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# AGRICULTURAL DEVELOPMENT SYSTEMS EGYPT PROJECT UNIVERSITY OF CALIFORNIA, DAVIS 

EXPORT PROMOTION VS. IMPORT SUBSTITUTION: IMPACT OF THE TRADE STRATEGY ON ECONOMIC DEVELOPMENT

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## WORKING PAPER



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## Introduction

Economic theory suggests that, in general, resources should be allocated to export promotion and import substitution until the marginal amount of foreign exchange earned or saved is equal. The practical difficulty with that prescription from a policy guidance perspective is that it provides no hint as to the relative emphasis upon the two alternatives that would achieve the optimum mix (1).

In theory, four different trade regimes could be recognized. Two of them are specialized in either import substitution or export promotion, whereas the other two are biased toward either one of these trade regimes. This paper, for pragmatic reasons, presumes the simultaneous use of the two trade regimes.

The decision as to which trade strategy to emphasize is a complex problem which has major economic dimensions. Favoring a particular. trade strategy in agriculture will presumably imply a certain pattern of resource allocation, price and wage changes $\bar{z}$ and as a consequence a certain income distribution. Moreóver: cropping, investment and trade patterns would also undergo substantial changes. In addition, such trade policy will result in secondary effects on other non-agricultural séctors.

This paper is an attempt to address the important policy question of the impact of the trade strategy on economic
development in Egyptian agriculture. In this respect some empirical examples will be discussed illustrating the experience of other countries. In addition, some comparative advantage criteria have been calculated for certain export crops and import substitutes with the objective of illustrating the major economic policy considerations to be taken into into account when deciding an optimal trade strategy for the agricultural sector.

Trade Strategies: Theoretical Background
The logic underlying trade did not vary drastically among classical and neoclassical economists. Classical economists focused primarily on gains from trade and emphasized comparative costs as basis for trade (2). Neoclassicals; on the other hand, have discarded the restrictive fundamental premises of the classical theory in favor of a more general framework, but without otherwise changing the basic argument. Their approach is customarily referred to as the opportunity cost theory of international trade (ङ).

There have been a number of studies on the impact of foreign trade regimes on economic development. Chenery and Eruno (4), Krueger and others (5) have done work in this area. Revision of trade strategies in ten different countries (Erazil, Chile, Colombia, Egypt, Ghana, India, Israel, South Korea, Philippines, and Turkey) and their resulting effects on economic development indicates that bias toward export promotion has resulted in faster growth than a bias toward import substitution. While examples can never prove a case, it might still beiuseful to point out reasons behind such a hypothesis.

Krueger argues that there are two classes of influences that appear to make an export oriented trade strategy more conducive
to rapid growth than import substitution. Firstly, there are some strictly economic factors such as returns to scale, relaxation of the link between agriculture and industry, the effect of increased competition of the performance of individual firms, and the likelihood of foreign exchange shortage with its deleterious effect on growth. Secondly, an export promotion strategy appears to place certain kinds of constraints upon economic policy. Those constraints, in turn, limit the magnitude and duration of policy mistakes and also tend to force policies to work through pricing rather than quantitative interventions. These influences suggest a particular logic to the evolution of economic policy under each strategy. It is possible that the evolution of import substitution over time rather than the level of bias itself that is responsible for the less satisfactory performance of such regimes. Other economists argue that an import substitution trade strategy is more conductive to development. Their reasoning is centered around the higher level of savings that may result, the rapid increase in the technological know-how, the development of the innovative capacity, and the uncertainity of the international markets (6).

