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S.T.C.R.F.T

CIA 430671

SUGGESTED OUTLINE FOR A

December 1951

STUDY ON THE SOVIET BLOC MERCHANT FLEET

- A. Composition of Soviet Bloc Merchant Fleet number vessels, size, age, speed, type (OIR 5339, Table 2 brought up to date, detailed breakdown) comparison with previous periods
- B. Shipbuilding Facilities within the Bloc
 - 1. Soviet Bloc shipbuilding technological ability, location of facilities, capacity, bottlenecks, etc.
 - 2. New construction in progress and planned (OIR 5339 in more detail)
 - 3. Conversion of vessels, usage of old vessels, etc.
 - h. Shifting of resources ability to convert to greater production of larger size vessels if imports from West restricted to filling needs for smaller type, etc.
- C. Construction in West (OIR 5339, Table 2)
 - *1. Extent and nature of Soviet purchases in West; number, type of vessels, speed, size, usage, etc.
 - *ao Postwar deliveries (reparations separate)
 - *b. Construction Commitments (under trade agreements and other arrangements)
 - *c. Contracts placed and work in progress
 - 2. Prices and terms for example,
 - a. Soviet willingness to pay high prices
 - b. Indirect methods of procurement
 - c. Priority nature of requests; e.g., has the Bloc been particularly intransigent in trade agreement bargaining for ships
 - d. Terms of delivery
 - e. Soviet Bloc supplying of raw materials for ship construction, etc.

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- D. Soviet bloc imports of marine equipment in the postwar period (from EXCON data for 1950 on), special reference to essential raw materials and equipment not produced in the Soviet bloc.
- E. Integration of Soviet Bloc Fleets (see OIR 5339)
 - 1. Progress in unification of fleets —
 Reports of Soviet Bloc shipping companies; Soviet crews operating satellite vessels; transfer of satellite vessels to Soviet flag, etc.
 - 2. Coordination of Soviet Bloc shipping routes, etc.
- F. Routes, Cargoes, Servicing
 - 1. Main routes of Soviet Bloc fleet and types of vessels employed.

 (Interest here is not in detailed reporting of ship movements, but in definitions of the routes and the types of vessels employed in each, in order to assess the validity of such statements as, "Soviet interest is in small not large vessels, since the former are the type needed for Baltic fleet.")
 - 2. Employment of Soviet Bloc fleet in the Far East ("historical" and present). There have been various reports of a shift in the pattern of this shipping.
 - 3. Servicing of Soviet Bloc vessels in Western ports (fueling, provisions, etc.). Extent of Soviet Bloc dependence on this servicing, with details on the nature and value, as available.
 - 4. Repairing of Soviet Bloc vessels in Western ports.
- G. Relative Importance to Soviet Bloc of Sea Transport
 - 1. Importance of sea transport in connection with trade with the West, trade within the Soviet Bloc.
 - 2. Importance of sea transport with respect to particular commodity movement problems, e.g., movement of oil to the Far East.

NOTE: If it is at all feasible to forward, in preliminary version, the analysis of each section as it is completed, it would be greatly appreciated, since this entire problem is under current active consideration.

As a guide in developing and utilizing possible sources of information on this subject, and as assistance to the maritime technicians who will represent the US Government in COCOM discussions, it would also be

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helpful to have an appendix to each section containing: (1) a brief description of the types of material available or utilized in its preparations (e.g., series of periodic ONI reports on ship movements through the Bosphorus, replies to Departmental circular of ...; Lloyds Register, etc.); (2) the type of information which is needed to analyze fully the question, but which is presently unavailable, with comments as to the possibility of developing such information; (3) specific suggestions as to the type of data the US Government could request from Western Governments through COCOM.

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SECOND TION

IMPACT ON WESTERN EUROPE OF PROSPECTIVE SHIPPING CONTROLS

The study should deal in separate chapters with the effect of the shipping controls on

- (a) all European COCOM countries (United Kingdom, France, Italy, Belgium, Luxembourg, Germany, Denmark, Norway and Portugal),
- (b) all other Western European countries which are potential COCOM members, and
- (c) the cumulative effect of these controls on Western Europe as a whole,

Each of these chapters might be subdivided conveniently as follows:

- I. Economic Importance of:
 - A. Sale of vessels, subdivided as to category, tonnage and speed, in particular:

dry cargo, tanker and special vessels,

vessels above 7,000, from 4,000 to 7,000, and below 4,000 GRT,

vessels with up to 12 knots inclusive and more than 12 knots.

