

Public Disclosure Authorized

GROWTH AGENDA FOR TRANSFORMATIVE CHANGE AND SELF-RELIANCE: IMPLEMENTATION PLAN



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INTRODUCTION

Under the Afghanistan National Peace and Development Framework (ANPDF), the Growth Agenda for Transformative Change and Self-Reliance prioritizes reforms and interventions that will drive both short-term growth and establishing the foundations for self-reliance over the medium-term.

The following tables fully articulate the comprehensive program of priority reforms underpinning the ANPDF Growth Strategy. All reforms included in these tables are included in existing policy documents, including National Priority Programs, sector strategies, or existing reform plans. This document therefore does not present a new reform agenda but highlights the highest priority reforms for achieving ANPDF Growth Agenda outcomes from the Government's existing reform program. Reforms included in the document are costed, where sufficient data exists. Further, the likely direct contribution of identified reforms to Growth Agenda outcomes of increased exports, improved revenues, and accelerated economic growth are identified. Costings and potential contributions presented in this document are consistent with and have been used to develop the macroeconomic modeling scenarios that underpin the ANPDF Growth Strategy.

The tables presented in this document will be used to monitor and report on progress with implementation of the Growth Agenda. A dedicated mechanism will be established within Government to trace progress against actions identified in this plan, update priorities on the basis of new information and analysis or changes in government policy, coordinate required reforms, and report progress to the public and the international community.

The Implementation Plan is structured into three sections that correspond to the structure of the ANPDF Growth Strategy.

- 1 Section one presents high-level short-term policy priorities.
- 2 Section two presents detailed sectoral policy reforms and investments that will support Growth Agenda implementation, focusing on priority sectors of agriculture and agribusiness and extractives.
- 3 Section three presents detailed policy reforms and investments that will support Growth Agenda implementation through strengthening the broader enabling environment, including business regulatory reforms, regional connectivity, human capital, and public financial management.

1. HEADLINE PRIORITIES TO 2021



HEADLINE PRIORITIES TO 2021

1. Sectors and Programs

- 1.1. Expand irrigation by 240,000 hectares within three years
 - 1.2. Establish four pilot agri-business industrial parks, following economic viability analysis and establishment of appropriate regulatory frameworks
 - 1.3. Scale up the number of farmer learning resource centers to 400
 - 1.4. Reduce documentary requirements for agricultural exports to three documents
 - 1.5. Review customs duties and tariffs to reduce costs of agricultural inputs based on economic analysis and in compliance with WTO obligations
 - 1.6. Implement improved risk-based measures for customs inspection and introduce a National Single Window (NSW) to automate the application, processing, and approval of all trade related licenses and permits
 - 1.7. Resolve or renegotiate mineral and hydrocarbon contracts at all major sites
 - 1.8. Finalize contracts for private investment in at least two existing cement plants.
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HEADLINE PRIORITIES TO 2021

2. Enabling Factors

- 2.1. Maintain a stable macroeconomic policy framework, evidenced through successful implementation of IMF programs
 - 2.2. Transfer responsibility for deed registration from the Supreme Court to ARAZI
 - 2.3. Implement regulations and process changes allowing land titles to be guaranteed by ARAZI, including standardized cadastral surveying and adjudication
 - 2.4. Improve Doing Business scores for obtaining construction permits and accessing an electricity connection to the global average
 - 2.5. Launch Afghanistan Central Business Registry (ACBR) one-stop-shop
 - 2.6. Implement the Value Added Tax and establish a dispute resolution mechanism at the Afghanistan Revenue Department
 - 2.7. Ratify international agreement to support enhanced regional trade, including conventions on the international movement of goods and vehicles
 - 2.8. Complete costed NPP implementation plans and institutionalize allocations to priority sectors through the budget process
 - 2.9. Implement a program of expenditure reviews to identify opportunities for reallocating resources away from underperforming programs and projects
 - 2.10. Implement aid program review processes to ensure closer alignment between non-discretionary and off-budget aid flows and government growth and development priorities.
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HEADLINE PRIORITIES TO 2021