Trade Strategies For The Egyptian Economy (1960-1980) This section provides some indicators at the macro level which show the significance of the trade sector in Egypt and its - evolution over the last two decades. Analysis of the trade strategies at the macro level can provide context to analyze trade within the agricultural sector:

Data of Table (1) indicate that while national exports have increased about 2.4 times in real terms over the last two decades, national imports in real terms have increased more

Table (1) : Significance of The Foreicn Trade Sector and - Dependence Ratioes


Source: CAPLAS, Monthly Pai. for Foreign Irade and Annual Bul.for Stati, Cairo (Different Isaues.) Dependence Katio $=\left(\frac{\text { Mrade Sector }}{G \mathrm{~F} P}\right)$ Feal. \%
remarkably about 4.2 times. These increases in the trade sector were accompanied by an increase in the GNF in real terms about 2.7 times. The increments were not even over the period since a sizable portion of them has occurred since 1974. About $38 \%$ of the increase in GNP, $26 \%$ of the increase in export and $46 \%$ of the increase in imports were following 1974.

Dependence ratios showing the relative significance of the trade sector to the GNP in real terms are calculated through the period 1960-79. The continual declining of this ratio over a considerable period of time would reflect bias toward import substitution policies than the converse. Turning these dependence ratioes of the national economy to an index number (1960/61 = 100), then comparing it with its equivalent in the agricultural sector indicates that over the siyties and early seventies there was a noticeable bias to substitute for imports. However, the inde: started to pick up following 1974.

The change in the significance of trade sector following 1974 was coupled with a change in the composition of the trade balance. One reason for the change in the trade balance following 1974 is due to the rapid increase in the share of petroleum in the Egyptian exports. Data of Table (2) shows that total exports have increased from $\$ 1.7$ billion in 1974 to $\$ 2.5$ billion in 1979. The share of petroleum in these exports has increased from 6. 2\% in 1974 to $53.6 \%$ in 1979.

Table 3 shows the balance of payments current account through the period (1971-1979). The percentage rate of growth of exports and imports in the balance of trade were $12.9 \%$ and $23.4 \%$ respectively over this period. Three stages, however. could be recognized throughout that period in terms of rates of growth of exports and imports. The rate of increase of exports was about


$1974 \quad 1975 \quad$ 1976. $1977 \quad 1978 \quad \cdots 1979$


Source : Central Bank and liiniatry of Petroleum. Note that petroleun exports do not include tho.e of the partner companies.
( Table (3) : Balance of Payments Current Account
(nitilions of U.S. Lollars)


Source: Central Bank of Egypt. Exports and Imports do not include those affected by the foreign oil
Companies -
$20.7 \%$ through the period 1971-74. However, imports grew almost twice as much through the same period. Then a drastic reduction occurred in these rates through the period 1974-78. The rate of increase of exports amounted to about $4.4 \%$ through that period, whereas the rate of increase of imports has amounted to $11.1 \%$. Due to some favorable factors, the rate of growth of exports increased to $26.6 \%$ in 1978-79, compared to $26.3 \%$ for imports.. Ratioes of values of imports to the value of exports have increased from $1.3: 1$ in 1971 to 2.7 : 1 in 1979. This indicates that the deficit of the trade balance has doubled. Fatioes of the services component to the balance of trade component in net terms for the period (1974-1979) have decreased from 10.6: 1 in 1974 to $1.6: 1$ in 1979. Additionally, the ratio of the imports of visibles corresponding to a unit value of imports of services has been declining.

Impact of The Pattern of Agricultural Resource Utilization on The Structure of Agricultural Trade
Despite a twenty-five year development strategy which has heavily favored industry, agriculture remains the largest sector in the Egyptian economy. It emplays $44 \%$ of the work force, provides $29 \%$ of GDP and about $30 \%$ of exports. In addition the textile industry and much of the service sector are directly connected to agriculture (7).

Total farming area amounts to about 6.5 milli on feddans. Land has traditionally been considered the binding factor of production. Labor and water for irrigation, however, are becoming binding factors as well.

Agricultural development is centered around and determined by a number of constraints of a technical, economic, and
institutional nature. Within the agricultural sector, production is characterized by technological dualism. The growth rate in the agricultural sector is between 1.5 - $1.7 \%$.

