

PD-ABK-072

INITIAL IMPLEMENTATION PLAN

NARCOTICS AWARENESS AND CONTROL PROJECT

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LIST OF ACRONYMS

AID	Agency for International Development
AID/Rep	Office of the AID Representative for Afghanistan
AMRC	Afghan Media Resource Center
ASSP	Agriculture Sector Support Project
DA	Development Associates
DAI	Development Alternatives, Inc.
DEA	Drug Enforcement Agency
INM	International Narcotics Matters
IRU	Information and Research Unit, NACP
NAC	Narcotics Awareness Center, NACP
NACP	Narcotics Awareness and Control Project
PEA	Poppy Elimination Agreement
PEP	Poppy Elimination Plan
PREU	Poppy Reduction and Elimination Unit, NACP
PVO	Private Voluntary Agency
UNFDAC	United Nations Fund for Drug Abuse Control
USAID	United States Agency for International Development
USG	United States Government

EXECUTIVE SUMMARY

Under the management of the Office of the A.I.D. Representative for Afghanistan, the **Narcotics Awareness and Control Project** will direct activities toward reducing poppy cultivation and will aim to assist the development of alternative income-generating activities inside Afghanistan. Project implementation will be a major challenge. The continued armed conflict, and its resulting devastation, has greatly reduced agricultural production in particular and legitimate economic activities in general. This lack of legitimate economic opportunity has been a critical factor in increased opium production.

In response, NACP will employ positive incentives and a successful awareness campaign, combined with local enforcement tactics, to curtail poppy production. There are several factors to encourage NACP, despite the numerous complications. Narcotics production and drug trafficking have not yet permeated Afghan society, and many Afghans continue to be morally offended by narcotics.

The goals of the Narcotics Awareness & Control Project are to:

- Reduce narcotics production in Afghanistan.
- Prepare a solid groundwork for an anti-narcotics program based in and directed from inside Afghanistan.

The purposes of NACP are to:

- Increase awareness of the destructive influence of narcotics;
- By setting an example of techniques and approaches, encourage the donor community and the leadership of the Afghan resistance to launch and maintain an effective anti-narcotics program.

Although NACP is a pilot project, as evidenced by the second goal statement above, actual reduction of poppy cultivation may be possible through a two-pronged approach: a) providing economic incentives such as alternative crops or handicrafts and b) sensitizing Afghans to the myriad dangers of drug production and use. The activities planned for NACP include:

(1) NACP will operate a cross-border Poppy Reduction and Elimination Unit (PREU) to conduct activities that provide incentives for poppy elimination through its Field Operations offices in Peshawar and Quetta. Implementation guidelines for PREU specify that target areas will be chosen primarily from low intensity, non-traditional growing regions where the chances of success are better than in the regions where poppy culture has long been institutionalized. This will not preclude the project from working in high intensity areas which meet the project's criteria for involvement and present the opportunity to have a more significant impact on reducing poppy cultivation. NACP intends to concentrate its efforts in areas which request support in eliminating poppy cultivation, where leaders qualify under the Foreign Assistance Act (Sections 483 and 487), document a willingness to exercise control, and guarantee the safety of PREU field teams. Selected areas must participate in developing and executing a plan for poppy elimination and community development (PEP) and must confirm a Poppy Elimination Agreement (PEA). (See Annex A for a sample PEP.) The plan will specify the inputs and a timetable for poppy elimination and the assistance to be provided by NACP. It can be canceled for non-compliance, which includes production of poppies or other proscribed crops such as marijuana.

(2) NACP will operate an awareness campaign through its Narcotics Awareness Center (NAC) to develop, test and disseminate messages designed to reduce production and drug abuse. NACP consultants have begun drafting guidelines for NAC activities regarding selection of target audiences, types and content of messages, dissemination techniques and channels, and evaluation methodologies. These guidelines will be finalized and reviewed in the initial implementation phase.

(3) NACP's Information and Research Unit (IRU) will support the above direct action activities by providing information from remote sensing (under consideration) and field survey data for planning and delivering assistance and awareness messages. In addition, the IRU will formulate and oversee a research agenda on topics related to attitudes and behavior of poppy cultivation and opium marketing and use.

In conducting its activities, NACP will build institutions and train personnel in anticipation of the time when anti-drug activities can be conducted from inside Afghanistan under the aegis of a central government. Institutions will be needed to carry on the awareness campaigns, to continue control activities through economic incentives with perhaps the added element of police action against traffickers, to provide information to the awareness and control components, and, above all, to administer and manage an effective anti-narcotics campaign. Training of professional Afghan staff is the major strategy for institution building.

NACP will also maintain linkages and coordinate with other groups and institutions working to reduce Afghanistan's role in the international drug trade.

CHAPTER ONE

Introduction

U.S. Government sources predict that raw opium production in Iran, Pakistan and Afghanistan will continue to rise. Opium production in Afghanistan is expected to dramatically increase in the years ahead, especially if effective supply and demand-side reduction resources are not institutionalized immediately.

The protracted armed conflict in Afghanistan is the most significant factor in the country's increased opium production. More than a decade of warfare has shattered any centralized civil authority. There has been a devastation of agricultural infrastructure, scarcity of inputs, and impeded access to markets. These factors have made it difficult, and often unprofitable, for farmers to cultivate wheat, the staple of the Afghan diet, or the grapes, apples, peaches, and other fruits for which Afghanistan was famous before the war. Until such time as the legitimate agricultural sector can be restored, many farmers with small amounts of land, a restricted water supply, and limited manpower will elect to cultivate opium poppy. A massive refugee return will make the problem more acute as people who need to reestablish their homes, families, and livelihood are forced to seek ready and proven sources of cash.

In order to prevent an even worse situation from developing, the U.S. Government needs to begin addressing the problem. The Office of the AID Representative, through its Agriculture Sector Support Project (ASSP), is currently taking steps to improve conditions for the cultivation of legitimate agricultural crops. ASSP is repairing irrigation channels, restoring farm-to-market roads, increasing the availability of agricultural inputs, and providing agricultural extension assistance. NACP will provide similar assistance in poppy growing areas, currently ineligible for assistance from other U.S. government funded projects, as an incentive to reducing poppy production. When poppies are eliminated, these areas will be eligible for assistance from a host of other projects, which will be an additional incentive for becoming and remaining a poppy free area.

NACP has three components: an **awareness component** to strengthen Afghan sentiments against the production and use of narcotics; a **poppy reduction and elimination component** to provide Afghan farmers with the means to restore their traditional system of agriculture, and to assist Afghan farmers in establishing other economic alternatives to poppy cultivation; and an **information and research component** to better define the poppy problem, provide information in support of other project components, and monitor and evaluate the impact of project activities.

Encouraging farmers to substitute a highly profitable crop, poppy, with less remunerative crops is asking farmers to act against their perceived economic interests. Since the central authority can provide little enforcement support at this time, NACP will have to make effective use of positive incentives and moral suasion to curtail poppy production; however, local enforcement sources can be tapped. Project implementation will be further complicated by the fragmentation and infighting among Afghanistan's ethnic and tribal factions. This lack of internal security could discourage Afghan farmers from participation in NACP activities. At the very least, travel restrictions on American project staff will handicap monitoring capabilities and prevent direct contact with project participants.

There are, however, factors to encourage NACP. While drug traffickers do exist in Afghanistan, narcotics production, trafficking and use have not yet permeated Afghan society. The expansion of opium gum exports to the estimated current levels of 600 to 800 metric tons per year is a recent phenomenon, directly attributable to the war. Many of the dealers, traffickers and processors of Afghan opium are not Afghans, and the majority of poppy-growing Afghan farmers can remember when crops other than poppy were their major source of income. Moreover, most Afghans continue to be morally offended by narcotics-related activities since they are counter to the teachings of Islam. In many cases, drug production and abuse are tolerated only because war damage has greatly limited economic choice.

Another encouraging factor is increasing awareness of narcotics-related issues among the Afghans themselves. Many have witnessed the alarming increase of heroin addiction in Pakistan (from negligible levels in 1980 to an estimated one million addicts in 1989) and, having understood the connection between production and consumption, are concerned for Afghanistan's future.

Bearing all these factors in mind, Development Alternatives, Inc., (DAI) and Development Associates (DA) propose the following initial Implementation Plan to guide the first six months of NACP activities. This Implementation Plan concentrates on the three major components of NACP: (1) Poppy Reduction and Elimination, (2) Narcotics Awareness and Control, and (3) Information and Research, as well as a management structure designed to support project activities. The Plan also outlines an organizational and administrative framework to ensure NACP responsiveness and sustainability.

Project Work Plan

Objectives

The overall goals of the Narcotics Awareness and Control Project (NACP) are to:

- reduce narcotics production in Afghanistan, thereby reducing trafficking; and
- prepare a solid groundwork for an anti-narcotics program based in and directed from inside Afghanistan.

The purposes of NACP are to:

- increase awareness of the destructive influence of narcotics;
- coalesce the donor community, organizations implementing assistance programs, and the leadership of the Afghan resistance movement to launch and maintain an effective anti-narcotics program;
- test and demonstrate viable methods of matching development benefits and rehabilitation assistance to the elimination of poppy cultivation;
- reduce existing poppy cultivation while preventing as much new production as possible; and
- acquire a better understanding of the socio-economic factors contributing to poppy cultivation and trade in order to better target and design NACP activities.

Start-up

NACP's first six months will be devoted largely to start-up activities and the identification of up to six new target areas. Two target areas have already been identified where control activities will begin immediately with the approval of this implementation plan. These activities will be combined with planning a strategy of poppy reduction, agricultural development, and infrastructure rehabilitation initiatives. Therefore, the specific objectives for the first six months of NACP will be to: 1) identify and employ qualified Afghan and Pakistani staff, and integrate them into an efficient organization; 2) initiate information gathering and analysis activities in support of early awareness and control activities; 3) begin an educational/public service campaign highlighting the dangers of poppy production and narcotics abuse; and 4) continue ongoing and initiate new control activities by providing assistance to Afghan poppy farmers

through agreements to eliminate poppy cultivation.

Project Strategy

The major action components of NACP are narcotics control (poppy reduction and elimination) and narcotics awareness. The information and research component will operate in support of these two major components. A management and administrative structure will coordinate project activities within and between each of the components and provide the required support for the project as a whole.

NACP will attempt to introduce a range of incentives and selective sanctions to reduce opium production in Afghanistan. The project's control efforts will be directed through NACP's field offices in Quetta and Peshawar. These economic incentives will offer critical agricultural inputs, alternative crops, and support for basic infrastructure rehabilitation such as the repair of irrigation works and construction of farm-to-market roads. Traditional crops such as wheat, fruit trees, vegetables, grapes, and melons will be considered as alternatives to poppy cultivation. Under the ASSP project, an AID-supported study is investigating the commercial agricultural potential of selected high value crops. In addition, non-agricultural rural enterprises will be promoted.

