

**AGENCY FOR  
INTERNATIONAL  
DEVELOPMENT**



**FIELD BUDGET SUBMISSION  
FY 1975**

**BANGLADESH**

**DEPARTMENT  
OF  
STATE**

AUGUST 1973



## BANGLADESH

### Excerpts - Bangladesh Five Year Plan\*

#### Objectives and General Strategy

"While primary emphasis is to be laid on creating a modern agriculture, other important objectives of agricultural planning, mutually consistent as they are, should be:

(i) To increase agricultural incomes on which such a vast majority of the population depends. Income position of the agricultural population, for whom alternative job opportunities are only limited, must be improved in order to enable them to enjoy a higher standard of living. Farmers should, therefore, be able to produce increased value product regardless of what crops and/or animals they raise.

(ii) To provide productive employment to the growing rural labour force, for whom non-agricultural employment expansion does not hold out commensurate prospects for years to come. Labour intensive methods of production as applied to the new high-yielding cereal varieties and increasing land-use intensity can greatly contribute to this end.

(iii) To reduce rural poverty and increase equality of income distribution. This is particularly relevant to Bangladesh where agriculture is predominated by small farmers and landless labourers."

#### Population

"No civilized measure would be too drastic to keep the population of Bangladesh on the smaller side of 150 million for sheer ecological viability of the nation. For this the nation has to be mobilized, and early. The longer this mobilization is delayed the less probable will be the possibility of attaining the objective by currently acceptable means. The first requisite is the realization of the gravity of the population problem at all levels of political leadership and the total commitment to its solution."

#### Food Production

"With a population growth around 3% high initial unemployment and limited non-agricultural employment opportunities, it is likely that for a decade or so, agriculture will have to provide much larger productive work opportunities to the bulk of the population. . . Economic growth in Bangladesh depends largely on the growth in agriculture particularly in crops."

\* Draft

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TABLE I

Summary of Commitments by Appropriation Category  
(Loan Authorizations/Obligations/PL 480 Shipments/HIG Authorizations)  
(\$ thousands)

	<u>FY 1973</u> <u>Actual</u>	<u>FY 1974</u> <u>Estimate</u>	<u>FY 1975</u> <u>Request</u>
1. Development Loans	-	52.0	71.0
- Project Loans	-	(2.0)	(1.0)
- Sector Loans	-	(20.0)	(45.0)
- Program Loans	-	(30.0)	(25.0)
1a. South Asia Relief Appropriation	100.0	-	-
2. Technical Assistance	-	2.0	3.0
3. Population	1.5	3.0	3.0
4. International Narcotics Control	-----	-----	-----
Subtotal	101.5	57.0	77.0
5. PL 480 Title I Shipments	-	64.3	55.0
6. PL 480 Title II Shipments	64.0	1.0	3.0
7. Housing Investment Guaranties	-----	-----	-----
Total Commitments	165.5	122.3	135.0

TABLE II

Summary of Commitments by Worldwide Areas of Emphasis and Other Activities  
( \$ thousands)

	<u>FY 1973</u> <u>Actual</u>	<u>FY 1974</u> <u>Estimate</u>	<u>FY 1975</u> <u>Request</u>
<u>Population and Health</u>	<u>1.5</u>	<u>3.0</u>	<u>3.0</u>
Grants			
Family/Population Planning	(1.5)	(3.0)	(3.0)
Loans			
PL 480 Title I Shipments			
PL 480 Title II Shipments			
<u>Food Production and Nutrition</u>	<u>64.0</u>	<u>118.3</u>	<u>131.0</u>
Grants			
Development Services and Training	-	(1.0)	(2.0)
Loans - Subtotal	-	(52.0)	(71.0)
Rural and Agricultural Development	-	(20.0)	(45.0)
Agricultural Inputs	-	(30.0)	(25.0)
Consulting Services	-	(2.0)	(1.0)
PL 480 Title I Shipments	-	(64.3)	(55.0)
PL 480 Title II Shipments	(64.0)	(1.0)	(3.0)
<u>Program Assistance</u>	<u>100.0</u>	<u>-</u>	<u>-</u>
Grants			
South Asia Relief Appropriation	(100.0)	-	-
Loans			
PL 480 Title I Shipments			
<u>Technical Support (Grants)</u> <sup>1/</sup>	<u>-</u>	<u>1.0</u>	<u>1.0</u>
<u>Total Commitments</u>	<u>165.5</u>	<u>122.3</u>	<u>135.0</u>
Grants	(101.5)	(5.0)	(6.0)
Loans	-	(52.0)	(71.0)
PL 480 Title I Shipments	-	(64.3)	(55.0)
PL 480 Title II Shipments	(64.0)	(1.0)	(3.0)
H.I.G.'s			