Despite government imposed limitations, the structure of output continued to change from 1952-1978, moving away from cotton and cereals toward meat, fruit, and vegetables (8). Substitution of commodities with a high income elasticity of demand is a sign of economic development. However, when this shift occurs without a significant change in aggregate production it indicates that the effective demand has been modified by a change in income distribution. The breakdown of the value of agricultural output is as follows (9):

Field crops $56 \%$
Vegetables $14 \%$
Fruits $\quad 5 \%$
Meat $11 \%$
Dairy products 8\%
Poultry: meat, eggs 4\%
Wool, Honey $1 \%$
From this sketch of the structure and performance of the agricultural sector, one could hypothesize that the pattern of resource use is the result of a particular trade strategy. The relationship between the trade strategy and pattern of resource use may take a distrubuted lead form until it fully materializes.

Major agricultural exports have been cotton, rice, onions, groundnuts: potatoes, and citrus. Agricultural imports, on the other hand, are wheat, maize, lentils, seṣame and sugar. Analysis of the trends of such crops using linear, semi-log and double log forms over the period (1960/61-1978) indicates that:

1. Exports of traditional export crops (cotton, rice, fresh
onion) are decreasing.
2. Exports of other export crops (potatoes, groundnuts: water melons, citrus) are increasing.
3. All import substitutes (wheat, maize, lentils, sesame, meat) have increased dramatically over the same period. Table (4) shows the regression trend equations of the quantities of exports and import substitutes.

Optimal Trade Strategy and Comparative Advantage:
The question of the choice of the optimal trade strategy is an empirical one which can only be answered by satisfactory evidence of comparative advantage. Governmental intervention and its impact on distorting markets, and the existence of conflicting policy objectives should not change this principal. What they do, however, is make the problem more complex. One way to answer such question is through a general equilibrium approach. A dynamic constraint optimization framework that introduces risk analysis could be used in this respect.

In this paper, we use some partial equilibrum comparative advantage measures to build an argument and make a case about major considerations to be taken into account when justifying promotion of exports of some nontraditional horticultural crops. These measures are meant only to be indicators to the net social - profitability of particular export crops or import substitutes. The Model

Three groups of crops have been identified as examples of the traditional export crops, the nontraditional horticultural exports and the major import substitutes.

Table (4): Trend equations of The Quantity of Exports or Import Substitutes through the period (1960/6i - 1978)


Noin-iraditional Excoris:


Double iog In $Y=1.573+0.289$ In $x^{-}$ 0.22 (5.618) (2.106).

Water melons
\&illelons
Iinear

$$
\begin{gathered}
Y=2.322+0.700 x \\
(0.876) \cdots(2.859) \\
\ln Y=1.492+0.053 \\
(5.162)(1.983)
\end{gathered}
$$

Semi log

Oranges and mandarin

Semi log In $Y=1.242 \dot{+} 0.246 \quad x$ (3.103) (6.647)
$\therefore \quad \therefore$ Cont. Table (4)

Commodity
Algebric
Trend Regression equation

Import Substitutes :

1.

Group I
Traditional Export Crop: Cotton, Rice, Onion
Group II
Nontraditional Export Crops: Potatoes, tomatoes, citrus, haricots

Group III
Import Substitutes: Wheat, Maize, Sugar
Analysis has used FOB or CIF border prices for outputs and tradable inputs (fertilizers: pesticides and seeds) for 1980. Crop yields were those of 1979 except for horticultural crops where a three-year area weighted average of the period 1977-79 was used.

Data of Appendi: Table 1 present a summary of the results of the application of some social profitability criteria on the previous crops within each group. Analysis using any social profitability criterion will indicate that the social profitability for the nontraditional crops is very high. Net social profitability for such crops is higher than its equivalent in the traditional exports and the major import substitutes.