3. Foundations for Long-Run Growth

- 3.1. Increase the proportion of on-budget public expenditure allocated to health and education to reverse recent declines
 - 3.2. Through PRISEC, identify and prioritize measures to address business environment and regulatory constraints in the construction sector
 - 3.3. Implement outcome-based labor intermediation programs to match potential employees with employers for sustainably improved employment outcomes
 - 3.4. Building on the recently passed minerals and hydrocarbons laws, develop and implement a full legal, regulatory, contractual, and fiscal management framework across the mining/hydrocarbon project cycle
 - 3.5. Resolve the financial sustainability of DABS through restructuring of existing debt and reductions in technical and commercial losses
 - 3.6. Invest in major regional connectivity projects subject to rigorous analysis of economic costs and benefits
 - 3.7. Reform the governance of State-Owned Commercial Banks and support the development of an interoperable payment system.
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SECTOR PRIORITIES



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AGRICULTURE

Constraint	Short-Term Reforms (1-2 years)	Medium-Term Reforms (3-5 years)	Corresponding Plan	Cost ¹	Impact ²
Access to land and infrastructure for agricultural processing Disintegrated value chains	<ul style="list-style-type: none"> Finalize industrial park policy Assure coordination among participating ministries and clarify distribution of responsibilities over industrial parks between MoCI and MAIL Establish industrial park management authority In-depth technical and economic feasibility studies for Agri-Food Park (AFP) development (market demand assessment, sizing of necessary industrial land, master planning and development, business development plan, environmental and social impacts, and projected returns). Establish management for industrial parks under a regulatory framework set by Afghanistan Industrial Parks Regulatory Authority, Define plot allocation mechanisms and security arrangements 	<ul style="list-style-type: none"> Investment in infrastructure for 1-2 pilot Agri-Food Parks 	Agri-Business Charter	\$91.4 Million	\$ 330.8 Million in Agro-Processing Value Added
Lack of irrigated land	<ul style="list-style-type: none"> Invest in the rehabilitation of irrigated land to increase irrigated area from 2.5 currently to 2.8 million hectares 	<ul style="list-style-type: none"> Invest in the rehabilitation of irrigated land to increase irrigated area from 2.8 to 3.5 million hectares 	Irrigation Restoration and Development Project	\$4.7 billion	995,000 MT of additional wheat production
Export certification	<ul style="list-style-type: none"> Revise customs procedures to reduce documentary requirements for trade and streamline export processing. The focus will be on reducing the documentary required for exports by narrowing it down to only 2-3 documents (export declaration, invoice, and packing list). Reviewing and updating procedures for issuing sanitary and phytosanitary certificates. 	<ul style="list-style-type: none"> Initiation of the procedures for recognizing the equivalence of the systems of control over sanitary and phytosanitary measures with competent authorities of (potential and existing) trading partner countries. Establishment of export certification laboratories within industrial parks 	Agri-Business Charter	\$ 6 Million	5 % increase to agricultural exports
Availability of high quality inputs	<ul style="list-style-type: none"> Review/revise tariffs on imports of consumer products and farm inputs relating to the livestock sector, while ensuring these are consistent with WTO obligations. This activity will include periodical cost-benefit studies to support decision-making on applied tariffs on imports and impacts on the consumers. Review and possibly further reduce custom duties on machinery/equipment required for agro-processing to foster technology upgrade and competitiveness of the agro-food sector. 	<ul style="list-style-type: none"> Strengthening import inspection facilities at international airports and border crossings. 	Agri-Business Charter	\$ 14 Million	136,136 MT of additional wheat production

AGRICULTURE (CONT.)

Constraint	Short-Term Reforms (1-2 years)	Medium-Term Reforms (3-5 years)	Corresponding Plan	Cost	Impact
Poor on-farm production management practices.	<ul style="list-style-type: none"> Scale up Farmer Learning and Resource Centers in selected province to 400, including construction, training equipment and facilities and demonstration plots. Training of MAIL extension staff to build human capital on production practices and disease control 	<ul style="list-style-type: none"> Develop existing extension system into a community extension agent system to provide advice and disease control. 	Agri-Business Charter National Agriculture Extension Policy	\$ 30 Million	272,272 MT of additional wheat production
Inadequate investment in O&M for maintenance of infrastructure portfolio	<ul style="list-style-type: none"> Increased investment in O&M Approval and piloting of new O&M policy guiding allocation and costing methodologies 	<ul style="list-style-type: none"> Roll-out of new O&M policy 	FPIP	Additional annual O&M expenditure of US\$700 million by 2025	
Weak governance and contested property rights over water resources	<ul style="list-style-type: none"> Introduce Irrigation and Drylands Agriculture policies to improve governance of water resources to avoid conflicts and manage environmental impacts 	<ul style="list-style-type: none"> Implementation of new Irrigation and Dryland agriculture policies 	Irrigation and Dryland agriculture policies	Negligible	