Rehabilitation assistance will be based on the needs of each area as determined jointly by target area leaders, residents and NACP specialists. The assistance will consist primarily of agricultural inputs to assist in recovering from war damage and to encourage rehabilitation of the agricultural sector. Agricultural inputs will include seed, fertilizer, machinery, equipment, construction material and technical assistance. NACP will also assess needs and the inputs required to support the expansion of other types of income-generating activities, outside the agricultural sector.

NACP's membership in the AID/Rep group of projects allows it to leverage other Mission resources in conformity with objectives of other projects and as needed by the people of the target areas. These other projects include: access to agricultural inputs and expertise available through the Agriculture Sector Support Project; teachers, textbooks and basic health services through the Health and Education Sector Projects; commodity procurement, reliable transport and dog-assisted de-mining services from the Commodity Export Program; and PL-480 wheat to fulfill the "need of farmers and their families during the time fields are reverting to food production and to maintain people in place to carry out restoration of farmland and facilities".¹

¹ See STATE 240608 and STATE 097543.

Additional incentives include the wide range of development and humanitarian assistance available to Afghanistan from other projects supported by various private and governmental organizations outside NACP. Many of these organizations impose their own "poppy ban," that is, they do not provide assistance to poppy growing areas.² The carefully selected and monitored NACP target areas that alter their production patterns will benefit significantly by becoming eligible for a wide range of assistance, and these areas will have a high priority for increased assistance from these donors. Thus, a relatively small NACP financial commitment to a target area will serve as seed money for a more extensive restoration.

Although there is as yet no central government authority in Afghanistan to control trafficking or force eradication, a great deal of enforcement can be exercised by local religious and civil leaders. NACP has reports of one local leader who has declared jihad against poppy cultivation and another who has actually destroyed a poppy crop. Assistance and narcotics awareness efforts will help reinforce the moral positions of local leaders who wish to prohibit poppy production.

Activities of the awareness component are complementary to providing incentives. Local religious leaders and tribal elders will be more likely to ban poppy production once they and their constituents are aware of the social and political risks of condoning narcotics production, the religious prohibitions against narcotics, and the economic risks of concentrating productive resources on a crop which may be banned or lose its market as a result of outside enforcement efforts. Poppy farmers are more likely to accept a ban if they are also aware of the risks and viable alternatives. The primary role of the awareness component is to develop and deliver messages on these dangers and the direct connection to poppy cultivation.

Implementation Guidelines

General guidelines for overall NACP activities are as follows.

- **Training and Institutionalization.** With a view toward eventual transfer of anti-narcotics activities inside Afghanistan and a sustainable on-going program, NACP will initiate the process of building drug awareness, information and control institutions and training staff to develop an Afghan capacity for such activities. Experience by AMRC has shown that there is a shortage

² In fact, many organizations define their target areas narrowly, allowing assistance inputs and activities to occur near or adjacent to poppy cultivating areas.

of Afghans trained in print, radio and video production. Also, there are few trained in the administration of anti-narcotics projects. The training/institution building effort will rely heavily on on-the-job training, at least in the project's earlier stages. Seminars and short courses as needed to fill gaps in professional training for Afghan staff, may play a role, and NACP can attempt to place key personnel in training courses sponsored by other agencies or projects.

- **Coordination and Linkages.** NACP will maintain linkages and coordinate with other groups and organizations working to reduce Afghanistan's role in the international drug trade.
- **Information and Education.** NACP will develop narcotics awareness (outreach) materials, a documentation center, and the capacity to deliver awareness messages to target populations. These materials will address the political, social and cultural consequences of narcotics production and abuse, effects on health, and the position of Islamic teachings on substance abuse. The messages will be delivered to target audiences such as refugees, and farmers, leaders and others in the PEP areas through appropriate channels such as the print media, radio, and direct contact.
- **Research and Evaluation.** NACP will constantly evaluate and refine its techniques and activities through the ongoing collection and analysis of project relevant information. An integrated model program approach for controlling drug production and abuse will have been developed by the end of the project. We expect this program to include incentives for poppy reduction, such as alternate crops or other economic activities, control through peer pressure and political coercion, and awareness activities to sensitize farmers and the general population to the dangers of drug production and abuse.
- **Controlled Compliance.** The NACP will work under the principle of "controlled compliance". That is, failure by participating areas to comply with terms and conditions of a PEA will result in immediate suspension of assistance and possible ineligibility for future support. INM is reviewing its ability to provide enforcement-related assistance in these areas. NACP will work closely with INM and other agencies to gather information useful to determining target area compliance.

In selecting target areas and determining the range of assistance that should be provided, NACP will adhere to the following guidelines.

- **Selection of New Areas.** In selecting new target areas, preference will be given to low intensity, non-traditional poppy areas of Afghanistan. Successful methodologies developed here can later be transferred to more difficult, traditional poppy growing areas. NACP monitoring and fact-finding teams will evaluate potential target areas. The teams' preliminary surveys will determine the feasibility of implementing a PEP/PEA, in accordance with U.S. Government regulations.
- **On-going Projects.** In the case of on-going requests for assistance, NACP will closely monitor the reduction efforts in the traditional poppy growing areas of Nangarhar (Project Alpha) and Northern Helmand. NACP will seek to continue dialogue with farmers and carry out assistance activities in these two areas, but only after thorough needs assessment, evaluation, and screening are conducted in a manner to assure that the requirements of Sections 483 and 487 of the Foreign Assistance Act are met.
- **Plan Execution and Agreement.** New target areas will be selected from regions that express interest in NACP, invite cooperation, and are willing to provide escorts and security to NACP personnel. NACP will coordinate with the U.S. Drug Enforcement Administration (DEA), International Narcotics Matters (INM), and other relevant agencies, through AID/Rep and the Embassy Afghanistan Narcotics Committee, in a manner to assure that target areas and activities to be undertaken are in compliance with Section 487 and other applicable provisions of the Foreign Assistance Act. The USAID Regional Legal Advisor will be available for consultation. NACP intends to adopt a participatory approach to reduction and community development that will require joint generation of the PEP, responsibility for the resulting program agreement, and will encourage leaders and area residents to explain and discuss their concerns with the NACP field team. The team will explain the NACP program and the assistance that can be provided and the awareness programs that will complement reduction efforts. This should provide the basis for a mutually agreeable Poppy Elimination Plan (PEP) specifying the inputs from both parties and the elimination/reduction timetable. The

PEP and resulting PEA offers one mechanism for assuring that assistance is to be provided only to those farmers that are in compliance with the agreement. The PEA will specifically prohibit the cultivation of marijuana as an alternate to poppy cultivation.

- **Monitoring.** Assistance will be provided only after target areas have shown a commitment to reducing poppy cultivation by participating in the development of a Poppy Elimination Plan and signing a Poppy Elimination Agreement (PEA). Efforts to eliminate poppy cultivation will be verified by NACP monitoring teams and satellite imagery if available. Assistance will be phased with fixed expiration dates and will be terminated in the event of noncompliance with the PEA.

CHAPTER TWO

MANAGEMENT, ADMINISTRATION AND STAFFING OF NACP

The chart in Annex B shows the anticipated basic organization of a fully operational NACP. The organization, budget and staffing of the various components will be discussed below under the appropriate activity headings.

The NACP management team consists of the following:

- Chief of Party;
- Field Operations Director, Peshawar;
- Field Operations Director, Quetta;
- Narcotics Awareness Center Coordinator; and
- Information and Research Unit Coordinator.

The management team is complemented by the following administrative structure:

- Planning and Coordination;
- Procurement and Logistics;
- Finance and Accounting;
- Personnel; and
- Transportation

Annex C shows the expected organization of the Administration Unit when fully operational. The anticipated budget and staffing for management and administration is shown in Annex M.

The Management/Administrative Unit supports the three operational components under NACP: the Poppy Reduction and Elimination Unit (PREU), the Narcotics Awareness Center (NAC), and the Information and Research Unit (IRU). PREU will have two field operations offices, based in Peshawar and Quetta, to conduct cross-border development and control activities.

Procurement, logistics and transportation will be major challenges. NACP will benefit from the experience of others, particularly ASSP, in ordering commodities, training,

subcontracting and shipping. Procedures for planning, ordering, storage, transport and delivery will be critical to project success, as will the maintenance of records, and the monitoring of status and progress. The experience of other projects provides information regarding sources of supply, lead time necessary for ordering, anticipated problems in warehousing and transport, etc.

The NACP management team will seek a cooperative and coordinated approach with other important agencies:

- The NACP management team will maintain regular and frequent communication with the **Office of the AID Representative (AID/Rep)** to ensure coordinated project implementation. Through AID/Rep, NACP will maintain the necessary liaison with other critical agencies, such as the Embassy Afghanistan Narcotics Committee, AID/Washington and legislative bodies concerned with narcotics matters and humanitarian assistance. NACP will coordinate through AID/Rep with the Embassy Afghanistan Narcotics Committee to: 1) vet target areas with respect to eligibility for USG assistance; 2) determine that NACP activities support and are consistent with USG policy regarding narcotics matters; and 3) coordinate NACP activities with those of the other USG agencies concerned with narcotics related matters in Afghanistan.
- **Other U.S. and U.N. narcotics-related agencies**, including International Narcotics Matters (INM), Drug Enforcement Administration (DEA), the USAID Mission to Pakistan, and the United Nations Fund for Drug Abuse Control (UNFDAC) will also be regularly informed of NACP activities. It is important that NACP understand the policies of other agencies working in the narcotics field and maintain a regular information exchange. Coordination and information exchange on both a formal basis at a higher level and on an informal basis among the agencies will be carried out. Interaction with these agencies will also provide information to verify eligibility and PEA compliance in line with Sections 483, 487 and other applicable provisions of the Foreign Assistance Act.

- **Private Voluntary Agencies (PVOs)** working in the camps and in Afghanistan must also be considered. The on-going activities of PVOs offer the opportunity for much valuable interaction. NACP field staff will strive to work in conjunction with, and in a manner supportive of, existing activities. Interaction in the camps will concentrate on education and narcotics awareness, while interaction with PVOs working in Afghanistan will be concerned with assistance, control and awareness. The experience base of USAID in Pakistan will also be tapped through regular communications.

CHAPTER THREE

WORK PLAN: POPPY REDUCTION AND ELIMINATION UNIT

Component Goal: To reduce the cultivation of opium poppy in Afghanistan.