Previous discussion might raise a question regarding reasons why resources are not attracted to such paying production activities such as horticultural crops. It should be noted, however; that previous argument presumes equal risk for the production and marketing for the above three groups of ₹ commodities. Moreover, it gives an average result of the comparative advantage which might vary drastically if we introduce marginal analysis. The problem is not that simple. The existing cropping system seems to be the one which constitutes an equilibrium among sets of conflicting forces. Some of these are economic in nature having to do with the incentive structure from
private and social prospectives, availability of capital resources and degree of risk bearing. Other forces are social in nature reflecting the farmers needs and aspirations. The third group of forces are institutional reflecting the net resultant of governmental intervention. Lastly, a fourth group of forces are technological in nature reflecting technical constraints and know-how problems.

Major Issues Determining Direction of Eiasneṣs of The Trade Strategy
The selection of the optimal trade strategy as has been advocated in the previous section should be based on evidence of comparative advantage. There are other considerations, however, that should be regarded in this respect. For presentation convenience these considerations will be addressed in the form of a series of questions.

1. What is the best trade strategy that will consider simultaneously a number of policy objectives that have a higher likelihood of being conflicting rather than complementing? The answer is that the policy should have: predetermined assumptions about key macro-economic variables (savings, investments: employment) consider government commitments with some objectives (food security, subsidies to producers and consumers ...), and should not ignore efficiency and comparative advantage considerations. The weights attached to these objectives are presumably the combined effect of some economic, social politital, and technological factors.
2. Can a question about optimal trade strategy for agriculture be addressed independently from other sectors?
3. What is the significance of the time element in selecting
optimal trade strategy? Is it a short term issue or long term issue? Can we argue favoring a particular trade strategy based on some static criteria of comparative advantage in one year or number of years, or that there must be a dynamic device that will correct the path of resource allocation towards higher efficiency? Could, in this respect, the irreversable long term investments be adjustable?
4. What are the arrangements needed within the financial setup for the different trade strategies? What are the laws and regulations governing the financial management? These factors are presumably major determinants of the success of a particular trade strategy and their change is a time consuming process.

The previous set of questions indicate that, unlike a "laissaiz faire" world, decisions about optimal trade strategy in a distorted command type economy is a comple\% problem that requires studying the performance of the sector over a considerable period of time different types of constraints on production, other non-economic objectives the sector has to stick with, the linkages between this sector and other sectors, and the demand in foreign markets and their future potentials.

Promotion of Horticultural Crop Exports:
In the context of promotion of truck crop exports there are $\overline{\text { F }}$ some considerations and issues to be raised in the light of the previous discussion.

1) One should not call for nor expect drastic changes.
2) It is extremely important to observe majoir distinctions between the two trade regimes. Under export promotion, exports must compete satisfactorily in the international market. Meeting international competition requires not only cost consciousness;
but also quality control, meeting consumers' preferences, changing product lines with new technological developments, meeting delivery dates on time, and other requisites of a modern sector. Under import substitution, however, previous characteristics could be replaced with a protected.environment in which substandard quality and high costs do no prevent profitability.
3) Serious domestic and foreign demand studies have to be undertaken to study potentials in the short and long run for these crops and nature of competition and shares analysis.
4) Distinction has to be made between old and new lands in this respect. In the so-called "old" "new" lands, management -ystems, scale of operation, X-efficiency considerations are manageable.
5) The problem with horticultural crops in general and vegetables in paricular: is a problem of marketing rather than p-oduction. Marketing is hampered on both the domestic and export side. Export outlets are good in the short run but competition. is very keen from the North African countries. Domestic sales are mainly in the urban areas where production has been limited to the capacity of storage and transport systems. The best long-run prospect is accompanied by investment in marketing :nfrastructure and in efficiently processing seasonal surplus.
6) Considerations of food security and other related policies should be handled as political constraints in the context of the mobilization of domestic agricultural resources if: such programs would imply some deviations from optimal allocative efficiency.
${ }^{1}$ Rrueger, Anne 0., Foreign Trade Regimes and Economic Development: Liberalization Attempts and Consequences. (New York: National Bureau of Economic Research, 1978), P. 6.