- 1. Earnings (specified as to currency) and their importance to
 - (a) the yards (both absolute and relative importance, as compared with the total business of the yard, etc.),
 - (b) the economy in general, and

B. Sale of supplies, stores, etc.

C. Chartering of vessels

^{1.} Similar although not identical chapters for:

D. Shipping to East of (possibly forbidden) goods on vessels of participating countries

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- (c) the balance of payments of the country concerned.
- 2. Importance of construction for the Soviet Bloc from a production and sales point of view:
 - (a) Can the Soviet Bloc buyers easily be replaced by other buyers?
 - (b) Can the cessation of sales to the East be expected to seriously harm not only the shipbuilding industry, but also allied industries, and to what extent?
 - (c) Could such cessation jeopardize the existence of yards or plants with ensuing greater damage than mentioned sub 1?
- 3. Importance of the Soviet Bloc imports and the consequence if, as a retaliation for the control program, such imports would be stopped partly or entirely, with

breakdown as to goods and quantities, their replaceability from other sources, and the impact on the economy if such replacements

- (a) can take place
- (b) cannot take place
- 4. Discussion of the prospect that, on the other hand, cutbacks in steel and other materials might
 - (a) make the exports to the Soviet Bloc unfeasible anyway or, at any rate,
 - (b) make restrictions imposed on such exports more easily explicable to the Eastern countries.

II. Political Considerations.

The principal European objections to our control program are known. However, for each of the countries concerned, not only the degree to which such objections might be justified should be studied, but also:

- (a) the weight the objections can be expected to have in the minds of the principal opponents, and
- (b) the influence which such opponents or opposing groups can be expected to wield and the probable consequences of their attitudes.

Opposition to the control measures — usually accompanied by the argument that such measures are neither worthwhile nor feasible anyway — mainly will come from the following quarters and in each case, naturally, will be seized upon by the Communists.

A. Governments

- 1. Reluctance to worsen relations with the East
 mostly in order to avoid communist,
 pacifist or simply anti-American criticism
 from important political quarters.
- Pear of being accused of treaty violations. For this purpose both multilateral conventions and bilateral treaties, as of "commerce and navigation" would have to be consulted.
- 3. Fear of being accused of giving in to US pressure.

B. Business

Individual firms, commercial associations, and Chambers of Commerce principally might point to

1. the direct losses involved in the adoption of the control measures (see above, I),



- 2. the fact that firms in non-CCCOM countries probably would replace the CCCOM-bound firms and that business might be lost permanently to firms which either are not subject to the control measures or which operate in countries where such controls are not being exercised too strictly,
- 3. bottlenecks and delays in production and shipping which would result from the adoption of the control measures (as, for example, in the case of the shipping manifests, where we intend to change a current shipping practice because it lends itself to control evasion).

C. Labor

It should be investigated whether any and which labor groups might be expected to oppose or even fight the control program for:

- 1. Economic reasons (loss of employment or wage reduction) and
- 2. Political reasons (pro-Communism, pacifism, anti-Americanism),

and with what means such fight might be carried out, in particular, whether strikes and/or sabotage are a probability.



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Security Info mation

Government-Wide Survey of Economic Research Programs on the Soviet Orbit

General Background

One of the most critical deficiencies of the intelligence community and, indeed, of the entire United States Government, is the lack of any comprehensive understanding of the pattern of all the Government research programs in the field of foreign economic intelligence. The need for a review of these programs and an evaluation of their rationale has been recognized repeatedly by the National Security Council. In outlining CIA's responsibilities in this field (NSCID 15) the NSC directs CIA to:

"Maintain a continuing review of the requirements of the United States Government for foreign economic intelligence relating to the national security, and of the facilities and arrangements available to meet these requirements, making from time to time such recommendations to the National Security Council concerning improvements as may require National Security Council action."

In concurring with the establishment of the Economic Intelligence Committee the entire intelligence community underlined the NSC concern with this problem by directing the EIC, through its terms of reference to:

"Examine continuing programs of fundamental economic research relating to the national security throughout the United States Government and recommend to the IAC for appropriate action allocation of responsibility for specific fields of inquiry where such allocation appears appropriate."

