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REPORT OF UNIDO PROGRAMMING MISSION

TO

AFGHANISTAN 1/

24 April - 6 May 1977

prepared by

the secretariat of UNIDO

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1. INTRODUCTION AND SUMMARY

The Government of Afghanistan has declared that rapid growth in the industrial sector is 'the spearhead of all its economic policies.'[1] In the light of this basic declaration of purpose, a UNIDO programming mission visited Afghanistan from 24 April to 6 May 1977 with the following terms of reference.[2]

(i) Confirm with Government officials the Government's technical assistance priorities in the industrial sector;

(ii) Outline in as much detail as time permits a small number of major technical assistance projects and obtain in-principle confirmation of their suitability;

(iii) Follow up with the Government and UNDP concerning practical financial arrangements to implement the overall programme.

The basic purpose was a more operational follow-up of the preliminary mission of June 1976, at which time a 'tentative baseline programme' for the period through 1982 was outlined and discussed with the Government.[3]

The current mission included the period of UNIDO Executive Director Abd el Rahman Khane's visit to Afghanistan (25-28 April) and benefitted greatly in its work from the mutual understandings which resulted.

The programming mission included Mr. W.R. Millager of the Industrial Operations Division and Mr. K. Mikaelyan of the Policy Co-ordination Division, who is the Headquarters officer responsible for UNIDO's Afghanistan programme. Mr. E. Ljubimov of IOD joined the mission, with a special brief concerning the future of the Industrial Services Project, for which he is backstopping officer. Mr. P. Laming, SIDFA, provided much detailed documentation and briefed the mission intensively during a stopover in Teheran enroute to Kabul.

The mission received the fullest possible co-operation from all of the many Government officials contacted. It notes with satisfaction a number of favourable programme developments since the 1976 mission, and

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[1] Seven Year Plan (1355-1361), p.102
[2] Letter of Mr. Del Carril to Res.Rep. a.i. Mr. Holcombe, 19.1.77
[3] Report of UNIDO Prog. Mission to Afghanistan, 9-23 June 1976, UNIDO/IOD.47, pp.23-25.

believes that there is a sound technical basis as well as a mutual desire for further expansion and strengthening of the joint activities. Discussion with the Resident Representative and UNDP officials centered on ways and means to realize this target.

Section 2 of this report reviews the Government's objectives for the industrial sector; Sections 3 and 4 present the mission's findings and programme proposals.

2. THE GOVERNMENT'S INDUSTRIAL DEVELOPMENT OBJECTIVES

The Government's new Seven Year Plan for the years 1355-1361 (March 1976-March 1983) leaves no doubt of the special importance assigned to the industrial sector. The following brief extract of the plan (pages 102-104) summarizes the development objectives and methods envisioned:

> 'Realizing the dynamic role of the mines and industries sector in the overall development of the economy of the country, the Government of Afghanistan has adopted a policy aiming at rapid growth in this sector as the spearhead of all its economic policies. Keeping in view the present situation and the potential for growth of industries in future, the principal objectives of the Plan for this sector have been formulated as follows:
>
> (i) Establishment of basic and consumer goods industries with a view to achieving self-sufficiency.
>
> (ii) Increase in industrial and mineral output in order to strengthen the balance of payments through export promotion and import substitution.
>
> (iii) Increase in national income, better distribution of income and creation of permanent employment through establishment of industries and their distribution in a balanced manner.
>
> (iv) Development of mines and increase in mineral production with a view to laying the foundation for industrialization of the country and meeting domestic and export demands.
>
> (v) Increase in Government revenue through exploitation of mines and production of essential industrial goods.
>
> (vi) Raising the standard of living of the people by accelerating industrial growth and diversifying industrial activities.

'Consistent with the above long-term goals, the following physical targets have been set for the mines and industries sector:

Units		1354	1361	Ratio of 1361 to 1354 (%)
Major Mineral Products	Billion			
Natural gas	Cubic metres	3	3.44	115
Raw petroleum	1000 tons	10	205	20 times
Coal	1000 tons	145	520	359
Major Industrial Output				
Fertiliser	1000 tons	62.5	105	168
Cement	1000 tons	166	858	517
Ginned cotton	1000 tons	47.1	106.2	226
Cotton textiles	Million metres	64.5	159.4	247
Woollen textiles	1000 metres	350	1481	423
Sugar	1000 tons	13.6	63	463
Vegetable Oil	1000 tons	13.5	25.5	189
Electricity	Million KwH	716.3	1627.6	227

'In setting the above targets, the need for balance between the productive capacity and the demand for various purposes has been considered in respect of the industrial and mineral products. Also, the demand for consumer goods has been analysed in the light of increase in population and income as well as other factors such as the growth in Government revenue, employment potential and the impact on the balance of payments through import substitution and export promotion.

