# Counternarcotics Contents

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COUNTERNARCOTICS

KEY ISSUES AND EVENTS
Largely as a result of Afghanistan’s drought, global production of opium fell by some 25% in 2018, reversing the upward trend of the past two decades, according to the United Nations Office on Drugs and Crime (UNODC) 2019 World Drug Report released in June. Opium prices in Afghanistan also fell rapidly between 2016 and 2018, likely from overproduction in previous years, making the crop less lucrative for farmers, the report said.664

Total U.S. appropriations for counternarcotics activities in Afghanistan now exceed $9 billion. Nevertheless, Afghanistan remains the largest global producer and cultivator of opium-poppy, accounting for 82% of the world’s production: 263,000 hectares were cultivated in 2018 and potential opium production reached 6,400 metric tons.665 (A hectare is about 2.5 acres; a metric ton is about 2,200 pounds.666) More than two-thirds of opium production in the country continues to take place in southern Afghanistan, most notably in the provinces of Helmand (52% of the total) and Kandahar (9%).667 This year’s harvest will likely increase given the above-average precipitation in Afghanistan reported by the Famine Early Warning System (FEWS NET).668

According to the UNODC, Afghanistan is the second-largest global provider of cannabis resin, which is used to make hashish. Of the cannabis-resin seizures worldwide, 2013–2017, 20% originated from Afghanistan.669

The dissolution plan for the Ministry of Counter Narcotics (MCN) and the transfer of its functions to other Afghan government entities remains under review by the Afghan Civil Service Commission. According to the Department of State’s Bureau of International Narcotics and Law Enforcement Affairs (INL), progress has been slow because the Afghan government considers the MCN dissolution a low-priority issue and MCN officials do not endorse the plan.670

Between April 1 and June 17, DOD reported seizures of 2,883 kilograms (kg) (6,356 lbs) of opium, 944 kg (2,081 lbs) of heroin, 1,098 kg of hashish (2,421 lbs), 32,860 kg (72,444 lbs) of chemicals, and 4.5 kg (9.9 lbs) of amphetamine-type stimulants by Afghan security forces.671 A kilogram is about 2.2 pounds.672 According to DOD, Afghan specialized units conducted 30 operations resulting in 45 detentions. DOD said security remains poor, hindering the access of government forces to extensive areas where opium is grown, and where drug products are transported, processed, and sold.673
As of June 30, 2019, the United States has appropriated $9.06 billion for counternarcotics (CN) efforts in Afghanistan since FY 2002. Congress appropriated most CN funds for Afghanistan through the Department of Defense Drug Interdiction and Counter-Drug Activities (DICDA) Fund ($3.38 billion), the Afghanistan Security Forces Fund (ASFF) ($1.31 billion), the Economic Support Fund ($1.53 billion), and a portion of the State Department’s International Narcotics Control and Law Enforcement (INCLE) account ($2.36 billion).

ASFF is primarily used to develop the Afghan National Army and Police, including the Counter Narcotics Police of Afghanistan (CNPA) and the Special Mission Wing (SMW), which support the counternarcotics efforts of the Ministries of Defense (MOD) and Interior (MOI). As shown in Figure 3.48, DOD is the largest contributor, followed by INL, in support of CN efforts.

Ministry of Counter Narcotics Dissolution Update

President Ashraf Ghani issued a presidential decree in January 2019 dissolving the Ministry of Counter Narcotics (MCN). Relevant MCN responsibilities will transfer to the Counter Narcotics Police of Afghanistan (CNPA), Ministry of Agriculture, Irrigation, and Livestock (MAIL), Ministry of Public Health (MOPH), and the Office of Central Statistics. According to INL, the plan is proceeding slowly as the Afghan government considers it a low-priority issue and MCN officials have not approved the plan. Currently, the plan is under review by the Afghan Civil Service Commission (ACSC) to ensure Afghan civil service policies and applicable laws are followed. The ACSC recently sent the plan back to the executive committee overseeing the merger for revisions. The plan requires the ACSC’s approval before going to the President’s Office.

Since January, 55 employees out of a total of 527 have left the MCN. The MCN attributes the losses to retirements and the departure of employees to other positions inside and outside the Afghan government. Staff salaries for the remaining 472 employees are funded through September 2019. According to MCN officials, the departure rate is not unusual for Afghan government ministries. The MCN is now operating under the authority of the MCN Deputy Minister and the staff are reporting to work daily.

Afghan Counter Narcotics Police Organization and Funding

The Counter Narcotics Police of Afghanistan (CNPA), comprising regular narcotics police and specialized units, leads counternarcotics efforts by Afghan law-enforcement personnel. The CNPA, authorized at 2,596 personnel, are located in all 34 provinces. Specialized units include the Sensitive...
Investigative Unit (SIU), the National Interdiction Unit (NIU), and the UK-supported Intelligence and Investigation Unit (IIU). The NIU conducts interdiction operations and seizures, serves arrest warrants, and executes search warrants in high-threat environments. The NIU receives mentoring from the U.S. Drug Enforcement Administration (DEA) and U.S. special operations forces. The NIU maintains forward-based personnel in Kandahar, Kunduz, and Herat. In 2018, the NIU’s personnel increased by 250 to 783.

The SIU’s mission is to identify significant drug-trafficking and narcotics organizations operating in Afghanistan and dismantle them through the Afghan criminal-justice system. The Technical Investigative Unit (TIU) consists of 100 staff who collect and analyze evidence in support of SIU/NIU investigations. Another SIU component has four officers responsible for administrative management of court orders obtained by SIU investigators to conduct Afghan judicially authorized intercepts. Other Afghan law-enforcement elements such as the General Command of Police Special Units execute high-risk arrests and operations including counterterrorism, counternarcotics, and counter-organized crime. The Afghan Uniform Police and Afghan Border Police (ABP) also participate in counternarcotics activities. The ABP collaborate closely with the counternarcotics elements of the Anti-Crime Police and Ministry of Finance, national and international intelligence agencies, as well as border police of neighboring states.