2 Heller, Robert H., International Trade Theory and Empirical Evidence.
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$3^{\text {Haberler, Gottfried, The Theory of International Trade. (London: }}$ William Hodge \& Co. , 1963)
${ }^{4}$ Chenery, Hollis, and Michael Bruno, "Development Alternatives in an Open Economy: The Case of Israel," Economic Journal: 72, March, 1962. PP. 79-103.
$5_{\text {Krueger, Anne 0., Op. cit.. P. } 283 .}$
${ }^{6}$ The uncertainty of the international markets can be considered a point for either of the two trade regimes depending on the way dependence is conceptualized. If dependence means that the foreign trade sector has a large share of the GNP then export promotion economies are more dependent. If dependence, however, implies the vulnerability of the economy to international economic events the import substitution would be more dependent. A principal reason is that imports have been largely reduced to commodities not domestically produced.
${ }^{7}$ Ikram, Khalid, Egypt: Economic Management in a Period of Transition. A world Bank Country Economic Report. The Johns Hopkins University Press, Baltimore, and London, 1980. P. 169.
$8_{\text {Ikram }}$, Khalid, Ibid, P. 175.
${ }^{9}$ This is as it appears in 1974.

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if
1



## Table (I) : Meagurment of Some Social

Profitability Criteria For Three Groups of Commodities (I.F. / Feddan ) .

I. Non Traditional

Exports :

III. Import Substitutes :


## Hotes on Table(I)

(I) Analysis of Social Profitability for the different crops hes used $F O B$ and CIF border prices for outputs and tradable inputs ( Fetilizers - Pesticides

Seeds) of 1980. Domestic prices were used for other non - Tradable inputs and for by - Products.
(2) Crop Yield Fere those of 1979 except for horticulturel crops where the aree weighted averages over the period (1977-1979) ves used •
(3) HSP $=[$ Social Revenue - (Cost of Tradable inputs) $]$ [Cost of Non Tredeble inputs (opportunity cost of Land +Capital + Labor )] $\geqslant 0$
(4) Opportunity cost of non-tredables is besed upon the calculations of :
J.M. Page, Shadow Prices For Trade Strategy and Investment Planning, Arab Republic of Egypt, IBRD, Preliminery Draft, October, 1981.
(5) Procedures for calculating private and social Profitability are explained in detail in:
Khedr.\& Clark, Policy Study on Pricing and Tasetion of
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Example of A Jeopardized Agricultural Sector , 1981.

Table (2):Area, Production, and Yield of Some Field, and Truck Crops and Fruits (1977-79)

| Crop | $\ddots$ | Area | Production | Yi |
| :---: | :---: | :---: | :---: | :---: |
|  | $\ddots$ | Feddan | Ton | $\ddots$ |

Hili
Potatoes

1977
78332
483544 6.17

63218
352534 5.58

1979
73357
486127

Sumer
1977

- Potatoes

1978
1979

Summer 1977
Somatoes 1978
$\begin{array}{rr} & 1979 \\ \text { Harri cot } & 1977 \\ \vdots & 1978 \\ \text { Y } & 1979 \\ \text { Cotton } & 1977\end{array}$
1978
1979
1977
1978
2977
102312
708946
6.93

840235
7.82

107399
526822
419780
6.52

532598
7.74

113219
959053
8.47

23210
82822 3357
89516 3.58
109868
3.62
$6977901 \quad 4.96$
$7546815^{\circ} 6.35$
$8177.450 \quad 6.8$
$\because$
Rice

| 2269808 | 2.18 |
| :--- | :--- |
| 2345476 | 2.28 |
| 3507179 | 2.4. |

( Yield and Production of cotton is in $N$.

Tabie (2) : Continued.

|  | Area | Production | Yield |
| :---: | :---: | :---: | :---: |
| Crop | . Feddan | Ton | Ton |



Source : MOA, Dep. of Statistics.

