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REPORT TO
INTERNATIONAL COOPERATION ADMINISTRATION

on

AFGHANISTAN FIVE-YEAR PLAN

A Supplement to the
Report on
DEVELOPMENT OF HELMAND VALLEY
AFGHANISTAN

Dated November 1956

March 15, 1957

TEC-2

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March 15, 1957

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TSC-2

SUBJECT: AFGHANISTAN FIVE-YEAR PLAN

Gentlemen:

Our report on Development of Helmand Valley - Afghanistan, dated November 1956, contains a brief summary of Afghanistan's Five-Year Plan. In the paragraph beginning near the bottom of page 150, the following sentence occurs: "While a summary text of the plan and its objectives was not available, certain summary tables presenting it in broad outline were made available to the Survey Team by the Government."

Four excellent tables containing financial data on an annual basis for the five years included in the plan were furnished by the Government in August 1956. They were not incorporated in the Helmand Valley Report because they went considerably beyond the scope of the survey. It is believed, however, that the information contained in them may be of value to the ICA and perhaps other U. S. Government agencies. For that reason, they are presented herewith in what may be considered a supplement to our original report on the Helmand Valley development.

Three of the tables with minor corrections have been reproduced in exactly the same form as received from the Government of Afghanistan. The fourth table has been simplified and broken up into three separate tables for more convenient use. In addition, two additional tables are included which are based on detailed information assembled during conferences at Kabul with representatives of the Government. The resulting 8 tables submitted as attachments to this letter are as follows:

<u>Table</u>	<u>Title</u>
A	Anticipated Foreign Currency Income.
B	Estimated Foreign Exchange Expenditures for Governmental Purposes.
C	Foreign Exchange to be Used for Development Program.

- D Local Currency to be Used for Development Program.
- E Total Expenditures for Development Program in Foreign Exchange and Local Currency.
- F Summary of Expenditures by Type of Funds.
- G Outline of Five-Year Plan Content.
- H Principal Industry and Craft Projects.

The original tables obtained from the Government showed a remarkable consistency and have been changed or modified only to correct a few obvious typographical errors and to bring the various totals into agreement with the individual items. The conversion of foreign exchange expenditures from dollars to afganis has been checked, using the exchange rates specified by the Government and a few corrections have been made where necessary. As presented the various tables are all in agreement with each other. Tables G and H outlining the Five-Year Plan Content are based on handwritten notes made at conferences with Government officials and some of the place names may be incorrectly spelled.

The comments which follow were prepared in draft form last September by Mr. J. Robert Fisher, Economic Counselor for American Economic Affairs at the United States Embassy, New Delhi, India, who was a member of the Survey Team employed on the preparation of the Report on Development of Helmand Valley.

Anticipated Foreign Exchange Income

Table A shows planned and hoped for resources in foreign exchange for the plan period. Discussions with Government officials indicated that Afghanistan plans to meet its total requirements of approximately \$45 million in foreign exchange through increased control of foreign exchange earnings and through short-term and long-term credits from abroad. Two-thirds of its foreign exchange requirements for the planned period are expected to come from Afghan sources. These sources are largely made up of Afghanistan's present exports, which the Government believes can be increased, particularly in cotton, kashmir, wool, fruits and opium.

Referring to Table A, it will be noted that the plan contemplates more than doubling the foreign exchange income from internal sources during the five-year period of the plan. This applies to about two-thirds of the total anticipated foreign exchange income and reflects the Government's anticipated take-over of foreign exchange earnings now going through private hands. The remaining portion of foreign exchange receipts amounting \$107,000,000 is to be obtained through foreign loans. The Government anticipates getting \$4 million in short-term credits such as those offered now

by the Czechs, West Germans and Japanese. Government representatives stated that the Japanese have offered short-term credits for textile plants and a ceramics factory for a period not exceeding five years. They stated that the Government hopes to get \$123 million in foreign loans and grants for development but indicated that the foreign loan and grant portion of anticipated resources was not at all assured. When asked whether or not the \$123 million would be met by the residual \$9 million under the present Ex-Im Bank loan for the Helmand Valley, the \$14.5 million grant and loan of the United States for the Air Development Program, and the anticipated \$100 million loan from the Soviet Union, they stated that, while the total of the foreign aid was \$123 million, (1) the cost figures were not firm (as in the case of the air program) and (2) at the present time the projects firstly planned for implementation under the Soviet loan might not exceed \$40 million.

