	1.0 (1.0)	0.8 (0.9)	1.2 (1.3)	1.6 (1.8)	5.9	4.8	4.2	5.2
West Africa	2.2 (2.2)	2.8 (3.0)	0.9 (0.9)	1.7 (1.9)	3.8	6.2	5.1	7.9
East Africa	0.6 (0.6)	1.0 (1.1)	0.5 (0.5)	1.1 (1.2)	2.8	2.9	5.1	6.6
South Africa	2.0 (2.1)	<u>1.1 (1.2</u>)	1.5 (1.5)	<u>1.1 (1.3</u>)	4.2	0.9	1.8	1.0
Asia	<u>12.7 (10.3</u>)	<u>24.3 (17.1</u>)	24.2 (22.2)	31.6 (22.5)	10.2	13.5	49.0	45.1
West Asia	1.2 (1.2)	1.7 (1.9)	1.0 (1.0)	1.6 (1.8)	2.0	2.9	3.9	6.3
South Asia	1.6 (1.6)	2.6 (2.8)	3.0 (3.1)	3.8 (4.4)	4.0	2.3	32.1	22.4
Southeast Asia	0.4 (0.4)	1.4 (1.5)	0.9 (1.0)	2.8 (3.1)	1.4	1.6	5.5	10.9
East Asia	6.9 (7.1)	9.9 (10.9)	16.6 (17.1)	11.7 (13.2)	2.8	6.7	7.5	5.5
China	2.6 -	8.7 -	2.7 -	11.7 -	n.a.	n.a.	n.a.	n.a.

Table 3:International Distribution of Public Sector Research and Extension
Expenditures and Manpower

Note: Numbers in parentheses are shares calculated excluding China from the total.

Figures in this table are based on data from Appendix Tables 1 and 2.

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Although agricultural research in Asia is clearly dominated by Japan, China, and, to a lesser extent, India, several countries in the region have substantially increased their spending. Bangladesh, Indonesia, Malaysia, Pakistan, and Thailand have all expanded their research programs by large multiples since 1959. The growth in expenditures in these five countries accounts for most of the increase in Asia's share (excluding both Japan and China) of the world's total.

The patterns revealed by the scientist man-year (SMY) figures are somewhat different from those which characterize the expenditure figures. Eastern Europe/USSR and Asia accounted for over 60 percent of the world's SMY's in both 1959 and 1980 (this is true even if one excludes China). The share of Eastern Europe/USSR declined somewhat between 1959 and 1980, but it remains several times larger than that of either Western Europe or North America/ Oceania, a reflection of the relative capital-intensity of the research program in these latter regions.⁵

Although Africa's share of world SMY's only increased from 4.1 to 5.5 percent during this period, SMY's in 1980 were over 4 times what they had been in 1959. Many African countries have gone through a post-colonial adjustment period during which highly paid British and French civil servants have been replaced by somewhat lower paid national scientists. Therefore, these countries have been able to increase the number of SMY's devoted to agricultural research at a faster rate than they have expanded expenditures.

The increase in the number of SMY's in Latin America follows the same pattern as the increase in expenditures. Tropical South America (Brazil) and the Caribbean/ Central America (Mexico), have experienced the greatest increase. South Asia and Southeast Asia have both increased SMY's more slowly than expenditures.⁶

The international distribution of extension expenditures in 1980 was remarkably even, as shown in Table 3. The industrialized regions were spending slightly more than other regions, but differences in expenditure levels are much less

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significant than in the case of research. This points out quite clearly that the industrialized regions have placed more emphasis on research than on extension while the developing regions have tended to do the opposite. The most dramatic change between 1959 and 1980 was the expansion of extension expenditures in Latin America (Latin America's share increased from 4.3 percent in 1959 to 12.7 percent in 1980). Africa's share decreased slightly during the period, but the region continues to spend more on extension than either Latin America or Asia (excluding China).

The data on extension workers show a very different distribution pattern. In 1959, almost half of the world's extension workers were in Asia, and this share was still substantial in 1980, 45.1 percent. If extension data were available for China, Asia's share would undoubtedly be much larger. Latin America's share of extension workers increased from 1.9 to 7.2 percent, led primarily by a substantial increase in the share of the countries of Tropical South America (Brazil).

B. Measures of Expenditure and Manpower Intensities

In Table 4, expenditures on research and extension are given as a percent of the value of agricultural product. We have calculated this measure for five country groups as well as for the geographic regions. Countries were assigned to a group based on the classification used by the World Bank in its <u>World</u> <u>Development Report, 1980</u>. The only change we made was to divide the middleincome category into two parts -- middle-income developing and semi-industrialized -using a per capita income level of \$1050 as the dividing line between the two classes.⁷

All regions increased the percent of agricultural product invested in agricultural research between 1959 and 1980. Eastern Europe, the USSR, and North America, however, experienced declines in the ratios during the 1970s. This measure is as low as it is for North America primarily because the United States has been spending only about 1 percent of the value of its agricultural product

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Table 4: Research & Extension Expenditures as a Percent of the Value of Agricultural Product

	Pub Ag Ex	lic Sect ricultur Research penditur	Public Sector Agricultural Extension Expenditures			
Subregion	<u>1959</u>	<u>1970</u>	1980	<u>1959</u>	<u>1970</u>	<u>1980</u>
Northern Europe Central Europe Southern Europe	.55 .39 .24	1.05 1.20 .61	1.60 1.54 .74	.65 .29 .11	.85 .42 .35	.84 .45 .28
Eastern Europe USSR	.50 .43	.81 .73	.78	.32	.36	.40 .35
Oceania North America	•99 •84	2.24 1.27	2.83 1.09	.42	.76	.98 .56
Temperate South America Tropical South America Caribbean & Central America	.39 .25 .15	.64 .67 .22	.70 .98 .63	.07 .34 .09	.50 .71 .18	.43 1.19 .33
North Africa West Africa East Africa South Africa	.31 .37 .19 1.13	.62 .61 .53 1.10	.59 1.19 .81 1.23	1.27 .58 .67 1.64	2.21 1.24 .88 .67	1.71 1.28 1.16 .46
West Asia South Asia Southeast Asia East Asia China	.18 .12 .10 .69 .09	.37 .19 .28 2.01 .68	.47 .43 .52- 2.44 .56	.25 .20 .24 .19 n.a.	.57 .23 .37 .67 n.a.	.51 .20 .36 .85 n.a.
Country Group*		<u></u>	<u></u>		<u> </u>	
Low-Income Developing Middle-Income Developing Semi-Industrialized Industrialized Planned	.15 .29 .29 .68 .33	.27 .57 .54 1.37 .73	.50 .81 .73 1.50 .66	.30 .60 .29 .38	.43 1.01 .51 .57	.44 .92 .59 .62
Planned - excluding China	.45	.75	.73	.29	.33	.36

*For definition of Country Groups see Note 7.

on research (0.98 percent in 1980 compared to, for example, 3.34 in Japan, 3.03 in Australia, 2.26 in New Zealand, and 2.22 in Canada). One should be somewhat cautious about drawing conclusions about the situation in Eastern Europe and the USSR since the recent data for these countries are estimates, but it appears that the relative lack of expansion which currently characterizes the U.S. system is present in the systems of Eastern Europe and the USSR as well.