Accordingly, the EIC in its meeting of 16 August 1951 (EIC-M-4) agreed that CIA, through the EIC Secretariat, should initiate a Government-wide survey of economic research programs on the Soviet Bloc.

Purpose and Limitations of the Preliminary Survey -- Apologia

In carrying out this assignment the EIC Secretariat held numerous discussions with representatives of the agencies most concerned and attempted to set up a

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standard reporting form which would elicit answers most essential to the survey. However, in view of the nature of the survey, contributions from the various agencies were considerably lacking in uniformity. Descriptions of research programs were given in various forms and in varying degrees of detail. Caps in intelligence were described differently by different agencies, and in some cases the existence of major research gaps was not noted. However, despite these limitations the Secretariat feels that there is sufficient information available, particularly information submitted on numbers of personnel, to permit broad preliminary evaluations of the research programs on most segments of the economy. To facilitate these evaluations it will be necessary to supplement agency contributions by discussions with key personnel in various agencies, and by some interpolation on the part of the Secretariat. Any major errors that creep into the preliminary survey as a result of this summary treatment can be corrected by the EIC in its review of the individual sector papers.

This initial "broad brush" review will be adequate to highlight major gaps and other critical economic intelligence problems to which the EIC should devote its attention either through existing subcommittees, through the establishment of new subcommittees, or through ad hoc groups composed of representatives from those agencies most familiar with the particular problem. In addition to waving the red flag before the EIC the survey should give the EIC at least a general idea of "who does what" and what their capabilities are for doing it in terms of numbers of professional personnel. Undoubtedly, other extra-dividends will also emerge as the study progresses.

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Security In rmation

Research Programs Relating to Agriculture in the Soviet Bloc

I. Personnel Engaged in Research

The following table indicates the number of professional personnel in the United States Government engaged in research activities in this field:

*	Department or Agency	Number of Professional Personnel
. 4	Department of the Army	The equivalent of less than full- time for one analyst
	Department of the Air Force	No personnel continuously assigned to research in this field. For certain analyses research studies of other agencies have been used
	Department of State	Two analysts on the USSR. The equivalent of less than full- time for one analyst on Eastern Europe
	Central Intelligence Agency	Six analysts on Agriculture One on Forestry

Non-IAC

Department of Agriculture	Four analysts on Agriculture Four on Forestry		
Department of Interior	No personnel continuously assigned to research on Agriculture. Ad hoc assignments only		
	The equivalent of less than full- time for one analyst on Fisheries		

Economic Cooperation Administration

No personnel continuously assigned
to research on Agriculture for
this area. Some research in
connection with trade studies

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Total number of professional engaged in research on:

Agriculture

The equivalent of approximately thirteen analysts full-time

Forestry

Five analysts

Fisheries

The equivalent of approximately one

II. Estimate of Deficiencies

The adequacy of United States intelligence as it related to agriculture is measured as follows:

- (1) good information, studies current: signifies that there is sufficient information and that this information has been collated by current studies to permit an appraisal of the importance of a given branch of the Soviet economy to United States security.
- (2) out-of-date information, studies current: signifies that the informational base for existing studies is seriously out-of-date and that present projections involve a widening margin of speculation. The primary need here is for more information.
- (3) all available information not currently analyzed: signifies that all the presently available information has not been exploited by current studies. The primary need is for research.
- (4) scattered information, no current studies: signifies that only limited information is available and that little speculative analysis has been attempted. The need is for both information and/or speculative analysis and new and improved analytic methods.