Foreign Exchange Expenditures

The Government estimates that its expenditures of foreign exchange for Governmental purposes during the Five-Year Plan will be \$276.185 million as shown in Table B. This figure includes ordinary Government expenditures, payments of interest and principal on loans, increased imports of goods under the Government's foreign exchange accounts (but not necessarily on Government account), as well as an increase in the gold and foreign exchange reserves. The Government estimates its development expenditures in foreign exchange at \$158.76 million as shown in Table C, including \$7.309 million in foreign exchange development costs by the municipalities of the country. The sum of the governmental and development types of foreign exchange expenditures agrees with the Government's estimate of \$434.945 million in foreign exchange income during the Five-Year Plan period.

Public Sector (Governmental)

The development plan is divided into three sectors which may be called the Public Sector, the Private Sector, and the Municipal Sector. The Public Sector shown in Items 1-5, Tables C through F accounts for 63 per cent of the total planned cost calculated in afghanis and is evenly divided between local currency and foreign exchange. The foreign exchange cost alone is estimated at \$122.83 million. Total expenditures are expected to reach a maximum in the fourth year of the plan (Table B). Foreign exchange expenditures remain at a relatively constant level throughout the five-year period. Local currency expenditures in the fourth year will be just over twice the expenditures in the first year. As shown in Table B, local currency expenditures amounting to about 2.5 billion afghanis will be expended in the following proportions through the five years: 13 per cent; 19 per cent; 19 per cent; 26 per cent; and 23 per cent, respectively.

Private Sector (Industry and Crafts)

The private sector of the plan is shown as Item 6 in Tables C through F. In one of the original tables submitted by the Government this item was entitled "Industry and Crafts" and in the other "Industry by Private and Government Enterprises." Government officials indicated that a more appropriate title would be "Private Industry", and that the Government anticipates that this category of enterprise will be undertaken solely by private industry but will be carried forward by the Government if private resources and enterprise are not forthcoming. The private sector of the plan constitutes about 33 per cent of the total expenditure calculated in afghanis (Table F). About 72 per cent of the cost is in foreign exchange. The foreign exchange cost is 31 per cent of the total plan foreign exchange cost. Some distortion of relative shares is injected by the fact that the foreign exchange costs of the private sector are converted into afghanis at the rate of 32 afghanis to the dollar, while the foreign exchange costs of the public sector of the plan are converted into afghanis at the rate of 20.25 afghanis to the dollar.

Municipal Sector

The local currency and foreign exchange indicated for municipalities as shown by Item 7 in Tables C through F are apparently intended as a subsidy to the cities to assist in public health and education. This sector constitutes only 4 per cent of the total plan. About 76 per cent of the contemplated expenditure is in foreign exchange.

All Sectors

For the over-all plan the total expenditure for all sectors (Table E) starts with 1.5 billion afghanis in the first year, rises to a peak of 1.8 billion afghanis in the second year, and then declines gradually to about 1.3 billion afghanis in the fifth year (1950-51).

Foreign Exchange Expenditures

Foreign exchange expenditures (Table C) will start at about 22 per cent of the total during the first year, rise to nearly 24 per cent during the next two years, and then decline to about 14 per cent in the last year. This trend results largely from the planned pattern for investment of local currency and foreign exchange in the private sector, which involves large expenditures in the first two years with a sharp decline to almost one-third, in annual expenditure terms, by the last year of the plan.

Plan Content

Table G contains the best information obtainable last August as to the particular projects and activities embraced in the five-year development program. As originally tabulated, the figures

for expenditures were found to agree generally with Tables C through F with only two differences. The afghani expenditure for Social Services was given as afn 473.77 million which exceeds the total of afn 431.947 million shown in Table D. To make the tables consistent, the surplus was taken out of the amount shown for Education (Item 3 a) and placed in an Item 8, Additional Expenditures. In the same item was included the amount shown for Community Development, which was indicated to be for "Grants outside the plan."

