

## VIII. COST ESTIMATES

181. Estimates for total funding requirements on a commitment basis have been prepared using two independent approaches. The first approach utilized an analysis based on the total costs of aid previously implemented in other postconflict countries. Among large countries emerging from conflict, including several in Asia and Africa with per capita incomes similar to Afghanistan's, average annual aid per capita was in the \$40-80 range. Following this methodology, a range was then calculated for Afghanistan. Assuming Afghanistan has a population of 25 million, total financing needs would range between approximately \$10 billion and \$20 billion over 10 years. This comparison needs to be treated with caution, however, given that the extent of destruction and absorptive capacity varies across countries.

182. The second approach, the focus of this note, assessed recovery and reconstruction needs on a sector-by-sector basis. This assessment was undertaken through secondary sources that did not include field surveys due to security limitations. The estimates were broken down between capital investment (including technical assistance) and recurrent costs. Estimates excluded investments that are expected to be undertaken with private sector financing.

183. Donor funding requirements were estimated for each sector within a range. The low, base, and high case scenarios reflect different assumptions about absorptive capacity, investment priorities and rates of economic growth. As shown in Table 1, the total base case financing requirements from the sectoral analysis amounted to \$1.7 billion in the first year, \$4.9 billion over 2.5 years, \$10.2 billion over 5 years, and \$14.6 billion over 10 years. High and low estimates are estimated to be \$1.4 billion-\$2.1 billion in the first year, \$4.2 billion-\$6.5 billion over 2.5 years, \$8.3 billion-\$12.2 billion over 5 years, and between \$11.4 billion-\$18.1 billion over 10 years. The projected funding requirement ranges for each sector over the 10-year period are shown in Table 2.

184. Financing requirements are on a commitment basis, that is, the amount of donor financing required to initiate programs and projects. Actual financial disbursements relative to investments will experience a variable lag depending on the absorptive capacity and the nature of the sector programs. Donor financing commitments for recurrent expenditures would not likely experience such lags.

185. The main areas of recurrent costs are associated with teachers, public health workers, and other basic functions of government. During the first 2.5 years, domestic revenue is expected to be minimal, thus the establishment of basic government will have to depend on international assistance. It is assumed that revenue will gradually increase during the consolidation period after the election of a permanent government, and over the 5 - 10 year period, domestic revenue (assuming tax revenue at 10% of GDP) would be sufficient to cover noninterest current expenditures, and hence little or no recurrent cost financing would be needed from donors.

186. Tables 3 and 4 outline the budgetary projections and the associated macroeconomic assumptions, together with their evolution over the 10-year period.

**Table 1. Base Case - Cumulative Estimates of Funding Requirements on Commitment Basis**  
(US\$ million)

**Range of Estimates**

<b>Scenario</b>	<b>1 Year</b>	<b>2.5 Years</b>	<b>5 Years</b>	<b>10 Years</b>
Base Case	1,700	4,900	10,200	14,600
Low Case	1,400	4,200	8,300	11,400
High Case	2,100	6,500	12,200	18,100

**Base Case Capital Investments and Technical Assistance by Sector**

<b>Sector</b>	<b>1 Year</b>	<b>2.5 Years</b>	<b>5 Years</b>	<b>10 Years</b>
<b>Security</b>				
Security Force and Police	180	320	320	320
Mine Action	60	150	450	660
Drug Control	30	110	290	380
<b>Sub-total</b>	<b>270</b>	<b>570</b>	<b>1,060</b>	<b>1,360</b>
<b>Governance and Economic Management</b>				
Governance and Public Administration	140	330	500	520
Local Governance and Community Driven Development	70	300	600	800
Private Sector Development	20	110	200	200
Gender	10	10	20	40
Environment	10	20	30	30
Cultural Heritage	10	20	30	30
<b>Sub-total</b>	<b>260</b>	<b>780</b>	<b>1,370</b>	<b>1,620</b>
<b>Social Protection, Health and Education</b>				
Education	80	210	650	1,240
Health	50	210	380	640
Social Protection	130	350	400	490
<b>Sub-total</b>	<b>260</b>	<b>760</b>	<b>1,430</b>	<b>2,380</b>
<b>Infrastructure</b>				
Transport	50	180	1,030	2,390
Civil Aviation	10	30	60	70
Water and Sanitation	30	100	230	580
Energy	40	240	760	1,330
Telecommunications	10	40	80	120
Urban Management, Services and Housing	30	130	250	320
<b>Sub-total</b>	<b>170</b>	<b>720</b>	<b>2,400</b>	<b>4,810</b>
<b>Agriculture and Natural Resources Management</b>				
<b>Subtotal</b>	<b>70</b>	<b>280</b>	<b>850</b>	<b>1,360</b>
<b>Total Development Expenditures</b>	<b>1,000</b>	<b>3,110</b>	<b>7,110</b>	<b>11,530</b>
<i>Of which Technical Assistance and Inst. Development</i>	<i>100</i>	<i>330</i>	<i>550</i>	<i>830</i>