Agricultural Topic

Adequacy of U.S. Intelligence

Current Projects

Type of Deficiency

Agricultural Resources

1. Area and soils

Good info Studies current

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Security Information

Agricultural Topic	Adequacy of U.S. Intelligence	Current Projects	Type of Deficiency
2. Agro-climatology	All available info Not currently analyzed	Correlation Crop Yield and Weather	Research
Production Factors			
1. Labor	Scattered info No current studies		Information & spec. analysis
2. Land utilization	Out-of-date info Studies current	·	Information
3. Farm techniques	All available info Not currently analyzed		Research
4. Mechanization	Fair info Studies current		*****
Organization of Agriculture			
1. Land tenure	Good info Studies current	Collectivization in E. Europe	
2. Procurement & marketing	All available info Not currently analys	zeđ	Research
3. Covt. policies & control	All available info Not currently analys	zed	Research
Crop Acreage, Yield and Production			
1. Grains & industrial crops	All available info Not currently analyzed	Grain Production, 1951 and Cotton Production	Research
2. Other food crops	Scattered info No current studies		Information & spec. analysis
		,	•

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Agricultural Topic	Adequacy of U.S. Intelligence	Current Projects	Type of Deficiency
Products Livestock	All available info Not currently analyzed	Livestock numbers & meat production Wool production Wool consumption in USSR	Research
Distribution			
1. Food consumption	Out-of-date info Studies current		Information
2. Utilization of industrial crops	Scattered info No current studies		Information & spec. analysis
3. Reserves & storage facilities	Scattered info No current studies	•	Information & spec. analysis
4. Intra-Orbit trade	Scattered info No current studies		Information & spec. analysis
5. Foreign trade in agriculture	All available info Not currently analyz	ed	Research
Agricultural Process- ing Industries	Scattered info No current studies		Information & spec. analysis
<u>Fisheries</u>	Scattered info No current studies (Except for fishing areas which are adequately known)		Information & spec. analysis
Forests			
1. Resources	All available info Not currently analyz	ed	
2. Output by types of products	Scattered info No current studies		Information & spec. analysis
Agricultural Capa- bilities			
1. Food balance,	All available info	.	Research

present & potential Not currently analyzed

areas

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Not currently analyzed

Research

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III. Critical Deficiencies.

It is obviously impossible for the EIC Secretariat to render intelligent judgments on all of the most critical deficiencies in the numerous fields covered in this survey. It is possible, however, to make a start on this and to establish a framework as a basis for criticism by the EIC and its subcommittees.

It is assumed that the central criterion for selection of "critical" intelligence requirements is the end use. This calls for an examination of the extent to which the intelligence products could ultimately have a bearing on actions or decisions of importance to US security interests. The importance of individual research studies to certain end products of intelligence may, of course, be indirect in that there is a high degree of interdependence among various bits of intelligence and one bit often supports or is derived from others.

The following summary is the Secretariat's selection of some of the most critical deficiencies not currently covered by projects, together with an indication of the end products which such intelligence research might be required to support. This selection is based not only on data in the Work Sheets and in Part II of this paper but on discussions with key personnel in the field.

Critical Deficiencies

(1) Food reserves and storage facilities

Studies Directly Related to US Security Requiring this Intelligence

Economic Capabilities for War

Vulnerability of Rail Transportation to Air Attack

Estimate of the Most Desirable Time of the Year for the USSR to Initiate General War

(2) Agro-climatology

Economic Capabilities for War

Factors Affecting the Internal Stability of Soviet Bloc Nations

Soviet Bloc Grain Surpluses Available for Western Europe

(3) Farm Techniques
(particularly developments
in seed varieties)

Studies Related to Bacteriological
Warfare

(h) Food Consumption See studies under (1) above. Approved For Release 1999/09/10: CIA-RDP82-00283R000100180004-4

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IV. Recommendations.

- l. It is believed that steps should be taken to increase the number of personnel working in the Department of Agriculture on Soviet Bloc material. If this increase can be affected, the new personnel should be responsive to intelligence requests. In relation to the requirements for intelligence on this subject, the total number of professional personnel is small. This contention is substantiated by the summary on professional personnel in part I of this paper and by the review of intelligence gaps in Part II. Some of these gaps, as indicated in Part III, are critical. If these personnel were placed in the Department of Agriculture, they could draw on the experience and training of literally hundreds of professional analysts in the Department and would have access to a tremendous store of studies and file material on the subject. From a relatively small investment, the intelligence community could increase its research output considerably. At present the Department of Agriculture has the equivalent of only four professional analysts engaged in research on this subject.
- 2. It is recommended that the EIC representatives review the statement of "Critical Deficiencies" in Part III and submit their criticisms to the Secretariat. An agreed EIC statement on this subject should be transmitted to the Agricultural Subcommittee with a request that it be reviewed and returned to the EIC with a proposed program for filling gaps. If the deficiency stems primarily from a lack of information, the Subcommittee on Requirements and Facilities for Collation should be consulted.