The Special Mission Wing (SMW) is a rotary- and fixed-wing aircraft force that supports NIU missions as well as counterterrorism missions conducted by Afghan special security forces. The SMW is the only Afghan National Defense and Security Forces (ANDSF) organization with night-vision, rotary-wing air assault, and fixed-wing intelligence-surveillance-reconnaissance capabilities. The SMW structure consists of assault squadrons in Kabul, Kandahar, and Mazar-e Sharif. Since its establishment in 2012, the SMW has been used to conduct counterterrorism and counternarcotics missions. In recent years, counterterrorism missions have dominated. DOD reported that 10% of SMW missions supported counternarcotics between December 2018 and May 31, 2019, while 90% were in support of counterterrorism efforts.

More information on the SMW is available in the Security section on pp. 91–92.

**Funding for Afghan Counternarcotics Elements**

INL estimates that it funds approximately $21 million per year for NIU and SIU operations and maintenance. Costs directly attributable to NIU and SIU include $6 million to support an evidence-gathering platform under an interagency agreement with the DEA for a two-year period which began April 2019, $9.57 million in other interagency agreement support, and $825,000...
per year for NIU salary supplements. SIU supplements are funded separately by DEA. Salary supplements are used to attract and retain the most qualified and highly trained officers to the specialized units. Supplements are provided to all NIU officers, from police officers to unit commanders on the basis of rank.

**New Penal Code Repercussions**

The new Penal Code that went into effect on February 15, 2018, contains counternarcotics provisions aimed at improving the country’s compliance with international human-rights and criminal-justice standards. The new
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Penal Code criminalizes the smuggling, distribution, and sale of psychotropic drugs, a category not previously covered by the country's narcotics laws, and mandates short term imprisonment for quantities smaller than 10 grams. The Counter Narcotics Justice Centre (CNJC) prosecutes all drug-related offenses. From January to March 2019, 262 cases related to 292 suspects were referred to the CNJC for prosecution. The CNJC primary court handed out 307 convictions and its appeals court 200 convictions during that period; 14 suspects were acquitted. Similar to the previous quarter, Kabul and Nangarhar Provinces had the most cases related to drug smuggling and drug trafficking, with 76 cases and 52 cases respectively.


The "Balkan route" supplies Western and Central Europe. The "northern route" funnels opiates through Pakistan or Iran by sea to the Gulf region, Africa, and South Asia. The "northern route" runs through neighboring Central Asian states, the Russian Federation, and countries of the Commonwealth of Independent States.

Between October and December 2018, Kabul Province had 93 cases and Nangarhar had 25 cases.699

According to the Department of State, the CNJC has an overall 98% conviction rate. However, the majority of those convicted are guilty of relatively minor drug offenses. Additionally, the CNJC sometimes lacks the capacity to investigate and prosecute high-level narcotraffickers.700 The lowering of the narcotic quantity thresholds as a result of the new Penal Code for prosecution at the CNJC increased the number of lower-level narcotics cases and increased the administrative and detention burdens on the CNJC. DOJ and INL are working with CNJC and the specialized units to investigate higher-level targets. DOJ and INL are also focusing efforts to encourage money-laundering investigations and asset confiscation in the pursuit of higher-level offenders. Moreover, the CNJC chief prosecutor is working to raise thresholds to focus on high-level offenders.701

*Opium poppies* grow near a building complex. (DVDS photo)
THE IMPACT OF PEACE SETTLEMENTS ON COUNTERNARCOTICS EFFORTS

The U.S. government is holding talks with the Taliban and laying the groundwork for an intra-Afghan dialogue on a peace agreement. SIGAR’s High-Risk List released in March 2019 raised questions about the state of counternarcotics efforts in the event of a peace settlement, as a peace accord would not necessarily translate to a reduction in the country’s illicit narcotics trade or opium-poppy cultivation. Afghan drug-trade expert David Mansfield notes that discussions surrounding peace and reconciliation largely overlook the economic impact of the country’s illegal drug trade. Opium poppy is the country’s most valuable cash crop, valued at $863 million, and the largest industry, employing over 500,000 individuals. Assuming that the Taliban will repeat their 2000 opium-poppy cultivation ban in areas under their control once a peace deal is reached fails to address the complex issues and risks to a political settlement, according to Mansfield. He adds, experience shows that bans are short-lived, ineffective, and destabilizing.

According to Mansfield, the political situation in provinces where drugs are produced includes multiple armed groups, some with members holding positions in the provincial and central government, vying for control over revenues. Therefore, solutions focusing on drug prohibition, regulation, or controlled counternarcotics interventions, like alternative development, are inadequate. The Taliban has not said it would support a ban on opium in the event of a peace settlement and the current Taliban movement is also fragmented, so they’re unlikely to be able to successfully enforce an opium ban. Further, Taliban commanders would face resistance from local farmers. Many areas of the country where the crop is concentrated have few alternatives to opium-poppy cultivation.

Mansfield says counternarcotics efforts should focus on the most harmful effects since the production, trade, and abuse will not be eliminated in Afghanistan. If a political settlement is reached, Mansfield recommends that the Afghan government should make defining the problems caused by illicit drugs a development priority; dedicate resources to monitor and restrict the financing of armed groups; and develop rural-development programs that help farmers strengthen and diversify their livelihoods—allowing for the differences among socio-economic groups—without contributing to increases in opium-poppy cultivation. But even if the Afghan government implemented all those suggestions in the event of a peace deal, countering Afghanistan’s narcotics trade will remain challenging. Colombia’s peace deal, for example, is often cited as a model for Afghanistan, given Colombia’s challenges with its illicit coca trade. The Colombian government signed a peace agreement in 2016 with the Revolutionary Armed Forces of Colombia (FARC), who funded most of their insurgency primarily through the coca trade, just as the Taliban earns significant revenue from opium.