While almost all regions have increased the percent of agricultural product invested in research, the basic relationship between the industrialized and developing countries has not changed very much since 1959. It is still the case that the more affluent a country is, the more it is apt to spend on research relative to the value of its agricultural product. This relationship has changed somewhat between middle-income developing and semi-industrialized countries with the middle-income countries achieving roughly the same ratios as the semiindustrialized countries by 1980.

The data for extension show that generally the lower income countries spend a larger share of the value of agricultural product on extension than on research, and higher income countries spend a smaller share. Five regions -- North, West, and East Africa, Tropical South America, and West Asia -- are investing more in extension than in research. By 1980, however, low-income developing countries as whole were actually spending a slightly higher percentage of the value of their agricultural product on research than on extension. This indicates a major change in priorities since 1959, when the percentage for extension expenditures was twice as high as that for research expenditures.

Table 5 presents figures on SMY's and extension workers per 10 million dollars (constant 1980) of agricultural product by geographic subregion and country group. In general, the industrialized countries engage more scientists and fewer (many fewer) extension workers for every dollar of agricultural

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Table 5: Research and Extension Manpower Relative to the Value of Agricultural Product

	SMY's (Cor Ag	s Per 10 Istant 19 Dollars gricultur Product	Million 80) al	per 10 Million (Constant 1980) Dollars Agricultural Product			
Subregion	<u>1959</u>	1970	1980	<u>1959</u>	<u>1970</u>	<u>1980</u>	
North Europe	1.05	2.01	3.14	2.76	2.56	2.61	
Central Europe	.80	1.21	1.56	2.19	2.77	2.73	
Southern Europe	.93	1.17	.96	2.00	2.76	2.69	
Eastern Europe	1.44	2.97	2.84	2.36	2.88	3.13	
USSR	1.38	2.37	2.34	2.26	2.33	2.50	
Oceania	1.91	2.64	2.43	2.26	2.17	2.11	
North America	.84	.89	.84		<u>1.31</u>	1.08	
Temperate South America	.46	1.15	1.32	.26	1.19	1.26	
Tropical South America	.41	1.41	1.77	1.71	3.95	6.46	
Caribbean & Central America	.53	.86	1.20	.82	1.53	3.12	
North Africa	.91	1.44	4.24	18.83	28.45	22.23	
West Africa	.33	.61	1.42	7.61	14.01	18.08	
East Africa	.32	.77	1.76	16.28	22.41	26.64	
South Africa	<u>1.9</u> 0	1.96	2.47	8.73	5.94	5.62	
West Asia	.33	.84	.88	4.39	7.25	6.54	
South Asia	.50	.65	1.29	20.83	19.51	19.53	
Southeast Asia	.47	1.28	2.07	9.81	13.07	19.72	
East Asia	3.80	5.29	5.72	6.57	7.05	6.13	
China	.22	1.66	1.49	n.a.	n.a.	n.a.	
Country Group		<u>-</u> 9 <u>'</u> , dad <u>'</u> â <u>b</u> â, ar	<u>Antiquer : a re</u> r : par y et			<u>, , , , , , , , , , , , , , , , , , , </u>	
Low-Income Developing	.43	.67	1.40	18.14	18.61	20.43	
Middle-Income Developing	.69	1.31	2.40	8.89	14.68	15.98	
Semi-Industrialized	.70	1.21	1.36	2.80	4.95	5.21	
Industrialized	1.24	1.71	1.85	2.37	2.31	2.12	
Planned	1.02	2.27	2.13	_	-	-	
Planned excluding China	1.40	2.54	2.50	2.29	2.49	2.63	

product than do the developing countries. The number of SMY's per dollar of production is highest for the planned and middle-income developing economies; the number of extension workers per dollar is highest for low-income developing countries. SMY's relative to the value of agricultural product have been increasing over time in almost all regions and for almost all country groups. Extension workers relative to agricultural product have changed little or decreased somewhat in Western Europe and North America/Oceania and have tended to increase in the regions of Latin America, Asia and Africa. Most regions of Asia and Africa have very high levels of extension workers per dollar of product.

Although Table 4 indicated that the developing countries may be beginning to shift their priorities from extension to research, Table 5 shows that the number of extension workers relative to the value of agricultural product has increased steadily since 1959 for developing countries.

C. Expenditures Per Manpower Unit

The data on expenditures relative to manpower reported in Table 6 show immediately that, without exception, expenditures per SMY are substantially higher than those per extension worker. Not only are salaries for research scientists higher than those for extension workers, but the level of support (laboratory facilities, technicians, etc.) required to maintain an effective research program is many times that required to maintain an effective extension program.

The levels of expenditures per SMY in 1980 were highest in North America/ Oceania and lowest in Asia and Eastern Europe/USSR. This was also the case in 1959. Expenditures per SMY have been decreasing in Africa indicating that the cost of a research scientist has been declining, probably as the result of a shift from expatriate to indigenous personnel. It is interesting to note that

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	Research p (000 19	Expendi er SMY Constan 80 US\$)	tures	Extensi per W (00	on Expen Extensio orker 0 Consta 980 US\$)	ditures n nt
Region/Subregion	<u>1959</u>	<u>1970</u>	<u>1980</u>	<u>1959</u>	<u>1970</u>	<u>1980</u>
Western Europe	_44	73	76	15	19	18
Northern Europe Central Europe Southern Europe	52 49 25	52 98 52	51 99 78	24 13 5	33 15 13	32 16 11
Eastern Europe & USSR	32	29	29	13	13	14
Eastern Europe USSR	34 	27 31	27 30	14 12	12 14	13 14
North America & Oceania	90	127	127	28	40	51
North America Oceania	100 _52	142 85	130 117	29 24	41 35	52 46
Latin America	56	44	54	18	19	18
Temperate South America Tropical South America Caribbean & Central America	85 61 28	56 48 26	53 56 52	28 20 11	42 18 12	34 18 11
Africa	62	65	53	8	8	6
North Africa West Africa East Africa South Africa	35 108 58 59	44 97 72 56	27 83 46 50	11 6 4 19	12 8 5 12	8 7 4 8
Asia	23	38	39	2	3	33
West Asia South Asia Southeast Asia East Asia China	53 22 20 18 43	44 28 22 38 41	54 34 25 43 37	4 1 2 3 n.a.	5 1 2 9 <u>n.a.</u>	7 1 2 14 <u>n.a</u>
Country Group						
Low-Income Developing Middle-Income Developing Semi-Industrialized Industrialized Planned	34 42 41 55 33	40 44 45 80 32	47 47 46 93 31	2 7 10 16	2 7 10 25	2 6 11 29 -
Planned excluding China	31	25	30	13	13	14

while there are significant differences in expenditures per SMY between the industrialized countries, planned economies, and other countries, there are no significant differences between the low- and middle-income developing and semi-industrialized countries.

Extension expenditures per extension worker in 1980 were also highest in North America/Oceania. They were lowest in Asia and Africa. The breakdown by country group shows a strong correlation between development level and expenditures per extension worker. It should also be noted that expenditures per extension worker did not change for low- and middle-income developing and semi-industrialized countries between 1959 and 1980. In fact, it is only the industrialized countries which have increased expenditures per worker.