<sup>1/</sup>Technical Support @ \$1.049 in FY 1974 and \$1.04 in FY 1975.

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TABLE IV

Summary of Commitments by Area of Concentration  
( \$ thousands)Area of Concentration: Population and Health

		<u>FY 1973</u> <u>Actual</u>	<u>FY 1974</u> <u>Estimate</u>	<u>FY 1975</u> <u>Request</u>
<u>Loans</u>	Total	_____	_____	_____
<u>Grants</u>	Total	<u>1.5</u>	<u>3.0</u>	<u>3.0</u>
	Family/Population Planning (388-11-580-001)	(1.5)	(3.0)	(3.0)
<u>PL 480 Title I Shipments</u>		_____	_____	_____
<u>PL 480 Title II Shipments</u>	Total	_____	_____	_____
	1. Maternal and child feeding			
	2. School feeding			
	3. Feed for work			
	4. Other			
<u>H.I.G.'s</u>		_____	_____	_____
<u>Total</u>		1.5	3.0	3.0

Sector assessment in process: Continuing review by USCOR including analysis of the first Five Year Plan.



**POPULATION PROJECT IMPLEMENTATION**  
 (\$ thousands)  
 (Expenditures against FY 1975 and earlier obligations only)

	Personnel		Participants	Commodities	Other Costs	Total
	U.S.	Local/CH				
	\$ MM	\$ MM	\$ MM	\$	\$	\$
<b>6/30/75 Unliq.-Total</b>			80	1,225	133	1,438
<u>Direct</u>						
<u>PASA</u>						
<u>Contract</u>						
<b>FY 1976 Expend.-Total</b>			80	1,250	133	1,463
<u>Direct</u>						
<u>PASA</u>						
<u>Contract</u>						
<b>6/30/76 Unliq.-Total*</b>			-	375	-	375
<u>Direct</u>						
<u>PASA</u>						
<u>Contract</u>						
<b>FY 1977 Expend.-Total</b>				375		375
<u>Direct</u>						
<u>PASA</u>						
<u>Contract</u>						
<b>6/30/77 Unliq.-Total*</b>				-		-
<u>Direct</u>						
<u>PASA</u>						
<u>Contract</u>						

\*These are unliquidated FY 1975 and earlier obligations only.

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TABLE VIII

COMMODITY AND OTHER COST BUDGET  
( \$ thousands)Project Title Population/Family PlanningProject Number 388-11-580-001Commodity Budget (Type and amount)

FY 1974 Obligations: Contraceptives and contraception related medical equipment - \$2,000.

FY 1975 Obligations: Contraceptives and contraception related medical equipment - \$1,500.

Other Cost Budget (Type and amount)

FY 1974 Obligations: Foreign exchange financing of local costs of family planning delivery system - \$610. Travel, rents, utilities and other support costs - \$219.

FY 1975 Obligations: Foreign exchange financing of local costs of family planning delivery system - \$1,096. Travel, rents, utilities and other support costs - \$232.

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Project Title: Population/Family  
Planning

Project Number: 388-11-580-CC1

Direct-Hire Personnel on Board

	6/30/73	6/30/74	6/30/75
US	1	2	2
Local	1	2	2
Total	2	4	4

Population/Family Planning  
(300-11-580-001)

The estimated population of Bangladesh is 70 million. The present estimated rate of natural increase is 3 percent, with birth and death rates of 47 and 17 per thousand respectively. Growing at this constant rate, the population will double by 1996, or in 21 years. Nearly half the population is under 15 years. Unless action is taken to limit population growth, all but a fraction of the EAO's development efforts will go for the maintenance of the status quo. The implications that a burgeoning population has on food and employment requirements is self-evident. Rural employment, improved agricultural incomes, and rural health and nutrition - all important in their own right - improve the sense of economic security that underlies acceptance of population control programs.

