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SUBJECT - See below

REFERENCE - M.O. 1025.1 and M.O. 1301.1.1

NON-CAPITAL PROJECT PAPER (PROP)

Country: AFGHANISTAN
Submission Date: August, 1969
Project Title: Technical Education
Sub-Project: AIT TECHNICAL ASSISTANCE .1
U.S. Obligation Span: FY 1956 through FY 1972
Physical Implementation Span: FY 1956 through FY 1972

Project No.: 306-11-660-093.1
Original PROP

Gross life-of-project financial requirements: (See Note top page 1a)

U.S. dollars	$3,259,000
U.S.-owned local currency	84,619
Cooperating country cash contribution (in $ equiv., current exch. rate)	1,407,715
Other donor(s)	249,300
TOTALS	$5,000,634

The Technical Education Project consists of two sub-projects: technical assistance to the Afghan Institute of Technology (AIT), a secondary school; and technical assistance to the Faculty of Engineering in Kabul University. Each has its own history, its internal structure and goals. They are under different host country organizational auspices and have different termination dates. The AID assistance to the development of these two schools is provided through contracts with two distinctly separate U.S. contractors. Therefore, in accordance with M.O. 1301.1.1,

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AID AND OTHER CLEARANCES
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each is considered for documentation purposes as a separate unit of management despite the fact that they are contained in one overall project for program presentation.

A separate PROP for each of these two activities is being submitted. Separate PIPs and PARs have been prepared, also.

NOTE: The Mission has contributed to the development of the Afghan Institute of Technology under Projects 070, 057, 028, and 007, as well as the present 093. The financial requirements given above and in Table 1 are the estimated contribution under all these projects. Not included is the capital assistance for construction of AIT's new plant completed in June, 1968.

"A diligent effort reveals that no non-AID resources are available to finance the effort. (SEE Policy Determination 37, filed as M.O. 1000.2)."
(Quoted from M.O. 1025.1, page 5, para. VII, A, 7.).

This PROP has been discussed with the concerned host government officials.

AIT TECHNICAL ASSISTANCE

I. SUMMARY DESCRIPTION

A. Necessity and Justification

Part II of this PROP provides the history and evaluation of this project starting from 1951. Although there were no data available in the early days to provide statistical justification for planning a technical assistance training program, it was realized by the founding fathers of AIT that there was a complete lack of middle level technicians who were more advanced than the graduates of the German-assisted Mechanical School and yet not at the engineering level. The Mechanical School trains boys at the middle school level grades 7, 8, and 9. There was no terminal school at the 10, 11 and 12 grade levels. It was evident that a middle level technician training would be needed to fill the void between the mechanical school graduate (Grade 9) and the planned Faculty of Engineering. The Faculty of Engineering at Kabul University did not exist at that time and would not be established until 1955. AIT was, and still is, the only school of its kind in Afghanistan.

At present this justification is even more valid. Practically every study dealing with the socio-economic development of the country points out the increasing need for numbers of middle level technicians and for adult vocational training. The next step, becoming increasingly evident, is the need for upgrading the worker and the quasi-technician now out of school and employed.

As time progressed from 1954-62, it became clear that in order to have the project function efficiently, USAID assistance must be provided to the Vocational Technical Department of the Ministry of Education. This is the coordinating department in the Ministry responsible for the administration and supervision of all mechanical education in the country, including the Afghan Institute of Technology. In order to assist in achieving a better operating department, USAID has been providing since 1963, the part-time services of a U/H technician functioning as a counterpart to the President of the Vocational-Technical Department in the Ministry of Education.

B. Significance of Intended Results

AIT is the only school in Afghanistan which produces technicians for the labor force employment market at this level of training. Also unlike the lycees (high schools) in Kabul, AIT has always been a dormitory school, since it was intended from the beginning to provide training for boys from the provinces as well as for residents of Kabul, contributing thus to the spread of educational opportunity. Also, though it is not AIT's primary purpose, the school provides some well-prepared entrants to the Faculty

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of Engineering each year. The U/H technician in the Ministry of Education assist the Vocational Technical Department in developing plans for an integrated technical education system and assists that department in the administration of technical schools including AIT.