**Base Case Recurrent Costs for All Sectors**

<b>Total Recurrent Expenditures</b>	<b>700</b>	<b>1,800</b>	<b>3,100</b>	<b>3,100</b>
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**Table 2. Low and High Cases**  
**Cumulative Estimates of Funding Requirements on Commitment Basis**  
(US\$ million)

**Capital Investments and Technical Assistance by Sector**

Sector	1 Year	2.5 Years		5 Years		10 Years	
		Low	High	Low	High	Low	High
<b>Security</b>							
Security Force and Police	180	250	380	250	380	250	380
Mine Action	60	150	900	450	900	660	900
Drug Control	30	110	120	250	330	320	440
<b>Sub-total</b>	<b>270</b>	<b>510</b>	<b>1,400</b>	<b>950</b>	<b>1,610</b>	<b>1,230</b>	<b>1,720</b>
<b>Governance and Economic Management</b>							
Governance and Public Administration	140	200	450	270	520	290	550
Local Governance and Community Driven Development	70	230	370	470	730	630	970
Private Sector Development	20	90	130	160	250	160	250
Gender	10	10	10	20	20	40	40
Environment	10	20	20	30	30	30	30
Cultural Heritage	10	20	20	30	30	30	30
<b>Sub-total</b>	<b>260</b>	<b>570</b>	<b>1,000</b>	<b>980</b>	<b>1,580</b>	<b>1,180</b>	<b>1,870</b>
<b>Social Protection, Health and Education</b>							
Education	80	210	210	610	690	1,180	1,310
Health	50	200	220	360	400	600	670
Social Protection	130	260	430	320	480	410	570
<b>Sub-total</b>	<b>260</b>	<b>670</b>	<b>860</b>	<b>1,290</b>	<b>1,570</b>	<b>2,190</b>	<b>2,550</b>
<b>Infrastructure</b>							
Transport	50	180	270	580	1,240	1,370	2,890
Civil Aviation	10	30	30	50	60	60	90
Water and Sanitation	30	50	130	110	420	280	1,260
Energy	40	230	240	630	780	780	2,090
Telecommunications	10	40	40	80	80	120	120
Urban Management, Services and Housing	30	180	190	280	320	320	370
<b>Sub-total</b>	<b>170</b>	<b>710</b>	<b>900</b>	<b>1,730</b>	<b>2,900</b>	<b>2,930</b>	<b>6,820</b>
<b>Agriculture and Natural Resources Management</b>							
<b>Sub-total</b>	<b>70</b>	<b>280</b>	<b>280</b>	<b>850</b>	<b>850</b>	<b>1,360</b>	<b>1,420</b>
<b>Total Development Expenditures</b>	<b>1,000</b>	<b>2,710</b>	<b>4,420</b>	<b>5,780</b>	<b>8,480</b>	<b>8,890</b>	<b>14,390</b>
<i>Of which Technical Assistance and Inst. Development</i>	<i>100</i>	<i>290</i>	<i>360</i>	<i>490</i>	<i>610</i>	<i>750</i>	<i>960</i>

**Recurrent Costs for All Sectors**

<b>Total Recurrent Expenditures</b>	<b>700</b>	<b>1,500</b>	<b>2,100</b>	<b>2,500</b>	<b>3,700</b>	<b>2,500</b>	<b>3,700</b>
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187. Data and assumptions are subject to confirmation and revision following the post-Tokyo Detailed Needs Assessment.