The United States has invested over $10 billion since the start of Plan Colombia in 1999 on improving security, disrupting the drug trade, and combating criminal networks in Colombia. Besides law-enforcement efforts, Plan Colombia also featured crop substitution and alternative development in rural areas to reduce coca cultivation. Though coca cultivation decreased after the agreement went into effect, UNODC recently reported that criminal groups have moved in to fill the vacuum and expanded cultivation in areas previously controlled by FARC. In 2018, INL reported that coca cultivation and production in Colombia exhibited “extraordinary growth … over the past three years.”
For the period April 1 to June 17, 2019, DOD reported seizures of 2,883 kilograms (kg) (6,356 lbs) of opium, 944 kg (2,081 lbs) of heroin, 1,098 kg (2,421 lbs) of hashish, 32,860 kg (72,444 lbs) of chemicals, and 4.5 kg (9.9 lbs) of methamphetamine tablets by Afghan security forces. A kilogram is about 2.2 pounds. According to the United Nations, the Afghan government dismantled 11 heroin-manufacturing laboratories between February 15 and May 15, 2019.

According to DOD, Afghan security forces conducted 30 operations resulting in 45 detentions between April and June 17, 2019. The security situation remains poor, often hindering the access of government forces to extensive areas where opium is grown, and where drug products are transported, processed, and sold. During the quarter, most interdiction activities occurred in the southwest region. These events included routine patrols, cor don and search operations, vehicle interdictions, and detention operations.

Seizures from Afghan combined operations are listed in Table 3.36. Though the performance and capacity of Afghan specialized units has improved over the years, the number of seizures and arrests they conduct have minimal impact on the country’s opium-poppy cultivation and production. For example, cumulative opium seizure results since the start of the reconstruction effort amount to approximately 8% of the country’s 6,400 metric tons of opium production as reported by UNODC for 2018.

As Inspector General John Sopko testified before the House Oversight and Reform Subcommittee on National Security in April 2019, “Our eradication has absolutely had no effect on the amount of poppy being produced ... the amount of interdiction that we have done over the last 10 years ... is still only equal to less than 5 percent of what was produced in 2017.”

SIGAR AUDIT

SIGAR issued a financial audit this quarter entitled “Department of State’s Afghanistan Interdiction and Support Services Program, Audit of Costs Incurred by PAE Justice Support.” The audit examined $32.6 million in costs charged to the contract between March 2016 and September 2017 by Pacific Architects and Engineers Inc. (PAE). The Department of State awarded the contract to PAE for services supporting the specialized narcotics law enforcement units within the Counter Narcotics Police of Afghanistan. SIGAR found one significant deficiency in PAE’s internal controls, one instance of noncompliance with the terms and conditions of the contract, and identified $160,941 in questioned costs.

More information is available in Section 2.

Interdiction Results

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Regional and International Cooperation  
Tackling Afghanistan’s illicit drug trafficking requires support and cooperation of international and regional partners. In April, officers of the Afghan Counter-Narcotics Police Mobile Detection Team trained counterparts in Uzbekistan on risk analysis, search techniques, and drug identification. Supported by the United Nations, the training was the first of its kind delivered by the team outside Afghanistan. Mobile Detection Teams travel in vehicles, collect intelligence about narcotics and precursor chemicals, and conduct interdiction operations.

The Afghan government signed a memorandum of understanding on May 22 with the governments of Georgia, Kazakhstan, Kyrgyzstan, Pakistan, Tajikistan, Turkmenistan, Ukraine, and Uzbekistan to facilitate interdiction efforts for illegal substances. The Inter-Regional Network of Customs Authorities and Port Control Units will operate within the framework of the UNODC’s Global Container Control Programme (CCP), which aims to prevent the cross-border movement of illicit goods.

R \n
Governor-Led Eradication
Under the Governor-Led Eradication (GLE) program, INL reimburses provincial governors $250 toward the eradication costs of every UNODC-verified hectare of eradicated poppy. INL has disbursed $6.9 million since the program’s inception in 2008. This year, the dissolution of MCN coincided with the eradication planning period. Consequently, minimal eradication planning took place for 2019. UNODC reported the eradication of 406 hectares during 2018, a 46% decrease from 2017. Eradication took place in Kunar, Nangarhar, Kandahar, and Badakhshan Provinces. No eradication took place in Helmand, the highest poppy-cultivating province, between 2016 and 2018.

As Figure 3.49 on the following page illustrates, eradication efforts have had minimal impact on curbing opium-poppy cultivation. Since 2008, on average, annual eradication results represent 2% of the total yearly opium-poppy cultivation total.

Good Performers Initiative
The Good Performers Initiative (GPI) sought to incentivize provincial governors’ counternarcotics and supply-reduction activities by supporting sustainable, community-led development projects in provinces that significantly reduced or eliminated poppy cultivation. GPI projects included schools, roads, bridges, irrigation structures, health clinics, and drug treatment centers. According to INL, the program was deemed “ineffectual at curbing opium cultivation” in those provinces receiving awards. MCN’s inability to adequately manage the program was also a factor in INLs
COUNTERNARCOTICS

AFGHAN OPIUM-POPPY CULTIVATION, ERADICATION, AND PRODUCTION SINCE 2008

SIGAR AUDIT

SIGAR’s audit of INL’s drug-treatment programs in Afghanistan issued during the quarter examined the extent to which INL and its implementers: (1) evaluated the performance of its drug-treatment projects; (2) conducted required oversight; and (3) assessed the sustainability of the projects, and identified and addressed program challenges. The audit found that INL is unable to determine the progress or impact of its drug treatment projects since it has not evaluated them. It relied on information provided by the implementers without validating it. INL also did not monitor the projects in accordance with State Department guidance.

More information is found in Section 2 of this report.

TREATMENT AND PREVENTION

INL works closely with international partners to coordinate and execute capacity building and training activities for Afghan service providers in drug prevention, treatment, and recovery. The INL-funded 2015 Afghanistan National Drug Use Survey conservatively estimated that roughly 11% of the population would test positive for one or more drugs, including 5.3% of the urban population and 13% of the rural population. Drug use among women and children is among the highest documented worldwide, and 38.5% of rural households tested positive for some form of illicit drug. According to the UNODC, opium remains the predominant illicit drug used in Afghanistan, with nearly 70% of opioid users reporting using opium, but there is also significant use of heroin and nonmedical use of pharmaceutical opioids.
According to INL, MCN’s dissolution will have little impact on drug-demand-reduction programs since MOPH is currently responsible for implementing drug-demand-reduction policy. The United States and the Afghan government are finalizing a plan to transfer some U.S.-funded drug-treatment centers to the Afghan government. INL is finalizing the plan to include the modifications from a December 2018 bilateral workshop with the Colombo Plan held in Jakarta. The transition plan will be finalized at the September 2019 Stakeholders Meeting with representatives from various Afghan government ministries, NGOs, the Colombo Plan, and UNODC.