'It is expected that the realization of the above targets will create good employment opportunities, generate additional incomes and improve the balance of payments position through import substitution.

'Speedy completion of industrial projects, expansion capacities and full utilisation of existing capacities are considered essential for the fulfilment of the above objectives.'

3. FINDINGS OF THE MISSION

The mission was able to base its findings on: (i) intensive high level discussions during the visit of the Executive Director, (ii) a number of detailed working sessions with Government and UNDP officials and with UNIDO and other international technical co-operation personnel, and (iii) further detailed background concerning Afghanistan's technical co-operation interests from results of the previous mission and subsequent developments.[1]

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[1] The reader is invited to refer to the previous mission report for many background details which are not repeated in this document, for brevity's sake, but which are still relevant.

3.1. UNIDO-Afghanistan Memorandum of Understanding

At the conclusion of the Executive Director's visit a memorandum of understanding was prepared to summarize the intent and content of the discussions held. Drafting of the document directly involved more than ten officials of deputy minister, president and director-general level, as well as the UNIDO mission. The memorandum emphasizes the Government's concern to intensify industrial training as well as its strongly felt needs regarding Industrial Services, Industrial Planning, the proposed Afghan Industrial Consultancy Company, Development of Export Industries and Small-scale Industry. It also reflects the mutually agreed plan to post a SIDFA in Kabul. The text of the memorandum is included as Annex 1.

3.2. Rationalization of Technical Co-operation Projects

In order to conserve scarce resources, there is a strong interest in avoiding unproductive overlap or duplication among industrial sector technical co-operation activities. The mission accordingly took special pains to assist in clarifying the respective roles of current and proposed projects, where this was requested.

The mission believes that the number and scope of present and projected technical assistance activities - given the ambitious plan targets - are realistic. Further, it believes that the statutory roles and logical evolutionary development of these institutions and activities are essentially complementary, rather than competitive. It would be counter-productive to allow short-range financial constraints to rule out essential preparations for the gradual building up of a more fully developed institutional structure.

3.3. Industrial Services

In consultation with officials of the Ministry of Mines and Industry, the Project Co-ordinator, and UNDP, the draft of project objectives and resource requirements for the Second Country Programme period was modified to better meet Seven-Year Plan objectives and to improve co-ordination with other technical co-operation activities. This process yielded a new draft containing six Immediate Objectives:

(i) Evaluation of project studies

(ii) Assistance for Implementation of Industrial Projects

(iii) Performance Improvement of Existing Industries

(iv) Industrial Training

(a) for enterprises

(b) for ministry personnel

(v) Monitoring of project implementation

(vi) Industrial Information

The basic resource requirements foreseen for the project for the period of the Second Country Programme are estimated as follows:

Industrial Services Project - Suggested Resources for 1978-82

	$ x 1000/yr.
Experts/1	
- Economist (Co-ordinator)	
- Industrial Engineer	
- Financial & Accounting Adviser	200
- Training Advisor	
Short-term Experts	
- Information & Documentation	
- Management Control System for Public Enterprises	
- Standardization & Quality Con.	75
- Technology Acquisition	
- Others	
Associate Experts	
- Information	
- Others (Accountancy, Production, Personnel Admin., i.a.)	-
Special Consultancy Fund	
- Local recruitment of international experts for very short assignments (under Subcontract budget-line)	100
Miscellaneous	
- Reporting, equipment, fellowships, staff travel &c	40
	415

/1 Training Adviser would be eventually absorbed by expanded training project.

3.4. Industrial Training

The UNIDO training advisor, attached to the Industrial Services Project is currently discussing within the Ministry of Mines and Industries organisational and resource plans to fulfil the personnel planning and development needs of new and existing industries. It is expected that specific proposals for technical co-operation will shortly emerge. The memorandum of understanding (Annex 1) emphasizes the high priority of this subject, and a separate project may emerge in due course.

