true export disposals, while other shipments represent real development assets for the receiving nations. Still other shipments, especially donations, have primarily humanitarian objectives and effects. But the intent and the results are sometimes consistent and sometimes inverted; even detailed country studies cannot fully disentangle the consequences.

The largest single recipient has been India, with countries such as Pakistan, Brazil, Yugoslavia, Turkey, Poland, Spain, Israel, United Arab Republic, and Korea being important recipients for several years during this period. Public Law 480 has been revised periodically since 1954, with changing specifications on country eligibility as recipients. The 1966 revision collapsed the four titles, shown in table 5, into two, and made grants and local currency sales less significant. The decline in the CCC-owned stockpile of agricultural commodies, the change in the law, and tougher eligibility requirements combine to reduce the size of the U.S. bilateral program. The world food program is increasing modestly; while under the Kennedy Round Agreements, the contributions of other developed nations to such food aid programs is likely to increase.

Briefly, these food aid (or agricultural surplus disposal programs) result from (1) a disequilibrium in the domestic agriculture of the exporting developed nations, with excess resources devoted to certain commodities, and probably to agriculture as a whole, and (2) a disequilibrium in international markets with certain developing countries unable to earn sufficient foreign exchange to become substantial commercial purchasers of food products. The economic and institutional barriers to adjustment are deeply rooted and persistent. The developed nations appear to be somewhat closer to a solution than the recipient nations. Further policy implications will be postponed to the final chapter.

TABLE 5.—U.S. EXPORTS UNDER SPECIAL PROGRAMS IN RELATION TO TOTAL AGRICULTURAL EXPORTS

[In millions of U.S. dollars]

	Average, 1955–59	Average, 1960–64	1965	1966
Exports under Public Law 480:				
Title I	629	1,060	926	820
Title II	47	77	73	80
Title III (barter)	223	126	188	260
Title III (donations)	164	160	180	131
Title IV	------------	38	143	226
Total	1,063	1,461	1,510	1,517
Agency for International Development (AID) programs	298	81	26	47
Total, special programs	1,362	1,542	1,536	1,564
Commercial sales	2,575	3,822	4,693	5,321
Total exports	3,937	5,364	6,229	6,885
Exports under special programs as percentage of total agricultural exports	35	29	25	23

Sources: Calculated from annual data supplied by ERS, U.S. Department of Agriculture.