Component Purpose: To test and demonstrate viable methods of matching development benefits and rehabilitation assistance to the elimination of poppy cultivation.

Component Strategy**Introduction: Defining the Variables**

Eliminating poppy cultivation requires a combination of encouragement and some measure of controlled compliance imposed on farmers, since many alternative activities are not likely to match opium's economic return.

Authority. Present day Afghanistan consists of atomized and often overlapping political, religious, and quasi-military units holding varying degrees of authority over various rural areas. The strength of the authority that can be imposed on poppy cultivators will be determined by the convictions held by Afghan leaders and their willingness to exert pressure on their followers. Experience shows that the degree of authority and commitment held by local or regional leaders constitutes one variable in selecting an area for control and elimination programs.

Intensity. Poppy areas run the gamut from intensive, traditional, mono-crop cultivation (where opium sales constitute the single cash crop) to intermittent mixed-crop cultivation. Along this economic continuum lies a great diversity in the size of poppy cultivation areas. There are both small hidden valleys and huge irrigated tracts planted with poppy. The intensity of traditional local commitment to poppy cultivation and the size of the area under production (productive capacity) constitutes a second variable in selecting an area for poppy control and elimination programs.³ See map, Figure 1.

³ These concepts were developed in some depth in the Activity Approval Memorandum, *Narcotics Awareness and Control Project*, AID Representative for Afghanistan, October 1989.

Access. The third set of variables consists of access to the area from the project's two operational sites in Peshawar and Quetta, security, and the complexities posed by other donor support that can negate or confound NACP's provision of assistance.

Viable Alternatives. The final variable deals with the alternative economic activities and/or crops that offer potential sources of income.⁴ The development of alternative high value crops and other income-generating activities, such as handicrafts, will be tested and promoted as part of incentive packages for poppy control and elimination.

Operational Priorities

NACP constitutes the beginning of a post-war anti-narcotics program. The environment in Afghanistan is not presently conducive to rapid elimination of poppy cultivation. The project is designed to test concepts for eliminating cultivation, demonstrate that success in one location is not accidental, and establish a set of principles and operational priorities for a second phase when, hopefully, there will be an established governmental authority in Afghanistan.

In this learning-while-doing framework, the project will follow the operational priorities below.

<u>Location</u>	<u>#</u>	<u>Justification</u>
Nangarhar Province	(1)	Continue Project Alpha under NACP
Northern Helmand	(1)	Respond to recent local requests, as appropriate
Eastern Provinces	(5)	Respond to anticipated local requests in Low-intensity poppy areas
Eastern Provinces	(1)	Respond to anticipated local requests in High-intensity poppy areas

⁴ Under the ASSP activities, AID is funding a separate study on the commercial agricultural potential of alternative high value crops in Afghanistan. The information obtained from this study can be applied in NACP target areas. For any such crop produced, the Commodity Export Program's Private Enterprise Initiative might dovetail with NACP by developing food processing and marketing enterprises.

As this chart shows, there will be a total of eight programs to be chosen from a cross-section of geographic locations.

In its early stages NACP will operate in response to requests for assistance. NACP already has several such requests waiting to be processed. From these and additional requests expected, NACP will choose those best meeting the established criteria for selection. As noted above, requests will only be entertained from areas which qualify for assistance under Sections 483, 487 and other relevant provisions of the U.S. Foreign Assistance Act.

Component Operations

NACP will match the requirements of the target area and its size to the appropriate level of delivery of assistance. "Wish-lists" from religious and civil leaders will be considered insofar as the items requested will increase income. NACP will dispatch agriculturalists, engineers and experts on other income-generating activities to survey sites and, working together with the local people, will develop a Poppy Elimination Plan (PEP) for the rehabilitation of a non-poppy economy.

The PEP must be carefully scheduled to take into account the cropping calendar of the area and especially the phasing of assistance. The US Government does not intend to pay for poppy control in perpetuity and so the PEP should schedule deliverables over two or more planting seasons if possible. This allows a measure of control over more than one crop.

This plan will consider irrigation, transportation infrastructure, agricultural production and other income-generating activities. While there are limits to what the project can accomplish within its budget, we suspect there are low cost but highly cost-effective small projects, such as canal cleaning or watercourse rehabilitation, requiring a small amount of technical assistance and local labor.⁵ The same is true of feeder or rural roads. NACP will coordinate with other USAID-funded projects, and refer larger engineering projects outside its capacity to these other projects or other donors for consideration.

There are likely to be demonstrable food needs while poppy fields are reverting to food production and alternative income-generating activities are developing. When a demonstrable need for food aid is shown and verified, NACP will explore responding from three sources:

⁵ This is the basis for the majority of rural works infrastructure sub-projects funded under ASSP.

- Allocation of PL 480 wheat, based solely on the food needs of the people. (A limited quantity of PL 480 - Title II wheat for food is approved for Project Alpha, provided that certain baseline information and proper monitoring are available);⁶
- The Commodity Export Program (CEP) has limited amounts of vegetable oil, sugar, tea and other commodities which could be utilized by NACP; and
- Supplies from other food assistance organizations such as WFP.

Learning from the Field Tests

For NACP poppy control and elimination sub-projects, a detailed poppy elimination plan (PEP) will be completed specifying what will be accomplished and provided. See Annex A for an illustrative PEP. This plan, which will depend on the circumstances, may call for either a total ban on poppy cultivation in the first year or for a gradual annual reduction in poppy cultivation with eventual total elimination. The plan will specify both the reduction to be accomplished, in a way that can be observed and/or measured, as well as the assistance to be provided.

The NACP Information and Research Unit (IRU), which is not responsible for implementing cross-border activities, will monitor performance under each Poppy Elimination Plan. This will ensure that the operational field teams are not judging the success of their own actions. However, IRU monitors will do more than simply judge success or failure since they will also determine what factors caused a program to succeed or fail.

PREU Component Timeline

Three sets of activities must be pursued simultaneously in the first six months of the project. The first task requires NACP to re-examine the eligibility of Project Alpha under the applicable provisions of the Foreign Assistance Act, including Sections 483 and 487, survey the immediate food and agricultural production input needs in the area, assess progress in poppy reduction, and, if eligible, deliver needed assistance. A second task is to determine whether compliance under section 487 of the FAA can be assured for the Northern Helmand area, and then survey the immediate food availability situation and agricultural production input needs of those farmers who have curtailed poppy

⁶ See STATE 240608, July 1990.

The Magnitude of Project Assistance

Approximately \$5 million will be available to support Poppy Elimination Plans over the three years of project activity. A tentative budget allocates approximately \$1.3 million for the Project Alpha and the Northern Helmand area sub-projects which may be supported if found qualified, leaving \$3.7 million for other poppy elimination sub-projects. See Annex J, PREU Budget.

Each sub-project will be based on the unique needs of the target area, but experience shows that many urgent needs are common to most rural areas of Afghanistan. These needs include agricultural inputs such as seed and fertilizer, manufactured goods such as agricultural machinery and road maintenance equipment, construction material, and technical assistance. For budgeting purposes, an illustrative assistance package meeting the above needs, with a miscellaneous category for artisans, health and other inputs, was prepared. (See Annex D.) In practice, costs will no doubt vary widely from sub-project to sub-project, depending on area size, extent of war damage and other factors.

When the total amount of the operations budget is matched against the total value of opium to cultivating farmers, the pilot nature of NACP becomes obvious. The project must test and demonstrate solutions to poppy production that will be applicable when either larger amounts of assistance are available, or when a government emerges in Afghanistan that supports anti-narcotics programs.

PREU Organization and Staff

Annex E shows the expected organization of PREU when fully operational. The anticipated staffing pattern is shown in Annex J.

CHAPTER FOUR**WORK PLAN: NARCOTICS AWARENESS CENTER**

Component Goal: To increase awareness of the implications of narcotics production and drug abuse issues among Afghans in both Afghanistan and Pakistan.

Component Purpose: To produce and test the effectiveness of awareness materials and delivery mechanisms, and to demonstrate the capacity to create awareness of narcotics problems related to both production and consumption.

Component Strategy**Introduction**

Eliminating poppy cultivation requires education which imparts a heightened awareness of the negative impact of substance abuse and drug addiction. A long-term strategy for reducing and eliminating poppy production must include narcotics awareness and attitudinal change through educational programs.

The strategy used to pursue these goals can be outlined as follows:

1. Identify target audiences such as refugees, religious leaders, shuras, local leaders and international donor agencies.
2. Develop appropriate awareness and educational materials on topics such as health and narcotics abuse, Islam and substance abuse, the social and cultural consequences of narcotics abuse, etc.
3. Develop appropriate delivery and social marketing techniques using the print media, radio, posters, direct contact campaigns, etc.
4. Test and evaluate material and delivery techniques through field observation and other appropriate methods.
5. Conduct the awareness campaign.

Setting Operational Priorities

The Narcotics Awareness Center (NAC) of NACP is the beginning of an organized, broad-range attempt to build the basis of an institution capable of producing appropriate materials and undertaking awareness programs and campaigns. Training of Afghan personnel, who may one day be counterparts, is the major strategy for assuring sustainability of NAC as an institution.

The Narcotics Awareness Center's success greatly depends on the ability of the Technical Assistance team to develop allies within the Afghan community. NACP must obtain cooperation from these allies to overcome the existing constraints to disseminating narcotics awareness information.

Possible allies from within the Afghan community include: (1) religious leaders concerned about Islamic injunctions and sanctions against drug abuse; (2) teachers concerned about heroin use among students; and (3) parents concerned about their children's possible drug use. Afghans residing in Pakistan have seen the frightening effects of heroin consumption within the communities providing them asylum.⁷ NACP can utilize this dormant awareness to educate its target audience.

The Narcotics Awareness Center has been designed to carefully test concepts and materials prior to large-scale program delivery and materials distribution. Following an initial pilot program, the NAC will seek to establish a set of principles and operational priorities for subsequent stages of the project. In this, NAC can benefit from the experiences of the USAID/Pakistan Mission-supported Drug Abuse Prevention Resources Center.

Component Operations

The Narcotics Awareness Center will match materials development and production to the requirements of the target audience. Experience has shown that the most effective awareness campaigns do not rely exclusively on one communication approach, but rather employ numerous media tools and delivery strategies. The NAC will produce, test and utilize radio messages, videos, posters, bulletins, booklets and other material which shows potential. Some of this material has already been produced under a separate contract with AMRC and is ready for testing and use by NAC.

⁷ The socio-cultural similarity between Afghan and Pakistani Pathans may help speed acknowledgement of an impending Afghan drug problem.