C. Project Goals and Targets

The project has two goals which are related:

1. Development of the Vocational-Technical Education Department of the MoE.

2. Development of the Afghan Institute of Technology.

The targets under Goal 1 are a department structure and staff adequate to the tasks and having the capacity to plan, develop, and administer an integrated technical education program for the entire country which is responsive to the industrial manpower needs of Afghanistan's changing economy.

The targets under Goal 2 are: adequate student enrollment; adequate trained staff; appropriate curricula, course outlines and teaching materials in six broad areas of study; supporting program activities and adequate school plant, including dormitories, labs and shops with their basic equipment.

Minimum Levels of Output to be Met

In the Ministry of Education

1. Development of realistic plans insofar as possible for the gradual implementation of a technical education program for the entire country.

2. Development of administrative and support activities, including realistic budgeting for all vocational schools, technical school teacher certification; employer advisory committees as part of Ministry-Industry relations; and coordination of efforts of foreign donors in the technical education field.

3. Initiation of on-the-job training courses for employed workers using AIT facilities in winter vacation periods.

4. A functioning production center in the Vocational Technical Education Department of the MoE for specialized vocational-technical teaching materials.

AIT

1. Enrollment of 750 by 1970.

2. 115 graduates annually xxxxxxxxx by FY 1970.

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3. A trained staff of 60.

4. Budgetary support by the RGA sufficient to operate the school program.

5. An adequate plan, budget, and staff for Maintenance and repair of the school plant and equipment.

D. General Approach and Plan of Action

A direct-hire technician is contract representative and also has primary responsibility for assisting and guiding the Vocational-Technical Education Department of the AIT; for liaison with school industry committees established; and for planning of training courses offered to non-AIT workers but using AIT facilities. The same technician is contract representative for the activity at the Faculty of Engineering.

At present, five U.S. contract team advisors and a chief of party are assisting with the development of the six major technical curricula of AIT.

USAID will provide an advisory team, direct hire advisor, participant training, and commodities. For two years (FY's 71-72) there will be one team adviser and one direct hire adviser.
The GoA will operate and maintain AIT, coordinate the nationwide technical education program and school-industry committees, and develop and implement support activities.

Operation and maintenance of AIT including provision of staff and for salaries was approximately Afs. 8,115,377 in 1969 compared with approximately Afs. 1,000,000 in 1962. The RGA's share in constructing the new AIT was Afs. 77,000,000. The U.S. share was 2,399,000.

The World Food Program contributes to the daily food requirements of about 400 boarding students. The daily ration is 400 grams of wheat, 40 grams of vegetable oil, 40 grams of non-fat dry milk, 8 grams eggs, 10g cheese and 2 grams of meat and 2 grams of tea. AID has provided some hand tools for the pre-vocational training program at Ebni Seena Middle School, a feeder school to AIT.

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E. Tabular Breakdown of Inputs (See Attachment A.)

II. SETTING OF ENVIRONMENT

U. S. technical assistance to education in Afghanistan has, from its inception in 1951, had as one of its foci the development of institutions preparing middle-level skilled workers. In 1951, a group of Afghans and private American donors opened the Afghan Institute of Technology in Kabul utilizing an old structure once used as a factory. The initial impetus was provided by one of the Americans who had come to Kabul to teach in the Habibia Lycee under a personal contract with the Royal

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Government of Afghanistan and by some of the Afghans and Americans associated with the infant Ariana Airlines. The present AIT sub-activity is addressed to Goal 2 in the Education Sector: "To complete, as part of a broad spectrum approach to technical training, the development of a major technical training school at the secondary school level which can provide middle-level skilled workers for economic development and also serve as a model for future schools." (See FY 1970 BS, pp. 138 ff.)

In accordance with planning in the Second and Third Five-Year Plans of the RGA, the number of graduates has increased each year from eighteen in 1955 (the first class) to one-hundred eleven in December 1968. One-hundred and fifty will be graduating in 1972.

Afghan Institute of Technology

	1966	1967	1968	1969	1970	1971	1972
Student enrollment[a]	300	385	410	500	575	650	725
Graduates each year	105	111	111	115	115	125	150
U.S. Advisory Team	8	8	8	6	5		

Following is a brief chronology of American involvement at AIT:

1946 - '51: Establishment of school by a private group of Afghans and Americans.