188. General assumptions include:

- Funding projections reflect reconstruction aid requirements on commitment basis, on account of (i) capital investment, (ii) technical assistance and institutional development, and (iii) recurrent expenditures not financed by the Government budget.
- Funding projections are net of expected private sector investment.
- Recurrent expenditures were forecasted based on macroeconomic benchmarks and were crosschecked with aggregated sector estimates.
- Figures for cross-sectoral themes such as gender and environment are itemized for cross-sectoral technical assistance and institutional development only. Expenditures to address priorities in specific sectors are included in sectoral totals.
- Details on the main assumptions used for preliminary sector-by-sector assessments are listed in Table 5.

189. Assumptions on major macroeconomic variables, listed in Table 3, underpin the estimates of recurrent costs shown in Table 4. The first period of transition ends in year 2.5, when the permanent government should be elected according to the timetable in the Bonn Agreement. The 2 subsequent years are envisaged as a period of consolidation, during which the new government will make permanent decisions about policy and major activities. The period covering years 5 - 10 is envisaged as the period of return to normalcy.

**Table 3. Base Case – Macroeconomic Assumptions**

Indicator	Year 1	Years 1-2.5	Years 2.5-5	Years 5-10
Population (million, average period)	25	26	28	31
GDP average annual growth rate (%)	15%	15%	10%	7%
GDP annual total (\$ billion)	5.0	5.9	7.6	10.1
GDP period total (\$ billion)	5.0	8.8	19.0	50.5
Per capita GDP average annual growth rate (%)	12%	12%	7%	4%
Per capita GDP (\$)	200	226	271	326
Govt. employment (all functions excl. defense)	225,000	220,000	250,000	275,000
Defense employment (yearly recurrent cost, \$m)	118	118	118	118
Wages, annual average (\$/year)	1,200	1,250	1,350	1,650
Benefits (% of salaries)	30%	30%	30%	30%
O&M (% of total wage bill)	66%	66%	50%	50%

190. Recurrent costs have been estimated based on macroeconomic data and the assumptions listed in Table 4 and related notes. Recurrent costs were also estimated using sector data and assumptions. Sectoral estimates of recurrent costs were found to fall within macroeconomic estimates.

**Table 4 – Base Case – Recurrent Financing Needs**  
(US\$ million)

Item	Year 1	Years 1-2.5 (Transition)	Years 2.5-5 (Consolidation)	Years 5-10 (Normalcy)
<b>Domestic Revenue<sup>1</sup></b>	<b>0</b>	<b>0</b>	<b>600</b>	<b>5,000</b>
<b>Recurrent Costs</b>				
Regular Salaries <sup>2</sup> (All Govt. functions excl. defense)	270	410	840	2,270
Benefits <sup>3</sup> (All Govt. functions excl. defense)	80	120	250	680
Operations and Maintn. <sup>4</sup> (All Govt. functions excl. defense)	230	350	550	1,470
Salaries, Benefits and O&M <sup>5</sup> (Defense-related)	120	180	300	580
Transfers	N/A <sup>6</sup>	N/A	N/A	N/A
Interest	N/A	N/A	N/A	N/A
<b>Total Recurrent Costs</b>	<b>700</b>	<b>1,070</b>	<b>1,940</b>	<b>5,000</b>
<i>As % GDP</i>	<i>14%</i>	<i>12%</i>	<i>10%</i>	<i>10%</i>
<b>Total Recurrent Costs (Cumulative)</b>	<b>700</b>	<b>1,770</b>	<b>3,710</b>	<b>8,710</b>
<b>Total Aid Requirements for Recurrent Costs (by Period)</b>	<b>700</b>	<b>1,070</b>	<b>1,340</b>	<b>0</b>
<b>Total Aid Requirements for Recurrent Costs (Cumulative)</b>	<b>700</b>	<b>1,770</b>	<b>3,110</b>	<b>3,110</b>