In providing awareness messages, outreach teams will initiate programs in conjunction with the medical and social programs currently provided to Afghans by the donor community both in Afghanistan and the refugee camps. This strategy will enable NAC staff to overcome the initial hurdle of gaining access to the refugee camp populations and communities. During the actual awareness programs, field teams will employ an array of techniques and present a combination of topics. These will include basic health education, drug awareness messages in a video/photographic package, and discussions of drug abuse problems and narcotics production through radio and written media. The appropriate mixture will be explored, in a learning-by-doing period, during the first six months of operations.

One of the paramount tasks under the NAC component will be the promotion of narcotics awareness among Afghans, and increasing Afghan commitment to halting drug abuse and reducing and eliminating poppy production. This is best done through Afghan facilitators, and possibly through the involvement of an Afghan PVO. Utilizing a PVO would facilitate program delivery and enhance NAC acceptance and credibility.

Learning from Field Tests and Operations

The Narcotics Awareness Center will prepare a detailed work plan that specifies what is to be accomplished. Upon completing a preliminary needs assessment and identifying cooperating agencies, this detailed plan will specify both the materials to be produced, and the programs and services to be delivered. This plan will also make preliminary projections of expected impact on target audiences. The plan will become operational through the NAC Technical Assistance staff, the demonstration teams and the program field teams.

Monitoring deliveries and evaluating the impact of field programs will be critical to NAC's operations. Close monitoring will permit constant adjustment of delivery strategies to meet perceived field needs. Responsibility for monitoring all NAC programs will be assigned to the Information and Research Unit. As previously mentioned, since this unit is not responsible for program implementation, monitors will not be judging the success of their own field operations. These monitors will, in addition to judging a project's success or failure, also determine the factors causing that success or failure.

NAC Component Timeline

Two sets of activities must proceed simultaneously in the first six months of the project. The first activity is an orderly start-up for the project, including establishment of the media center in coordination with on-going pilot activities with

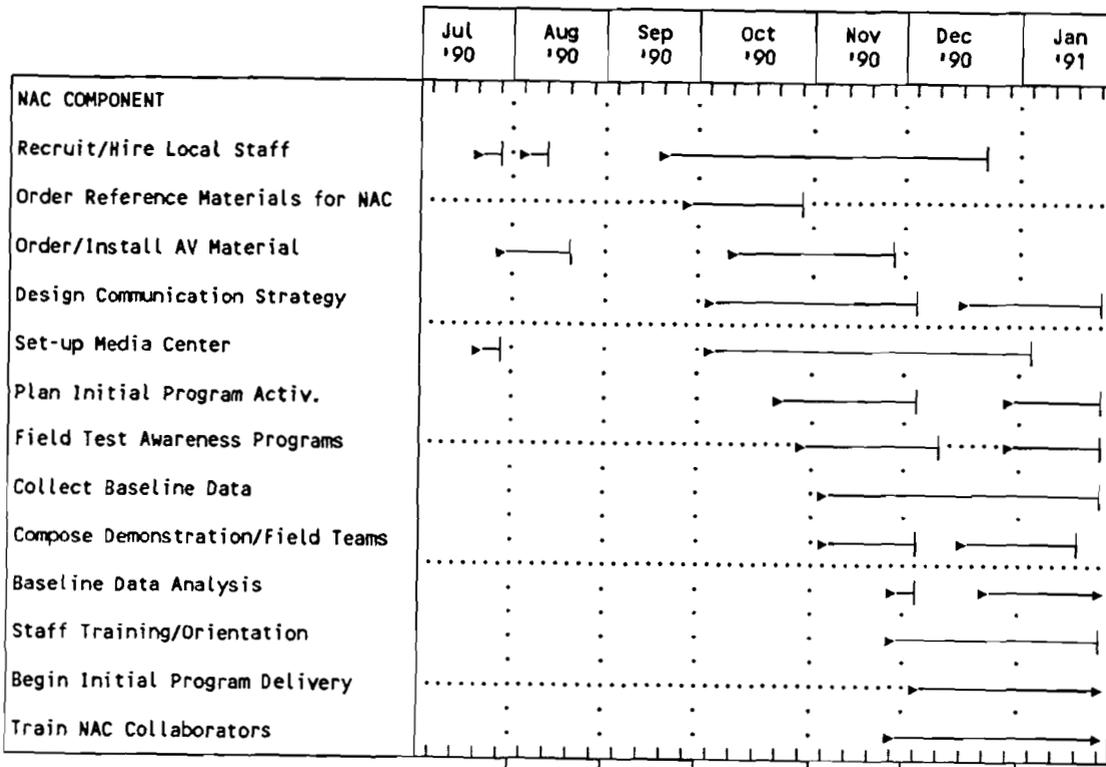
AMRC, acquisition of reference materials and resources, establishment of a resource data base, and hiring and training personnel. Significant progress must be made with regard to employing and training qualified Afghan staff in order to initiate development of pilot programs and related materials.

The second task requires evaluation and field testing of sample narcotics awareness materials already developed in pilot activities and continuing with newly developed materials. These first generation materials will be field tested in refugee camps where refugees provide an ideal first audience. NACP has a better chance of influencing drug use habits and altering poppy production patterns if the programs can be delivered prior to refugee return to Afghanistan.

For the NAC component, the following timeline is proposed.

NARCOTICS AWARENESS CENTER

INITIAL TIMELINE



The Magnitude of Project Assistance

Approximately \$0.8 million will be available to support the activities of the Narcotics Awareness Center over the first three years of project operations.

Major cost elements of the NAC will be human resources (salaries for long term and short term personnel), acquisition of reference materials, audio visual material and equipment, broadcast fees, and subcontracts for training, production and distribution of narcotics related messages.

NAC Organization and Staff

Annex F shows the expected organization of NAC when fully operational. See Annex K for NAC budget and staffing pattern.

CHAPTER FIVE**WORK PLAN: INFORMATION AND RESEARCH UNIT**

Component Goals: Develop effective monitoring and evaluation techniques, and provide socio-economic baseline data in support of the NACP action components.

Component Purpose: To direct NACP monitoring activities, and provide research and analytical information and support to NACP.

Component Strategy

NACP's information and research capacity will be developed as a separate component with its management located at project headquarters in Peshawar. This Information and Research Unit (IRU) will provide data collection, processing, and analysis services for both the Peshawar and Quetta field offices. The IRU will also provide guidance to the donor community and implementing agencies on design and implementation strategies for poppy reduction initiatives. The IRU will have five basic objectives:

- assist in the identification and selection of target areas where the Poppy Reduction and Elimination Unit can implement project activities;
- assist the Narcotics Awareness Center in obtaining baseline data on narcotics use among Afghan groups and attitudes towards use and production;
- monitor and evaluate project activities in target areas and determine the reasons for their success or failure;
- determine the feasibility of introducing high value crops into poppy-producing areas as alternatives to poppy cultivation; and
- undertake research into the social, political, and economic reasons for poppy cultivation and develop appropriate strategies leading to the reduction or elimination of opium production.

Unit Operations

Identifying Target Areas

IRU will use experienced expatriate and Afghan staff and short-term technical assistance to provide adequate support to NACP activities, and initiate accurate and substantive research useful for project management. Under the Afghanistan Agricultural Sector Support Project (ASSP), Development Alternatives, Inc. (DAI) has developed a monitoring capacity among its Afghan staff. The IRU will build upon the training curriculum developed for ASSP monitors and will expand that training to meet NACP's specific needs.

One of IRU's primary responsibilities will be assisting the NACP management team in selecting target areas for project activities. Once prospective target areas are identified, IRU teams trained in rapid rural reconnaissance techniques will perform on-site visits. The teams will gather information enabling NACP to determine the suitability of providing assistance to the area.

Based on the reconnaissance team's information, IRU coordinators will design appropriate field surveys for return visits to the areas selected. The purpose of these surveys is to gather baseline data through which NACP can design appropriate assistance plans and, later, measure project success or failure. Examples of type of data to be gathered are: cropping patterns; cultivation practices; acreage under poppy cultivation; tenure and rural credit arrangements supporting poppy cultivation; and the social and political relations in the area that would influence implementation of Poppy Elimination Plans.

Initial visits and baseline survey activities will be combined for Northern Helmand and Project Alpha in order to speed up priority assistance for the 1990/1991 cropping season which begins in early October.

The ability of the IRU field teams to geographically reference their data will be crucial to effective NACP planning and monitoring. The NACP management team has already initiated a special study in the use of remote sensing techniques to identify poppy cultivation. If this study indicates that remote sensing is a feasible method by which to monitor poppy cultivation, IRU staff will be trained in verification methods.

Supporting Special Studies

The IRU field teams will provide field support for short-term agronomists, horticulturalists and specialists in other income-generating activities. These missions to sub-project

sites will determine the feasibility of introducing alternative crops as substitutes to poppy cultivation and other types of economic activities. These analyses will build on the capacity developed by ASSP through the Afghanistan Cash Crop Feasibility Study under preparation and similar information available from other on-going activities. The feasibility studies will determine the design of crop substitution schemes, particularly the introduction of high value horticulture crops such as licorice, cumin seed, tomatoes, and onions. The feasibility studies will also investigate the potential for other types of income-generating activities.

The IRU will also undertake more general research to identify the social, economic, and political reasons for poppy cultivation in Afghanistan. Of particular concern will be an analysis of traditional poppy cultivation areas and the institutions and patterns of agricultural production that perpetuate opium production (such as land tenure arrangements and systems of credit). An understanding of these factors can provide NACP management and the donor community with insights into how and why poppy cultivation endures, and the methods by which its perpetuation can be discouraged.

Monitoring and Evaluation

The IRU will have overall responsibility for monitoring implementation of the Poppy Elimination Plans and the adherence of local authorities to their elimination agreements with NACP. In light of the need for continuous monitoring and IRU's manpower limitations, the IRU will maintain close coordination with other AID/Rep contractors and PVOs working in Afghanistan. For example, ASSP can provide ongoing monitoring of specific NACP project areas through its geographic information systems capacity, which combines both continuous remote sensing and field observation data. Field monitors for AID/Rep's Agriculture, Health, and Education Sector Support projects, and its Commodity Export Project, as well as PVOs working cross-border, can all provide IRU staff with periodic updates on poppy growing areas and alert IRU staff to potential violations of poppy elimination agreements.