The Minister also expressed strong interest in Afghanistan's maximum participation in the UNIDO in-plant training programmes, especially those involving steel and other metals, petrochemicals and textiles.

3.5. Industrial Planning

Two posts within the UNOTC-executed project for Strengthening of Planning Capability (AFG/75/021) have been sub-contracted to UNIDO to place an industrial engineer and an industrial planner in the Planning Department of the Ministry of Mines and Industries. The job descriptions drafted will require some modification since they appear to contain some overlap with those of the Industrial Services Project. The mission did not have an opportunity to fully resolve this matter but it is clear that the respective functions are intended to be only complementary. For example, it was agreed that industrial policy questions would primarily be dealt with by the planning team, rather than the 'services' group. Similarly the planning team would handle sectoral and branch studies. The few remaining questions were in process of being sorted out when the mission departed.

3.6. Afghan Industrial Consultancy Company (AICO)

The UNIDO consultant (IS/AFG/76/004) with active collaboration of the management of the Industrial Development Bank was nearing completion of a feasibility report to be submitted to the Government. The mission considers that the content of the report, as reviewed in draft, provides substantial backing for the view that establishment of an industrial consultancy service is justified. The mission supports

the carefully phased implementation approach understood to be favoured. This approach would call for establishment of a separate corporation, outside the restrictions of the banking laws; the initial recruitment of an expatriate consulting engineer and five or six qualified Afghans; provision for quick, flexible recruitment of short-term foreign experts; provision of supporting services and additional professional inputs by the Industrial Development Bank (including its expatriate staff).

The first implementation step envisioned is to invite a broad range of consulting firms to submit expressions of interest in some form of association with AICO; it is desired to avoid complete exclusivity in any kind of agreement. It is recognised that the early existence of AICO will require a pledge of a share of the Government's feasibility study 'business', and some degree of effective subsidy compared with direct overseas purchase of studies. AICO would, at least in the beginning, undertake only modest size projects.

3.7. Mechanical Industries Development

In discussion with the President of Jangalak it was learnt that a strong interest exists in using that organization's technical and financial resources as a means of establishing new mechanical industries within Afghanistan. Details remain to be worked out but it is hoped that a staff member will visit Afghanistan shortly to outline a possible long-range programme, following the president's visit to Turkish agricultural equipment industries. It was emphasized that the widespread development of foundry/mechanical workshop skills is a basic prerequisite for the heavy-industry approach adopted in Afghanistan's Seven Year Plan.

3.8. Standardization and Quality Control

The mission understands that the Department of Norms and Standards of the Ministry of Mines and Industries is in need of support for its further development. The functions of the department are clearly important, particularly in connexion with development of industrial exports. The mission suggested that possible UNDP funding might be supplemented through the possible availability from UNIDO of inconvertible currencies

for purchase of needed laboratory and measuring equipment. This suggestion was warmly received and the mission will encourage appropriate follow-up.

3.9. Additional Priority Items

Many other priority subjects have been discussed. Most are tabulated in the following section of this report; and many are treated in further detail in the previous mission report. Additional detail can be provided selectively on request. It is expected that posting of a SIDFA in Kabul will lead to a more systematic, timely and comprehensive two-way flow of technical and status information regarding mutual interests of the Government and UNIDO.

4. PROGRAMME PROPOSALS

The mission has prepared a suggested programme for UNIDO-Afghanistan co-operation during 1978-1982, building upon the current activities, and reflecting the mission's understanding of Government priorities. The overall programme was reviewed with the Minister of Mines and Industry, the Deputy Minister, the President of Planning, and the Vice-President of Industries, and with the UNDP Resident Representative and his staff.

The proposals were presented as an attempt to offer an integrated programme of co-operation, one which would help the Government to meet its basic objectives of creating new industries, strengthening existing ones, and building up its manpower resources for national self-reliance. Within this framework the mission has identified two approved projects and four 'new' projects as top candidates for UNDP financing. It has also identified five other top priority projects as possible candidates for financing through some form of multi-bilateral financing, as well as a 'reserve list' of projects to be made ready as alternates for possible UNDP financing in case priorities shift, or more funds become available.