The foreign exchange of \$10.5 million for Airports would appear to be too low in view of the \$14.56 million of U. S. funds already made available for the Afghanistan Air Project. Reference to Table E, however, will show that \$5.3 million has been assigned to the development of Aryana Air Lines.

The principal projects included in Item 6, Industry and Crafts, are listed in Table H.

Conclusions

It would appear extremely difficult for Afghanistan to implement the proposed plan in five years. The two principal problems are: (1) the scarcity of trained personnel to implement the plan and maintain the progress achieved, and (2) the internal and external financial requirements directly and indirectly involved in the plan. Under the assumptions that ordinary budget expenditures of the Government of Afghanistan will not rise and that additional revenues or taxes will not be able to meet fully the inflationary threat, the local currency burden of the public sector over a five-year period under this plan will probably be impossible for the economy of Afghanistan to bear, without extensive imports of consumer, counter-inflationary goods.

In the past few years, the deficit financing of the Government of Afghanistan has roughly equalled its development expenditures. One might assume, therefore, that the planned annual outlay for the five-year planned development will require deficit financing in an equivalent amount. Last year's development expenditures approximated 350 million afghani, including foreign exchange. The first year of the plan anticipates a development expenditure of over 800 million afghani (Table E), an increase of almost 130 per cent. The development outlay in the fourth year of the plan, the peak year in terms of outlay, is estimated at 1,150 million afghani or an increase of approximately 800 million afghani or 230 per cent over last year's 350 million afghani outlay for development.

Afghanistan plans an increase in its gold reserve, for currency backing purposes, over the five-year planned period. It evidently plans to achieve this increase in reserves by (1) an extra bit of belt tightening in the course of its taking over the entire foreign exchange receipts of the country which means that the Government's action must include provision for taking over those consumers'

imports now in ~~new basis. with 10% net expansion in value~~ generally.

Effect on Helmand Valley

While a substantial portion of the five-year plan expenditures will go directly into the Helmand Valley or will have a very direct bearing upon the development of the Valley (Tables G and H), the overall economic effects of the program will also undoubtedly have an effect upon the orderly development of the Valley. This is particularly true of the inflationary biases which will be injected into the total economy and which will undoubtedly have a very great direct effect upon development and relative prosperity in the Valley. Foreign exchange policies will also have repercussions in the Valley because the main products of the Valley as foreign exchange earners would be among the first affected by the Government's anticipated policy of taking over foreign exchange earnings currently handled through the free market. Its immediate effect might well be to limit the Valley's present supply of consumer's goods which depends upon imports bought with the foreign exchange earned with Valley exports on the free market. The smuggling of goods for export and the hoarding of foreign exchange in the form of foreign exchange outside Government channels would probably increase under the new foreign exchange policy, unless, of course, the Government buys and sells at the "free market" rate.

With the increase in development work elsewhere in Afghanistan, labor costs will rise in the Valley and, more importantly, trained labor will be drawn off to other projects in other parts of Afghanistan. In fact, the already increasing development activity in other parts of the country has tended to raise wages outside the Valley as an economic move to siphon off trained personnel needed desperately in the Valley. Historically, food and basic commodity prices in Kandahar are higher than in other parts of the country, according to price data supplied by the Government. The Government's development program may well increase this disproportion if an inflationary fiscal policy is pursued at the same time.

Very truly yours,

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Afghanistan Five-Year Plan

TABLE A

ANTICIPATED FOREIGN CURRENCY INCOME

(In Millions of Dollars)

<u>Source</u>	<u>1956-57</u>	<u>1957-58</u>	<u>1958-59</u>	<u>1959-60</u>	<u>1960-61</u>	<u>Total</u>
Total Income in Foreign Currency from Internal Sources	36.000	44.600	63.700	73.400*	80.400	298.100
Short-Term Foreign Loans, for Industry and Municipalities	16.682	13.655	8.088	4.795	0.795*	44.015
Foreign Loans and Grants for Government Development Projects	<u>24.859</u>	<u>25.680</u>	<u>26.738</u>	<u>24.830</u>	<u>20.723</u>	<u>122.830</u>
TOTAL INCOME	77.541	83.935	98.526	103.025	101.918*	464.945
Amount Required for Governmental Purposes (See Table B)	35.952	39.544	54.301	71.498	74.890	276.185
Balance Available for Development Program (See Table C)	41.589	44.391	44.225	31.527	27.028	188.760

* - Original figures have been adjusted to balance.