IRU's efforts to organize all of these field activities will be crucial to building a reliable NACP monitoring capacity. Staff from the IRU and the Poppy Reduction and Elimination Unit face potential security threats should they identify violations of poppy elimination agreements. NACP's ability to utilize the field reports of monitors not related to the project should insulate staff of both Units from the repercussions of negative reports. For this reason, the project must also have the capacity to provide periodic expatriate monitoring of project activities. The current restrictions against AID-funded projects sending American nationals into Afghanistan has encouraged DAI/DA

to employ third country nationals in a number of key NACP management positions, as well as for short term technical assistance. Whenever feasible, these third country nationals will accompany IRU teams into Afghanistan to gain first-hand knowledge of sub-project sites and activities.

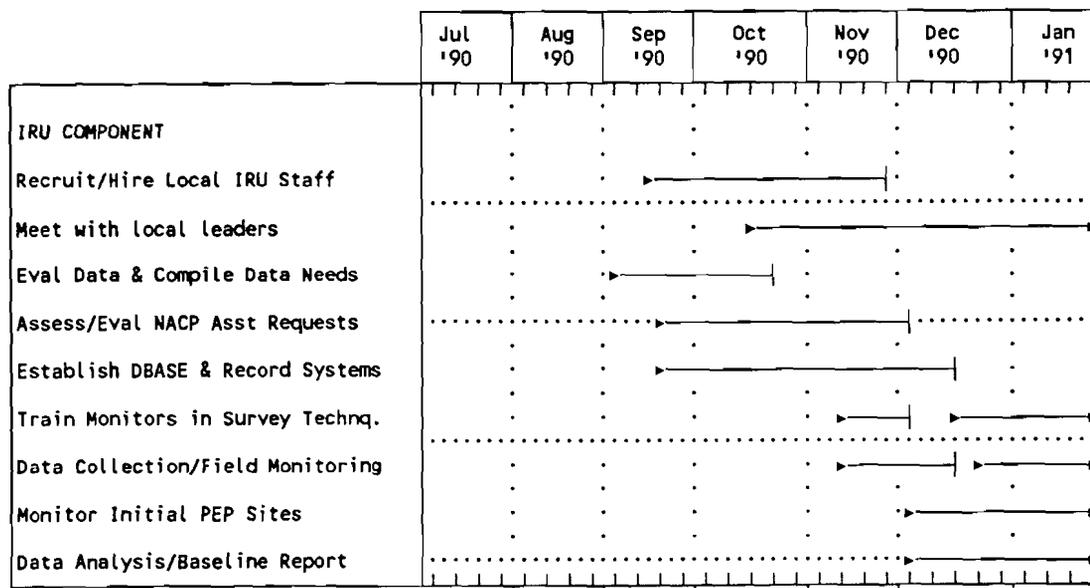
By building this monitoring capacity, the IRU will be able to track those initiatives funded by the Narcotics Awareness and the Poppy Reduction and Elimination Units. The IRU will identify sub-project successes and failures, and the reasons for both. By determining the variables that lead to successful implementation, the IRU can provide support and advice on altering sub-project design. AID/Rep can also utilize this information to refine its overall anti-narcotics strategy for Afghanistan.

IRU Component Timeline

For the IRU component, the following timeline is proposed.

INFORMATION & RESEARCH UNIT

INITIAL TIMELINE



Magnitude of Project Assistance

Approximately \$0.5 million will be available to support the IRU component over the first three years. See Annex L.

Organization and Staff

Annex G shows the expected organization of IRU when fully operational. The staffing pattern for IRU is shown in Annex L.

CHAPTER SIX
PROJECT BUDGET

Annex H is a summary, by calendar year, of the NACP budget, including technical assistance and logistics, as presently estimated. (1), Logistics, represents the amount to be spent by USAID on behalf of the NACP for support such as office space, housing and utilities. (2), TA (technical assistance) is the amount of the DAI/DA contract which was detailed in the Best and Final Offer of DAI's proposal. (3), Program, is a summary of the program budget allocated to the project by USAID and managed by the NACP. The program summary shows a breakdown by the major components. Annexes I through M provide details of items shown in the summary table.

Figure 2, Total Contract Budget, is a graphic presentation of the amounts allocated to 1) program, 2) technical assistance and 3) logistics.

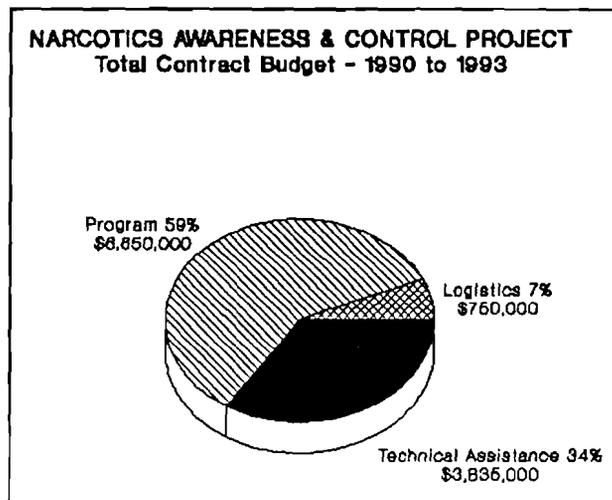


Figure 2

Figure 3, Total Program Budget by Year and Operational Unit, shows the share of the program budget allocated to each major activity (control, awareness, information and administration), by calendar year. The Poppy Reduction and Elimination Unit has the largest share since it will be responsible for the purchase of commodities destined for target areas.

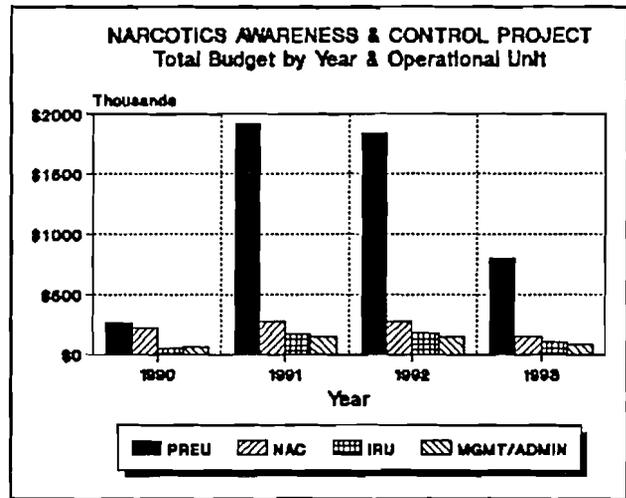


Figure 3

Figure 4 illustrates the dollar amounts and percentages of the total program budget allocated to the various activities of NACP.

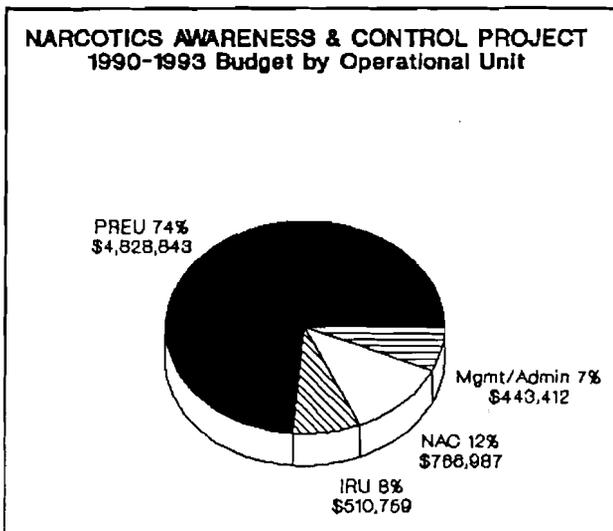


Figure 4

ANNEX A
ILLUSTRATIVE POPPY ELIMINATION PLAN (PEP)

- I. Delineation and Description of Project Area - From available information and baseline surveys
 - A. Geographic - physical boundaries, area, terrain, roads, rivers, communications, location of poppy fields
 - B. Demographic - population: totals and breakdowns by villages, ethnic characteristics, etc.
 - C. Political - party and religious affiliation

- II. Major Requirements for Rehabilitation and Assistance
 - A. Agriculture - tools, equipment, ag inputs, demining, etc.
 - B. Infrastructure - canals, kerezes, roads, buildings, etc.
 - C. Food Needs - amounts to be met from local production and amounts to be purchased
 - D. Other - health, industry, handicrafts, etc.

- III. Targets
 - A. Poppy Elimination - acreage and production to be eliminated
 - B. Rehabilitation - specify kilometers of roads, canals, kerezes to be rebuilt; jeribs* of land to be cleared of mines, jeribs to be planted with improved seed or high value crops, etc.
 - C. Other - cottage industries established, health units established, etc.

- IV. Specification of Inputs
 - A. Project - seed, fertilizer, equipment, food, etc.
 - B. Community - labor, supervision, local material, etc.