We will return to the issue of prices and quality in Section II of the paper. It is worth noting at this point, however, that the differences in expenditures per manpower unit summarized in Table 6 go a long way toward explaining the investment patterns observed in the earlier tables. Most developing countries have been able to train extension workers at low cost and to staff extension programs at very low costs per extension worker. This is particularly true in Asia, notably in South and Southeast Asia. The same cannot be said for researchers. The capacity to train researchers at an advanced level was practically non-existent in most developing countries in 1959. Most developing countries faced very high training costs for scientists (usually trained abroad) and very high costs of operating research programs. The African countries in particular faced high costs. This situation has changed somewhat since 1959, of course, but researchers are still costly for most developing countries. India, the Philippines, Brazil, Mexico and a few other countries have developed the capacity to produce doctorates in the agricultural sciences, but this capacity is quite limited. Thus even in 1980 the costs of operating research programs continued to be high for the developing world.

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D. Investment by Geo-Climate Region

Tables 7, 8 and 9 organize our data by geo-climate regions as defined by Papadakis, 1966. This organization provides a clearer perspective on the likely contribution of research and extension to agricultural supply growth (as does the commodity organization provided in latter tables). Prior work has shown that improved agricultural technology is highly location specific and that insofar as it is transferred from one country to another, it is transferred within major geo-climate regions.⁸ Thus if a geo-climate region is receiving little research attention, it is unlikely to be realizing high rates of supply growth via technological change. This is likely to be the case even if it is investing heavily in extension programs. In their early implementation, extension programs can have a substantial "once-for-all" effect on agricultural supply by bringing about efficiency gains in the presence of technological slack. But for long-run, sustained extension contributions to growth, a flow of extendable technology must be forthcoming.

Table 7 shows that the major developing country geo-climate regions, the tropical and sub-tropical, have realized significant gains in terms of percentage of both research spending and scientific manpower. The tropical zones have also increased their share of the world's extension resources and workers. This shift has come largely at the expense of the steppe climate zones in research and all developed regions in extension.

Table 8 shows that research intensities have increased in all of the subregions of the tropical through sub-tropical climate zones and that those subregions with lowest research emphasis in 1959 have generally realized the largest relative gains. This is quite encouraging from the perspective of potential supply growth. Nonetheless, it remains the case even in 1980 that several major subregions of the world are investing less than one half of one percent of the value of agricultural product in research.

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Table 7: International Distribution of Public Sector Research and Extension Expendituresand Manpower, by Geo-Climate Region and Subregion

		Share	of						
		Agricultural Research Expenditures		Share Scient Manye	of ific ars	Share Extens Expendi	of ion tures	Share Extens Work	of ion ers
G	eo-Climate Region/Subregion	1959	1980	<u>1959</u>	1980	1959	1980	1959	1980
1	Tropical	5.2	8.9	5.1	9.7	12.4	17.4	28.6	37.4
	1.1 Humid Semi-Hot Equatorial	1.7	2.9	1.3	3.0	4.1	4.4	7.5	11.6
	1.2 Humid Semi-Hot Tropical	.2	.2	.3	.2	.2	.3	.3	.2
	1.3 Dry Semi-Hot Tropical	.2	.2	.2	.2	.1	.2	.1	.4
	1.4 Hot Tropical	1.1	1.6	1.2	2.0	2.3	3.2	6.0	8.7
	1.5 Semi-Arid Tropical	.5	.7	.3	.4	1.5	2.2	1.3	1.8
	1.7 Humid Tierra Templada	1.1	2.1	.8	1.9	2.6	5.7	2.4	5.0
	1.8 Dry Tierra Templada	.1	.2	.1	.2	.5	.6	1.3	1.5
	1.9 Cool Winter Hot Tropical	.5	1.1	.9	1.7	1.1	.8	9.8	8.2
2	Tropical Highlands	1.8	1.7	1.5	2.0	4.2	2.3	4.7	5.1
	2.1 Semi-Tropical Tierra Fria	1.7	1.6	1.5	1.8	4.2	2.2	4.5	4.6
	2.2 Low Tierra Fria	0	.08	0	.2	0	.04	0	.3
	2.3 Medium Tierra Fria	.1	.02	.01	.06	.04	.09	.2	.2
3	Desert	.9	1.8	1.2	3.1	2.3	2.1	4.4	4.3
	3.1 Hot Tropical Desert	.02	.04	.02	.06	.02	.09	.02	.1
	3.2 Hot Subtropical Desert	.53	.7	.9	1.7	2.1	1.8	4.1	3.8
	3.4 Cool Subtropical Desert	.01	.01	.02	.02	• 08	.06	.08	.07
	3.7 Continental Desert	.34	1.0	.3	1.3	.1	.2	.3	.3
4	Subtropical	2.5	6.9	3.3	8.3	2.5	4.5	14.3	11.4
	4.1 Humid Subtropical	1.7	5.6	1.9	7.1	.8	3.5	• 6	1.9
	4.2 Monsoon Subtropical	.4	.6	.8	.7	1.0	.5	8.4	5.9
	4.3 Hot Semi-Tropical	.3	.6	.8	.5	.6	.4	5.2	3.6
	4.4 Semi-Hot Semi-Tropical	.1	.1	.07	.04	.1	.1	.04	.03
5	Pampean	1.5	1.1	.8	.8	.5	1.2	.1	.1

Table 7: International Distribution of Public Sector Research and Extension Expendituresand Manpower, by Geo-Climate Region and Subregion (continued)

	Share	e of						
	Public	Sector						
	Agricu]	Ltural	Share	of	Shar	e of	Share	of
	Resea	irch	Scient	ific	Exten	sion	Extens	ion
	Expendi	ltures	Manve	ars	Expend	itures	Work	ers
Geo-Climate Region/Subregion	<u>1959</u>	<u>1980</u>	<u>1959</u>	1980	<u>1959</u>	1980	1959	1980
6 Mediterranean	9.9	10.4	9.9	7.8	11.7	11.9	11.1	11.5
6.1 Subtropical Mediterranean	2.8	3.0	2.3	1.9	3.1	3.3	2.9	2.6
6.2 Marine Mediterranean	.6	.4	.7	.4	1.1	.5	.5	.5
6.5 Temperate Mediterranean	.8	1.4	1.4	1.0	1.1	1.7	1.7	2.6
6.7 Continental Mediterranean	3.1	2.9	3.3	2.2	2.4	2.9	2.4	2.5
6.8 Subtropical Semi-arid								
Mediterranean	2.6	2.6	2.2	2.2	4.0	3.5	3.5	3.2
6.9 Continental Semi-arid								
Mediterranean	.01	.03	.005	.02	.01	.04	.05	.05
7 Marine	17.8	21.2	17.8	19.9	20.8	17.1	10.2	9.7
7.1 Warm Marine	.2	•2	.1	.1	•1	.1	.04	.02
7.2 Cool Marine	4.4	6.1	3.3	4.9	5.0	4.9	1.7	1.6
7.6 Cool Temperate	11.4	12.7	12.0	12.3	12.9	9.6	7.0	6.9
7.7 Cold Temperate	1.9	2.2	2.4	2.7	2.8	2.4	1.4	1.3
8 Humid Continental	24.4	24.5	27.8	22.8	15.6	19.3	12.3	8.6
8.1 Warm Continental	7.8	10.9	11.8	12.1	3.8	6.4	5.0	3.8
8.2 Semi-Warm Continental	15.7	13.0	14.7	9.7	10.9	12.2	6.8	4.2
8.3 Cold Continental	.9	.7	1.3	1.1	.9	.7	.6	.6
9 Steppe	36.0	23.6	32.6	25.5	30.0	24.2	14.3	12.0
9.2 Semi-Warm Steppe	19.6	13.3	18.9	14.8	16.3	14.0	8.3	6.9
9.3 Cold Steppe	14.0	9.1	11.9	9.0	11.4	9.0	5.2	4.3
9.4 Temperate Steppe	2.4	1.2	1.8	1.8	2.3	1.2	.8	.8