1951 - '55: Direct AID assistance, mainly commodities.

1955 - '61: Technical assistance through Wyoming contract team (IDAC-1077, now 275).

1962 - '67: Technical assistance by two direct-hire technicians.

1967: Elliott-Martin Survey Team from AID/W, resulting in AID/W decision to assist in construction of new plant.

1968: Project agreements to 1) design and construct new AIT plant; 2) provide contract team for technical assistance.

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a/ AIT 1969 increase reflects expanded dormitory facilities. This increase came one year later than planned since construction of the new AIT was one to two years behind schedule.

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1965 - '70: Technical assistance by SIU Contract Team (Contract No. 131, now 244).

1965 - '66: A & E Team designed new buildings (DMJM Contract - 132)

1967 - '68: Construction of new plant (AHC Contract) with supervision by A & E Team (DMJM Contract - 132).

1968: New AIT plant completed in June.

Pertinent Documents

The present AIT Project (306-12-660-093) is a successor to two previous projects: Afghan Institute of Technology (306-11-610-007); and Vocational Education (30 -11-000-070), the latter of which included other vocational training activities in certain lycees. Among the recent project documents the following are most significant: The FY 1964 Project Agreement and PIO/T for Technical Education (AIT Technical Assistance) - Project No. 306-12-660-093, Agreement TE #1, dated March 31, 1964 - outlining the project plans and contract requirements which resulted in the AID contract with SIU; the FY 1964 Project Agreement for Technical Education (AIT Construction) - Project No. 306-12-660-093, Agreement TE #1, dated April 27, 1964 - giving the rationale and plans for construction of the new school plant and providing $1,700,000 (later increased $2,339,000) of U.S. Funds and Afs. 70,000,000 (later increased to 77,000,000) - $1,231,00 equivalent - in GOA funds for this purpose; and PIO/T No. 306-093-3-40155, which sub-obligated the funds for the lump-sum contract with AHC for construction of the new plant. An interim evaluation is contained in TOAID A-1192, dated February 25, 1963, subject: Development Grant Program Evaluation on Project 306-N-69-AC Technical Education, and 306-AA-61-AA-1 Trade and Industrial Education. Project Appraisal Report (PAR), March 17, 1969 is the most recent review document.

It was during the 1962-64 period that the basic plans for AIT's present direction of development were worked out. The Work Plan (No. 093, AIT, 65-1) developed by [illegible] Education Advisor is still a precise and complete statement of the plans for the three aspects of the project: AIT Construction, AIT Technical Assistance, and Ministry of Education.

All of the above documents show the steady growth of the school; the choice and refinement of the curricula; the gathering and training of staff; acquisition, placement and use of equipment; renovation of the original plant; and finally the design and construction of new facilities.

AIT was a response to a genuine need in this country. Over the years since its opening in 1951 the school has offered at various times training in meteorology, wireless operation, typing, and the audio-visual field. All of these have since disappeared from the program, but they were responses to the needs of the time.

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The school now offers six major curricula: automotive, aviation, building construction, civil, electrical and mechanical technologies. The graduates are trained foremen and supervisors, technicians between the levels of graduate engineers and skilled workmen. A 13th grade and a 14th grade have been planned, but, whereas the 13th year is now a reality, the 14th is still in the planning stage.

Some of the AIT program aspects which are important, e.g., evening and on-the-job training to upgrade workers in various industries, vacation work experience for AIT students, and school-industry committees, have been difficult to start. The Afghan culture does not yet embrace the concept of continuous upgrading of workers, and it may be that the first acceptance will be found among former AIT students themselves.

The development of AIT has, in a large measure, been free of difficult legislative, socio or economic obstacles. The host country leaders recognized the need for the program as a pre-requisite to industrial development and have assisted in every way open to them in its development. The one problem in having the school truly accepted as a normal technician education lies in the deep ingrained cultural pattern in Afghanistan where once one goes to school, there is no plan to stop short of a full college education. This is a condition that will persist until such time as industry and the trades develop to a point where terminal school graduates will be paid larger salaries and paid in accordance with what they can do, not necessarily based on the number of years of schooling.

