

Brussels, 30 October 2014  
(OR. en)

14902/14

CORDROGUE 83  
ASIE 67

**NOTE**

From:	French delegation
To:	Dublin Groupe
No. prev. doc.:	9762/12 CORDROGUE 26
Subject:	Country report on Afghanistan

**1 General situation in the country**

The total area under opium poppy cultivation in Afghanistan in 2013 was estimated to be 209,000 hectares, a 36% increase from the previous year. In 2014, according to UNODC, the estimated cultivated will likely be around 223.000 hectares.

In 2013, the vast majority (89%) of opium cultivation took place in nine provinces in Afghanistan's southern and western regions, which include the country's most insecure provinces. The polarization in the security situation between the lawless South and the relatively stable North of the country, confirms the link between security and opium cultivation observed in previous years.

Helmand remained Afghanistan's major opium-cultivating province, followed by Kandahar, Farah, Nimroz, Nangarhar, Uruzgan, Badghis, Badakhshan, Day Kundi, Zabul, Laghman, Kunar, Hirat, Kapisa, Balkh, Kabul, Ghor, Faryab and Baghlan. Accounting for 60% of national production, the southern region continued to produce the vast majority of opium in Afghanistan in 2013. The western region was the country's second most important opium-producing region, with 22% of national production.

Potential opium production was estimated at 5,500 tons in 2013, an increase in 49% compared to its 2012 level (3,700 tons). Average opium yield amounted to 26.3 kilograms per hectare in 2013, which was 11% more than 2012 (23.7 kilograms per hectare).

The opium economy represents about 16% of the country's estimated GDP: at US\$ 0.95 billion, the farm-gate value of opium production in 2013 rose by 31%. The *gross* export value of opium and heroin/morphine exports in 2013 was US\$ 3 billion (US\$ 2 billion in 2012). The *net* export value of Afghan opiate exports in 2013 was US\$ 2.9 billion. Far smaller, the gross value of the domestic market for the drugs was estimated to be US\$ 0.12 billion.

In 2014 a total of 2692 hectares of Governor-led eradication of poppy fields was verified in 17 provinces of Afghanistan namely Badakhshan, Baghlan, Balkh, Faryab, Ghor, Day Kundi, Helmand, Kandahar, Kapisa, Kunduz, Kunar, Laghman, Nangarhar, Sar-e-Pul, Takhar, Zabul and Uruzgan. The highest poppy eradication was verified in Badakhshan province (1411 hectares), showing a decrease of 50% compared to the eradication carried out last year in the same province (2,798 hectares). There was a decrease in 64% in poppy eradication compared to last year in Helmand Province.

Compared to last year (2013) when 7,348 hectares were eradicated in 18 provinces, there was a decrease in 63% in Governor-led eradication of poppy fields in Afghanistan. The decrease was mainly due to the coinciding of eradication campaigns with the 2014 Afghanistan presidential election.

The link between opium cultivation and a low level of development was confirmed in 2013 by the fact that over 88% of non-poppy-growing villages had a boys' school and almost three quarters had a girls' school, whereas these proportions dropped to 63% (boys' school) and 20% (girls' school) in poppy-growing-villages.

According to UNODC, around 1.8 million of Afghans are producing poppy and one million are involved in trafficking, which accounts for 18% of the Afghan working population.

According to a survey conducted by the United States Office of International Narcotics and Law Enforcement Affairs (INL), around 5.3% of the Afghan population (e.g. between 1,351,000 and 1,612,000 people) are drug-addicted.

Afghanistan is also one of the main world cannabis manufacturers with 12.000 hectares, which produced 1,400 tons of cannabis resin in 2012 (an increase in 8% compared to the previous year).

The ability of the Afghan government to counter the trafficking of narcotic drugs, psychotropic substances and precursors has been enhanced over the past years in cooperation with international counterparts including UNODC. Year by year increases have been observed for counter narcotics seizures and cases with activities being conducted mainly by the 2,700 member strong Counter Narcotics Police of Afghanistan (CNPA). However, this has had no impact on the production itself.

Despite these successes, Afghan opiates remain a serious threat for national and regional security. The threat is further compounded by the fact that while international support has been provided to the government of Afghanistan to assist with building the capacity of the Ministry of Interior, the focus of that assistance has primarily been enhancing the Ministry's ability to address on-going insecurity issues within the country.