**Table 4 Notes:**

- (1) Domestic revenue is assumed to be zero during the transition period (years 0 - 2.5). The assumption of zero revenue during the transition period suggests that whatever revenue is collected will allow the Government a small degree of freedom to finance a variety of expenditures. Beyond year 2.5, domestic revenue (including "ordinary" current grants) is envisaged to rise gradually to about 6% of projected GDP by year 4, or 4% on average during years 2.5 - 5. During years 5 through 10, domestic revenue is assumed to stabilize at about 10% of GDP, which is sufficient to finance projected current expenditure (including interest payments). External financing would then only be used for investment or special programs, thereby meeting the "golden rule" of government borrowing.
- (2) Assumptions regarding the size of the government workforce are based on the concept of limited but effective government, which translates to a comparatively small but reasonably well-paid government workforce. A total government workforce of 1% of population (including central, provincial, and local governments, but not the military) would be lower than comparable countries in the region, and among the lowest in the developing world. Limiting government employment to 1% of population requires, in addition to a policy of

limited government, substantial recourse to the private sector, communities, and NGOs to deliver public services. A population of about 25 million would therefore yield an “optimal” total government workforce of 250,000. At present there are about 170,000 government employees. In the base case, it is assumed that the number of government employees will increase from 170,000 at the beginning of year 1 to 220,000 during the transition period, and reach 250,000 during the consolidation period. The increase during the transition period results from a combination of the hiring of 100,000 staff (which includes former employees which were dismissed, mainly for the social sectors), and the retrenchment of an estimated 50,000 staff. An average wage of \$100/month is assumed initially, which rises in parallel with the projected increase in per capita GDP to about \$140/month on average during years 5 - 10. Wage levels would therefore be at about 5 times per capita GDP throughout the 10-year period and would compare favorably with other countries in the region and the developing world in general.

- (3) Following the norms prevalent elsewhere, benefits have been estimated at 30% in the base case (see Table 3).
- (4) Noting international norms for adequate operations and maintenance (O&M) expenditure is between 1/3 and 2/3 of the wage bill, it is expected that during the transition period, operational costs will be pushed to the upper limit of this range because of transportation, communications and security difficulties. The estimates in the table assume O&M expenditure equal to 66% of the wage bill for the first 2.5 years, which then decline thereafter to 50% of the wage bill.
- (5) Assumption of security force size and costs were provided by AIA. The team did not assess the appropriateness of these numbers as this falls out of the scope of the needs assessment exercise.
- (6) Not available.

**Table 5. Assumptions on Base Case Estimates by Sector**

**Note:** All funding estimates listed in Table 5 refer to the 10-year period and are on a commitment basis. Recurrent costs are not included.

Sector	Funding Requirements – Capital Investment, Technical Assistance, and Institution Building Costs
<b>Mine Action</b>	<ul style="list-style-type: none"> <li>• Data refers to the continuation and expansion of the UN Mine Action Programme.</li> <li>• Base and low case scenarios assume completion of Program in 7 years, at a cost of \$660 million.</li> <li>• High case scenario assumes shorter duration (3 year) at a cost of about \$900 million.</li> </ul>
<b>Security</b>	<ul style="list-style-type: none"> <li>• Investment costs including:               <ul style="list-style-type: none"> <li>○ \$215m for start-up equipment for a security force of 60,000 (cost of weapons not included)</li> <li>○ \$100m for start-up equipment for a police force of 30,000, and National Bureau of Investigation force of about 10,000.</li> </ul> </li> </ul>
<b>Social Protection for Vulnerable Groups</b>	<ul style="list-style-type: none"> <li>• \$490m has been estimated for both urban and rural areas</li> <li>• Programs are short term in nature (about 2.5 years) and include:               <ul style="list-style-type: none"> <li>○ Short Term emergency public works employment programs,                   <ul style="list-style-type: none"> <li>• \$90m to employ 180,000 persons in urban areas</li> <li>• \$180m to employ 200,000-400,000 persons in rural areas</li> </ul> </li> <li>○ \$100m assistance for the disabled,</li> <li>○ \$100m demand-responsive fund for women,</li> <li>○ \$10m for vocational training assistance for 25,000-100,000 persons, and</li> <li>○ \$10m for supporting enterprise development and microfinance among targeted groups.</li> <li>○ \$1.5m for assessing the labor market and start-up of employment services.</li> </ul> </li> </ul>
<b>Health</b>	<ul style="list-style-type: none"> <li>• Millennium Development Goals are targeted.</li> <li>• Capital investment programs and estimated expenditures over 10 years include:               <ul style="list-style-type: none"> <li>○ \$380m for restoration and rehabilitation of hospitals,</li> <li>○ \$120m for restoration and rehabilitation of health centers and women’s clinics,</li> <li>○ \$50m for administrative start-up costs, and</li> <li>○ \$90m for institutional development.</li> </ul> </li> </ul>
<b>Education</b>	<ul style="list-style-type: none"> <li>• Millennium Development Goals are targeted.</li> <li>• Capital investments for primary education for 10 years are estimated to be about               <ul style="list-style-type: none"> <li>○ \$600m for primary education,</li> <li>○ \$300m for secondary education, and</li> <li>○ \$200m for tertiary education.</li> </ul> </li> </ul>
<b>Agriculture and Natural Resources</b>	<ul style="list-style-type: none"> <li>• Investments in agriculture over 10 years are assumed to include               <ul style="list-style-type: none"> <li>○ \$500m for input production - seed multiplication and distribution schemes,</li> <li>○ \$300m for restoration and development of irrigation systems,</li> <li>○ \$300m for natural resource management and forestry,</li> <li>○ \$100m for pilot programs, and</li> <li>○ \$200 m for technical assistance</li> </ul> </li> </ul>