Afghanistan Five-Year Plan

TABLE B

ESTIMATED FOREIGN EXCHANGE EXPENDITURES
FOR GOVERNMENTAL PURPOSES

(In Millions of Dollars)

<u>Part I</u>	<u>1956-57</u>	<u>1957-58</u>	<u>1958-59</u>	<u>1959-60</u>	<u>1960-61</u>	<u>Total</u>
Ordinary Govern- ment Budget	8.500	8.500	9.500	10.000	9.500	46.000
Repayment of Loans and Interest	3.320	4.640	4.943	5.402	5.251	23.556
Repayment of Loan to Municipality	.483	.740	.458	.445	.433	2.559
Government Monopoly	13.000	15.000	21.000	25.000	28.000	102.000
Central Depot	<u>7.000</u>	<u>7.000</u>	<u>8.000</u>	<u>8.000</u>	<u>8.000</u>	<u>38.000</u>
Sub-Total	32.303	35.880	43.901	48.847	51.184	212.115
<u>Part II</u>						
Aryana Air Lines	<u>1.000</u>	<u>1.500</u>	<u>.400</u>	<u>2.000</u>	<u>.400</u>	<u>5.300</u>
Sub-Total	33.303	37.380	44.301	50.847	51.584	217.415
Market Goods, Increase of Gold Reserve, and Miscellaneous (in- cluding payment of Short-Term Loans)	<u>2.649</u>	<u>2.164</u>	<u>10.000</u>	<u>20.651</u>	<u>23.306</u>	<u>58.770</u>
TOTALS	35.952	39.544	54.301	71.498	74.890	276.185

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TABLE C

FOREIGN EXCHANGE TO BE USED
FOR DEVELOPMENT PROGRAM

(In Millions of Dollars)

<u>Purpose</u>	<u>1956-57</u>	<u>1957-58</u>	<u>1958-59</u>	<u>1959-60</u>	<u>1960-61</u>	<u>Total</u>
1. Agriculture and Irrigation	10.786	10.366	10.711	9.468	7.033	48.364
2. Transportation and Communication	10.555	12.676	12.536	11.276	10.499	57.542
3. Social Services	2.318	1.438	2.291	2.886	1.991	10.924
4. Mining	1.200	1.200	1.200	1.200	1.200	6.000
5. Miscellaneous	--	--	--	--	--	--
Sub-Totals (Govt.)	24.859	25.680	26.738	24.830	20.723	122.830
6. Industry and Crafts	16.207	16.981	14.271	5.857	5.305	58.621
Sub-Totals	41.066	42.661	41.009	30.687	26.028	181.451
7. Municipalities	0.523	1.730	3.216	0.840	1.000	7.309
TOTALS	41.589	44.391	44.225	31.527	27.028	188.760
Per Cent of Total	22.0	23.6	23.4	16.7	14.3	100.0

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TABLE D

LOCAL CURRENCY TO BE USED FOR DEVELOPMENT PROGRAM

(In Millions of Afghanis)

<u>Purpose</u>	<u>1956-57</u>	<u>1957-58</u>	<u>1958-59</u>	<u>1959-60</u>	<u>1960-61</u>	<u>Totals</u>
1. Agriculture and Irrigation	198.282	243.655	262.892	286.951	323.183	1,314.963
2. Transportation and Communication	54.550	114.181	99.764	96.815	97.644	462.954
3. Social Services	49.359	90.380	78.470	86.374	126.964	431.547
4. Mining	0.939	30.000	30.000	30.000	30.000	120.939
5. Miscellaneous	<u>6.919</u>	<u>0.413</u>	<u>10.281</u>	<u>146.757</u>	<u>0.979</u>	<u>165.349</u>
Sub-Totals (Govt.)	310.049	478.629	481.407	646.897	578.770	2,495.752
6. Industry and Crafts	<u>231.982</u>	<u>240.882</u>	<u>131.882</u>	<u>60.070</u>	<u>58.270</u>	<u>723.086</u>
Sub-Totals	542.031	719.511	613.289	706.967	637.040	3,218.838
7. Municipalities*	<u>5.370</u>	<u>17.750</u>	<u>33.000</u>	<u>8.620</u>	<u>10.260</u>	<u>75.000*</u>
TOTALS	547.401	737.261	646.289	715.587	647.300	3,293.838
Per Cent of Total	16.6	22.4	19.6	21.7	19.7	100.0

* - Total of Afs 75 million distributed by years in proportion to foreign exchange expenditures as shown in Table C.