EXTRACTIVES

Constraint	Short-Term Reforms (1-2 years)	Medium-Term Reforms (3-5 years)	Corresponding Plan(s)	Cost	Impact
Uncertainty about Afghanistan's mining potential	<ul style="list-style-type: none"> Undertake geological surveys and publish all studies available to the government. 	<ul style="list-style-type: none"> Prepare and launch international tender for Oil and Gas contracts 	National Infrastructure Plan	Negligible	
Absence of a functioning institutional and regulatory framework	<ul style="list-style-type: none"> Finalize, design and implement extractive industry institutional, legal, contractual and regulatory framework, addressing full cycle of mining/hydrocarbon projects i.e. law, regulations, contracts, procedures, standards etc. Resolve/renegotiate awarded hydrocarbon contracts i.e. Amu Darya, Totimaidan blocks. Resolve/renegotiate awarded mineral contracts i.e. Aynak, Shiada, Balkhab, Badakhshan, Zarkashan, Hajigak Strengthen data sharing and systemization between Ministry of Mines, Ministry of Finance and Ministry of Commerce mining operations to facilitate licensing and taxation. Refine upstream contractual/fiscal framework. 	<ul style="list-style-type: none"> De-risk and reduce policy uncertainty surrounding private sector investment leading to the relaunching of new tenders for exploration and development by consolidating internationally benchmarked, competitive and transparent institutional, regulatory and contractual frameworks and by promoting investment in Afghanistan's extractive sectors in international forums Strengthen transparency – adherence to EITI standards of transparency including public disclosure of mining revenues and agreements. 	National Infrastructure Plan	Negligible	<ul style="list-style-type: none"> Up to \$1 billion annual revenue in medium-term from major mineral/hydrocarbon projects
Lack of regulatory enforcement and tax collection capacity	<ul style="list-style-type: none"> Capacity building of MOMP and tax authorities in good international practices of extractive industry. <ul style="list-style-type: none"> Define and implement Afghanistan Gas Enterprise's institutional reform (corporatization) Introduce an O&G institutional capacity building program Adopt O&G transport and distribution tariff structure Tax informal mining sector at border customs check points. 	<ul style="list-style-type: none"> Promote standard tertiary education in extractive sector at university level. Possibly developing a domestic professional certification association/board of geologists, engineers and geo-scientists. Improve tax administration processes and enforcement capacity to prevent leakages, undervaluation of exports etc. 	National Infrastructure Plan	Negligible	<ul style="list-style-type: none"> Revenue from taxing informal mining could reach \$50 million
High investment cost due to a lack of infrastructure and domestic supply chains	<ul style="list-style-type: none"> Prioritize required infrastructure project for extractive sector. Easy access to electricity, transportation etc. 	<ul style="list-style-type: none"> Devise mechanisms to implement the newly developed National Infrastructure Plan(NIP). 	National Infrastructure Plan	Negligible	
Poor production practices leading to loss of value in minerals	<ul style="list-style-type: none"> Improve standards for dimension stone Regulatory Framework and Capacity Building for Mine Inspectorate Capacity building programs for small miners in mining practices and mine development to prevent losses in value of minerals. 	<ul style="list-style-type: none"> Promote standard tertiary education in extractive sector at university level. Possibly developing a domestic professional certification association/board of geologists, engineers and geo-scientists. 		\$40-\$50 million	<ul style="list-style-type: none"> \$100-200 million in annual revenues.

EXTRACTIVES (CONT.)