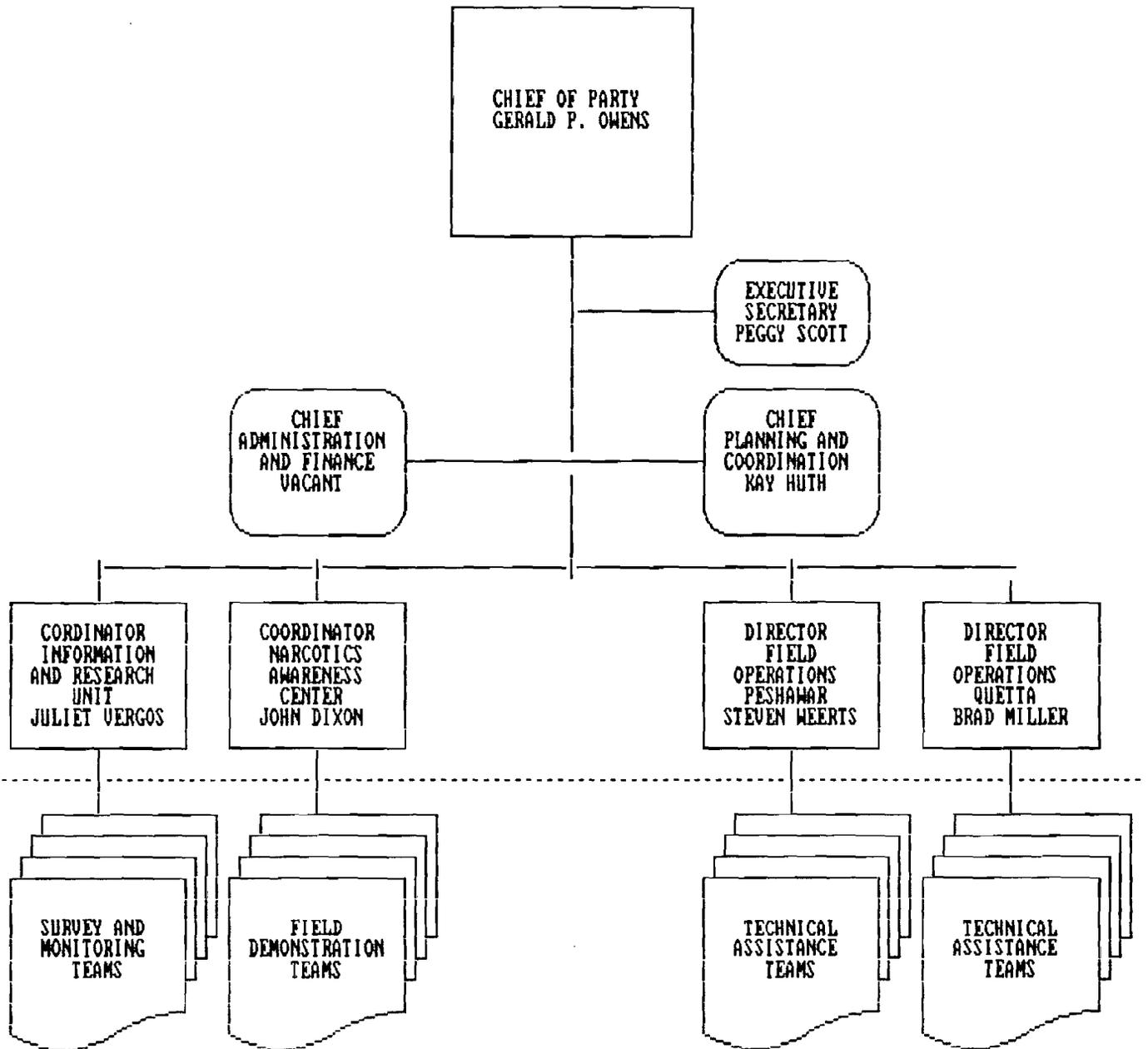
- V. Time Phased Implementation Schedule
 - A. Technical Assistance Schedule
 - B. Commodity and Input Delivery Schedule
 - C. Construction and Maintenance Schedules, including labor inputs
 - D. Poppy Eradication Schedule
 - E. Schedule for Establishment of New Cropping Pattern

- VI. Monitoring and Verification Schedule - establish timing of visits and reports for monitoring progress and verifying compliance

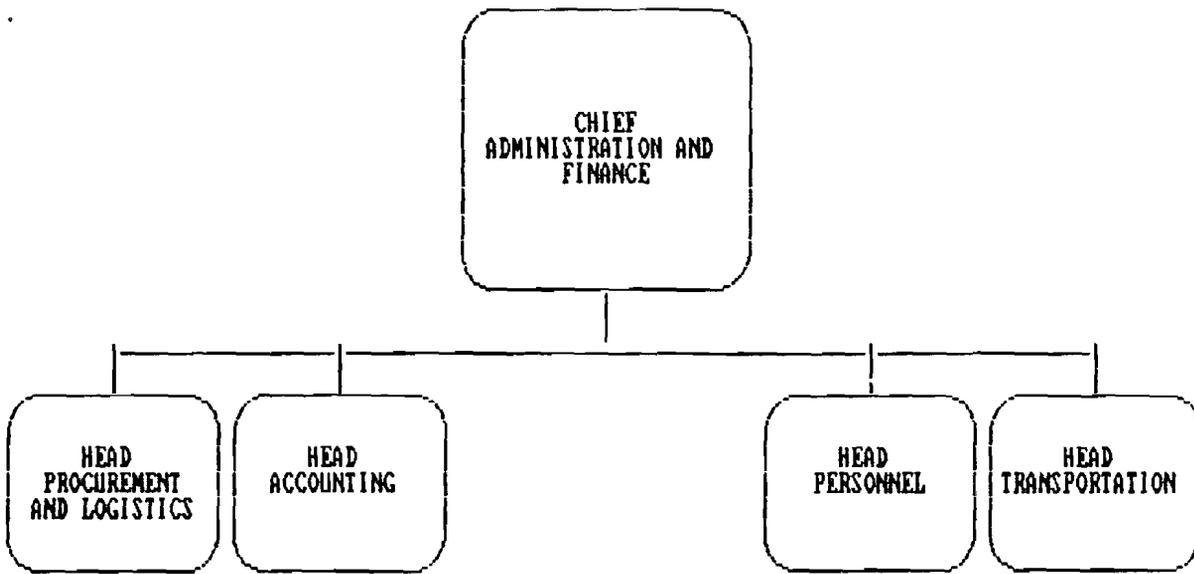
- VII. PEP Budget
 - A. Technical Assistance
 - B. Agricultural Inputs, Commodities and Supplies
 - C. Equipment
 - D. Food
 - E. Transportation
 - F. Other