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FOOD AND AGRICULTURE

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work Sheet				
Department or Agency	General Description of Research Program	Major Gaps in Knowledge	Research Projects	Personnel Assigned to Research
Bent. Air Force Target Research Branch	No continuous program, some ad hog studies, such as wulnerability of crops to biologi- cal warfare attack.	Information largely secured from other agencies.		Atomic Energy and Chemicals Section, Chemicals Unit
				No continuous personnel assignments to research on food.
<u>lent. Army</u> Çuartermaster Corp.	Research on production, stocks and possible availabilities of Quartermaster materials, including food, in foreign areas where US troops may become engaged.	Essential basic information on this subject is inadequate. Generally very fragmentary and in an unevaluated form.	Program for the Soviet Bloc was not reported.	Intelligence Section, Plenning Branch, Military Flanning Division, Office of the Luartermaster Corp
				The number of professionals working on this subject was not reported. However, there are only 4 professionals in the entire
				Section and, in view of the subjects to be covered, Food and agriculture must occupy one person less than full time.
OIR	USSR L. Gropp (Acreage, Yield, Production) Grain Feed (including mastures) Industrial	Inadequate Inadequate Izadequate	Continuous evaluation with briefs in <u>Soviet Affairs</u> for the topics noted.	Div. Research for the Soviet Union and Eastern Europe, Internal Economic Section
	Others II. <u>Livestock</u> Rumbers Productivity and Outout Feeding Practices	Poor Relatively adequate Inadequate Inadequate	Continuous evaluation with briefs in <u>Soviet Affairs</u> for the topics noted.	Two professionels, full time.
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Decertment or Agency	General Description of Research Program	Major Gaps in Knowledge	Page Physical Devices	
Dept. State			Research Projects	Personnel Assigned to Research
QXB	III. Farm Practices and Land Improvement (Crop rotation, use	Inedequate	Continuous evaluation with	See page 1
(Schtimmed)	of selected seed, fertilizer, degree of mechanization and		briefs in Soviet Affairs for the tenies noted.	
	electrification, irrigation and			
	shelter-belt projects) IV. <u>Production factors</u>			
	Manoower Clabor force, utilization.	Inadequate		
	oroductivity) Agricultural Machinery		<u>.</u>	
	Tractors	Relatively adequate		
	Combines Other machinery	Barely adequate Inadequate		
	Draft Power (Mechanical and animal) Fertilizers	Relatively adequate		
	V. Oversell Agricultural Production -	Relatively adequate Inadequate	a ·	
	VI. Agricultural Policy and Organiza-	Adequate		
	tion of Agriculture			
	VIII. The Procurement System VIII. Supplies available to the Govern-	Adequate Inadequate	*	
	ment (Procurements) IX. Distribution of Kolkhoz Output and	7		
	Income of Kolkhoz Members	Quite imadequate	•	
	X. <u>Utilization of Supplies</u> XI. <u>Marketing and Consumption</u>	Quite inadequate Quite inadequate	R et	
	All. Foreign Trade in Agricultural Pro-	Inadequate		
	XIII. Food Processing Industry	Inadequate		
		i de la companya de l		
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	Work Sheet				•
	Denartment or Agency	General Description of Research Program	Major Gans	Research Projects	Personnel Assigned to Research
	Dent. State OIR (Continued)	<u> £astern Eurone</u>	This staff does undertake to do basic research in this field and is not prepared to state what the gaps are.		DRS, Eastern surpmean Section. 5 professionals expending loss than the equivalent of 1/4 of one man's time.
)	CIA → ORR	Ceneral 1. Land resources 2. Land use 3. Agro-climatology 4. Government plans and organizations 5. Interdenendence of agricultural enterorises and regions Crops (Grains, sugar, cil, seeds, cotton		Weather Crop Correlation Applied to Crop Yield Estimates for European USSR 1951 Grain Production in	Division of Materials - Food and Agricultural Sranch 5 professionals full time who distribute their work as follows General: Equivalent time 1 professional Grops: Equivalent time 2 1/2
		and other fibers) 1. Production, consumption fattern, civilian and army rations 2. Stocks, storage and processing Livestock	Some information but none up-to-date Very little information Very few reliable studies are available. The ones that are available are	USSR and European Satel- lites USSR Grain Production for 1950 by Regions Soviet Bloc Trade in Grain USSR Cotton Production Livestock Numbers and Meat Production in the USSR Wool Production and Con- sumption in the Soviet Bloc	professionals Livestock: Equivalent time 1 1/2 professionals
		Forestry 1. Resources 2. Production by type of products	Fair information	Summery of world Cork Production and Trade, with Particular Emohasis on the Soviet Bloc.	Forestry: 1 professional recently employed
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. nork Sheet				
Department or Agency	General Description of Research Program	Major Gans in Knowledge	Research Projects	Personnel Assigned to Research
CIA - ORR (Continued)	Fisheries 1. Fishing area 2. Catch 3. Equipment and Processing Facilities	edaquato Very few studies Very few studies	None	A full-time professional is to be employed.
Dept. Agriculture, Office of Foreign Agriculture; Actions Geographic Coverage	Soviet Orbit Countries 1. Agricultural Production 2. Domestic Consumption 3. Trade in Major Agricultural Commodities 4. Stocks 5. Production Techniques 6. Government Policies Affecting Land Tenure and Cumership 7. Agricultural Potential	No information and domestic consumption or stocks.	Dept. of Agriculture Monograph No. 5, 5 Survey of Soviet Russian Agriculture, August 1951. "Collectivization in the Danwhein Basin," Forigh Agriculture, October, 1951.	Office of the Chief, Soviet Union and Balkan Section Two professionals full time. Regional Investigations Stanch: Western Suropean and North African Section (Poland,
			NIS responsibility for agriculture. "Yugoslavia's New Ferm Marketing Scheme," Foreign Agriculture, August 1951.	Czechoslovskia, Soviet Zone of Germany and Austria) One professional full time. Far Eastern Section (China, Manchuria, N. Korea) One professional full time.
)			"Turning of the Screw in Soviet Agriculture," Foreign Affeire, January, 1952.	
			Occasional data on Soviet Orbit countries.	