Constraint	Short-Term Reforms (1-2 years)	Medium-Term Reforms (3-5 years)	Corresponding Plan(s)	Cost	Impact
Poor production practices leading to loss of value in minerals	<ul style="list-style-type: none"> Improve standards for dimension stone Regulatory Framework and Capacity Building for Mine Inspectorate Capacity building programs for small miners in mining practices and mine development to prevent losses in value of minerals. 	<ul style="list-style-type: none"> Promote standard tertiary education in extractive sector at university level. Possibly developing a domestic professional certification association/board of geologists, engineers and geo-scientists. 		\$40-\$50 million	<ul style="list-style-type: none"> \$100-200 million in annual revenues.
Defunct natural gas production and lack of market linkages for small and artisanal mines	<ul style="list-style-type: none"> Establish downstream contractual framework for Natural Gas Distribution. Informal Mining - Developing an inventory of mining operations/activities aimed at monitoring the scale and the size of the subsector. 	<ul style="list-style-type: none"> Prepare and launch international tender for Oil and Gas distribution contracts Adopt Natural Gas Distribution tariff structure Develop a legal framework for the establishment of small mining consortiums. Policies for Local Content & Benefits Sharing 		Negligible	<ul style="list-style-type: none"> \$30 million in revenues from gas production. Up to US\$40 million in revenues from improved production techniques.
Constraints of fiscal regime to manage public revenue from extractives	<ul style="list-style-type: none"> Strengthen Tax Policy (codify royalties schedule) Resource Corridor Development/ Local Content within mining contracts Develop mechanisms for revenue sharing with subnational government and communities (mitigating informal extractive sector). 	<ul style="list-style-type: none"> Designing appropriate tools to control and oversee utilization of extractive revenues addressing resource curse i.e. fiscal rules, fiscal council, sovereign wealth funds (SWFs) etc. 	New activity should be integrated with ministries work plan.	Negligible	
Weakly performing cement plants	<ul style="list-style-type: none"> Finalize contracts for private investment in at least two existing cement plants, potentially including through PPP models. 	<ul style="list-style-type: none"> Finalize contracts for private investment in remaining cement plants, potentially through PPP models. 		Negligible	Up to 7 million tons of import substitution (US\$700 million)

REGIONAL INTEGRATION

Constraint	Short-Term Reforms (1-2 years)	Medium-Term Reforms (3-5 years)	Corresponding Plan	Cost	Impact
Documentary and procedural requirements for exports	<ul style="list-style-type: none"> Introduce a Trade Information Portal as a single access point for traders, both importers and exporters, to obtain information on all the regulatory requirements needed for international trade. Implement a National Single Window (NSW) to automate the application, processing, and approval of all trade related licenses and permits Revise customs procedures to reduce documentary requirements for trade and streamline export processing. The focus will be on reducing the documentary required for exports by narrowing it down to only 2-3 documents (export declaration, invoice, and packing list) 	<ul style="list-style-type: none"> Establish National Trade Facilitation Committee (NTFC) to provide a formal mechanism for enhanced interagency cooperation and improved dialogue with the private sector. 		Negligible	10 percent increase of exports
Long wait times at border	<ul style="list-style-type: none"> Operationalizing the Automated System for Customs Declaration World's advance declaration procedures and manifest functionalities to allow prescreening of consignments prior to their arrival at the border Implementing cargo tracking to better manage the risks associated with movement of goods between the border and inland clearing depots. 	<ul style="list-style-type: none"> Expanding border capacity and related infrastructure (24/7 customs services, scanners, weighbridges, warehouses) 		\$ 55 million	
Lack of harmonization of transportation standards across countries	<ul style="list-style-type: none"> Ratify key set of international conventions on the international movement of goods and vehicles in transit (e.g. Brussels Convention on pallets; Geneva Customs Convention on containers; Customs Convention on the Admission Temporaire/Temporary Admission (ATA) carnet for the temporary admission of goods; Bern Convention on International Carriage by Rail; etc.). 			Negligible	
Insufficient infrastructure for transit and connectivity	<ul style="list-style-type: none"> Continue Turkmenistan-Afghanistan-Pakistan-India Natural Gas Pipeline Continue CASA-1000 Electricity transmission project Progress discussions and commence work on TAP-500 by 2020 	<ul style="list-style-type: none"> Complete Turkmenistan-Afghanistan-Pakistan-India Natural Gas Pipeline Complete CASA-1000 Electricity transmission project Implementation of regional railway projects subject to rigorous cost-benefit analysis 	Infrastructure National Priority Program	CASA-1000: \$300 million TAPI: \$100 million TAP-500: \$150 million	\$759 million annually in revenue from transit fees by 2025