* one jereb = .2 ha = .5 acre

ANNEX B
AFGHAN NARCOTICS AWARENESS AND CONTROL PROJECT



ANNEX C
ADMINISTRATION AND FINANCE UNIT - NACP

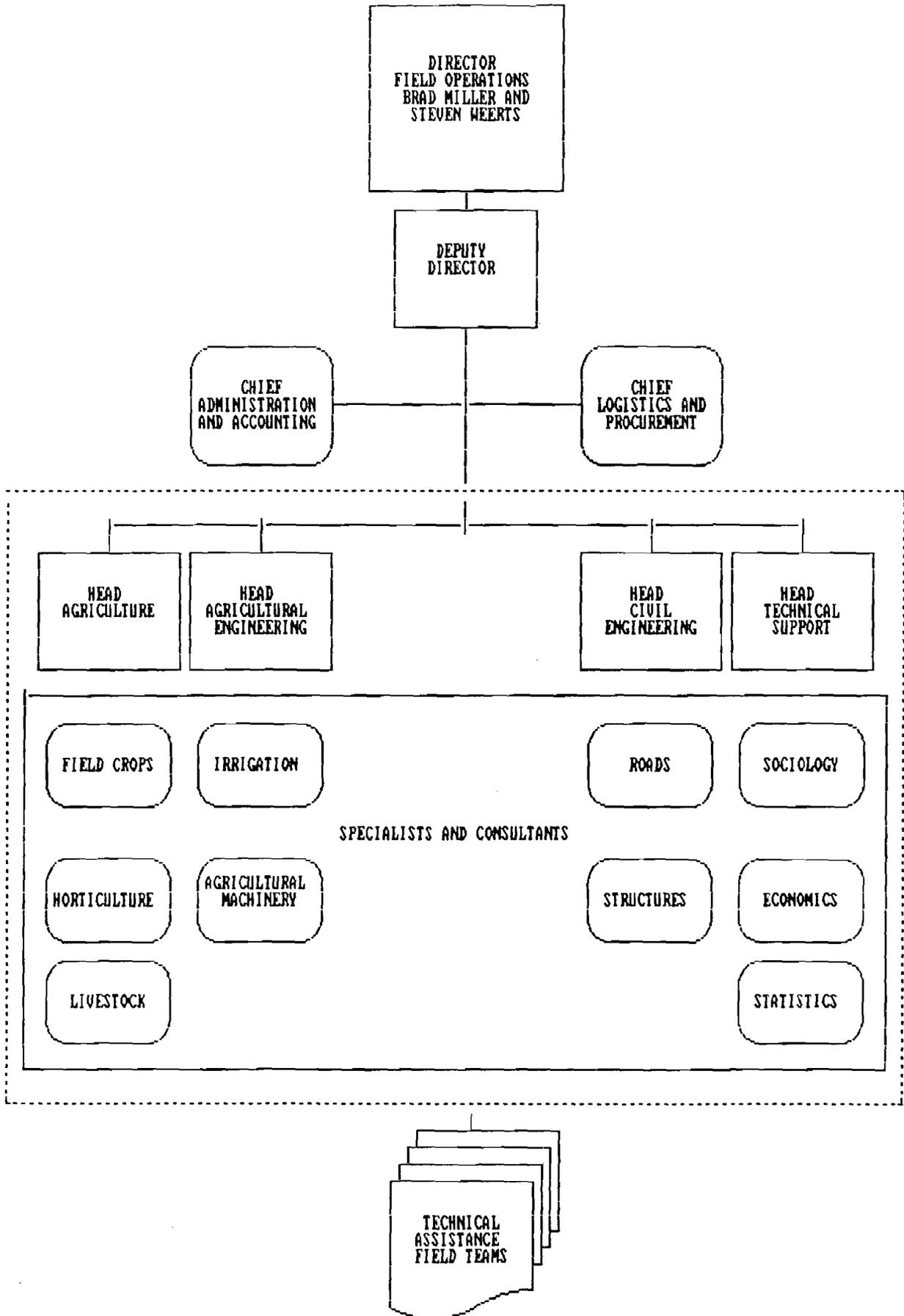


ANNEX D

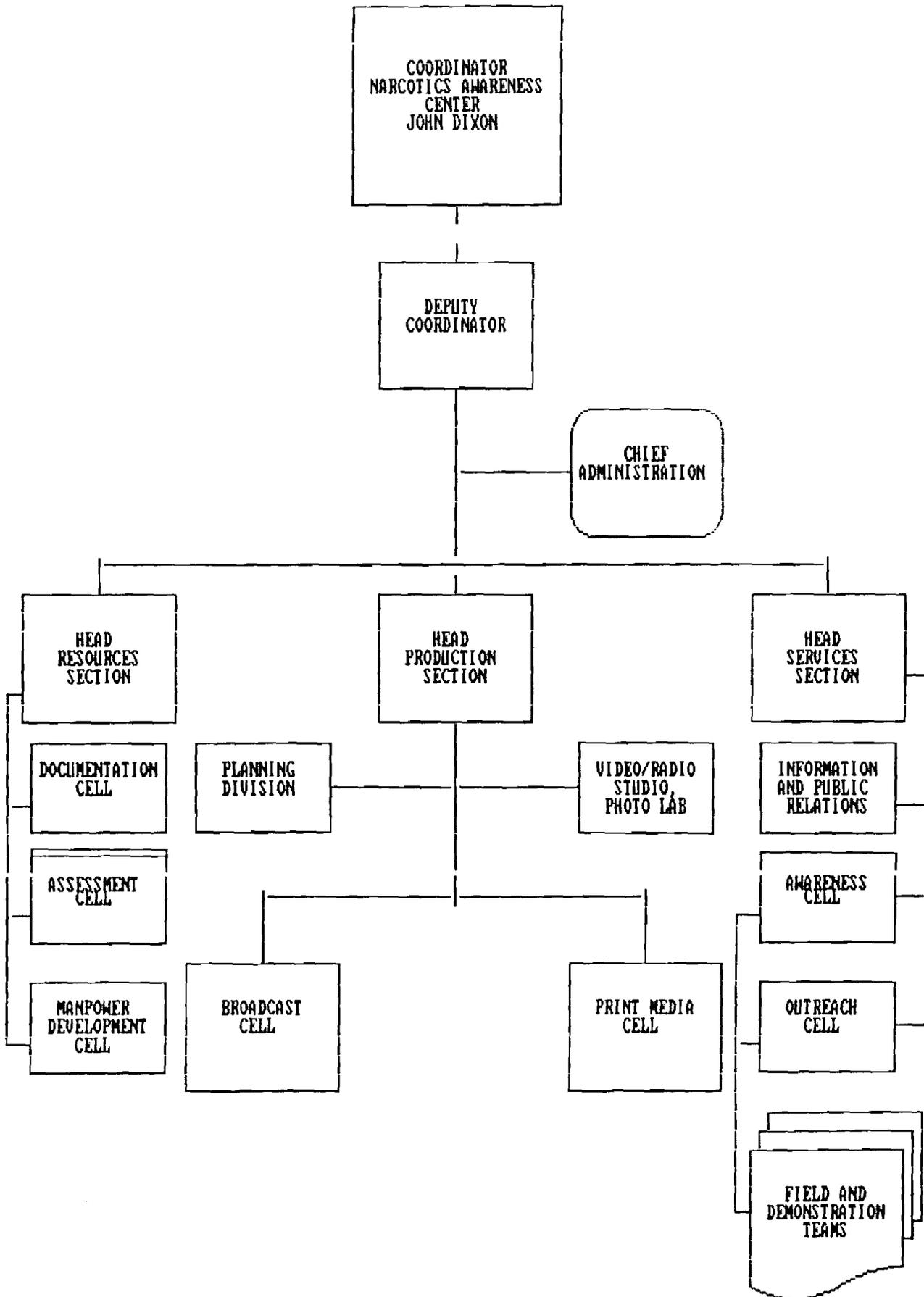
ILLUSTRATIVE PACKAGE OF COMMODITIES PER TARGET AREA

<u>Commodity:</u>	<u>#UNIT</u>	<u>UNIT PRICE</u>	<u>\$</u>
Seed	100 MT	\$ 460	46,000
Fertilizer	270 MT	167	45,000
Tractors	12	15,000	186,000
Threshers	10	3,500	35,000
Water Pump	10	1,800	18,000
Agricultural Tools			10,000
Construction Material			90,000
Misc.			47,000
Transport, Handling			<u>150,000</u>
TOTAL			627,000

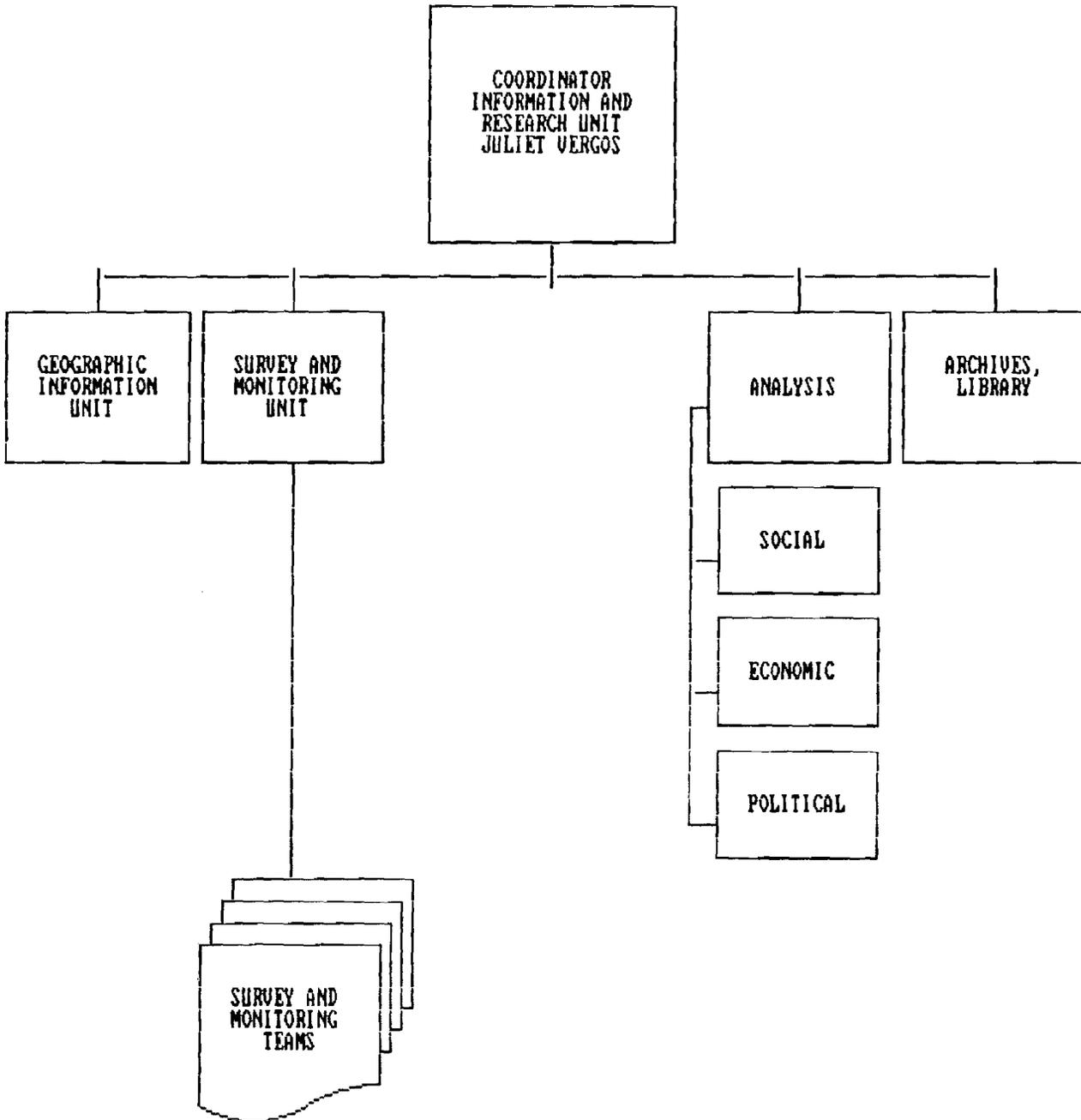
ANNEX E
FIELD OPERATIONS - MACP



ANNEX F
NARCOTICS AWARENESS CENTER - NACP



ANNEX G
INFORMATION AND RESEARCH UNIT - NACP



ANNEX H

NARCOTICS AWARENESS & CONTROL PROJECT (NACP)

Budget Summary	(1) CY 1990	(2) CY 1991	(3) CY 1992	(4) CY 1993	-TOTAL-
(1) Logistics	\$230,000	\$216,700	\$186,600	\$116,700	\$750,000
(3) TA	\$600,000	\$1,345,000	\$1,330,000	\$560,000	\$3,835,000
(4) Program					
(a) Poppy Reduction & Elimination Unit (PREU)	\$264,424	\$1,924,683	\$1,841,245	\$798,491	\$4,828,843
(b) Information & Research Unit (IRU)	\$57,575	\$88,984	\$87,750	\$61,000	\$271,634
(c) Narcotics Awareness Center (NAC)	\$213,999	\$204,308	\$208,188	\$140,492	\$766,987
(d) Management/Administration Unit (Admin)	\$64,821	\$145,477	\$150,479	\$82,634	\$443,412
(e) External Project Evaluation	\$0	\$20,000	\$30,000	\$50,000	\$100,000
TOTAL: Program	\$600,819	\$2,466,916	\$2,408,708	\$1,173,558	\$6,650,000
TOTAL: NACP Contract	\$1,430,819	\$4,028,616	\$3,925,308	\$1,850,258	\$11,235,000

ANNEX I

NARCOTICS AWARENESS & CONTROL PROJECT (NACP)
Program Budget Summary

	(1) CY 1990	(2) CY 1991	(3) CY 1992	(4) CY 1993	-TOTAL-
(1) Logistics	\$230,000	\$216,700	\$186,600	\$116,700	\$750,000
(2) TA	\$600,000	\$1,345,000	\$1,330,000	\$560,000	\$3,835,000
(3) Program					
(a) Poppy Reduction & Elimination Unit (PREU)					
(i) Human Resources: Program	\$16,027	\$151,233	\$158,795	\$97,041	\$423,096
(ii) Capital Expenditures	\$19,200	\$450	\$450	\$450	\$20,550
(iii) Recur/Op Costs	\$39,197	\$85,000	\$85,000	\$45,000	\$254,197
(iv) PEP Inputs	\$190,000	\$1,688,000	\$1,597,000	\$656,000	\$4,131,000
Sub-Total: PREU	\$264,424	\$1,924,683	\$1,841,245	\$798,491	\$4,828,843
(b) Information & Research Unit (IRU)					
(i) Human Resources: Program	\$25,775	\$126,997	\$133,347	\$81,490	\$367,609
(ii) Capital Expenditures	\$16,800	\$450	\$450	\$450	\$18,150
(iii) Recur/Op Costs	\$15,000	\$45,000	\$45,000	\$20,000	\$125,000
Sub-Total: IRU	\$57,575	\$172,447	\$178,797	\$101,940	\$510,759
(c) Narcotics Awareness Center (NAC)					
(i) Human Resources: Program	\$18,699	\$100,274	\$105,288	\$64,342	\$288,603
(ii) Capital Expenditures	\$161,300	\$15,150	\$15,150	\$15,150	\$206,750
(iii) Recur/Op Costs	\$34,000	\$88,884	\$87,750	\$61,000	\$271,634
Sub-Total: NAC	\$213,999	\$204,308	\$208,188	\$140,492	\$766,987
(d) Management/Administration Unit (Admin)					
(i) Human Resources: Program	\$26,421	\$100,027	\$105,029	\$64,184	\$295,662
(ii) Capital Expenditures	\$18,400	\$450	\$450	\$450	\$19,750
(iii) Recur/Op Costs	\$20,000	\$45,000	\$45,000	\$18,000	\$128,000
Sub-Total: Mgmt/Admin	\$64,821	\$145,477	\$150,479	\$82,634	\$443,412
(e) External Project Evaluation	\$0	\$20,000	\$30,000	\$50,000	\$100,000
TOTAL: Program	\$600,819	\$2,466,916	\$2,408,708	\$1,173,558	\$6,650,000
TOTAL: NACP Contract	\$1,430,819	\$4,028,616	\$3,925,308	\$1,850,258	\$11,235,000