6.	e Climete Design (Subassian	Pub Agr R Exp	lic Sect icultura esearch enditure	or 1 s	Public Sector Agricultural Extension Expenditures			
Ge	o-climate Region/Subregion	7928	1970	1980	1929	1970	1980	
1	Tropical 1.1 Humid Semi-Hot Equatorial 1.2 Humid Semi-Hot Tropical	.21 .21 .28	.42 .40 .33	.72 .72 .56	.35 .35 .16	.59 .49 .42	.68 .52 .44	
	1.4 Hot Tropical 1.5 Semi-Arid Tropical 1.7 Humid Tierra Templada 1.8 Dry Tierra Templada 1.9 Gool Winton Not Tropical	.24 .37 .25 .12	.45 .73 .63 .43	.62 .69 1.13 .91 .53	.36 .79 .41 .44	.75 1.84 .74 .68	.20 .68 1.79 1.21 .83	
2	Tropical Highlands 2.1 Semi-Tropical Tierra Fria 2.2 Low Tierra Fria	.44 .51 -	.10 .59 .67 -	.49 .83 .90 .72	.73 .85 -	.56 .65 -	.54 .59 .18	
	2.3 Medium Tierra Fria	.04	.13	.17	•05	•05	.27	
3	Desert 3.1 Hot Tropical Desert 3.2 Hot Subtropical Desert 3.4 Cool Subtropical Desert 3.7 Continental Desert	.15 .12 .20 1.03 .10	.53 .89 .35 1.58 .66	.58 .74 .57 1.03 .58	.26 .11 .55 4.47 .02	.51 .52 .99 5.93 .08	.34 .89 .74 3.16 .58	
4	Subtropical 4.1 Humid Tropical 4.2 Monsoon Subtropical 4.3 Hot Semi-Tropical 4.4 Semi-Hot Semi-Tropical	.11 .10 .11 .14 1.12	.54 .66 .19 .23 1.84	.58 .61 .40 .54 1.94	.07 .03 .19 .18 .94	.14 .11 .22 .25 .77	.18 .18 .17 .18 .74	
5	Pampean	.48	.70	.80	.10	.50	.42	
6	Mediterranean 6.1 Subtropical Mediterranean 6.2 Marine Mediterranean 6.5 Temperate Mediterranean 6.7 Continental Mediterranean	.43 .75 .75 .12 .36	.89 1.57 1.22 .37 .68	.97 1.81 1.25 .44 .75	.35 .57 .88 .12 .20	.59 .88 .78 .30 .39	.54 .94 .67 .26 .36	
	6.8 Subtropical Semi-Arid Mediterranean 6.9 Continental Semi-Arid	.78	1.65	1.76	.83	1.27	1.15	
7	Mediterranean Marine	.15 .47	.49 .99	.73 1.28	.16 .38	.67 .48	.51	
	7.1 Warm Marine 7.2 Cool Marine 7.6 Cool Temperate 7.7 Cold Temperate	.61 .62 .44 .41	1.14 1.16 .98 .81	2.26 1.96 1.14 .95	.32 .49 .34 .41	.35 .79 .40 .47	.56 .77 .42 .52	
8	Humid Continental 8.1 Warm Continental 8.2 Semi-Warm Continental 8.3 Cold Continental	.52 .37 .66 .43	1.17 1.12 1.27 .73	1.12 1.03 1.26 .70	.23 .12 .31 .28	.38 .27 .49 .32	.43 .29 .57 .35	
9	Steppe 9.2 Semi-Warm Steppe 9.3 Cold Steppe 9.4 Temperate Steppe	.60 .53 .66 1.35	.97 .88 1.07 1.51	.87 .80 .99 1.50	.34 .30 .37 .87	.41 .39 .44 .67	.44 .40 .47 .75	

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Table 9 reports intensity measures of research and extension manpower. There is, of course, a problem of quality comparability with these data inasmuch as scientists and extension workers in the tropical regions may be less well-trained than their counterparts in the humid continental regions. We have discussed this problem in earlier work and concluded that it is probably the case that the average number of years of graduate work is lower for scientists in less developed countries. Further, more of those years were spent in institutions of lower average prestige. We would caution, however, that at the Ph.D.level -- which is our basic criterion for definition of a research scientist -- a good deal of comparability exists. The majority of the Ph.D.-level agricultural scientists in both the developing and developed countries studied at the same set of institutions. Although a similar, and perhaps greater, difference in quality of extension training exists, we have in our work attempted to achieve certain minimum definitions of training.

The differences in research manpower intensities between regions in 1980 were surprisingly small. The table shows remarkably large differences in extension manpower intensities, in favor of the tropical regions, as earlier noted for geographic regions in Table 5. Even if we allow for a major quality adjustment, these data suggest that the countries of the developing world are responding to price differentials between scientists and extension workers and that they percieve extension workers to be good substitutes for scientists in the production of agricultural supply growth.

E. Investment by Commodity

Data on research investment by commodity are extremely difficult to obtain. The agricultural ministries and research councils of many countries can provide aggregate data on expenditure and manpower for research programs, but they are not able to allocate expenditures or manpower to commodities. In view of the

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Table 9: Research and Extension Manpower Relative to the Value of Agricultural Product, by Geo-Climate Region and Subregion