There has been substantial progress in developing AIT. Following are some of the highlights: The large new plant, consisting of several buildings on land formerly part of the Kabul University campus, has been completed, and installation of lab and shop equipment is nearing completion. Thirty of the present staff of the school have been trained in the U.S. The basic equipment for shops and labs has been acquired and is in use in the school program. A school library is functioning. The six curricula are established. A number of activities to strengthen the program have been begun, e.g., Career Days, Annual Open House, practical training periods during winter vacation.

There has been substantial progress in developing the Vocational-Technical Education Department of the MoE as well. The former president of this department, until he was tapped in January, 1967 by UNESCO for its regional office in Bangkok, was one of the most vigorous and well-trained educators in Afghanistan. He is presently first deputy Minister of Education. His successor shows promise. Four second-level positions have been created in this department. A guidance program has been initiated. An optional testing program has been launched countrywide. Establishment with UNESCO help, a center in the MoE for production of vocational education teaching materials is functioning well. Committees of school and industry representatives have been set up.

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The remainder of this PROP deals ~~only~~ mainly with work remaining to be done by FY 70. Past achievements will be mentioned only as necessary for an understanding of the future work plans.

III. STRATEGY

A. Approaches or Techniques

Although in the first years of AIT's existence Americans were the teachers and an American was school director for a time, the Afghan staff now carries the full responsibility for administration and is in charge of teaching activities. The Americans advise, guide, stimulate, and only as necessary for demonstration purposes do they do direct teaching. Ninety (90) percent of teaching is now being done by the Afghan staff. (See Chart on Page 12).

The relationship with the MOE also is advisory. The American technician assists in identifying and outlining needs; initiates discussion of rationale and possible lines of action; helps the responsible people in making the plan; supports the work in process; and, if the work is to be permanent or recurring, he may stimulate a critical analysis aimed at improving performance the next time.

B. Cooperating Country Leadership

AIT has an excellent director who was a teacher in the school and a former U.S. participant. The men in the MOE's Vocation Department leadership positions, also U.S. trained, are vigorous, qualified by local standards, enterprising, and committed to strengthening the country's technical education program. Though officials in other sections of the Ministry take interest in vocational education, real understanding of the roles of the various ministry offices in supporting these programs is slow to develop. This, however, is a pervasive condition in the RGA, and it should not be taken as an unusual problem with respect either to the MOE as a whole, or its support of vocational education specifically.

C. Cross Relationships

Approximately 30% of the AIT graduating class each year enter the Faculty of Engineering at Kabul University. Nine graduates are presently working in the School Design and Construction Department of the Ministry of Education. Many are with the Ministry of Public Works. Ariana Airlines and the Civil Air Authority employ all graduates from the aviation option. Graduates are employed by all RGA ministries except Justice. There has been a trend during the last few years for more graduates to be employed by the growing private sector. Twenty to thirty graduates are employed by the Helmand Arghandab Valley Authority. AIT has provided on-the-job training to a group of Afghan custom workers. UNESCO has assisted through technical

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assistance in the operation of the reproduction center in the V-T department in the Ministry. Currently meetings are being conducted between the Vocational-Technical Department of the Ministry of Education and the Faculty of Education, Kabul University, to determine a method whereby AIT teachers with but 14 years of training can secure through an extension program needed courses in teacher training. This will be especially important after project termination, as there exists at present no opportunity in-country for AIT graduates to qualify as teachers. It is important that former AIT students be able to return to teach in the school after some work experience, as they understand the point of view and procedures which make the school what it is.

IV. PLANNED TARGETS, RESULTS, AND OUTPUTS

AIT

1. By the end of FY 1970, AIT will have approximately 700 students and will be graduating 115 students annually from its six curriculum options: automotive, building construction, aviation mechanics, electrical, civil and mechanical technology. Books, other teaching materials, shops and labs will be adequate and appropriate for both the vocational and the general education components of the school program.

2. The vacation job program for all 12th grade students will be firmly established as a work experience adjunct to the school study program by 1970.

3. The school will have a trained faculty numbering 60, including the director by 1970.

4. A much needed glossary of standard technical terms used in the six vocational specializations will be developed and printed for general use by all people associated with these fields by 1971.

The new school plant was completed in June, 1968. During FY 1969, the following will be accomplished: the moving and installation of all school equipment; fabrication of furniture; development of basic procedures and regulations for students and faculty; and completion of plans for plant administration and maintenance.