## **2- Update on the country's anti-drugs strategy**

### **2.1- Changes in CN institutional and legal/legislative frameworks**

- Anti-Money Laundering (AML) and Countering the Funding of Terrorism (CFT) Laws were revised under the guidance of UNODC and the laws were approved by Parliament and Office of the President.
- The Criminal Law Reform Working Group (CLRWG) assisted the Ministry of Justice and the Taqnin (Ministry of Justice's Legislative Department) in revising the Criminal Procedure Code.
- Draft revision to the Penal Code was prepared.
- Capacity building was provided to judges, prosecutors and attorneys on the criminal justice and criminal procedure law in 14 provinces with 579 officers and attorneys trained in facilities being constructed in Bamyán (Provincial Justice Department) and in Balkh and Herat (District Courts).
- High Office of Oversight (HOO) was supported in publishing the Corruption Trend Survey.
- National Counter Terrorism Coordination Committee was established for coordination and policy development in CT.
- The National Legal Training Curriculum for prosecutors, lawyers and justice officials was revised to incorporate a counter-terrorism module based on the UNODC/Terrorist Prevention Branch Legal Training Curriculum.
- Successful implementation of UNSC sanctions against the Taliban and Al-Qaida regime.

## 2.2- Assessment of the government's political will to conduct a comprehensive and resolute anti-drugs policy

At the highest level of the State, the government's political will to conduct a resolute anti-drugs policy will have to be carefully assessed.

The newly elected President Ghani expressed his will to reinforce the anti-drug policy of his country by ensuring better border control, emphasizing the fight against laboratories and combatting corruption. This seems to confirm his willingness to address the issue, even if the way and resources he will use to implement this policy remain unclear.

However, recalling the principle of shared responsibility of states (producers, transit and consumers' countries), the President also expressed his high expectations regarding the fight against drug demand in western countries. Mr. Ghani having shown some distrust towards the UN, UNODC will have develop with Afghanistan technical and constructive partnership policies and use the favorable results achieved in other sensitive areas of the world.

At the tactical and operational level, some actions have been conducted by Afghan authorities:

- During the period from January to June 2014, the Counter-Narcotics Police of Afghanistan (CNPA) conducted a total of 1,756 counter narcotics operations resulting in the seizures of 1,639 kilograms of heroin, 19,028 kilograms of opium, 16,102 kilograms of hashish, 33,467 kilograms of solid precursor chemicals and 12,861 liters of liquid precursor chemicals.
- Afghan trainers trained under a UNODC program delivered 15 CN training sessions to 436 officers in the provinces.
- The Tactical Operations Centre (TOC) released 1,250 operational reports.
- Mobile Detection Teams (MDTs) in the target provinces of Badakhshan, Herat, Kabul and Nangarhar conducted 64 intelligence-led CN operations leading to seizures of 577 kilograms of heroin, 38 kilograms of morphine, 3,129 kilograms of opium, 340 kilograms of hashish, 660 liters of liquid precursor chemicals and 8,092 kilograms of solid precursor chemicals.

- The CNPA Forensic laboratory analyzed 2,795 exhibits with samples containing heroin, opium, morphine, hashish, acetic anhydride, hydrochloride acid, ammonium chloride and methamphetamine with 1,171 forensic reports prepared.
- Four Border Liaison Offices (BLO) were established in Torkham, Islam Qala, Shirkhan Bandar and Hayraton and two additional offices are planned for Spinboldak and Eshkashim.
- At Islam Qala, three Afghan-Iran joint cross border BLO meetings were held.
- Following UNODC trainings in drug and precursor identification, crime intelligence and computer use, BLO officers assisted in seizing 696 kilograms of cannabis, 25 boxes of ammunition, 29 kg of opium, 2 kg of morphine and 26 kg of Heroin at Torkham, Islam Qala and Spin Boldak.
- Two Mobile Interdiction Teams are being established in Nangarhar and Herat provinces.
- Joint operations were conducted between Afghanistan and Tajikistan resulted in seizure of 400 liters of fluid opium, 60 kg of dry opium and 31 kg of hashish.

### **3- Enumeration of major bilateral and multilateral CN programs**

UNODC focuses on four main programs:

- Regional law enforcement cooperation: enhancing operational cooperation and coordination mechanisms for better operational results; improving CN capacity through training and shared experience ; and increasing capacities in forensics.
- International/Regional cooperation in legal matters: enhancing regional cooperation in narcotics-related criminal cases; and increasing regional cooperation on illicit money flows related to narcotics cases.

- Prevention and treatment of drug dependence among vulnerable groups: enhancing the capacity of national counterparts to provide comprehensive evidence-based drug prevention programs; improving the capacity of national counterparts to deliver drug dependence treatment and care services based on scientific evidence; and increasing capacity to provide HIV/AIDS prevention, treatment and care services to high-risk populations.
- Trend and analysis: enhancing collection of data about drug use; narcotics and socio-economic development related to the illicit economy and the understanding of alternative livelihoods) ; and developing program monitoring and reporting systems.