Sector	Funding Requirements – Capital Investment, Technical Assistance, and Institution Building Costs
<b>Housing and Urban Services</b>	<ul style="list-style-type: none"> <li>• Investments in the urban sector include (over 10 years) include:               <ul style="list-style-type: none"> <li>○ \$130m for shelter (winterization kits for 150,000 households &amp; improvements to 150,000 existing units, and the establishment of 20 reception areas),</li> <li>○ \$50m for solid waste – vehicles etc. (32 sites),</li> <li>○ \$100m for urban roads and drains (250km), and</li> <li>○ \$20m for urban management (repair buildings and equip 32 municipalities)</li> <li>○ Estimates do not include urban water and sanitation investments (accounted for under water and sanitation)</li> </ul> </li> </ul>
<b>Roads</b>	<p>The assessment has been based on the 1994 Afghan road condition survey (ARCS). Cost estimates over 10 years include</p> <ul style="list-style-type: none"> <li>• \$1,050m for the rehabilitation and upgrading of about 2,500 kilometers of the core road network (the Ring Road - Kabul-Qandhar-Herat-Maimana-Shiberghan-Mazaresharif-Pulekhumri-Salang-Kabul),</li> <li>• \$200m for labor based construction of rural and village access roads,</li> <li>• \$400m for labor based construction of the Herat-Shiberghan section (missing link) of the ring road and a new central highway from Herat to Pule Matak, and</li> <li>• \$700m for upgrading 3,000 km of two lane secondary roads and 5,000 km of single lane tertiary network to a blacktop standard (including provision of a sealed surface to minimize maintenance needs); and 4,000 km of village access roads.</li> </ul>
<b>Civil Aviation</b>	<p>Ten-year capital investment costs (\$70m) are estimated to include</p> <ul style="list-style-type: none"> <li>• \$50m for rehabilitation of 8 major airports including Kabul and Kandahar International Airports, and 6 regional airports</li> <li>• \$10m for rehabilitation of 14 smaller airports, and</li> <li>• \$10m for civil aviation and training center.</li> </ul>
<b>Energy</b>	<p>Ten-year capital investment costs and technical assistance are estimated to include</p> <ul style="list-style-type: none"> <li>• \$1,000m for electricity sector (doubling pre-war capacity to 900MW)..</li> <li>• \$90m for the petroleum sector,</li> <li>• \$150m for natural gas sector,</li> <li>• \$40m for coal sector, and</li> <li>• \$50m for New &amp; Renewable Energy (NRER) sector.</li> </ul>
<b>Governance &amp; Public Administration</b>	<p>The majority of capital investment costs (\$520m) for governance include</p> <ul style="list-style-type: none"> <li>• \$100m for rehabilitation of major government buildings for central, provincial and local governments, post offices, etc., and equipment of facilities (computers, furniture, etc.) and employees,</li> <li>• \$100m for technical assistance and institutional development,</li> <li>• \$250 for payment of arrears (170,000 employees eligible) and retrenchment costs (estimated 50,000 employees), and</li> <li>• \$70 for the media sector.</li> </ul>
<b>Telecommunications</b>	<ul style="list-style-type: none"> <li>• The majority of the total required capital investment should be financed by the private sector.</li> <li>• Donor aid may be required to attract private sector investment in areas of low viability. 10-year capital investment donor assistance is estimated at \$120m (total).               <ul style="list-style-type: none"> <li>○ \$110m for restoration/expansion of existing system, and</li> <li>○ \$10m for legal technical assistance.</li> </ul> </li> </ul>