In December 2018, INL signed a $2.8 million agreement to fund drug-treatment centers under its control. INL will provide additional funds through a future agreement to support the treatment centers until December 31, 2020.

Most of the patients at the 86 drug-treatment centers (DTCs) supported by INL are adult males. Of the 86 facilities, 67 are inpatient centers and 19 are outpatient centers; 24 are dedicated to women, adolescents, and children. Forty-four of the residential treatment centers also offer home-based services, with six of them providing services to adult females. INL has developed a software tool to monitor inventory and procurement at INL-funded drug treatment centers. In September 2018, INL used the tool to monitor DTCs in Kabul. The inventory and procurement tool has since been implemented at the NGO headquarters since most of the needed documentation is not held at the centers.

The Colombo Plan Drug Advisory Programme (DAP) implements a program providing scholarships and fellowships with the MCN to Afghan students at Asian University for Women (AUW). The program’s aim was to improve technical capacity and promote gender integration within the Afghan government. The $2 million program currently has five fellows in various departments at the MCN. One fellow dropped out of the program in March 2019. The Colombo Plan and INL are developing memoranda of understanding (MOU) with various Afghan government ministries due to the dissolution of MCN. MOUs with the Ministry of Public Health (MOPH), MOI, and Ministry of Agriculture, Irrigation and Livestock (MAIL) have been signed; those with the Ministry of Education and Ministry of Information and Culture are pending.

INL has obligated and disbursed approximately $159.7 million for the Colombo Plan since 2008 on drug-demand-reduction programs in Afghanistan. According to INL, the demand for treatment and prevention services far exceeds the capacity of the centers, most of which have extensive waiting lists for new patients.

Colombo Plan: Instituted as a regional intergovernmental organization to further economic and social development, it was conceived at a conference held in Colombo, Sri Lanka (then Ceylon) in 1950 with seven founding-member countries. The organization has since expanded to include 26 member countries. INL supports the Colombo Plan’s Universal Treatment Curriculum, a national level training and certification system for drug-addiction counselors aimed at improving the delivery of drug treatment services in Africa, Asia, and Latin America.

COUNTERNARCOTICS

The United States is currently implementing alternative-development initiatives, within the framework of the Afghanistan Integrated Country Strategy, to reduce illicit drug production and promote sustainable agriculture-led economic growth. The U.S.-funded programs listed in Table 3.37 are discussed in this section of the report.

Boost Alternative Development Intervention Through Licit Livelihoods

The State Department-funded Boost Alternative Development Interventions through Licit Livelihoods (BADILL) project, implemented by UNODC, aims to strengthen and diversify licit livelihoods of small and marginal farmers through alternative development methods. The project supports and strengthens selected value chains in production, processing, quality control, and market linkages across the following 13 target provinces: Helmand, Uruzgan, Nimroz, Samangan, Jowzjan, Takhar, Bamiyan, Wardak, Parwan, Panjshir, Paktiya, Paktika, and Nangarhar.

According to INL, BADILL’s most notable achievements are maintaining the poppy-free status of provinces targeted by the projects, and that certain targeted districts have experienced average percentage declines in opium-poppy cultivation. Since BADILL commenced activities in December 2017, opium-poppy cultivation declined in the northern

<table>
<thead>
<tr>
<th>Project Title</th>
<th>U.S. Implementing Agency</th>
<th>Start Date</th>
<th>End Date</th>
<th>Total Estimated Cost</th>
<th>Cumulative Disbursements, as of 7/9/2019</th>
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<tbody>
<tr>
<td>Regional Agricultural Development Program-North (RADP-N)</td>
<td>USAID</td>
<td>5/21/2014</td>
<td>5/20/2019</td>
<td>$78,429,714</td>
<td>$71,719,485</td>
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<td>Commercial Horticulture and Agricultural Marketing Program (CHAMP)</td>
<td>USAID</td>
<td>2/1/2010</td>
<td>12/31/2019</td>
<td>71,292,850</td>
<td>64,384,275</td>
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<td>Afghan Value Chain-High Value Crops (AVC-HVC)</td>
<td>USAID</td>
<td>8/2/2018</td>
<td>1/2023</td>
<td>54,958,860</td>
<td>4,593,975</td>
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<tr>
<td>Regional Agricultural Development Program-East (RADP-E)</td>
<td>USAID</td>
<td>7/21/2016</td>
<td>7/20/2021</td>
<td>28,126,111</td>
<td>13,055,016</td>
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<td>Community-Based Agriculture and Alternative Development-West (CBARD-West)</td>
<td>INL</td>
<td>9/1/2016</td>
<td>4/18/2020</td>
<td>24,368,607</td>
<td>24,368,607</td>
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<tr>
<td>Boost Alternative Development Intervention Through Licit Livelihoods (BADILL)</td>
<td>INL</td>
<td>8/12/2016</td>
<td>8/12/2020</td>
<td>20,000,000</td>
<td>20,000,000</td>
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<tr>
<td>Promoting Value Chains-Western Afghanistan (PVC-W)</td>
<td>USAID</td>
<td>9/20/2017</td>
<td>9/19/2020</td>
<td>19,000,000</td>
<td>9,264,411</td>
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TOTAL $373,976,995 $236,029,615


Value chain: the range of goods and services necessary for an agricultural product to move from the farm to the final customer or consumer. It encompasses the provision of inputs, actual on-farm production, post-harvest storage and processing, marketing, transportation, and wholesale and retail sales.