Priority development problems within this area evolve primarily around motivation and delivery systems. New programs designed to reach the estimated fourteen million couples of reproductive age and sensitize the public as a whole to family planning need to be initiated, and existing ones strengthened. Special programs of population education must be tailored to meet not only the critical target group of youth but also the rural land dweller. In sum, fundamental barriers to widespread acceptance of family limitation will have to be altered through delivery systems that will both stimulate demand for birth prevention and respond with adequate means to meet this demand.

The Government has recently given approval to the Ministry of Health and Family Planning to establish a nationwide integrated health and family planning program using multi-purpose family welfare workers to provide general health care and family planning motivation and non-clinical contraceptive supply. In addition, these workers would refer potential clinical contraceptive acceptors to the clinic facilities. Prior to this policy decision, and on an interim program basis, AID provided \$1.5 million for family planning related commodities, primarily contraceptives.

The next stage of assistance will be directed at (a) development of a non-clinical commercial contraceptive distribution program; (b) training of para-medical personnel to deliver family planning services; (c) training of medical personnel in advanced fertility control techniques; (d) population education programs; (e) development of a family planning component in the rural development programs; and (f) provision of contraceptive commodities.

Total funds required for these programs can be estimated within the range of three to five million dollars, including those funds made available from AID's central budget for contraceptives and the commercial

marketing program. The allocation for FY 1971 was three billion dollars. This level may appear modest; however virtually every major multilateral and bilateral donor has expressed its desire to provide substantial assistance in this field. Thus, a major concern will be to provide our assistance in a coordinated manner which is complementary to the efforts of other donors.

A realistic termination date for this project cannot be established with any accuracy because of the sheer magnitude of the problem. Steps toward solution are only now being initiated.

TABLE IV

Summary of Commitments by Area of Concentration  
(\$ thousands)

Area of Concentration: Food Production and Nutrition

		<u>FY 1973</u> <u>Actual</u>	<u>FY 1974</u> <u>Estimate</u>	<u>FY 1975</u> <u>Request</u>
<u>Loans</u>	Total	-	52.0	71.0
	Rural and Agricultural Development	-	(20.0)	(45.0)
	Agricultural Inputs	-	(30.0)	(25.0)
	Consulting Services	-	(2.0)	(1.0)
<u>Grants</u>	Total	-	1.0	2.0
	Development Services and Training (388-11-190-002)	-	(1.0)	(2.0)
<u>PL 480 Title I Shipments</u>		-	64.3	55.0
<u>PL 480 Title II Shipments Total</u>		-	1.0	3.0
	1. Maternal and child feeding	-	(1.0)	(3.0)
	2. School feeding			
	3. Feed for Work			
	4. Other			
<u>H.I.G.'s</u>				
<u>Total</u>		-	118.3	131.0

Sector assessment in process: Continuing review by USCOR including analysis of the first Five Year Plan and assistance from AID/W personnel.

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Development Services and Training  
(388-11-190-CC2)

Bangladesh is dependent on an agricultural sector which is characterized by low productivity. The Government is devoting a large portion of its resources to development of the rural sector, principally aimed at increasing foodgrain production. Strengthening the institutional and administrative capacity within this area of concentration is, according to the BDG, the most complex and consequently difficult requirement in attempting to achieve that goal.

The special development problem that requires attention is the limited availability of trained manpower to translate policy directives into action programs. Severe shortages of qualified personnel especially at policy and management levels hamper the implementation of present programs and their proposed expansion. These BDG programs include increasing agricultural productivity; planning and managing labor-intensive, employment generating projects; and developing viable rural institutions.

USCOR's limited technical assistance funds will enable the BDG to identify key problem areas within these programs and to the extent possible, select technical advisory and training inputs that will contribute to their solution. This approach is consistent with the Government's preference of coordinating and managing technical assistance resources from donor nations. Specifically, the grant will provide for (a) long and short-term advisors who can assist policy formation and programming; (b) short-term job related training for Bengalee personnel with emphasis on third country training opportunities; (c) longer-term training for selected professional staff; and (d) seminars and conferences to focus special attention on development problems. Ties may develop between Bangladesh and US institutions as a means of transferring required skills and technologies. This grant is also linked to the Rural and Agricultural Development II Loan since it is a resource the Government may use to define and select components for loan funding. In sum, the premium is on BDG planning, implementation, and evaluation.