Sector	Funding Requirements – Capital Investment, Technical Assistance, and Institution Building Costs
<b>Water and Sanitation</b>	<ul style="list-style-type: none"> <li>• About \$300m total for urban water, sewage, on-site sanitation and hygiene for 27 cities includes: <ul style="list-style-type: none"> <li>○ \$200m for repair and expansion of urban water supply facilities,</li> <li>○ \$40m for repair and construction of new sanitation and hygiene facilities, and</li> <li>○ \$60m for TA and capacity building.</li> </ul> </li> <li>• About \$280m total for rural water and sanitation/hygiene includes: <ul style="list-style-type: none"> <li>○ \$230m for provision of sustainable on-site water supply,</li> <li>○ \$20m for sanitation and hygiene education, and</li> <li>○ \$30m for TA and capacity building.</li> </ul> </li> </ul>
<b>Gender</b>	<p>The majority of investments costs are accounted for in sector estimates as gender issues are mainstreamed into sector programs.</p> <ul style="list-style-type: none"> <li>• Gender-specific programs (\$40m over 10 years) include</li> <li>• \$5m for scaling up Ministry of Women Affairs (MOWCA) including provincial offices for all 33 provinces and urban satellite centers,</li> <li>• \$10m for re-establishment/rehabilitation of the Women’s High Association, and</li> <li>• \$25m for provincial outreach program/establishment of an office in about half the provinces.</li> </ul>
<b>Cultural Heritage</b>	<ul style="list-style-type: none"> <li>• Estimated costs over 10 years under cultural heritage (\$30m) include <ul style="list-style-type: none"> <li>○ \$5m for inventory of national cultural resources,</li> <li>○ \$5m for pilot projects on cultural heritage, and</li> <li>○ \$20m for rehabilitation of historical sites and the Kabul Museum and regional museums.</li> </ul> </li> </ul>
<b>Environment</b>	<p>The majority of investments costs are accounted for in sector estimates as environmental issues are mainstreamed into sector programs.</p> <ul style="list-style-type: none"> <li>• Estimated costs under environment over 10 years are \$30m and are mainly for TA and pilot projects aimed at environmental rehabilitation (including reforestation, watershed management, development of renewable energy, environmental health improvements, etc.), Institutional Capacity Building, Environmental Assessment, preparation of a National Conservation Strategy, setting up of national protected areas, preparation of sectoral guidelines, etc.</li> </ul>
<b>Local Governance and Community Driven Development</b>	<p>Projected expenditures (\$800m) include</p> <ul style="list-style-type: none"> <li>• Expansion of UN and NGO-implemented community development programs as a way of ensuring immediate reconstruction impact at the community level (initially \$70m yearly)</li> <li>• An average yearly block grant of \$100,000 per district</li> <li>• Technical assistance, including: <ul style="list-style-type: none"> <li>○ \$2.5m for media based reconstruction communication strategy, and</li> <li>○ \$5m for training of government officials</li> </ul> </li> </ul>
<b>Private Sector Development</b>	<p>Private sector development initiatives are short term in duration and will most likely occur at the beginning of the reconstruction, including:</p> <ul style="list-style-type: none"> <li>• \$120m for microfinance, rural finance, SME finance, leasing,</li> <li>• \$5m for compensation of depositors,</li> <li>• \$10m for property rights,</li> <li>• \$5m for private sector legislation,</li> <li>• \$20m for privatization program, and facilitating private sector participation in infrastructure, and</li> <li>• \$40m for institutional development.</li> </ul>

<b>Drug Control</b>	<p>Program capital expenditures are expected to be about \$380m over 10 years and include</p> <ul style="list-style-type: none"><li>• Drug Control Commission established in Kabul and 5 Drug Control Units set up in key provinces;</li><li>• Within the Afghan Security Force drug law enforcement agencies set up at capital and provincial levels;</li><li>• Legal framework set up in compliance with drugs, crime and terrorism UN conventions.</li><li>• Monitoring of illicit opium poppy cultivation carried out; and</li><li>• Public awareness, alternative livelihood strategies, and assistance to poppy growing provinces.</li></ul>
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