Plant maintenance for the new facility has been somewhat of a problem inasmuch as there are eleven buildings together with associated electrical and mechanical equipment. At this writing, a maintenance program is quite well organized and a staff headed by a graduate engineer is on the job. The learning process will, of course, take some time.

FY 1970 will provide one full academic year to shake down operations into new facilities, and to get the increased maintenance funding into the RGA operating budget.

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The planned termination for this activity was June 30, 1970. Since the construction of the new AIT, however, was two years behind schedule and because it is felt that some guidance and assistance is essential during the early years of full Afghan responsibility, it is being proposed that one advisor be provided for a two-year period beyond June 1970. He will serve as a counterpart to the Afghan director of AIT to give general overall advice and support to the total program of the institution.

Ministry of Education

By the end of 1970 the basic administrative structure of the V-T Department will be complete, and four to six trained men will occupy key posts. The production center of the department is operating very efficiently.

It will probably not be feasible or possible to fully implement the plans developed for technical education countrywide by the time of this project's termination. This is understandable since economic conditions and educational requirements are and will be changing rapidly in the country.

At least three employer advisory committees will be established and functioning. One evening of on-the-job training program for non-AIT students will be offered each year. The winter vacation work experience program for the AIT students will be well established and necessary funding will be in the school's budget.

The teacher certification requirements and procedures will be developed, but enactment of these may have to await similar development in other teaching fields. It is hoped that before project termination some working relationship will be established with Kabul University to provide teacher training for AIT faculty members, as at present there exists no in-country arrangement to qualify these teachers. (See PRUP for Faculty of Education.) Also see III-C, Para. 1 of this PRUP.

The guidance and aptitude testing activities of the V-T Department will be operating throughout the country. The placement service for AIT graduates will be functioning, albeit on a small scale.

V. COURSE OF ACTION

A. U. S. Inputs

1. Personnel

The direct-hire technician will continue to work closely with the V-T Department in the Ministry and will continue to cooperate with and monitor work of the SIU contract team at AIT. Up to five American contract team advisors will continue through FY 1970. One advisor will be provided through FY 72.

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The advisor who has been developing the teaching of science will continue only until August, 1969. The team advises the AIT School Director and trains the staff; assists the RGA and direct-hire technician in planning participant training; takes the lead in developing the curricula and course outlines, and participates in development of the various school program activities and community services. Special attention will be given to developing maintenance consciousness on the part of all personnel in the new plant, and plans are to utilize both students and faculty in as much of the maintenance activity as is appropriate from an educational point of view.

2. Participant Study

The participant study plan is proceeding on schedule. Final funding is in FY 72 and the last of the 66 men programed for training will be back on the job in FY 1973, in either AIT or the MOE.

The activity extension previously mentioned will contain a small participant training element in addition to the participant study plan above.

3. Commodities

The major part of the required teaching materials and equipment for AIT has already been purchased and is in use. The commodities acquired in FY 1969 and FY 1970 will be miscellaneous small items and a few, such as the exhaust system for the new auto shop, which were not needed until the move to the new plant. Between FY 1970 and FY 72 there will be a modest commodity element.

4. Research

This project has no research element. A modest follow-up study, however, of recent AIT graduates has possible bearing on future decision-making by the MOE.

Host Country Inputs

1. Personnel

In this area the AIT project record is unusually good and all evidence indicates that it will continue to be so. The trained faculty members and members of the MOE department continue on the jobs for which they were trained.

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Afghan Institute of Technology

	1966	1967	1968	1969	1970	1971	1972
Trained Afghan Teaching Staff	35	40	48	54	58	60	66*
Percent of Contact Hours Taught by Afghans		85	90	95	100		

*Exceeds planned staff of 60 to allow for attrition and assignment of a nucleus of trained personnel of the Vocational Education Department of the Ministry of Education.

2. Commodities

The commodities input by the MOE has been small but constant. The input is to increase and cover adequate maintenance items for a much larger plant than the old one.

Included in the RGA/AIT Budget for AFY 47 (FY 69) of Afs. 8,115,077 is Afs. 10,000/month per shop for local commodity purchases.