Source: USAID, response toSIGAR vetting, 4/12/2015.
provinces of Jowzjan and Samangan. However, this was likely attributable to the drought, according to the UNODC.\textsuperscript{754} UNODC reported that from April to June 2018 most seedlings and saplings perished in Helmand and Uruzgan because of the drought.\textsuperscript{755} Takhar lost its poppy-free status in 2017 and no data was available for 2018 in UNODC’s opium survey.\textsuperscript{756} Had any decrease in opium-poppy cultivation been recorded for Takhar—it would have likely been due to the drought, not necessarily as a result of BADILL’s interventions. The UNODC attributes decreases in Helmand and Uruzgan to lower opium prices—likewise not due to project interventions as INL claims.\textsuperscript{757}

Paktika, Paktiya, Panjshir, Parwan, Wardak, and Bamyans Provinces have been poppy-free since 2008 and Samangan lost its poppy-free status in 2016.\textsuperscript{758}

From January through March 2019, the project established 762 orchards, provided nearly 55,000 saplings, 3.4 metric tons (MT) of flax, and pea seed, and 35 MT of fertilizer to farmers. Additional activities such as sales of eggs from backyard poultry (2.6 million eggs) and dairy milk (154 MT) brought in approximately $320,000. According to the UNODC, 192.4 hectares of land were brought under licit cultivation.\textsuperscript{759}

The project also facilitated the participation of female entrepreneurs to several events such as the International Women’s Day Jobs and Fair Exhibition, the UNAMA Welfare exhibition, and the National Spring Agriculture Exhibition. The exhibitions provided male and female beneficiaries the opportunity to showcase their products, engage with other producers, meet distributors and wholesalers, and share ideas about increasing the quality and reach of their products. During the exhibitions, 21 BADILL beneficiaries sold approximately $5,900 worth of off-farm products (natural soap, mint oil, dry fruit, and mint tea). UNODC reported that one of the events hosted by MAIL Minister Nasir Ahmad Durrani, featured speeches encouraging Afghan farmers to embrace licit agriculture.\textsuperscript{756}

**Community-Based Agriculture and Rural Development**

The State Department-funded Community-Based Agriculture and Rural Development (CBARD) projects implemented by the United Nations Development Programme (UNDP) work to improve household income while reducing dependency on illicit poppy cultivation for selected communities in 12 high-poppy-cultivating districts in Badghis, Farah, and Nangarhar Provinces. The projects also aim to develop and strengthen community-based agribusiness infrastructure, such as irrigation, transportation, and storage facilities.\textsuperscript{761} Though security remains a challenge in areas targeted by both CBARD projects, all beneficiaries have signed commitments not to grow poppy and CBARD farmers are gaining access to regional markets and implementing projects in some of the most challenging areas of the country.\textsuperscript{762} SIGAR’s lessons-learned report on
counternarcotics found that interventions such as CBARD to reduce poppy cultivation with conditionality agreements, were not sustainable when coupled with security challenges. Information about the CBARD projects is available in Table 3.38.

Community-Based Agriculture and Rural Development-East

The $22 million, State Department-funded Community-based Agriculture and Rural Development-East (CBARD-E) project strengthens community-based local production and marketing of high-value crops in 100 communities in Nangarhar Province. CBARD-E will assess alternative livelihoods to opium cultivation in communities and expect to directly benefit approximately 28,500 households (199,500 individuals). In addition to building capacity in these communities, State said CBARD-E strengthens public and private agribusiness infrastructures such as value-chain facilities, irrigation, and transportation.

From January 1 to March 31, 2019, staffing changes in the provincial office and security challenges disrupted activities in Nangarhar, resulting in delays across all project activities. CBARD-E is working with local authorities to improve planning and preparation to make-up for delays for 2019. The implementer expects that improved planning and coordination with partners on capacity-building initiatives will bring activities back on track over 2019.

CBARD-E made plans to start the cultivation of tomato, cucumber, aloe vera, maize, and beans in the micro-greenhouses constructed in 2018, with the goal of harvesting during the period of Ramadan, when prices and demand are highest. The goal is to provide farmers with increased income to disincentivize opium-poppy cultivation.

Community-Based Agriculture and Rural Development-West

The State-Department-funded $24 million Community-based Agriculture and Rural Development-West (CBARD-W) project strengthens community-based local production and marketing of high-value crops in 63 communities in Farah and Badghis Provinces. CBARD-W will assess alternative livelihoods as alternatives to opium cultivation in communities

Micro-greenhouses: 60 square meter greenhouses given primarily to women for income diversification and production at the household level. They are often close to the homes to allow access for women and produce seedlings for commercial greenhouses.

Source: State, INL, response to SIGAR vetting, 1/15/2019.
and directly benefit approximately 33,240 households (232,680 individuals). In addition to building capacity in treatment communities, State said CBARD-W strengthens public and private agribusiness infrastructures such as value-chain facilities, irrigation, and transportation.

Between January 1 and March 31, CBARD-W trained 205 beneficiaries on post-harvest farming techniques, and distributed 21 horticulture and 207 toolkits to farmers. The kits enable the processing of vegetables into pickles, jams, and other products and households participating in the project earn an average of AFN 10,000 ($130) per month in extra income. CBARD-W also established 170 new kitchen gardens and six new compost units.

Construction of 18 raisin houses and 70 micro-greenhouses was completed during the quarter and the greenhouses will potentially bring the farmers an average yearly income of AFN 58,250 ($10,110) starting the second year. In 2018, vegetables grown in CBARD-W greenhouses provided farmers an income of approximately $132,055.

By working with district government representatives and community leaders, the project has increased the participation of women. CBARD-W trained 454 women on post-harvest and other agricultural techniques; 474 women were also provided horticulture equipment and post-harvest toolkits. The remoteness, traditions, as well as security conditions of the CBARD-W project sites, pose difficulties for implementing activities for women. The project has sought to prioritize interventions such as kitchen gardens, and home-based greenhouses to ensure their participation. Since the start of the program, 317 women have received kitchen gardens, which are used to grow vegetables such as okra, eggplant, tomato, sponge gourd, pepper, lettuce, and cauliflower that help diversify vegetables both for sale and consumption.