4.1. Outline of Suggested Programme

The projects proposed for these four categories are as follows:

(1) UNDP (Already Approved)

Industrial Services (continuation)

Industrial Planning (continuation)

(2) UNDP (New - in alphabetical order)

Afghan Industrial Consultancy Company (AICO)

Industrial Training

Mechanical Industries Development (incl. agricultural machinery)

Standardization and Quality Control

(3) Other Top Priority Projects (for possible outside finance)

Expanded Industrial Training Project

Export Industry Development (Ministry of Commerce)

Silk Industry (Rural Industry)

Strengthening Industrial Services Team

Sugar Industry Development

(4) UNDP 'Reserve' List

Fruit and Vegetable Processing

Development Programme for Petrochemical Industry

Development Programme for Integrated Iron and Steel Ind. (30,000-50,000 tons first stage)

Technology Application Centre

Industrial Processing of Slaughterhouse By-Products

Cashmere and Camel Hair Processing

Small-scale and Rural Industry Development

4.2. Financing the Suggested Programme

The mission understands that the Government and UNDP will allocate available funds among sectors and among projects in accordance with needs and priorities. The suggested programme reflects the heavy stress placed on industry in the Seven Year Plan (it is understood that one-third of the national development budget will go to industry). Without wishing to interfere with the decision-making process the mission has observed that the six suggested UNIDO projects plus a provision for participation by other agencies[1] could be accommodated through a

[1] It is noted that IBRD and ILO are currently active in the Industrial Development Bank and the Management Centre.

programme allocation of approximately 20 per cent of the UNDP IPF for the industrial sector. This would provide basic coverage of the needs understood to have top priority. The following table indicates the mission's financial estimates:

Afghanistan Second Country Programme
Illustrative Outline of Possible 'Basic' Industrial Programme

(Annual Figures - $'000)

Projects	1978	1979	1980-82(per yr.)
Industrial Services Project	400	400	400
Industrial Training	100	100	200
Industrial Planning /1	100	100	100
Afghan Industrial Consultancy Co. (AICO)	0	100	100
Mechanical Industries Development	0	50	100
Standardisation & Quality Control	0	50	100
UNIDO Sub-total	600	800	1000
Approximate UNDP Programme Total (for reference)	5500	increasing to	7500

4.3. Supplementary Financing

If the Government so desires, the mission encourages that UNIDO be invited to seek alternative financing for projects outside the scope of the UNDP IPF. This has already been done informally in connexion with three 'LDC' projects and the principle can be further extended. The mission suggests that the Government officially designate some or all of the projects under headings 3 and 4 of the suggested programme (Section 4.1.) for this purpose. It is further suggested that the Government officially express interest in UNIDO co-operation in connexion with some or all of the items listed in the table below (subject to detailed definition) and invite UNIDO to attempt to find appropriate sources of finance. The items marked with an asterisk are those which the mission understands have the highest priority rating.

/1 Sub-contracted to UNIDO by UNOTC

Additional Co-operation to be Considered for Financing from Alternative Sources

Item	Possible Source, i.a./1
*Petrochemicals (detailed list available)	SIS
Pharmaceutical	TCDC
Pesticide formulation	SIS
Wood processing, furniture	BILATERAL
*Technology Centre	TCDC
*Iron and Steel	SIS
Brickmaking	LDC
Rural industry development	BILATERAL
Integrated charcoal and by-products	TCDC
Cotton storage	IDF
Glass manufacturing	BILATERAL
Fruit juices, canned fruits & vegetables, dehydrated vegetables	LDC
Assistance to the fur clothing industry	MULTI-BILATERAL
Wool yarn production and dyeing	MULTI-BILATERAL
Cold storage warehouse chain	IBRD
*Leather processing and skins improvement	MULTI-BILATERAL
*Slaughterhouse by-products	SIS
Medicinal herbs	TCDC
Essential oils	TCDC
Caustic soda	SIS
Electrical workshop	TCDC
*Agricultural machinery	TCDC
Small-scale industry	IBRD/TCDC
*Mechanical workshop, forgeshop and foundry	LDC
*Food Testing and Control Laboratory	LDC
Asbestos cement flat and corrugated sheets	IDF
Wood-chip-cement building elements	IDF
Cashmere and camel hair processing	LDC
Fluorite processing	UN MINERAL DEV'T
Natural gas processing	BILATERAL
Industrial maintenance and repair	MULTI-BILATERAL
*Solar technology	TCDC
Pulp & paper from rice straw, etc.	IDF/TCDC
(Possible small-scale as well as medium-scale enterprises)	

/1 Key to source designations: SIS=Special Industrial Services; TCDC=Tech. Co-operation Among Developing Countries; LDC=Least Dev't Countries IBRD=International Bank for Reconstruction & Dev't (World Bank); IDF= UN Industrial Development Fund.