The request for FY 1975 of \$2.0 million is an increase over the \$1.0 million allocated in FY 1974. The scope will be slightly broader, possibly incorporating such activities as functional literacy at the rural level. Another factor is our expectation that the BDG will be able to administer this resource in FY 1974 with relative efficiency. Procedures are currently being established whereby the Government will select consultants and training through contractual mechanisms that qualify for AID funding.

Rural and Agricultural Development II Loan

The main objective of the Bangladesh Government's agriculture program is to eliminate dependence on imports of foodgrains by increasing domestic production. An important part of this program is building or improving the rural infrastructure and institutions which support agriculture production. Developing institutions, however, is insufficient unless farmers associate their participation in them with benefits and profits gained from using modern farming practices. Emphasis on rural institutions and infrastructure must also be balanced with sector policy decisions like the pricing of agricultural inputs.

The BDG has emphasized that institutional and administrative capability is critical to this goal. Problems to be addressed, therefore, relate to developing institutions which directly influence productivity. The physical infrastructure underpinning these programs also will be assisted. Specific programs include (a) the farmer cooperative societies which serve as the basic institutional framework; (b) the Thana Training and Development Centers which provide the locus for both technical support of agriculture programs and in-service training at the thana level; (c) the Thana Irrigation Program which emphasizes cooperative use of low-lift pumps and low-cost tubewells that expand irrigated acreage by labor-intensive means; (d) the Rural Works Program which will generate employment for very small farmers and landless laborers while providing rural infrastructure like water drainage and embankments that have high social rate of returns; and (e) the institutions which form the network for distribution of inputs from the national to local level.

This loan, largely through local cost financing, will meet both the increased needs of institutions that received initial support in FY 1974 by a similar loan and new activities of a high priority in the rural sector. Activities not likely to be funded in FY 1974 but considered to be candidates for inclusion in the FY 1975 program include: agricultural credit, functional literacy and rural electrification. The latter would be the result of work expected to be started under the FY 1974 Consulting Services Loan.

The FY 1975 loan request is for \$45.0 million which represents an increase over that amount planned for FY 1974. The larger amount is attributable to the new initiatives mentioned above and expanding institutional and infrastructural activities that will have been started in FY 1974.

Agricultural Inputs II Loan

The BDG's first development plan stated and second plan just released reaffirmed that the disparity between demand and production of foodgrain is the "biggest crisis facing the nation today". Modernization of agriculture requires increased use of fertilizers, pesticides, water and other inputs in the application of high yielding foodgrain technologies. Demand for such inputs demonstrably exceeds supply in Bangladesh and will continue to accelerate as the acreage of high yielding varieties of foodgrains increases. The need for imported agricultural inputs will, therefore, continue in order to meet expanded demand.

Special development problems that are being addressed in relation to this loan include a continuing review of agricultural inputs policies such as pricing and the linkage to agricultural credit. With regard to fertilizers, the BDG's research and development capability in the use of substitutes, for example, requires intensive examination. Other issues include (a) expansion of indigenous production capacity; (b) improvement of distribution and marketing systems; and (c) the use of bulk shipments whenever possible to realize savings on transport costs.

AID will provide fertilizers, pesticides, possibly HYV and winter vegetable seeds in tandem with the Rural and Agricultural Development II Loan, which aims at strengthening rural infrastructure and institutions. Other inputs may be provided if upon investigation it is determined that they are needed in quantities that can be distributed efficiently and properly utilized. Significant quantities of liquid pesticides and sprayers will be eligible if the BDG has initiated an adequate program of policy revision, institutional reorganization, and training in plant protection during FY 1974. Complex fertilizer such as DAP will be used on a pilot basis as a substitute for TSP in FY 1974 and if successful may be provided in greater quantities in FY 1975. Lastly, AID is reviewing the Government's plans for small-scale irrigation wherein assistance may be provided that meets a criteria of labor-intensive application and employs the use of appropriate technologies.