		SM 10 Mil Agr	Y's per lion Do icultur roduct	ollars al	Extension Workers p 10 Million Dollar Agricultural Produc			
~		(Cons	tant 19	80\$)	(Cons	stant 198	30\$)	
Ge	o-Climate Region/Subregion	<u>1959</u>	<u>1970</u>	<u>1980</u>	<u>1959</u>	<u>1970</u>	<u>1980</u>	
1	Tropical	.47	.94	1.57	9.95	12.19	13.90	
	1.1 Humid Semi-Hot Equatorial	.38	.85	1.48	8.01	9.76	13.15	
	1.2 Humid Semi-Hot Tropical	.97	1.20	1.36	3.50	3.71	3.74	
	1.3 Dry Semi-Hot Tropical	.58	1.36	1.62	1.97	3.82	6.35	
	1.4 Hot Tropical	.62	1.13	1.72	11.47	15.53	17.50	
	1.5 Semi-Arid Tropical	.51	.89	1.44	9.04	14.72	13.92	
	1.7 Humid Tierra Templada	.41	1.27	1.70	4.74	8.09	10.10	
	1.8 Dry Tierra Templada	.31	.62	1.36	12.71	19.99	18.73	
	1.9 Cool Winter Hot Tropical	.47	.63	1.55	18.60	17.03	17.03	
2	Tropical Highlands	.88	1.17	1.99	10.09	10.15	11.38	
	2.1 Semi-Tropical Tierra Fria	1.02	1.34	2.02	11.32	11.28	11.90	
	2.2 Low Tierra Fria	-	_	3.43	_	_	12.23	
	2.3 Medium Tierra Fria	.04	.16	.79	2.73	2.16	5.17	
3	Desert	.46	1.41	2.04	6.24	8.97	6.52	
	3.1 Hot Tropical Desert	.35	1.48	2.58	.96	6.17	12.01	
	3.2 Hot Subtropical Desert	.74	1.15	2.95	12.99	18.21	15.10	
	3.4 Cool Subtropical Desert	4.12	6.32	4.52	55.42	79.23	34.88	
	3.7 Continental Desert	.23	1.61	1.43	.72	.97	.72	
4	Subtropical	.33	1.37	2.04	5.39	5.31	4.45	
	4.1 Humid Subtropical	.25	1.62	1.54	.33	.61	.96	
	4.2 Monsoon Subtropical	.50	.66	.94	20.45	19.06	18.57	
	4.3 Hot Semi-Tropical	.52	.75	.86	18.41	17.57	15.14	
	4.4 Semi-Hot Semi-Tropical	1.84	2.26	2.19	4.32	3.54	3.17	
5	Pampean	•58	1.19	1.24	.30	.57	.47	
6	Mediterranean 6.1 Subtropical Mediterranean 6.2 Marine Mediterranean 6.5 Temperate Mediterranean 6.7 Continental Mediterranean 6.8 Subtropical Semi-Arid	.99 1.41 1.79 .48 .89	1.43 2.02 2.36 .71 1.35	1.47 2.30 2.44 .64 1.17	4.17 6.67 5.40 2.27 2.48	5.55 7.33 6.46 4.11 3.11	4.97 7.13 7.02 3.59 2.98	
	Mediterranean 6.9 Continental Semi-Arid Mediterranean	1.56 .19	2.24 1.10	3.00 .83	9.06 6.88	12.50 8.52	10.34 6.56	
7	Marine	1.06	2.00	2.42	2.29	2.86	2.72	
	7.1 Warm Marine	1.01	1.65	2.05	1.50	1.31	.86	
	7.2 Cool Marine	1.08	2.08	3.17	2.06	2.23	2.32	
	7.6 Cool Temperate	1.04	1.97	2.22	2.30	2.78	2.85	
	7.7 Cold Temperate	1.14	2.09	2.39	2.62	2.76	2.68	
8	Humid Continental	1.35	2.18	2.10	2.24	2.40	1.82	
	8.1 Warm Continental	1.27	2.49	2.30	2.02	2.57	1.68	
	8.2 Semi-Warm Continental	1.40	1.89	1.88	2.43	2.26	1.89	
	8.3 Cold Continental	1.38	2.37	2.34	2.26	2.34	2.50	
9	Steppe	1.24	2.01	1.93	2.04	2.13	2.08	
	9.2 Semi-Warm Steppe	1.16	1.91	1.78	1.93	2.00	1.92	
	9.3 Cold Steppe	1.28	2.01	1.97	2.10	2.17	2.14	
	9.4 Temperate Steppe	2.29	4.42	4.52	3.78	4.28	4.81	

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relevance of such data for policy we have developed a methodology for estimating the commodity orientation of research for 26 large developing countries. These countries account for more than 90 percent of the research undertaken in developing and semi-industrialized countries, excluding China.

Our methodology entails the following steps. First, we obtained through computer search of the Commonwealth Agricultural Bureau (CAB) Abstracts, a count of the scientific articles and books published by commodity orientation and by country for the periods 1972-5 and 1976-9. The CAB abstracts provide very extensive coverage of the world's agricultural science, and the search process provided reasonable data on publications by commodity. Research expenditures per publication vary, however, from commodity to commodity. Our second step, therefore, was to compare the data on publications and on research expenditures by commodity for Brazil where previous work (Evenson, 1982) provided us with good expenditure data by commodity. These data enabled us to "standardize" publications to obtain equivalent spending units.⁹ Third, we allocated research expenditure budgets to commodities according to proportions of equivalent spending units. We thus obtained estimated research expenditures by commodity for each of the 26 countries. Note that our final series, presented in Appendix Table 4, is not a publication series. It is an expenditure series. Publications data (which are given in Appendix Table 3) were utilized only to allocate expenditures among commodities.

Table 10 summarizes our data in terms of research expenditures as a percent of the value of the commodity. Several observations may be readily made. First, expenditures on livestock research are generally quite high. Second, several commodities -- specifically cassava, sweet potatoes, and coconuts -- receive little research attention anywhere in the world. Other commodities -- field beans, groundnuts, cotton, sugar, potatoes, and even rice and maize -- receive modest research attention in Asia, as does maize in Latin America. Export crops -- citrus, coffee,

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								Field				Sweet	
Region/Zone	Wheat	Rice	<u>Maize</u>	Cotton	Sugar	Soybeans	Cassava	Beans	<u>Citrus</u>	Cocoa	Potatoes	Potatoes	Vegetables
Geographical Regi	Lon												
Africa	1.30	1.05	.44	.23	1.06	23.59	.09	1.65	.88	2.75	.21	.06	1.56
Asia	. 32	.21	.21	.17	.13	2.33	.06	.08	.51	14.17	.19	.08	.41
Latin America	1.04	.41	.18	.23	.48	.68	.19	.60	.57	1.57	.43	.19	1.13
Geo-Climate Zone													
Tropical	.64	.25	.31	.34	.23	1.24	.12	.42	. 78	1.67	.32	.06	1.81
Tropical Highlands	.80	.24	.05	.05	.24	.30	.08	.09	.07	. 39	.42	.18	.20
Desert	.72	.21	.11	.14	.19	1.30	.08	.25	.22	.54	.40	.41	. 39
Subtropical	.45	.18	.25	.24	.17	.76	.05	.19	.57	2.44	.20	.10	.97
Pampean	.66	.36	.03	.24	1.15	1.68	0	.58	3.33	0	1.36	.49	0 4
Mediterranean	.21	.20	.11	.07	2.64	0	0	. 39	.34	0	.08	1.54	.66
International													
Centers	.02	.02	.03	-	-	-	.02	.04	-	-	.08	-	-
All Countries	.51	.25	.23	.21	.27	1.06	.11	.32	.52	1.69	.29	.07	.73

Table 10: Research as a Percent of the Value of Product, by Commodity, Average 1972-79 Period

Table 10: Research as a Percent of the Value of Product, Average 1972-79 Period (continued)

Region/Zone	Bananas	Coffee	Groundnut	Coconut	Beef	<u>Pork</u>	Poultry [Variable]	Other <u>Livestock</u>
Geographical Region								
Africa	.27	3.12	.57	.07	1.82	2.56	1.99	1.81
Asia	.20	1.25	.12	.03	.65	.39	. 32	.89
Latin America	.64	.92	.60	.10	•67	.60	1.12	.42
Geo-Climate Zone								
Tropical	.25	1.28	.32	.03	1.46	.96	1.96	1.09
Tropical Highlands	.08	.10	.10	.09	.80	.48	0	.21
Desert	.18	.27	.14	.03	.94	.61	1.34	.39
Subtropical	.78	1.47	.11	•05	.86	.50	.87	.89
Pampean	0	0	.54	0	.48	.84	0	.93
Mediterranean	.60	0	.31	0	.54	.91	.65	.33
International Centers		-	.005	-	.02	.02	-	-
All Countries	.27	1.18	.25	.04	1.36	1.25	1.64	.71

-25-

and cocoa -- are generally given heavy emphasis.¹⁰

Third, the

international research centers are not large enough in terms of expenditures to alter this picture except in potatoes and possibly field beans. Many observers fail to realize that the IARC's are not very large relative to national systems.¹¹

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Two further indexes describing the character of research investment for the 26 countries are reported in Table 11. The first is a "congruity" index showing the relationship between research spending and commodity importance. It is defined as

$$C = 1 - \sum_{i} (R_{i} - C_{i})^{2}$$

where R_i and C_i are the shares of commodity i in the research budget and in the total value of commodities produced respectively. This measure shows considerable variation across countries. The indexes reported in Table 11 do, however, show closer congruity between research and production than shown in the congruity indexes computed by Boyce and Evenson (1975) for earlier periods.