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General Description of Research Program Department or Agency Major Gans in Knowledge Research Projects Personnel Assigned to Research "Soviet Agricultural Collectivism in Peace Dent. Agriculture, Ceographic Coverage
(Continued) and war, " American Economic Review, May, 1951. "Europe's East-West Trade in Food, Foreign agri-culture, April, 1951. "Food Situation in Eastern Europe," 1952. "Background Statistics on Yugoslav agricultural Production and Trade." "work on Yugoslav Food Program," 1950-51. "Occasional Notes on Current Production," Foreign Crops and Markets. "an Extensive Review of David Milrany's Book," Warks against the Peasant Volin in american Political Science Review, December, 1951. Approved For Release 1999/09/10 : CIA-RDP82-00283R000100180004-4

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Densitment or Agency	General Description of Research Program	Major Gans in Knowledge	Research Projects	Personnel Assigned to Research
OFAR (Continued) Commodity Coverage	1. Cereals 2. Livestock and Livestock Products 3. Fats and Oils 4. Fruits and Vegetables (including sugar) 5. Industrial Crops	See page 4	Some % world summaries decling with production, stocks, and trade of major commodities are issued annually according to a prearranged schedule.	The equivelent of less than one analyst full time morking on commodities of the Soviet Bloc.
Forestry Service	Forest Products Special reports, as required, on the forest resources, forest conditions, timber species, forest products, etc., of foreign countries.	Not reported.	NIS responsibility for forest resources and products.	Forestry Service Four professionals working ful time on current NIS projects.
Dept. Interior, Fish and Mildlife Service	Special reports, as requested, on fish resources in Soviet countries.	Not reported. Believed to be adequate on fishing areas but not on fishing facilities and the fish catch.	NIS responsibility for fish resources.	One professional less than ful time.
Geological Survey	Special reports, as requested, on agricultural areas and soils.		None	<u>ad hoç</u> staff assignments as required.
Conomic Cooreration	No continuous research program on agriculture for this geographic area. Some special projects in relation to foreign trade.	Not amplicable	Studies of mestern dependence on Exports of Certain Soviet Bloc Agricultural Exports.	No personnel continuously assigned to research in this field.
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