The level of this FY 1975 loan is \$25.0 million. This represents a decrease from last year's loan for these commodities due to both the BDG's planned increase in local production capacity and diversification of external sources for aid agricultural inputs.

Consultant Services II Loan

Potential development projects that could contribute to increased foodgrain production are numerous. As a result, there is a continuing need for a resource from which studies and consulting services can be financed to assist the BDG to establish priorities and to prepare projects and programs for implementation. Consulting Services II Loan will be a resource the Government can call upon to study in detail the variety of projects in the key areas of agriculture, water resources and rural development for the purpose of making decisions on and obtaining funds for future investment.

Bangladesh has very limited skilled manpower resources capable of conducting such studies. The services financed under this loan will provide this capability on a flexible basis. The focus of the BDG's problems will be essentially on how projects can be planned, designed, executed and evaluated to assure that investment on their part or that of donors will result in substantial benefits.

This loan in FY 1975 will operate much like the loan that is scheduled for FY 1974. Illustrative projects that have been suggested by the Government include (a) feasibility and design studies for rural electric distribution lines; (b) a selection of appropriate studies for flood control and irrigation as suggested by the IBRD; and (c) detailed studies and design work on rural-oriented transport projects identified as having a high priority by the intermodal transport survey.

The loan amount will be \$1.0 million for FY 1975. Termination is scheduled for FY 1976.

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PL 480 Title II Activities  
(thousands)

	<u>FY 1973 Actual</u>			<u>FY 1974 Estimate</u>			<u>FY 1975 Request</u>		
	<u>\$</u>	<u>lbs.</u>	<u>No. of Recip.</u>	<u>\$</u>	<u>lbs.</u>	<u>No. of Recip.</u>	<u>\$</u>	<u>lbs.</u>	<u>No. of Recip.</u>
<u>Child Feeding</u>	19500	154000	2700	1000	10000	500	3000	30000	500
<u>Maternal &amp; child feeding -</u>	-	-	-	1000	10000	500	3000	30000	500
1. Govt-to-govt									
2. Voluntary agency									
CARE	-	-	-	1000	10000	500	3000	30000	500
<u>School feeding</u>	19500	154000	2700	-	-	-	-	-	-
1. Govt-to-govt									
2. Voluntary agency									
UNICEF	19500 <sup>1/</sup>	154000	2700	-	-	2700	-	-	-
<u>Other</u>	44500 <sup>2/</sup>	-	-	-	-	-	-	-	-
A. Govt-to-govt	44500	-	-	-	-	-	-	-	-
<u>Total</u>	<u>64000</u>			<u>1000</u>			<u>3000</u>		
Govt-to-govt	44500			-			-		
Voluntary agency									
CARE	-			1000			3000		
UNICEF	19500			-			-		

1/ That amount of CSM/WSB provided under the FY 1973 relief program is scheduled for distribution into the third quarter of FY 1974.

2/ The approximate value of wheat and edible oil provided to Bangladesh under the FY 1973 relief program.

PL 480, Title II Program

Undernourishment and malnutrition have long been serious impediments to the economic development process and hence to improvement of the quality of life, particularly in rural areas of this region of the sub-continent. The situation reached acute proportions as a result of the civil disruptions in 1971 and subsequent lagging recovery. Bangladesh has found it difficult to address this pervasive deficiency although substantial amounts of high protein foods have been contributed by the United States since liberation. Officially the emergency period is over, however, nutritional needs continue to accelerate with the growing population.

UNICEF has been responsible for distributing high protein foods to over 2.7 million children daily during the relief phase of external assistance. It is currently working with the BDG and CARE on a transitional program of a more limited but development oriented scope. Title II commodities will be provided to 500,000 pregnant and lactating mothers and children under the age of five. This number of recipients will enable better evaluation of distribution and impact which if positive results are demonstrated, may lead the Government to undertake a greater share of the cost or initiate its own programs in other areas. Distribution would be channeled through the Ministry of Health's rural health centers with technical assistance offered by the sponsoring agency. While the MCH program will be directed at an undernourished segment of BDG's population, it is envisaged that the same group of women will also be the target for family planning information and contraceptive techniques. This Title II activity would also complement other new initiatives in the nutritional field currently under review by USCOR.