Table (3) : Volume of Exports of Some Major
Agricultural Commodities (1960/61-1978.).

## ( 000 Tons )

\begin{tabular}{|c|c|c|c|c|c|c|c|c|}
\hline  \& Cotton Iint \& Rice \& Fresh Onions \& \begin{tabular}{l}
Grou \\
Fat
\end{tabular} \& Potatoe \& \begin{tabular}{l}
Orange \\
and \\
Mandare
\end{tabular} \& \begin{tabular}{l}
Water \\
Melons \\
Telons
\end{tabular} \& Ga

$\cdots$ <br>
\hline 1960/61 \& 6697.0 \& 299.1 \& 163.3 \& 13.6 \& 90.9 \& 11.9 \& 8.1 \& 5. <br>
\hline -1961/62 \& 5312.0 \& 70.6 \& 151.8 \& 4.1 \& 114.9 \& 6.1 \& 7.5 \& 6. <br>
\hline 1962/63 \& 5697.0 \& 385.7 \& 132.4 \& 3.8 \& 93.7 \& 5.4 \& 8.0 \& 8. <br>
\hline . 1963/64 \& 6147.0 \& 532.6 \& 168.7 \& 439 \& 57.1 \& 11:6 \& 5.8 \& 9. <br>
\hline 1964/65 \& 6716.0 \& 352.6 \& 181.8 \& 5.6 \& 47.4 \& 5.3 \& 6.9 \& 4. <br>
\hline 1965/66 \& 6850.0 \& 327.9 \& 137.1 \& 6.4 \& 76.6 \& 2.9 \& 7.6 \& 5. <br>
\hline -1966/67 \& 6327.0 \& 364.5 \& 143.0 \& 8.5 \& 50.2 \& 16.6 \& 6.9 \& 9. <br>
\hline : 1967/68 \& 5055.0 \& 499.5 \& 92.1 \& 17.6 \& 25.7 \& 30.9 \& 2.3 \& 7. <br>
\hline 1968/69 \& 4783.0 \& 666.3 \& 128.9 \& 18.6 \& 83.7 \& 67.0 \& 3.4 \& 11. <br>
\hline 1969/70 \& 6187.0 \& 688.9 \& 98.4 \& 14.2 \& 88.7 \& 90.0 \& 3.7 \& 9. <br>
\hline 1970/71 \& 6229.0 \& 582.8 \& 72.5 \& 16.0 \& 57.1 \& 104.2 \& 6.6 \& 17. <br>
\hline 1971/72 \& 5802.0 \& 491.6 \& 71.2 \& 13.2 \& 82. \& 146.4 \& 3.6 \& 9. <br>
\hline 1973 \& 5696.0 \& 285.6 \& 89.4 \& 9.1 \& 107.9 \& 246.2 \& 11.0 \& 20. <br>
\hline :1974 \& 4645.0 \& 136.1 \& 103.9 \& 9.4 \& 99.8 \& 161:7 \& 5.0 \& 20. <br>
\hline 12975 \& 3703.0 \& 101.8 \& 70.0 \& 10.0 \& 47.6 \& 209.7 \& 13.2 \& 15. <br>
\hline 1976 \& 3304:0 \& 208.2 \& 62.1 \& 8.9 \& 157.7 \& 169.7 \& 13.0 \& 11. <br>
\hline -1997\% \& 28780 \& 221.3 \& 80.9 \& 14.3 \& 166.1 \& 130.1 \& 26.3 \& 22. <br>
\hline 12978 \& 2661.0 \& 165.1 \& 57.4 \& 13.2 \& 97.8 \& 133.1 \& 22.6 \& 19. <br>
\hline
\end{tabular}


Source : CAPMAS :-

Table (4): Volume of Imports of Major Agricultural Commodities ( $1960 / 61-1978$ )
. ( 000. Tons.)