(ANNEX 1)

MEMORANDUM OF UNDERSTANDING

Between

the Government of the Republic of Afghanistan and

the United Nations Industrial Development Organization

On the occasion of his visit to Afghanistan, 25-28 April 1977, the Executive Director of UNIDO, the Ministers of Planning, Mines and Industries and Commerce and other senior officials of the Government conducted a number of working meetings to discuss mutual interests related to industrial development. The officials described some of their high priority programmes aimed at achievement of the targets put forward in the Seven Year Plan and identified some of the areas where UNIDO co-operation would be welcome. Such co-operation would take place in recognition of Afghanistan's special status as a land-locked and least developed country and in the spirit of the Lima Declaration.

It was underlined that UNIDO's capacity for technical co-operation is limited and that it should be viewed as complementary since the national resources must ultimately provide the principal support for development.

It was also recognized that during the first cycle of Country Programming the volume of UNIDO co-operation was somewhat limited and that it should be of mutual interest to expand it. Looking forward to that end a number of specific opportunities for co-operation have been summarized below:

Industrial Training

There was broad agreement that industrial training has a top priority rating. Both long range skill development and immediate programmes to staff factories under construction are required. The work of the current UNIDO expert in this field is receiving full support and his proposals for specific programmes are urgently awaited, especially for textile, cement and coal. The Government considers that some form of specialized training institution may need to be created in due course to supplement on-the-job and interim training programmes.

Industrial Services (DP/AFG/72/003)

In addition to the major activities connected with prefeasibility and feasibility studies (preparation, evaluation, etc.) the project is desired to continue to develop its industrial information and industrial training activities. When need arises for special technical skill in connexion with its work it may be possible for UNIDO to send a staff member for a short mission, in selected cases. An effort will be made to consider the need to monitor implementation of new industries, as well as to diagnose management problems of existing industries within the framework of the project. Provision will be sought for flexible local decision-makking to procure specialized short-term expert services from overseas.

Industrial Planning

Candidates have been submitted for the industrial economist and industrial engineering posts established within the Planning Sector of the Ministry of Mines and Industries. Development of a work plan aimed at fulfilling the redefined mission of the section will have top priority.

Industrial Management

One aspect of UNIDO's role in industrial management may develop through a programme of identifying and diagnosing problems in existing industries and recommending solutions. Where appropriate, the ILO-assisted management centre may then become involved in working out detailed correcting and training measures.

Afghan Industrial Consultancy Company

A study is currently nearing completion which will indicate the possible feasibility of establishing an industrial consultancy organization which would operate eventually on a commercial basis and initially emphasize prefeasibility and feasibility studies. In this context the Industrial Development Bank of Afghanistan foresees that co-operation from UNIDO would be useful in developing the institution and training its key personnel until they are ready to take over. There is also a potential opportunity for UNIDO to provide short term assistance for one or a few projects being considered by the bank, even during the current year.

Development of Export-Oriented Industries

There is a strong interest in fruit and vegetable processing and canning, for example that of pomegranate juice as well as extraction of dyeing materials from pomegranate skins to increase the added value of exports. Also further stages of processing of hides and skins for export is urgently required with the objective to produce finished leather. Detailed feasibility studies are necessary for the above. Assistance is also required to develop quality and styling of the fur garment industry. Similarly assistance is needed to undertake better processing of animal casings for exports. It is also desired to launch a line of carpets based on machine spun yarn and producing traditional and modern design to increase employment in rural areas. There is a need for assistance in organising and managing a chain of cold storage warehouses throughout the country. The wool washing and scouring plant at Kandahar continues to require consultancy in technical and management matters. There is also currently a large supply of slaughter-house by-products which could be transformed in valuable exportable goods. An initial study is still to be performed, beginning with Kabul. There is also a good opportunity to establish a small scale raw silk and silk fabrics production using the Shapps process as well as processing of medicinal herbs for pharmaceutical and related industries, of essential oils, edible oils and oils for industrial use (f.e. raisin processing).