ENABLING FACTORS



BUSINESS ENVIRONMENT REFORMS

Constraint	Short-Term Reforms (1-2 years)	Medium-Term Reforms (3-5 years)	Corresponding Plan	Cost	Impact
Limited access to land and insecure land rights	<ul style="list-style-type: none"> Transfer responsibility for deed registration from Supreme Court to ARAZI Implement regulations and process changes allowing land titles to be guaranteed by ARAZI, including standardized cadastral surveying and adjudication 	<ul style="list-style-type: none"> Establish electronic land registration database providing full data on land holdings and ownership to all stakeholders 	Not currently specified in whole-of-government plan	Negligible	Estimated increase in private investment by 2 percent of GDP per year.
Weak coordination of business reforms across Government	<ul style="list-style-type: none"> Further strengthen the effectiveness of PriSEC (Private Sector Development Executive Committee) to drive business enabling environment reforms Utilize PriSEC to identify and address priority regulatory constraints impacting the construction sector 	<ul style="list-style-type: none"> Clarify institutional framework for investment promotion and strengthen capacity for investment promotion (after care services and investor grievance redress mechanism) 	Private sector development NPP	Negligible	
Business regulatory constraints	<ul style="list-style-type: none"> Launch Afghanistan Central Business Registry (ACBR) one-stop-shop Pursue improvements on the Doing Business indicators, with a short-term focus on Construction Permits (Kabul Municipality), Getting Electricity (DABS) and Trading Across Borders (ACD) and Getting Credit (MoU between DAB, DABS and ATRA to include data in public credit registry) 	<ul style="list-style-type: none"> Improve performance across 10 Doing Business indicators 	Private sector development NPP	Negligible	
Limited access to electricity	<ul style="list-style-type: none"> Restore financial sustainability of DABS through restructuring existing debt subject to achievement of performance targets Progress roll-out of digital, prepaid, and tamper-proof meters Establish electronic systems to support improvements in billing and collection efficiency Implement DABS investment plan 	<ul style="list-style-type: none"> Continue roll-out of systems to improve billing and collection by up to 90-95 % and 80-85 % respectively by end of 2021 Implement DABS investment plan Pursuit of large-scale and community-level solar and hydro investments, subject to identification of financing and full economic analysis. 	Infrastructure National Priority Program	<p>Debt restructuring of around US\$1.8 billion over three years.</p> <p>Annual investment of around US\$160 million to 2030</p>	<p>Increase in on-grid electricity coverage to 49.5 percent by 2030</p> <p>Contribution to economy-wide productivity and investment increase</p>

HUMAN CAPITAL

Constraint	Short-Term Reforms (1-2 years)	Medium-Term Reforms (3-5 years)	Corresponding Plan	Cost	Impact
Inadequate financing of health and education, with declining expenditure on a per capita basis	<ul style="list-style-type: none"> Increase human capital allocations in the budget to reach 50 percent of annual recurrent expenditure by 2024 	<ul style="list-style-type: none"> Maintain human capital expenditure at 50 percent of annual recurrent expenditure 	Not currently included in any government plan	Increase of US\$300 per year to reach 50 percent of recurrent expenditure by 2022	<p>Increase in literacy rate to 52.2 percent</p> <p>Labor force growth rate reduced from 2.7 percent to 2.4 percent</p> <p>Population growth rate reduced from 2.5 percent to 2 percent</p>
Inadequate channels for managed labor mobility	<ul style="list-style-type: none"> Convene inter-ministerial working group to address constraints to labor mobility Review and revise the legal, regulatory, and policy framework to address unnecessary constraints to labor mobility, including reducing time and cost burdens Pilot and test outcomes-based international labor intermediation contracts 	<ul style="list-style-type: none"> Outcomes-based contracts (i.e. only paying for job outcomes), demand-led international labor intermediation services delivered nationwide 	Not currently included in any government plan	\$34 million to 2023	<p>Up to one million new jobs by 2030</p> <p>Remittances increase to 18% of GDP</p> <p>Increased labor productivity through stronger incentives for human capital investment</p>
Skills gaps and weak intermediation between demand and supply of skills	<ul style="list-style-type: none"> Pilot and test outcomes-based domestic labor intermediation contracts Test contracts for outcomes-based work experience and in-work training 	<ul style="list-style-type: none"> Outcomes-based contracts on (i.e. only paying for job outcomes), demand-led domestic labor intermediation services delivered nationwide Outcomes-based contracts (i.e. only paying for job outcomes) for soft skills, demand-led training, volunteering and business start-up for jobseekers 	Not currently included in any government plan	\$30 million to 2023	<p>350,000 jobs by 2030</p> <p>Increase in labor productivity</p>