3. Other

The World Food Program contributes to the daily food requirements of about 400 boarding students. The daily ration is 400 grams of wheat, 40 grams of vegetable oil, 40 grams of non-fat dry milk, 15 grams of meat, 8 grams eggs, 10 grams cheese and 2 grams of tea. CARE has provided some hand tools for the pre-vocational training program at Ebni Seena Middle School, a feeder school to AIT.

C. Appropriateness of Scale of Project Operation

AID help to AIT began in a small way in 1951. In the ensuing years it was at one time included in a vocational project of which it was not the major part. AIT struck a chord of responsiveness and support which the other vocational activities did not. The school's progress has been steady; and the construction of a new plant was undertaken only after it became clear that AIT would probably continue to be the leading, if not the only, school of its kind and level in Afghanistan. The Ministry has shown that it sees value in the strengthening of its V-T Department.

D. Probability of Achieving Desired Results

Since AIT and the V-T Department have been progressing at a constant and satisfactory rate for some time now, it seems realistic that the targets of this activity will be reached on schedule. It will be desirable, however, for the direct-hire technical educational advisor to keep in touch with both the school and the MOE Department after project termination, as the maintenance

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of the new plant just completed will be a fairly novel experience for the RGA, and since the V-T Department must be encouraged to continue to play an active role in the several programs which support AIT.

E. Comment on Project Progress to Date

Much of the progress has been included above in order to clarify the state of the work remaining to be accomplished. A considerable part of the work schedule for the last year and a half has consisted in encouraging the Afghan personnel to operate progressively unassisted but observed, to ensure their ability to go it alone after project termination. An evaluation of project progress was made in December 1968. (See PAR dated March 17, 1969.)

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NON-CAPITAL PROJECT FUNDING (obligations in $000)

PROP date: July 1969
Original

Table 1

Country: AFGHANISTAN Proj. Title Technical Education
AIT TECHNICAL ASSISTANCE

Proj. No. 306-11-660-093

Fiscal Years	AP L/G	TOTAL	Contract (non-add)	Pers. Serv. AID	Pers. Serv. CONT	Participants Dir	Participants CONT	Commodities Dir	Commodities CONT	Other Costs Dir	Other Costs CONT
Prior thru Act FY 69	TC G	3,001	1,862	247	1,497	466	137	370	102	47	76
Oper. FY 70	TC G	172	100	27	97	35	-	10	3	-	-
Budg. FY 71	TC G	69	69	-	57	-	-	-	2	-	-
B + 1 FY 72	TC G	17	17	-	17	-	-	-	-	-	-
All Subs.	TC G	-	-	-	-	-	-	-	-	-	
Total Life	TC	3,259	2,048	274	1,670	501	137	380	107	47	76

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MODUL TOTAL: 370

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Table 1

Exchange rate: $1 = 75 Afs.[1)]

Project No. 306-11-660-093
Sub-Project: AIT Technical Assistance

Fiscal Years	AID-controlled Local Currency U. S.[2)] Owned	AID-controlled Local Currency Country Owned	Other Cash Contribu. Coop. Country[3)]	Other[4)] Donor Funds ($ equiv)	Food for Freedom Commodities Metric Tons (000)	Food for Freedom Commodities CCC Value & Freight ($000)	Food for Freedom Commodities World Mkt Price ($000)
Prior thru Act FY 69	$84,619	$28,240	$804,080	$151,200	N O N E		
Oper. FY 70	-	-	170,063	32,500			
Budg. FY 71	-	-	195,999	32,600			
B + 1 FY 72	-	-	209,333	33,000			
B + 2 FY 73	-	-	-	-			
All Subs.	-	-	-	-			
Total Life	$84,619	28,240	$1,379,475	$249,300			

1) As of prep. date for all but U. S. -owned.
2) The U. S. -owned afghani were generated in 1954 at a rate of Afs. 21 to $1. They were part of an allotment of Afs. 24,611,709 issued to the Mission in 1960 to be used for development projects.
3) Based on expenditure estimates obtained from RGA officials in MOE or Kabul University and also funds provided USAID by RGA in support of its project operations.
4) Peace Corps Volunteers teaching English.
World Food Program - present tonnages: wheat 44; oil 4.4; dry non-fat milk 4.4; meat 4.4; eggs .8; cheese 1.1; tea .22 per year. Expected increase in 1971 due to more boarding students.

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