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TABLE E

TOTAL EXPENDITURES FOR DEVELOPMENT PROGRAM
IN FOREIGN EXCHANGE AND LOCAL CURRENCY
BY YEARS

(In Millions of Afghanis)

<u>Purpose</u>	<u>1956-57</u>	<u>1957-58</u>	<u>1958-59</u>	<u>1959-60</u>	<u>1960-61</u>	<u>Totals</u>
1. Agriculture and Irrigation	416.699	453.566	479.790	478.678	465.601	2,294.334
2. Transportation and Communication	268.289	370.870	353.618	325.154	310.249	1,628.180
3. Social Service	96.298	119.500	124.863	144.815	167.282	652.758
4. Mining	25.239	54.300	54.300	54.300	54.300	242.439
5. Miscellaneous	<u>6.919</u>	<u>0.413</u>	<u>10.281</u>	<u>146.757</u>	<u>0.979</u>	<u>165.349</u>
Sub-Totals (Govt.)	813.444	998.649	1,022.852	1,149.704	998.411	4,983.060
6. Industry and Crafts	<u>750.606</u>	<u>784.274</u>	<u>588.554</u>	<u>247.494</u>	<u>228.030</u>	<u>2,598.958</u>
Sub-Totals	1,564.050	1,782.293	1,611.406	1,397.198	1,226.441	7,582.018
7. Municipalities	<u>22.106</u>	<u>73.110</u>	<u>135.912</u>	<u>35.500</u>	<u>42.260</u>	<u>308.888</u>
TOTALS	1,586.156	1,856.033	1,747.318	1,432.698	1,268.701	7,890.906
Per Cent of Total	20.1	23.5	22.2	18.1	16.1	100.0

Notes:

Foreign exchange has been converted to afghanis at the rate of \$1.00 equals 20.25 afghanis for Items 1, 2, 3 and 4 and \$1.00 equals 32 afghanis for Items 6 and 7. Item 5 contains no foreign exchange.

This table excludes Item 8 "Additional Expenditures," which appears in Tables F and G, because no breakdown by months is available.

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TABLE F

SUMMARY OF EXPENDITURES
BY TYPE OF FUNDS

(In Millions)

Purpose	Foreign Exchange		Local	Total	Ratios (%)	
	\$	Equiv. Afs*	Currency Afs		(2)to(4) (5)	(4)to Total (6)
	(1)	(2)	(3)	(4)	(5)	(6)
1. Agriculture and Irrigation	48.364	979.371	1,314.963	2,294.334	42.7	29.1
2. Transportation and Communication	57.542	1,165.226	462.954	1,628.180	71.5	20.6
3. Social Services	10.924	221.211	431.547	652.758	33.8	8.3
4. Mining	6.000	121.500	120.939	242.439	50.1	3.1
5. Miscellaneous	--	--	165.349	165.349	--	2.1
Sub-Totals (Govt.)	122.830	2,487.308	2,495.752	4,983.060	50.0	63.2
6. Industry and Crafts	58.621	1,875.872	723.086	2,598.958	72.2	32.9
Sub-Totals	181.451	4,363.180	3,218.838	7,582.018	57.5	96.1
7. Municipalities	7.309	233.888	75.000	308.888	75.8	3.9
Totals, 5-Year Plan	188.760	4,597.068	3,293.838	7,890.906	58.3	100.0
8. Additional Expenditures	5.000	160.000	285.313	445.313	36.0	--
Grand Totals	193.760	4,757.068	3,579.151	8,336.219	57.0	--

* - Items 1, 2, 3 and 4 computed @ \$1.00 equals 20.24 afs. and Items 6, 7 and 8 @ \$1.00 equals 32 afs.