PUBLIC FINANCIAL MANAGEMENT

Constraint	Short-Term Reforms (1-2 years)	Medium-Term Reforms (3-5 years)	Corresponding Plan	Cost	Impact
Weak policy-budget links	<ul style="list-style-type: none"> Complete National Priority Programs Development of standard costing methodology and monitoring frameworks Establish sectoral allocations through the budget process, aligned with strategic growth sectors 	<ul style="list-style-type: none"> Complete costed implementation strategies for National Priority Programs 	Fiscal Performance Improvement Plan	Negligible	Impacts captured in capacity of government to manage and implement required investments while maintaining real per capita expenditures on non-human capital recurrent expenditure.
Weak PIM processes	<ul style="list-style-type: none"> Subject projects to strategic screening through the budget process Criteria to appraise and select large and most significant public investment projects approved 	<ul style="list-style-type: none"> Projects included in the national budget costed using life-cycle costing methods and subject to cost-benefit analysis 	Fiscal Performance Improvement Plan	Negligible	
Incremental approach to budgeting, with few revisions to existing expenditure	<ul style="list-style-type: none"> Rolling program of public expenditure reviews implemented Security sector public expenditure review implemented 	<ul style="list-style-type: none"> Expenditure reallocations through budget process informed by expenditure reviews 	Fiscal Performance Improvement Plan	Negligible	

MOBILIZING NEW SOURCES OF FINANCE

Constraint	Short-Term Reforms (1-2 years)	Medium-Term Reforms (3-5 years)	Corresponding Plan	Cost	Impact
No domestic debt market	<ul style="list-style-type: none"> Finalize legal and regulatory framework for the development of a domestic sukuk market 	<ul style="list-style-type: none"> Issue domestic debt instrument in limited amounts and according to debt management strategy 	Fiscal Performance Improvement Plan	Negligible	Domestic debt financing of 2% of GDP by 2030
Weak debt management capacity and practices	<ul style="list-style-type: none"> Develop and publish a Medium-Term Debt strategy, laying out government borrowing plans and portfolio composition and presenting analysis of risks 	<ul style="list-style-type: none"> Develop and publish annual borrowing plans linked to in-year cash needs 	Fiscal Performance Improvement Plan	Negligible	Additional concessional financing of 5 percent of GDP by 2030
	<ul style="list-style-type: none"> Build capacity to analyze and assess debt risks and renew publication of regular debt sustainability analyses 	<ul style="list-style-type: none"> Explore options for additional concessional borrowing from non-traditional lenders 	Not yet in any plan	Negligible	
Limited private sector access to finance	<ul style="list-style-type: none"> Finalize financial inclusion strategy 	<ul style="list-style-type: none"> Clarify law and regulations on Islamic banking 	Private Sector NPP Implementation Plan	Negligible	Increased growth rate of private sector investment to 10 percent.
	<ul style="list-style-type: none"> Support the development of digital finance through pursuing broader use of G2P payments 	<ul style="list-style-type: none"> Implement the state-owned bank reform strategy 	Private Sector NPP Implementation Plan	Negligible	
	<ul style="list-style-type: none"> Encourage the use of the Public Credit Registry by increasing awareness of stakeholders, users, consumers and data providers of the credit system 	<ul style="list-style-type: none"> Allow private firms and individuals to access credit information on other borrowers and provide credit scores by reviewing the Credit Regulation. 	Private Sector NPP Implementation Plan	Negligible	
Limited progress with PPPs	<ul style="list-style-type: none"> Maintain progress with PPP framework to identify priority investment projects with potential for private investment Finalize ongoing PPP transactions (Sheberghan, Mazar, and Kajaki) 	<ul style="list-style-type: none"> Develop a pipeline of PPPs for largescale infrastructure projects 	Private Sector NPP Implementation Plan	Negligible	



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