Small Scale Industry

There is a recognised need for technical, financial and organisational support to small-scale industry. Such support could involve a Service Centre supplying assistance to existing and proposed units through economists and engineer technicians.

SIDFA

The Executive Director indicated that, with the agreement of the Government of Afghanistan a Senior Industrial Development Field Adviser will be based in Kabul and would serve no more than one additional country.

Conclusion

The mutual interests in Afghanistan-UNIDO co-operation, summarized above are representative but not comprehensive (a list of projects is attached in annex). Items may be added, modified and deleted, during subsequent programming deliberations.

It was noted that the Government of Afghanistan considers overall proportional allocations to the most disadvantaged countries to be inadequate in comparison to needs. It is contemplated that some of the main co-operative activities will be financed by UNDP. At the Government's request UNIDO will seek to make available other sources of finance, such as Special Industrial Services, United Nations Industrial Development Fund, Technical Co-operation Among Developing Countries, Redeployment Programme, Least Developed Countries Programme, bilateral and multilateral sources.

This memorandum of understanding indicates the spirit which is intended to guide future UNIDO-Afghanistan co-operation. Implementation will be organized in accordance with normal practices, recognizing the need for urgent attention to Afghanistan's development needs.

Signed:

(signed H.E. A.T. Assifi)	(signed A. Khane)
H.E. A.T. Assifi Minister of Mines and Industries (For the Government of Afghanistan)	A. Khane Executive Director (For UNIDO)

Kabul, 27 April 1977

1. Equipping of Karkar and Dara Souf coal mines.

2. Edible oil processing plants.

3. Cotton storages.

4. Glass factory (detailed feasibility study)

5. Caustic soda (detailed feasibility study)

6. Porcelain factory (detailed feasibility study)

7. Natural gas liquefaction plant (detailed feasibility study).

8. Detailed feasibility study and detailed design for a steel mill.

9. Industrial estate.

10. Machine and machine tools production plant.

11. Electrical and mechanical workshops.

(Annex 2)

List of Officials Contacted

Ministry of Planning

H.E. Mr. A.A. Khoram, Minister of Planning
Mr. Yunus Raffiq, President, Investment Department
Mr. Mansukhani, Team Leader (Indian bi-lateral programme)
Mr. Pollak, Industrial Engineer (UNOTC)

Ministry of Finance

Mr. A. Khaliqyar, Deputy Minister of Finance

Ministry of Commerce

H.E. Mr. M.K. Jalallar, Minister
Mr. Tarzi, Deputy Minister of Commerce
Mr. V. Segesvary, ITC Project Manager

Ministry of Mines and Industry

H.E. Mr. A.T. Assifi, Minister of Mines and Industry
Mr. S. Salah, Deputy Minister
Mr. M. Hafizullah, President of Planning
Mr. Abawi, Vice-President, Industries
Mr. T.M. Tarin, Director-General, Industrial Services
Dr. F. Fahmy, Project Co-ordinator (UNIDO)
Mr. G. Casas, Industrial Training Adviser (UNIDO)
Mr. E.H. Mallik, Industrial Engineer (UNIDO)
Mr. Werner, Textile Industry Adviser (German bilateral programme)

Industrial Development Bank of Afghanistan

Dr. Noor Ali, President
Mr. C. Bianchi, General Manager (IBRD)
Mr. F. Tasci, Technical Manager (IBRD)
Mr. S. Gupta, Financial Manager (IBRD)
Mr. Paratori-Bevalacqua, Industrial Consultancy Adviser (UNIDO)

Jangalak Industries

Mr. A. Saifi, President
Mr. A. Landvik, Chief Technical Adviser (ILO Management Project)

World Bank

Dr. T. Yoon, Resident Representative

United Nations Development Programme

Mr. R.A. Borthwick, Resident Representative
Mr. A.N. Holcombe, Deputy Resident Representative
Mr. F.H. Loebus, Assistant Resident Representative
Mr. A. Bjorgung, Assistant Resident Representative
Mr. J. Swiotering, Programme Officer
Mr. S. Nounder, Asia Bureau, UNDP, New York

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