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Table 11: Research-Commodity Congruity Index and Share of Basic Research in Total Research

	Congrui	ty Index	Share c Rese	of Basic	
Country/Region	Average 1972-75	Average 1976-79	Average 1972-75	Average 1976-79	
Egypt Ghana	.905	.939	26.0 24.9	26.2 28.1	
Kenya	.861	.840	19.1	18.8	
Nigeria	.668	.675	21,6	27.1	
Sudan	.888	.900	23.1	22.0	
Tanzania	.763	.747	25.9	30.5	
Tunisia	.892	.938	34.7	42.1	
Uganda	.733	.826	25.6	32.8	
Africa	.911	.910	-	-	
Bangladesh	.675	.716	18.2	17.8	
India	.935	.912	23.2	25.2	
Indonesia	.816	.878	31.0	33.5	
Korea (South)	.908	.842	25.8	23.3	
Malaysia	.662	.534	24.2	9.3	
Pakistan	.909	.949	20.6	26.1	
Philippines	.404	.574	11.8	17.8	
Sri Lanka	.731	.666	31.5	29.3	
Taiwan	.957	.980	22.2	19.2	
Thailand	.919	.927	40.9	36.0	
Turkey	.957	.908	26.3	28.4	
Asia	.957	.948	-	-	
Argentina	.962	.982	31.2	33.9	
Brazil	.963	.982	22.1	24.6	
Chile	.910	.950	29.2	24.8	
Colombia	.968	.933	16.7	17.7	
Mexico	.884	.854	16.1	14.8	
Peru	.954	.938	16.2	17.7	
Venezuela	.946	.874	27.7	27.2	
Latin America	.981	.983	-	-	
Geo-Climate Zone					
Tropical	.938	.935			
Tropical Highlands	.930	.908			
Desert	.948	.956			
Subtropical	.956	.959			
Pampean	.962	.982			
Mediterranean	.982	.951			
All Countries	.967	.959			
All Countries with International Centers	.969	.962			

The second measure reported in Table 11 is an index of the degree of "basicness" of research programs. It is computed from the publications data as the ratio of (standardized) publications unallocable to commodities to total publications. Independent data for Brazil, which show that the proportion of basic or general research in Brazil's program declined from roughly 40 percent in the 1950s to 20 percent in the 1970s (Evenson, 1982), are consistent with these data. Certainly these data do not lend substance to the complaint that agricultural research programs in the developing world are not applied. They are in fact very applied in orientation.

II. Determinants of Investment

A. General Discussion

The descriptive tables of the previous section provide a few insights into the investment motives of different countries. It appears, for example, that investment is related to the economic importance of agricultural commodities and of aggregate agricultural product. It also appears that developing countries in particular have attempted to substitute low cost extension skills for higher cost research skills. In this section we further examine the factors determining investment. Since we are relying on international data, we will not attempt to develop a detailed testable model of government behavior. That is difficult for even a single country, although several recent studies have attempted such models.¹²

For the purpose of the present statistical analysis, we assume that governments have a productivity growth objective. Actual resource allocation decisions are the outcome of a political process, the actors and nature of which vary from country to country, but in general there is a broad political and economic interest in generating low-cost growth in agricultural productivity. With this objective in mind, consider the options facing a typical developing country. It can produce agricultural growth by:

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1. adding to the arable land stock by clearing, draining and irrigating land;

2. improving the existing arable land stock by draining, irrigating, leveling, terracing, etc.;

3. adding to the labor force in agriculture;

4. adding to the stock of animal and machinery capital;

5. utilizing more fertilizer and chemical inputs;

6. eliminating inefficiencies in resource allocation, caused for example by price distortions or land tenure patterns;

7. adding to farmers' human capital, through education and training programs;

8. investing in extension programs to diffuse existing but unused technology to farmers;

9. developing improved location-specific agricultural technology through research investment.

Each of these alternatives has its own cost configuration for producing growth, and these costs vary over time and between countries. Adding to the land stock, for example, is a low cost source of growth when a land frontier exists. As such opportunities are exhausted, more costly activities are required. Drainage of swamps and investment in irrigation can be quite costly, particularly when the "easy" projects, from an engineering standpoint, have been exhausted.

Growth can also be achieved by adding to the agricultural labor force, but since governments are interested in obtaining more product per capita, this is not a source of per capita growth. If animals, machines, fertilizer and plant protection chemicals are inexpensive, they can be low cost means of obtaining more growth. Generally, however, modern inputs are low cost sources of growth only when "compatible" biological technology is being produced.

Countries faced with growing demand for agricultural products are therefore forced to choose among options involving the expansion or improvement of the land stock, the expansion of the use of inputs such as fertilizer, and the

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development and diffusion of improved technology. (They may also choose to change price policies or modify land tenure to stimulate growth.) The technology option itself has several dimensions. If agricultural technology is highly transferable between countries, a strategy of heavy investment in extension makes sense. Extension programs can "screen" internationally available technology for effectiveness and extend this technology to farmers.

A reading of early development literature and a perusal of aid agency budgets indicate that this technology transfer strategy was the chief agricultural development strategy during the 1950s and 1960s. It is fairly clear that this strategy has produced very little growth in spite of the fact that extension programs have been low cost. Technology simply isn't very transferable. As countries recognized this fact they began to expand agricultural research programs. These research programs faciliated a somewhat more sophisticated type of indirect transfer of technology. A country could benefit from the research programs of neighboring countries and international centers by adapting their research findings to its own geo-climate conditions. Depending on the degree of complementarity between its own research and that of its neighbors, a country may have an incentive to "free-ride" on its neighbors' research. That is, if a neighboring country is undertaking an active research program, the recipient country may find it feasible to invest in only a minimal adaptive research program. In the absence of good neighbors, the recipient country would have to spend more on research to achieve the same growth objective.

We would also expect the volume of international trade in a commodity to affect research investment in it. There are three reasons for this. First, traded commodities generally have higher elasticities of demand than untraded commodities. Hence an increase in supply will have a smaller price effect

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for exported or imported commodities. Second, most governments tend to place high weights on earning or saving foreign exchange. Third, most developing countries have pursued price policies designed to provide urban consumers with low cost food. In many countries imports of foodgrains are used to achieve low food prices. The higher the import bill, the more vulnerable the country will be to world price shocks. Countries may attempt to reduce this vulnerability by investing in research and extension programs to increase domestic foodgrain production.¹³

B. Econometric Specifications

On the basis of the foregoing discussion we have developed investment equations for research expenditures and for extension expenditures to be estimated with two bodies of data. The first set of data is the commodity data for 26 countries and two time periods as presented in Appendix Table 4 and summarized in Tables 10 and 11. These data are suited to the estimation of the research investment function only. They are subject to "errors of attribution" to commodities, but since these errors are in the dependent variable, they may not be too serious from an econometric perspective. The commodity detail in the independent variables is important to our estimation. Our main set of data, for estimation of both aggregate research and extension investment functions, is the expenditure series reported in Appendix Tables 1 and 2. This data set encompasses 106 countries (grouped into several classes) for 8 three-year time periods (1959 through 1980).