Locating local suppliers meeting program requirements remains a challenge: all 118 input suppliers identified by the project are no longer functioning. The project has established 208 common-interest groups (CIGs) made up of farmers linked by a common production interest for a specific high-value crop. According to INL, the CIGs will improve linkages between wholesalers and farmers.

Regional Agricultural Development Program

USAID’s Regional Agricultural Development Program (RADP) intends to help Afghan farmers achieve more inclusive and sustainable economic growth. RADP projects have ended in the western, northern, and southern regions, but continue in the eastern region of Afghanistan. The remaining projects focus on strengthening farmers’ productivity in wheat, high-value crops, and livestock. Using a value-chain approach, these projects work with farmers and agribusinesses to overcome obstacles hindering production, processing, sales, and overall development of agricultural value chains.
As shown in Table 3.39, USAID funding for all RADP programs, targeting various regions of the country, amounts to approximately $283.6 million and USAID has spent $219.6 million as of July 9, 2019.\textsuperscript{775}

USAID’s midterm performance evaluation revealed mixed results among the RADP key indicators. Though projects sometimes failed to meet their targets, the evaluation team found that participants still benefitted from engaging with the program. The RADP projects did not always address significant challenges such as access to finance, water shortages, and access to markets.\textsuperscript{776} GIS analysis showed mixed results with regard to suppressing opium-poppy cultivation. Poppy cultivation fell in the RADP-East and RADP-West regions. But in RADP-South, total hectares allocated to poppy cultivation increased, although the proportion of total agricultural land allocated to poppy cultivation decreased due to increases in licit agricultural production. In RADP-North, poppy cultivation rose substantially in terms of its absolute land area and its proportion of total agriculture.\textsuperscript{777}

One of the report’s recommendations is to support alternative-development financing that will connect businesses to sources of finance to improve the program’s sustainability.\textsuperscript{778}

**RADP-North**

Although USAID found that poppy cultivation rose substantially in RADP-North, in terms of its absolute land area and its proportion of total agriculture, USAID’s implementing partner said RADP-North developed food and economic security for rural Afghans of six provinces: Badakhshan, Baghlan, Balkh, Jowzjan, Kunduz, and Samangan.\textsuperscript{779} Activities strengthened farmers’ capacity through improved production in the wheat, high-value crop, and livestock value chains.\textsuperscript{780} The $78.4 million five-year program concluded in May 2019.\textsuperscript{781} Overall, the cumulative sales value for goods and services produced by RADP-N over the five years exceed $256 million, with

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**TABLE 3.39**

<table>
<thead>
<tr>
<th>Project Title</th>
<th>Start Date</th>
<th>End Date</th>
<th>Total Estimated Cost</th>
<th>Cumulative Disbursements, as of 7/9/2019</th>
</tr>
</thead>
<tbody>
<tr>
<td>RADP-North*</td>
<td>5/21/2014</td>
<td>5/20/2019</td>
<td>$78,429,714</td>
<td>$71,719,485</td>
</tr>
<tr>
<td>RADP-East</td>
<td>7/21/2016</td>
<td>7/20/2021</td>
<td>28,126,111</td>
<td>13,055,016</td>
</tr>
<tr>
<td>RADP-South*</td>
<td>10/07/2013</td>
<td>11/20/2017</td>
<td>111,414,339</td>
<td>108,475,771</td>
</tr>
<tr>
<td>RADP-West*</td>
<td>8/10/2014</td>
<td>10/25/2016</td>
<td>65,629,170</td>
<td>26,394,196</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td></td>
<td><strong>$283,599,335</strong></td>
<td><strong>$219,644,468</strong></td>
</tr>
</tbody>
</table>

Note: * Denotes concluded programs

Source: USAID, response to SIGAR data call, 7/10/2019.
agribusiness profitability exceeding $8 million and agribusiness sales surpassing $56 million.\textsuperscript{782}

RADP-N reports that activities in the wheat sector created a successful and viable supply system for agricultural services by the local private sector to support productivity all along the value chain. These services included land preparation through laser land levelling (LLL), provision of certified wheat seed supplied by private firms and sown through mechanized seeding by local service providers to contract harvesting. Training on all these services was provided to farmers, with multiple master farmers themselves becoming service providers.\textsuperscript{783} According to the implementer, each of the market-provided services increased wheat yields and/or reduced costs. Increasing yields and decreasing costs will encourage farmers to adopt, continue, and combine these LLL techniques and services.\textsuperscript{784}

The program also targeted rural women with training in health, nutrition, and kitchen gardens to help them avoid overconsuming wheat-based products. Over 90\% of women who established a garden continue to maintain it, with 40\% reporting garden produce sales in their village market.\textsuperscript{785}

Over the life of the program, RADP-N supported five northern dried fruit and nut agribusinesses that generated confirmed sales of $28 million and follow-up orders of $20 million, through participation at international trade shows in India, United Arab Emirates, Turkey, Kazakhstan, Uzbekistan, and China. Sales originated in both the host country and other nations (for example, Australia, Brazil, China, India, Iraq, Pakistan, several European countries, and the United States).\textsuperscript{786}

Another RADP-N achievement was improved animal health through refresher and upgrade trainings for 134 existing paravets, combined with selection and training of 35 new paravets, to provide vaccination, deworming, and general health counselling to small-ruminant farmers. The 169 paravets (including six women) provided vaccination and deworming services with 90\% and 81\% of RADP-N participants reporting they regularly employ these services. From 2014 to 2018 the livestock mortality rate in RADP-N areas decreased from 16\% to 10\%, while 15 of the newly trained paravets establishing veterinary field units (VFUs) achieved an annual net profit of nearly $4,000, or twice Afghanistan’s GDP per capita, according to the CIA World Factbook.\textsuperscript{787}

Program interventions led to improvements in feeding domestic animals, which lowered the animals’ mortality rates and improved reproduction rates, resulting in more marketable animal products. The combined winter feeding and veterinary field units programs are estimated to have reduced the mortality loss by 25\% ($18.24 million to $13.68 million), representing a net annual $4.56 million gain to the northern economy.\textsuperscript{788} Butcher shops that participated in the program reported improved customer relationships, increased consumers, and increased average daily sales (60\% to 70\%). These

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**A laser land leveller:** A machine equipped with a laser-guided drag bucket and is more effective and quicker in ensuring a flat, table-top like surface. An even land surface means irrigation water reaches every part of the field with minimal waste from runoff or water-logging. Laser land levelling is the operation to prepare the land before sowing with a laser land leveller.