If full Government support can be obtained this program will start during the last half of FY 1974. AID's input is calculated at approximately \$3.0 million for some 13,500 metric tons of high protein foods over the twelve month period of FY 1975. The BDG will be required to provide local administrative and in-country transportation cost.

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TABLE IX

PL 480 Title I Agreements and Shipments  
( \$ thousands)

Commodity	FY 1973 Estimate		FY 1974 Request		FY 1975 Request		Carryover To FY 1976 (\$ MT)
	Agreements (MT)	Shipments (MT)	Agreements (\$ MT)	Shipments (\$ MT)	Agreements (\$ MT)	Shipments (\$ MT)	
Wheat	-	-	49.5 <sup>1/2</sup>	500	-	330	-
Soybean <sup>2/</sup> Oil	-	-	15.7 <sup>2/3</sup>	40	-	50	-
Cotton	-	-	-	-	-	70	-

(Footnotes not in \$ thousands)

<sup>1/</sup>The export market value for the first tranche of 80,000 MT was set at \$11.0 million. The balance of 420,000 MT is calculated at \$91.8/MT as suggested in AIDTO Ciro A-561.

<sup>2/</sup>What would appear to be an increase in the request for FY 1975 does not reflect the fact that an additional 20,000 MT is allocated under the FY 1973 bilateral grant (relief and rehabilitation) plus 10,000 MT under FY 1973 Title II, both for delivery in FY 1974. The FY 1975 request is actually smaller than that programmed for shipment during FY 1974.

<sup>3/</sup>Of this amount, 20,000 MT is calculated at \$420/MT for fully refined oil in drums, and the balance at the suggested rate of \$265/MT in AIDTO Ciro A-561.

PL 480, Title I

PL 480, Title I requested for FY 1975 will provide commodity imports, primarily wheat, vital to closing the food gap in Bangladesh. More importantly concessional imports help finance the means for increased food production which are necessary if the country is to achieve self-sufficiency. Wheat feeds the growing labor force and the local currency proceeds generated from sales contribute to the Government's broad based food program.

The BDG's agricultural strategy will be detailed in the first Five Year Plan. Various features of its food production program were offered by Government representatives during the negotiations on the FY 1974 PL 480, Title I Agreement and incorporated in the minutes of the meetings. Recognition of family planning as a critical priority was also underscored in the self-help section of the minutes. Government measures as set forth in their self-help suggestions are fully consistent with AID's own priorities of promoting crop production and rural institutions to enable small farmers to realize increased agricultural incomes. US fertilizer and pesticide inputs support the BDG's emphasis upon expanded crop acreage and irrigation, especially improved distribution and pricing of these inputs. Concurrently, the Government's population control program is designed to slow the growth rate so that per capita grain consumption can improve.

The budget request for FY 1975 of \$55.0 million is lower than the amount allocated in FY 1974. USCOR is programming PL 480, Title I on a net declining basis because of (a) the BDG's plans to narrow the food gap through accelerated agricultural production; and (b) the continuing support of other donors in both food and agricultural development assistance. This trend of reduced PL 480 assistance also takes into account the expanding population factor.

An allocation at that level will provide wheat and edible oil which are estimated at 330,000 tons and 50,000 tons respectively. Cotton is included in Table IX to meet shortages in the production of basic cloth requirements if availabilities and the pricing of the first two priorities, wheat and oil, permit.



COMMODITY AND OTHER COST BUDGET  
(\$ thousands)

Project Title Technical Support

Project Number 588-11-85-000

Commodity Budget (Type and amount)

FY 1974 Obligations: None.

FY 1975 Obligations: None.

Other Cost Budget (Type and amount)

FY 1974 Obligations: Travel, rents, utilities and other USCOR support costs - 8511.

FY 1975 Obligations: Travel, rents, utilities and other USCOR support costs - 8492.

Project Title: Technical Support

Project Number: 388-11-999-000

Direct-Hire Personnel on Board

	6/30/73	6/30/74	6/30/75
US	12	12	12
Local	37	45	45
Total	49	57	57