Table 12 defines the variables actually used and presents means for the data sets employed. Independent variables are treated as exogenous variables in the analysis. In some cases they are lagged to reduce simultaneity biases.¹⁴ In others they are expressed in ratio form to eliminate some errors of measurement. The model treats both research and extension spending decisions as jointly determined by the set of independent variables. The dependent variables could

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		-	-32-			•
Table 12: Variables Diction	nary and Means:	Investment Analysis				
	Commodities Data Base	Low-Income	Middle-Income	<u>General Data B</u> Semi-	ase**	
Variables	26 Developing Countries*	Developing Countries	Developing Countries	Industrialized Countries	Industrialized Countries	Planned Economies
Dependent						
Y,: RESEXP (Expenditures						
İn millions 1980ş on agricultural research)	.9 57	6.44	7.26	16.39	137.00	199.29
Y ₂ : EXTEXP (Expenditures In millions 1980\$ on agricultural extension)	n.a.	8.42	10.60	15.16	59.76	76.83
Independent						
Economic-Political						
X ₁ : PROD (Value of produc- tion in millions 1980 dollars)	219.05	2486.08	1385.53	3071.86	11515.83	30192.04
X ₂ : XPORT (Value of Exports in millions 1980 dollars)	23.52	396.82	567.68	980.20	4087.83	1558.14
X ₃ : MPORT (Value of Imports in million 1980 dollars)	15.75	234.07	217.54	652.34	5380.66	2670.07
X ₄ : CROPSH (Share of crops in total agri- cultural product)	n.a.	.88	-84	.71	.43	.68
X ₅ : ARABLE (Ratio of arable land currently to arable land 6 years						
previous)	1.09	1.05	1.06	1.02	1.08	.996
X : REPRICE (Ratio Expend fures per SMY to expendi- tures per extension work, lagged one period)	i- 9.86	16.87	7.69	6.18	3.85	2.37
Transfer-Related						
X_: NATSR; (SMY's devoted to research in similar regions in other countries) 8. 66 ⁺	5971.66	6082.86	7852.81	17878.4 3	20811.02
X ₈ : INTSR: (Expenditures In million 1980 \$ by IARC's in similar regions)	n.a.	23.15	17.79	9.23	n.a.	n.a.
X _o : INTSP (Expenditures in million 1980 \$ by IARC's in the commodity)	.953	n. a.	n.a.	n.a.	n.a.	n.a.
X ₁₀ : INTLOC (Dummy = 1 if IARC located in country)	.0183	.12	.1923	.0417	n.a.	n.a.
<u>Political</u>						
X ₁₁ : ECONAG (Percent of e nomically active labor force in agriculture)	co- 54.45	81.40	60.12	36.09	13.66	42.26
X ₁₂ : URBANIZATION: (Percent population living in urban areas)	c of	9.43	29.84	50.53	65 30	40.24
X: INSTABILITY (Number			27.04			
of violent deaths per capita from political activity prior period)	.00003	.00006	.00001	.00001	negligible	.00000
X ₁₄ : FERTRICEPR: (Ratio o Urea price to rice price, prior period)	f 2,73	0-8-	n.a.	Π. 9.	n a	D.A.
* means expressed on a per	commodity basis			 1980 dollars de	u.a.	ch in similer
** means expressed as count	ry averages.	-	regions in	other countries.	LU IESCAI	LI ALL GAMARAL

have been expressed in manpower quantity units, i.e., SMY's and Extension Workers, rather than in expenditure units. It was our judgment, however, that our expenditure measures were more reliable and less subject to definitional problems than were our manpower quantity units.

We have classified our independent variables as being economicpolitical, transfer-related and political in nature. The economic-political variables include the value of production, imports and exports. These variables are expected to be the basic determinants of research and extension spending. The share of crop products in total production is included in the general specification to control for different mechanisms of support for research and extension programs directed toward livestock and crop production. Our other two economic variables are ARABLE and REPRICE.

The variable ARABLE is defined as the ratio of arable land in the country to the arable land six years earlier. It is designed to be a proxy for the cost of land creation in the economy. The ratio will be high if it is inexpensive to create new arable land through clearing, drainage and irrigation, and low if arable land can be created only at high cost.

The variable REPRICE is defined as the ratio of expenditures per SMY to expenditures per extension worker, lagged one period. It is designed to be a proxy for the relative prices of research and extension workers facing the public sector. It is clearly not an ideal price since it includes expenditures for equipment, etc. Expressing it in ratio terms helps to correct for errors of measurement common to both research and extension spending and manpower as well as for currency exchange units. Lagging it allows us to argue that is pre-determined if not exogenous. Nonetheless, the reader should bear in mind that the variable probably has some error of measurement. We believe, however, that our earlier discussion shows this

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variable to be essential to any analysis of relative investment in research and extension.¹⁵

We have also specified several transfer-related variables, designed to capture the possibilities for appropriating gains from research elsewhere. The NATSR variable measures the SMY's devoted to research in national programs in other countries in similar geo-climate regions (see Tables 7, 8 and 9 for definitions of regions and subregions). In this case, in spite of our judgment that SMY data have a higher degree of error than expenditure data, we believe the SMY data to be superior because they do not require exchange rate comparability.¹⁶ The INTSR and INTSP variables, however, are defined in terms of expenditures because they do not have a problem of exchange rate conversion, since the budgets of the international centers are in dollars. We also felt that SMY data for the international centers are not readily comparable with the SMY data for national programs.¹⁷

Our political variables include a measure of the agricultural share of the labor force and an urbanization measure. These, of course, are not simply political variables. They have economic implications as well, but we believe that they are likely to measure primarily political factors, albeit rather imperfectly. The ECONAG variable is intended to measure the interests of agricultural laborers, while the urbanization variable is intended as a proxy for urban consumer interests. Our INSTABILITY variable is more clearly a political variable. We also define a price policy variable FERTRICEPR, the ratio of urea to rice prices, for our 26-country data base. This variable (again lagged) is designed to pick up responsiveness in research and extension investment to politically determined farm policies.