**Paraveterinarian or paravet:** A community-based animal health worker who provides initial diagnosis and basic treatment of animals.

figures equate to an average annual revenue increase per butcher shop of as much as $37,000.789

The two women-owned bakeries supported by RADP-N generated average monthly sales of $3,500.790 Women’s participation in RADP-N’s activities reached 15–17% of all participants in an activity, when the activity was not specifically targeted to women.794

As of July 9, 2019, USAID has disbursed $71.7 million for RADP-N.792

**RADP-East**

USAID’s five-year, $28.1 million RADP-East program seeks to expand sustainable economic growth through the agriculture sector in eight provinces: Ghazni, Kapisa, Laghman, Logar, Nangarhar, Parwan, Wardak, and Kabul. Its goal is to increase the sale of agricultural goods by at least $57 million by the end of the program in July 2021.793 A grant awarded to a Nangarhar dairy processing company in February 2018 has enabled that business to nearly double its processing capacity to 800 liters per day and increase its annual sales from about $37,000 to over $137,000. That firm has sponsored training for 50 dairy farmers and hired additional workers as well as established contracts with other farmers—some without other markets for their small amounts of milk—to supply fresh milk.794

During the second quarter of FY 2019, RADP-E supported and monitored 28 grants valued at $1.86 million in the targeted value chains of apricot, tomatoes, poultry, and dairy.795

The program supported the participation of eight Afghan businesses in the Dubai Gulfood exhibition held February 17–21. The exporters concluded confirmed deals valued at $5.6 million, of which $927,250 were specifically for the apricot value chain.796

The number of contract farming agreements expanded throughout the quarter: RADP-E has established over 700 linkages between small-scale producers and mid-size agribusinesses.797 To increase women’s participation in the economy, the program facilitated approval of registration guidelines for women-owned businesses with several Afghan government agencies such as the Kabul Municipality, Ministry of Finance, Afghanistan Chamber of Commerce and Industry, and the Afghanistan Women Chamber of Commerce and Industry.798 Nine percent of the RADP-E’s beneficiaries are women.799

Limited access to finance was one of the challenges identified in the RADP midterm performance evaluation. Access to finance remains a challenge across Afghanistan and the World Bank notes that the credit intermediary function remains weak.790 The evaluation recommended that future interventions support connecting businesses with sources of finance and building their capacity to obtain loans.801 RADP-E’s goal is to promote access to credit to a large number of beneficiaries in all eight provinces. It awarded a grant to an Afghan bank to update a printed guide for borrowers.

SIGAR conducted a financial audit examining the $30.2 million costs charged by Development Alternatives Inc. between January 1, 2016, and December 31, 2017, under the RADP-North project. SIGAR found over $500,000 in questioned costs. More information is available in Section 2 of this report.
RADP-E is collaborating with other financial institutions about launching agriculture finance products, loans, and providing financial readiness training to poultry and dairy associations. To prevent liquidity issues stemming from fraud or theft, USAID told SIGAR that RADP-E collaborates only with banks controlled by the Central Bank of Afghanistan and with micro-financial institutions governed by the Micro Finance Investment Support and Facilitation Agency. RADP-E’s total value of agribusiness loan referrals during the second fiscal quarter reached $3.1 million.

Insecurity in both Ghazni and Kabul Provinces makes it difficult to implement activities there. RADP-E also faces challenges finding local vendors capable of furnishing equipment on time at competitive prices. The situation delays the grant-implementation process, however RADP-E works with other USAID-funded projects to share reliable vendor information to overcome that impediment.

As of July 9, 2019, USAID has disbursed $13.1 million.

Commercial Horticulture and Agricultural Marketing Program
USAID’s $71.3 million Commercial Horticulture and Agricultural Marketing Program (CHAMP) works with leading Afghan processing and export firms to enhance the supply chain, marketing, and export promotion of Afghan fruits and nuts. CHAMP supports traders through its trade offices in India, United Arab Emirates, and Kazakhstan to boost Afghan agricultural exports.

Last quarter, SIGAR reported that CHAMP initiated a grants program in December 2018. During the January to March 2019 period, CHAMP procured equipment for approved grantees and finalized applications from agribusinesses. The grants program provides matching funds to enable Afghan agribusinesses to expand and diversify their activities in the areas of processing, packaging, cold chain infrastructure, and quality assurance. CHAMP reported the export of 4,475 metric tons of raisins, dried fruit, various nuts and seeds. The exports, valued at over $17 million, were shipped to Australia, Brazil, Canada, Germany, India, Iraq, Jamaica, Latvia, the Netherlands, Pakistan, Spain, Turkey, the United Arab Emirates (UAE) and the United Kingdom.

In February, CHAMP sponsored 10 exhibitors and 14 non-exhibiting agribusinesses to the 2019 Gulfood Exhibition in Dubai taking place February 17–21. This was CHAMP’s eighth year participating at the trade show. Overall, Gulfood participation generated $48.8 million in deals ($33.7 million confirmed). Results for this year represent a 250% increase over last year’s deals.