#### The United States has 5 Key Program Areas:

- Public Information: Through the two-year Counternarcotic Community Engagement (CNCE) program ending in April 2015, INL (International Narcotics Law Enforcement) has sought to build Ministry of Counter Narcotics (MCN) capacity to conceive, plan, execute, monitor, and evaluate a multi-media CN campaign with contracted implementing partners. Under CNCE, the ministry has launched media products for national, regional, provincial, and district level campaigns, most notably through an annual campaign aimed at reducing poppy cultivation. CNCE has included extensive and ongoing target audience analysis, and has provided small-scale grants for civil society organizations doing CN work. As the program has drawn to a close, the MCN has taken the lead on production of a 30-episode drama series carrying a CN message. Through its public information program INL has funded a pending documentary on Afghanistan's National Interdiction Unit, an elite police unit, and several in-depth public surveys to assess public perception of CN issues.
- Demand Reduction: Through the demand reduction program, INL has provided substantial funding and guidance for Afghanistan's drug treatment center system, which consists of 76 programs in 64 centers capable of providing service to 30,000 clients. In addition to traditional treatment models, the system has created services where none previously existed for women and children through home-based treatment – a necessity in view of cultural sensitivities. Afghanistan has also become the third country in the world to use a village-based treatment model, a cost-effective and more sustainable community-based approach for addiction treatment. Having trained over 500 Afghan staff to be substance abuse professionals, INL has begun a three-year transition to full Afghan control in coordination with the Ministry of Public Health, MCN, UNODC, Colombo Plan, and 10 Afghan NGOs.

As part of its extensive monitoring and evaluation component, INL has funded the first toxicological drug use survey in Afghanistan, with a survey of urban populations publicly released in 2013 and an ongoing rural drug use survey. INL's Preventative Drug Education program has trained approximately 300 teachers who have taught 30,000 students under a CN curriculum embedded in primary, Islamic, and literacy schools. The Preventative Drug Education program has also sponsored cost-effective CN messaging in high-profile cricket and soccer tournaments, with the latter reaching an estimated peak of 11 million viewers in a key demographic.

- Good Performers Initiative (GPI): GPI is an incentive program for provincial governments that take action against narcotics in Afghanistan and show tangible results and progress. Since 2007, the program has rewarded and implemented more than 221 much needed infrastructure development projects (schools, bridges, irrigation structures, healthcare centers, etc.) all over the country. Unlike previous years when GPI only incentivized cultivation, the new phase of the program that was developed as a result of a robust process of consultations will reward provinces in new areas such as cultivation, eradication, law enforcement, and public information. Meanwhile, the GPI is transitioning from implementing construction projects to supporting alternative livelihood interventions to support farmers.

- Governor-led Eradication (GLE): GLE is a reimbursement program that supports provincial governors to offset the costs incurred during eradication activities including the renting of tractors, hiring labor, providing fuel, etc... It is funded by INL but implemented by the MCN. The aim of the program is to both increase the risk factors faced by a farmer who decides to cultivate poppies and to eradicate as many poppy fields as possible leading to reduced cultivation and production.

- Interdiction: The CNPA receives funding for operations and maintenance support for the Technical Investigative Unit (TIU), National Interdiction Unit (NIU), and Sensitive Investigative Unit (SIU). The DEA Regional Training Team continues to conduct training for Afghan law enforcement officers and has also developed a highly skilled Afghan training cadre capable of carrying out their own organic training programs as well as being able to develop their own trainers. DEA has developed and implemented a nation-wide Afghan judicial intercept program enabling Afghan law enforcement counterparts to lawfully intercept the criminal communications of not only narcotics traffickers but also terrorists, insurgents, kidnappers, threat finance and corrupt officials.

- Counter Narcotics Justice Center (CNJC): The British and American supported CNJC is one of Afghanistan's most successful interagency projects, co-locating corrections, investigation, prosecution, defense, and court officials to help ensure the effective treatment of high-level narcotics cases. INL provides support to the CNJC, via operations and maintenance (O&M) support and by funding Department of Justice (DOJ) mentors for CNJC staff. INL funds approximately \$5 million annually in O&M support through a contract with Pacific Architects and Engineers that supports the CNJC offices, courtrooms, and integrated detention facility. INL completed a \$3 million expansion of the detention facility in January 2014, bringing the total capacity to 364 detainees. INL also funds Justice and Police Advisors that work at alongside CNJC judges, prosecutors, and investigators to provide legal, policing, and managerial mentorship to ensure effective prosecution and adjudication of major narcotics cases.

Japan also has contributed to the programs as follows, and is the top donor to UNODC in Afghanistan for the period 2012-2014:

- Drug Law Enforcement Program: assistance to Tactical Operation Centre etc.
- Alternative Livelihood Program: increase and diversify livelihood options reducing dependence on the illicit drug economy.
- Drug Demand Reduction Program: assistance to the drug treatment centers in Kabul and Herat.
- Building Afghan Counter Narcotics Analytical Capacity for Evidence-Based Policy and Advocacy: capacity building to the staff of Ministry of Counter Narcotics.
- Regional cooperation programs: assistance to the programs with cooperation among central Asian countries.