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Appendix Table 4: Research Expenditures by Commodity, 1972 and 1976 (continued) (million 1980 US\$)

							Sw	veet										
Citrus		rus	Cocoa		Potatoes		Potatoes		Vegetables		Bananas		Coffee		Groundnut		Coconut	
Country		76		76	72	76	_72	76	72	76		76	72	76	72	76	72	76
Egypt	.52	.99	.00	.00	.1.8	.21	.08	.05	.77	.87	.02	.12	.03	.00	.09	.17	.01	.00
Ghana	.05	.12	1.61	2.91	.00	.00	.08	.03	.18	.32	.04	.15	.00	.28	.09	.29	.00	•04
Kenya	.05	.01	.00	.00	.01	.04	.01	.02	.08	.10	.06	.05	4.63	5.98	.03	.05	.00	.10
Nigeria	.11	.51	1.79	4.67	.03	.00	.65	2.73	1.83	7.39	.12	1.20	2.37	4.09	1.03	2.83	.00	.08
Sudan	.17	.07	.00	.00	.00	.01	.00	.00	.22	.44	.02	.04	.08	.00	.19	• 34	.00	.00
Tanzania	.00	.00	.07	.00	.00	.00	.06	.02	.08	.06	.00	.02	1.79	.94	.10	•04	.14	.00
Tunisia	.58	.24	.00	.00	.00	.11	.00	.00	.31	.32	.00	.00	.00	.00	.00	.00	.00	.00
Uganda	.00	.00	.30	.00	.00	.00	.00	.00	.16	.08	.04	.04	.20	.30	.17	.10	.00	.00
Total Africa	1.48	1.95	3.77	7.58	.22	• 38	.88	2.84	3.64	9.58	.30	1.62	9.10	11.59	1.71	3.82	.15	.23
Bangladesh	.03	.12	.00	.00	.09	.96	.01	.07	.11	.26	.03	.00	.03	.00	.03	.18	.03	.06
India	.92	1.36	.06	.13	.60	1.04	.08	.15	3.16	4.30	.30	.49	1.66	2.10	1.17	1.49	.57	.71
Indonesia	.00	.22	.37	1.46	.02	.42	.00	.05	.12	1.10	.05	.07	.90	2.83	.10	•41	.00	1.13
Korea (South).19	•45	.00	.00	.21	.32	.07	.09	. 38	.36	.00	.00	.00	.00	.00	.02	.00	.00
Malaysia	.12	.07	•47	.98	.00	.02	.04	.00	.18	•75	.06	.03	11	.13	.24	.26	.37	.98
Pakistan	.08	.50	.00	.00	.06	. 60	.00	.09	.14	.87	.01	•04	.00	.00	.01	.14	.007	.00
Philippines	.12	.03	.008	.006	.02	.01	.05	.05	.09	.11	.09	.22	.03	• 02	.03	• 08	.19	. 39
Sri Lanka	.02	.01	.04	.01	.10	.00	.01	.00	.03	.03	.02	.05	.06	.09	.01	.03	.89	.50
Taiwan	.08	.19	.00	.00	.02	.10	.06	.24	.11	• 54	.04	.07	.00	•04	.07	.06	.02	.04
Thailand	.47	.00	•04	.00	.02	.09	.00	.00	.26	.34	.11	.04	.00	.17	.25	.52	.00	.37
· Turkey	1.01	1.49	.00	.00	.17	. 39	.00	.00	.73	1.27	.04	.00	.00	.13	.00	.09	.00	.00
Total Asia	3.04	4.45	.98	2.59	1.31	4.01	.33	.74	5.30	9.93	.74	1.01	2.77	5.50	1.92	3.29	2.07	4.17
Argentina	2.18	1.56	.00	.00	2.09	.80	.41	.09	2.35	.52	.07	.13	.00	.00	1.08	.23	.00	.00
Brazil	2.07	2.22	4.50	2.19	.69	.51	.09	.03	3.40	2.88	1.09	.97	18.20	16.05	.83	.96	.20	. 35
Chile	.17	.03	.00	.01	.26	.21	.00	.00	.22	.22	.03	.00	.00	.05	.00	.00	.00	.00
Colombia	.19	.06	.35	.25	.48	.31	.00	.00	1.09	.66	.40	.15	7.72	4.17	.05	.05	.07	.07
Mexico	.27	.11	.10	.05	.17	.07	.04	.02	.60	.22	.08	.06	.11	.19	.07	.09	.10	.03
Peru	.28	.04	.08	.00	1.16	1.87	.04	.00	.29	.13	.10	.02	.98	.08	.06	.02	.00	.00
Venezuela	.25	.50	.15	.15	.21	.20	.02	.00	.41	.59	.30	.37	.19	.63	.24	.57	.12	.10
Total Latin																		
America	5.41	4.52	5.17	2.65	5.05	3.96	.60	.14	8.37	5.22	2.07	1.70	27.19	21.17	2.32	1.92	.49	.55
International																		
Centers	-	-	-	-	1.46	2.83		-	-	-		-	-	-	.00	.33	-	

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	Ca	ttla	Sta	rino	Pou	ltrv	Lives	tock	Crops		
Country		76	_72	76	72	76	72	76	_72	76	
Egypt	1.37	2.33	.25	.29	1.29	1.51	1.49	2.86	5.46	5.85	
Ghana	.31	.59	.21	.42	.14	.42	.68	1.27	1.43	3.50	
Kenya	3.25	5.48	.33	.23	.28	•54	1.03	1.92	2.57	3.72	
Nigeria	5.87	20.39	2.32	6.09	2.32	9.43	4.18	21.91	8.25	40.02	
Sudan	1.47	2.80	.05	.00	.25	.29	1.26	2.70	1.90	2.50	
Tanzania	1.73	1.57	.07	.00	.47	.39	.27	.95	2.58	2.26	
Tunisia	.24	.75	.00	.00	.00	.00	.24	.50	1.35	2.24	
Uganda	2.65	1.71	.12	.09	.16	.27	.33	.45	1.71	1.90	
Total Africa	16.89	35.63	3.34	7.11	4.91	12.86	9.48	32.57	25.24	62.01	
Bangladesh	.30	1.03	.00	.00	.05	.30	.32	1.27	.49	2.80	
India	5.14	11.68	1.47	2.40	2.03	3.90	4.10	7.47	15.51	26.13	
Indonesia	.48	2.76	.16	.77	.27	1.23	.21	.46	2.48	14.13	
Korea (South) 2.03	3.71	1.01	2.66	.86	1.36	.47	.99	6.29	6.20	
Malaysia	2.22	4.17	. 32	1.62	.70	2.01	1.14	3.63	2.77	1.82	
Pakistan	.23	1.88	.03	.28	.07	.75	.09	1.04	.99	10.04	
Philippines	.27	.36	23	.24	.12	.13	209	.13	.81	1.54	
Sri Lanka	.84	.65	.11	.22	.11	.11	.49	.27	1.80	1.25	
Taiwan	.15	.43		1.19	.06	.55	.04	.11	1.23	2.41	
Thailand	.24	1.97	.49	1.19	.00	.30	.32	.49	4.68	8.48	
Turkey	1.99	3.24	.09	.40	.72	.87	6.07	5.37	6.03	7.01	
Total Asia	13.90	31.88	4.41	10.95	4.98	11.50	13.35	21.24	43.08	81.79	
Angentina	10.36	9.48	•84	2.72	1.17	.61	9.53	6.76	22.01	18.15	
Brazil	14.31	15.70	3.62	4.53	1.81	1.94	5.72	6.75	25.36	32.22	
Chile	1.44	2.01	.66	.84	.31	.38	.47	1.68	3.02	2.96	
Colombia	3.55	7.46	1.58	1.75	.66	.67	1.58	1.81	5.24	5.24	
Mexico	3.84	7.16	2.14	1.18	1.32	1.01	2.33	2.42	3.69	3.01	

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.14

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9.65 12.10 5.71

.33

1.96

6.89

.80

2.44

22.87

.03

.61

4.30

24.32

3.27

2.09

4.23

65.64

1.22

9.39

72.19

Peru

Venezuela

International

Total Latin

American

Centers

1.31

38.16

1.12

53.58

3.35 10.66

.36

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Appendix Table 4: Research Expenditures by Commodity, 1972 and 1976 (continued) (million 1980 US\$)

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