CHAMP also conducted an export-readiness master class for 40 participants, including 13 women, from 35 Afghan companies. The course familiarized participants with the regulations and procedures inherent in export trade. The program also introduced new grape varieties...
and trellising to farmers (half of them women) in Kabul and Kandahar Provinces.\textsuperscript{813}

The program arranges farmer field schools (FFS) to support the exchange of knowledge between farmers and CHAMP staff. During the second fiscal quarter, nearly 500 farmers from Kandahar Province participated in FFS trainings on topics such as fertilizer application, use of lime sulfur, integrated pest management, winter pruning, and winter oil (oil that does not solidify or become cloudy in cold weather) application.\textsuperscript{814} CHAMP also organized a roundtable for agribusinesses with representatives from the Agricultural Development Fund (ADF) on access to working capital. Businesses reported to CHAMP that commercial banks do not offer short-term loans (less than a year) and charge a high interest rate (22\% or above) contrary to advertised rates. The participants noted that Afghan farmers increasingly request payments in advance for their products.\textsuperscript{815} CHAMP is in discussions with ADF to develop a product that would enable businesses to obtain the working capital they need to execute large deals.\textsuperscript{816}

CHAMP participated in the 2019 International Agriculture and Industrial Fair (Ag Fair), held at Badam Bagh, Kabul during March 22–26. More than 200 companies showcased their products, including six women-owned businesses supported by CHAMP which generated sales totaling nearly AFN 426,000 (or $5,511).\textsuperscript{817} As of July 9, 2019, USAID has disbursed $64.4 million.\textsuperscript{818}

**Afghanistan Value Chains Program**

These programs cover the regions previously targeted by now-inactive Regional Agricultural Development Programs (RADP).\textsuperscript{819} The objective
of RADP, discussed on pages 181-185, is to help Afghan farmers achieve more inclusive and sustainable economic growth. RADP projects focus on strengthening farmers’ productivity in wheat, high-value crops, and livestock. Using a value-chain approach, these projects work with farmers and agribusinesses to overcome obstacles hindering production, processing, sales, and overall development of agricultural value chains. The Afghanistan Value Chains (AVC) programs similarly plan activities along high-value crops and livestock value chains. Table 3.40, provides program value, duration, and expenditures to date.

### Afghanistan Value Chains - High Value Crops

USAID’s $33.5 million Afghanistan Value Chains-High Value Crops (AVC-HVC) is a three-year project with a two-year option to reverse market failures, strengthen linkages, spur growth and job creation for men, women, and youth along value chains for fruit, nuts, high-value horticulture, spices, and medicinal crops. Activities are designed around “anchor firms”—which USAID defines as firms with the willingness and potential to create systemic change in their entire value-chain—and important value-chain service providers such as financial institutions, shipping and transport companies, and management consultant firms. The total budget for AVC-HVC will increase to $55 million if USAID exercises the two-year option.

The project established regional offices in Jalalabad, Kandahar, Herat, and Mazar-e Sharif during the first 2019 calendar quarter. Between January and March, AVC-HVC submitted nearly two dozen partnership agreement packages with those firms selected to be anchors, of which 11 were approved by the end of March. By end of February, the project completed the value chain analysis for 12 crops as well as a gender analysis.

AVC-HVC supported eight anchor firms to participate in two trade events: the Gulfood tradeshow in Dubai in February and Spring Ag Fair in Kabul in March. The anchor firms achieved over $20 million in confirmed and potential deals in Dubai, and over $2,000 in direct sales in the Kabul Ag Fair. AVC-HVC collaborated with nine anchor firms to prepare and submit their loan applications to the ADF. The ADF approved $4.6 million and disbursed...
$1.4 million out of AVC-HVC’s total pipeline value of $6.16 million. As of July 9, 2019, USAID has disbursed $4.6 million.

Afghanistan Value Chains - Livestock
USAID’s three-year, $34.7 million Afghanistan Value Chains-Livestock (AVC–L) will work with anchor firms in the poultry, small ruminants, dairy products, and other livestock value-chains. The AVC-L contract includes a two-year option bringing its total five-year cost to $55.7 million should USAID decide to exercise the option. During the second quarter of FY 2019, AVC-L approved 36 of 62 received expressions-of-interest from livestock agribusinesses and signed 31 market partnership agreements; USAID approved 16 of 34 co-investment agreements submitted over the quarter. The program developed a literacy and business management skills program for women that will target 35 women-owned livestock businesses.

AVC-L also sponsored two firms to attend the 2019 Gulfood exhibition in Dubai in February resulting in signed potential deals worth approximately $952,000. AVC-L connected several businesses with financial institutions and referred loan applications totaling $1.87 million. The program organized a credit shura for women with financial experts, microfinance institutions and women agribusinesses jointly with Regional Agricultural Development-North and AVC-HVC. Program activities brought about the finalization of the country’s slaughterhouse and animal market regulations, the review of the national dairy policy, and the development of veterinary-related regulations. As of July 9, 2019, USAID has disbursed $6.5 million.
Promoting Value Chains - Western Afghanistan

USAID’s $19 million Promoting Value Chains-Western Afghanistan (PVC-W) program is implemented by the UN’s Food and Agriculture Organization (FAO). PVC-W aims to promote inclusive growth and create jobs in the agriculture sector by strengthening the capabilities of producers and private enterprises in:

- increasing wheat productivity
- improving production and productivity of high-value crops
- enhancing technology utilization in the livestock industry
- building institutional capacity at provincial and district levels

The first year of the project, which launched in January 2018, targeted Herat Province. Activities were to expand to Badghis, Farah, and Nimroz Provinces the second year. However the agreement was amended in October 2018 because of the drought to bolster existing livestock support and wheat components in the provinces of Badghis, Ghor, Farah, and Herat.

The project identifies and selects private-sector beneficiaries to participate in a project innovation fund (PIF) or a source of co-financing for selected agribusinesses and enterprises. USAID hopes to stimulate investments in private agribusinesses that develop and promote new markets and sales for agricultural inputs, wheat, high-value crops, and dairy products. The PIF is intended to improve business performance by addressing some of the key barriers to production and marketing, as well as to support farmer and producer groups in adopting and using new technologies and equipment.

An initial group of companies was approved for the first round of PIF implementation during the second half of 2018. Between October 2018 and March 2019, the project launched a simplified PIF for small and micro-businesses for up to $5,000. With the preponderance of small and micro-businesses in the targeted areas, the implementer believes this will enable PVC-W to assist a greater number of companies. Six simplified applications were registered and one is under procurement. Insecurity in certain areas has led to delays in implementation. To compensate, interested companies and entrepreneurs have been invited to project offices in Herat and Badghis to meet with the project staff on the PIF for support and assistance in growing their business.

As of July 9, 2019, USAID has disbursed $9.3 million for PVC-W.