The United Kingdom has a number of programs:

- Helmand Growth Program.
- Comprehensive Agriculture Rural Development Facility (CARD-F).
- Capacity building within the Ministry of Counter Narcotics
- Information Operations support to CNPA, CNJC and MCN
- Support to UNODC programs such as F98 (Opium Survey)
- Support for MCN programs around Governor Led Eradication and Regional Cooperation.

#### **4- Place and date of meetings of Mini-Dublin group**

The 18 members of the Mini-Dublin group in Afghanistan met twice at the French embassy, on August 4<sup>th</sup> and on October 2<sup>nd</sup> 2014. Between these two meetings, a drafting group was established and met at the French Embassy to write this report. A last special meeting was held on October 23<sup>rd</sup> 2014, during the visit of the Director of Operations of UNODC, Mr. Lale-Demoz.

#### **5- Prioritized identification of needs for external assistance**

According to UNODC in Afghanistan, the prioritized identification of needs for external assistance is:

- In terms of funding the country programme has a shortfall of US\$ 22,894,610 and multi-year funding is required to ensure sustainable results.
- The illicit economy is a major threat not only to CN efforts in the country but to the overall development agenda, and this must receive attention at the London Conference as part of the critical focus on economic reform, growth and job creation.
- The new government needs sensitization and awareness rising about the illicit economy and counter narcotics.

## **6- Key messages / Political initiatives / Recommendations**

### Key messages about the emerging threats/trends:

- Drug production and trafficking remain primary elements of the illicit economy in Afghanistan. The money generated by these activities creates multi-dimensional imbalances in commercial competition, spreads corruption, fuels criminal organizations, perpetuates uncertainty that is detrimental to entrepreneurship, decreases the state's capacity to raise taxes, and ultimately weakens state institutions. Moreover, narcotics have major negative social impacts, especially on youth, in Afghanistan.
- The drug economy is one of the most significant threats to the security of Afghanistan and its sustainable development, and therefore its eradication should be at the heart of reform programs that are supported by international development aid policies.

### Political initiatives:

- **Regional cooperation should be improved.** Progress has already been made, with the creation of the “Triangular Initiative”, the CARICC and the Joint Planning Cell. Nevertheless, coordination among countries in the region remains weak. The EU could encourage Afghanistan and its neighbors to fully cooperate, especially at the operational level in terms of the exchange of information, guarded deliveries, etc. The Istanbul process and its confidence building measure on counter-narcotics could be adapted as a forum to promote this cooperation.

**- The fight against narcotics should be one of the main long term obligations in cooperation with the Afghan government and donors, and should be considered as a cross-cutting issue during development planning and evaluation.** The production and trafficking of narcotics is one of the most important threats to the security and sustainable development of Afghanistan, and therefore its eradication should be at the heart of reform programs implemented by the next government. The London Conference, to be held on November 24 and 25<sup>th</sup> 2014, will produce a refreshed version of the Tokyo Mutual Accountability Framework (TMAF), which captures the mutual commitments between Afghanistan and the international community to support the long-term development of Afghanistan. The opportunity should be seized in order to stimulate the new Afghan government's commitment to supporting the growth of the licit economy and livelihoods that do not depend on growing poppy.

**- Supporting the implementation of Afghan anti-narcotics policies should become a central mission for UNAMA and other UN agencies.** Given the importance of the United Nations system in advising and building the capacities of the Afghan government, anti-narcotic policies should be a central element of the dialogue between UNAMA and the Afghan authorities. A stronger mandate on this issue could authorize the Special Representative of the Secretary General to adopt a firmer position towards the Afghan government, and enable him to better coordinate the actions of different UN agencies in this field. Each UN agency should be required to include anti-narcotics policies in their respective program of actions and respective mandates (in compliance with the “global and integrated” approach recommended by UNODC).

Mini-Dublin's Group recommendations for the Afghan Government:

- 1- Alternative livelihoods, microcredit and a “social package” to support farmers' shift away from illicit crops should be developed, in order to reduce overall cultivation;
- 2- A comprehensive health policy to support the reduction of drugs use should be launched, including prevention measures, in order to reduce the number of drug-addicts including youth and women in Afghanistan;

3- The value of goods, assets and properties belonging to drug traffickers that were seized in 2014, should be published and this value should be increased in future years;

4- The new Penal Code that includes a chapter on crimes related to narcotics should be adopted;

5- An inter-ministerial mechanism should be created in order to better coordinate the efforts of the line ministries that are leading the fight against narcotics as well as those that are promoting social and economic measures to fight this phenomenon.

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