Notes:

Figures in Col. (1) taken from Table C and those in Co. (3) taken from Table D.

Item 8 covers additional expenditures apparently outside the Five-Year Plan (See Table G).

Afghanistan Five-Year Plan

TABLE G

OUTLINE OF FIVE-YEAR PLAN CONTENT

<u>Purpose</u>	Expenditures (In Millions)	
	<u>Foreign Exchange</u>	<u>Afghanis</u>
1. AGRICULTURE AND IRRIGATION		
a. Irrigation:		
Jalalabad Canal and Dam	\$ 4.800	
Kokcha Dam and Canals	10.000	
Darunta Dam and Canals	4.200	
Paltu, Sardeh and Kharwar projects	3.500	
Machalgha project	0.800	
Helmand Valley project	22.100	
Total, Irrigation	45.400	Afs 1,065.000
b. Agriculture: Disease control, agronomy, seeds, etc.	2.964	249.963
TOTALS, Agriculture and Irrigation	48.364	1,314.963
2. TRANSPORT AND COMMUNICATIONS		
a. Roads		
Torkham-Kabul (through Tangegaru)		
Construction	\$3.876	
Asphalt	0.235	
Machinery for all roads	4.111	
Kabul-Kandahar and Kandahar-Spin Baldak roads, including asphaltting	6.500	
Kabul to Mazar-i-Sharif and part-way to border (part asphalt)	10.351	
Total, Roads	17.861	
b. Airports	38.823	
c. Communications	10.500	
Meteorological work	5.037	
Port (Qizil Qala)	1.090	
TOTALS, Transport and Communications	2.092	462.954
TOTALS, Transport and Communications	57.542	
3. SOCIAL SERVICES (In addition to ordinary budget)		
a. Education: Including 2 colleges (agriculture and engineering), also medical school and expansion of women's college	9.831	338.577
b. Public Health	1.093	92.970
TOTALS, Social Services	10.924	431.547
4. MINING, Oil exploration, coal development salt, beryl	6.000	120.939
5. MISCELLANEOUS (Regarded as a Reserve Fund)	--	165.349
6. INDUSTRY & CRAFTS (see list of projects in Table H)	58.621	723.086
7. MUNICIPALITIES, local currency and foreign exchange to assist in public health and education	7.309	75.000
TOTALS, 5 Yr. PLAN (Agreeing with Tables C, D & E)	\$188.760	Afs 3,293.838
8. ADDITIONAL EXPENDITURES (Outside of Plan)		
3.a. Education (additional local currency)	--	Afs 42.223
3.c. Community Development	5.000	166.000
TOTALS, Additional Expenditures	5.000	208.223
GRAND TOTALS	193.760	Afs 3,502.061

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TABLE H

PRINCIPAL INDUSTRY AND CRAFT PROJECTS
(Item 6 in Preceding Table)

1. Hydroelectric power development at Sarobi, Arghandab, Girishk, Laghman, Mazar-i-Sharif, Nagalu and Pul-i-Khumri.
2. Workshops at Jungalac, Pul-i-Khumri and Herat.
3. Textile Plants:
 - a. Expansion of Pul-i-Khumri and Jabal-us-Seraj.
 - b. Completion of Gulbahar, and a new plant at Laghman.
 - c. Development of a silk-weaving industry in Kataghan.
 - d. Construction of a small jute (kenaf) mill.
 - e. Remodeling of woolen mill in Kandahar.
4. Cement factories (Czech loan):
 - a. At Jabal-us-Seraj, to be completed in 1956 with 100 tons per day capacity.
 - b. At Pul-i-Khumri, planned, with capacity of 200 tons per day.
5. Oil extraction and salt production.
6. Medicinal Spirits.
7. Fruit Preservation.
8. Leather Factories (Tanning) at Kandahar and Kabul.
9. Briquettes.
10. Ceramics plants at Kabul and Kunduz (pots, cups, etc.) Japanese credit and aid.
11. Glass factory.
12. Expansion of the manufacture of matches.
13. Industrial laboratory.
14. Remodel Hajori-Najori.