BB

ANNEX J

POPPY REDUCTION & ELIMINATION UNIT (PREU)

	POSITION	Rs/MONTH	\$\$/MONTH	(1) CY 1990	(2) CY 1991	(3) CY 1992	(4) CY 1993	-TOTAL-
I. Human Resources								
TA: Peshawar Field Office								

- Operations Director	1		\$3,167	\$11,085	\$38,004	\$39,904	\$24,386	\$113,379
PROGRAM: Peshawar Field Office								

- Ag Specialist	1	11,000	\$502	\$753	\$6,027	\$6,329	\$3,868	\$16,977
- Civil Engineer	1	11,000	\$502	\$753	\$6,027	\$6,329	\$3,868	\$16,977
- Agricultural Engineer	1	11,000	\$502	\$753	\$6,027	\$6,329	\$3,868	\$16,977
- Ag Assistant/Crops	1	7,000	\$320	\$479	\$3,836	\$4,027	\$2,461	\$10,804
- Ag Asst/Hortic & Forestry	1	7,000	\$320	\$479	\$3,836	\$4,027	\$2,461	\$10,804
- Ag Asst/Irrigation	2	7,000	\$320	\$479	\$7,671	\$8,055	\$4,922	\$21,128
- Ag Asst/Sociologist	2	7,000	\$320	\$479	\$7,671	\$8,055	\$4,922	\$21,128
- Engineering Asst	2	7,000	\$320	\$479	\$7,671	\$8,055	\$4,922	\$21,128
TA: Quetta Field Office								

- Operations Director	1		\$2,704	\$13,520	\$32,448	\$34,070	\$20,821	\$100,859
PROGRAM: Quetta Field Office								

- Deputy Director	1	17,500	\$799	\$1,199	\$9,589	\$10,068	\$6,153	\$27,009
- Ag Specialist	1	11,000	\$502	\$753	\$6,027	\$6,329	\$3,868	\$16,977
- Civil Engineer	1	11,000	\$502	\$753	\$6,027	\$6,329	\$3,868	\$16,977
- Agricultural Engineer	1	11,000	\$502	\$753	\$6,027	\$6,329	\$3,868	\$16,977
- Ag Assistant: Crops	1	7,000	\$320	\$479	\$3,836	\$4,027	\$2,461	\$10,804
- Ag Asst: Hortic & Forestry	1	7,000	\$320	\$479	\$3,836	\$4,027	\$2,461	\$10,804
- Ag Asst: Irrigation	2	7,000	\$320	\$479	\$7,671	\$8,055	\$4,922	\$21,128
- Ag Asst: Sociologist	2	7,000	\$320	\$479	\$7,671	\$8,055	\$4,922	\$21,128
- Engineering Asst	2	7,000	\$320	\$479	\$7,671	\$8,055	\$4,922	\$21,128
- Translator	1	6,000	\$274	\$411	\$3,288	\$3,452	\$2,110	\$9,260
- Exec Sec/Admin Officer	1	12,500	\$571	\$856	\$6,849	\$7,192	\$4,395	\$19,292
- Accountant	1	11,500	\$525	\$788	\$6,301	\$6,616	\$4,043	\$17,749
- Admin Asst	1	7,500	\$342	\$514	\$4,110	\$4,315	\$2,637	\$11,575
- Receptionist/Typist	1	5,500	\$251	\$377	\$3,014	\$3,164	\$1,934	\$8,489
- Data Entry Clerk	2	4,000	\$183	\$548	\$4,384	\$4,603	\$2,813	\$12,347
- Messenger/Copy Clerk	1	2,000	\$91	\$137	\$1,096	\$1,151	\$703	\$3,087
- Janitor	1	1,500	\$68	\$103	\$822	\$863	\$527	\$2,315
- Driver	6	3,000	\$137	\$1,233	\$9,863	\$10,356	\$6,329	\$27,781
- Guards	4	2,000	\$91	\$548	\$4,384	\$4,603	\$2,813	\$12,347

Sub-Total: TA				\$24,605	\$70,452	\$73,975	\$45,207	\$214,238
Sub-Total: PROGRAM				\$16,027	\$151,233	\$158,795	\$97,041	\$423,096

TOTAL: PREU HR				\$40,632	\$221,685	\$232,769	\$142,248	\$637,334

ANNEX J (Cont.)

POPPY REDUCTION & ELIMINATION UNIT (PREU)

	UNITS	Rs/UNIT	\$/UNIT	CY 1990	CY 1991	CY 1992	CY 1993	-TOTAL-
II. PROGRAM: Capital Expend.								
Computers								
386	3		\$3,000	\$9,000				\$9,000
Laptop	1		\$2,500	\$2,500				\$2,500
Printer								\$0
Laser	1		\$2,500	\$2,500				\$2,500
Dot Matrix	2		\$700	\$1,400				\$1,400
Computer Assess.			\$400	\$400	\$200	\$200	\$200	\$1,000
Software			\$1,400	\$1,400	\$250	\$250	\$250	\$2,150
UPS	5		\$400	\$2,000				\$2,000
Sub-Total: Capital Expend.				\$19,200	\$450	\$450	\$450	\$20,550

	UNITS	Rs/Unit	\$/Unit	CY 1990	CY 1991	CY 1992	CY 1993	-TOTAL-
III. PROGRAM: Recur/Op Costs								
				\$39,197	\$85,000	\$85,000	\$45,000	\$254,197

IV. PROGRAM: PEP Inputs
 -Commodities-

- Seed			\$460/MT	\$64,000	\$132,000	\$125,000	\$51,000	\$372,000
- Fertilizer	2200/MT	3450/MT	165/MT	\$63,000	\$130,000	\$121,000	\$50,000	\$364,000
- 45hp Tractors	70		\$15,000		\$450,000	\$425,000	\$175,000	\$1,050,000
- 60hp Tractors	12		\$18,000		\$92,000	\$88,000	\$36,000	\$216,000
- Threshers	70		\$3,500		\$105,000	\$99,000	\$41,000	\$245,000
- Water Pumps	70		\$1,800		\$54,000	\$57,000	\$21,000	\$132,000
- Agricultural Tools					\$29,000	\$27,000	\$11,000	\$67,000
- Constr Materials/Subcontr					\$130,000	\$120,000	\$50,000	\$300,000
- Misc/other					\$135,000	\$128,000	\$53,000	\$316,000
- Transport/Handling		1500/truck/day 3/ton/km		\$63,000	\$431,000	\$407,000	\$168,000	\$1,069,000
Sub-Total: PEP Inputs				\$190,000	\$1,688,000	\$1,597,000	\$656,000	\$4,131,000

TOTAL Program				\$264,424	\$1,924,683	\$1,841,245	\$798,491	\$4,828,843
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TOTAL PREU				\$289,029	\$1,995,135	\$1,915,219	\$843,698	\$5,043,081
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FOOTNOTES

- (1) Exchange = Rs21.9 to \$
- (2) CY 1990 = 7.5 mo; beginning 17 May 1990
- (3) CY 1993 = 4.5 mo; ending 16 May 1993
- (4) For CY 1990, assume fully staffed for 1.5 mo (except Ag Asst)
- (5) Construction Materials include: Cement, Rebar, Sand, Gravel, etc.

ANNEX K

NARCOTICS AWARENESS CENTER (NAC)

	POSITION	Rs/MONTH	\$\$/MONTH	(1) CY 1990	(2) CY 1991	(3) CY 1992	(4) CY 1993	-TOTAL-	
I. Human Resources									

TA: NAC									

-	NAC Coordinator	1	\$5,060	\$15,180	\$60,720	\$63,756	\$38,962	\$178,618	

	Sub-Total: NAC/TA HR			\$15,180	\$60,720	\$63,756	\$38,962	\$178,618	

PROGRAM: NAC									

-	NAC Director	1	18,000	\$822	\$1,233	\$9,863	\$10,356	\$6,329	\$27,781
-	Assoc Dir: Resources/Documents	1	12,000	\$548	\$822	\$6,575	\$6,904	\$4,219	\$18,521
-	Assessmt Specialist	1	7,000	\$320	\$479	\$3,836	\$4,027	\$2,461	\$10,804
-	Training Specialist	1	7,000	\$320	\$479	\$3,836	\$4,027	\$2,461	\$10,804
-	Assoc Dir: Planning/Production	1	12,000	\$548	\$822	\$6,575	\$6,904	\$4,219	\$18,521
-	Broadcast Media Specialist	1	7,000	\$320	\$479	\$3,836	\$4,027	\$2,461	\$10,804
-	Print Media Specialist	1	7,000	\$320	\$479	\$3,836	\$4,027	\$2,461	\$10,804
-	Assoc Dir: PR/Services	1	12,000	\$548	\$822	\$6,575	\$6,904	\$4,219	\$18,521
-	Awareness Specialist	1	7,000	\$320	\$479	\$3,836	\$4,027	\$2,461	\$10,804
-	Outreach Specialist	1	7,000	\$320	\$479	\$3,836	\$4,027	\$2,461	\$10,804
-	Translator	1	6,000	\$274	\$411	\$3,288	\$3,452	\$2,110	\$9,260
-	Secretary	1	5,000	\$228	\$342	\$2,740	\$2,877	\$1,758	\$7,717
-	Computer Operator	1	4,000	\$183	\$274	\$2,192	\$2,301	\$1,406	\$6,174
-	Guards	6	2,000	\$91	\$822	\$6,575	\$6,904	\$4,219	\$18,521
-	Driver	2	3,000	\$137	\$411	\$3,288	\$3,452	\$2,110	\$9,260

FIELD TEAMS									
Quetta:									
-	Social worker (TL)	1	10,000	\$457	\$1,826	\$5,479	\$5,753	\$3,516	\$16,575
-	Community/health worker	1	7,000	\$320	\$1,279	\$3,836	\$4,027	\$2,461	\$11,603
-	Media/communic specialist	1	7,000	\$320	\$1,279	\$3,836	\$4,027	\$2,461	\$11,603
-	Driver/Tech Asst	1	3,000	\$137	\$548	\$1,644	\$1,726	\$1,055	\$4,973

Peshawar:									
-	Social worker (TL)	1	10,000	\$457	\$1,826	\$5,479	\$5,753	\$3,516	\$16,575
-	Community/health worker	1	7,000	\$320	\$1,279	\$3,836	\$4,027	\$2,461	\$11,603
-	Media/communic specialist	1	7,000	\$320	\$1,279	\$3,836	\$4,027	\$2,461	\$11,603
-	Driver/Tech Asst	1	3,000	\$137	\$548	\$1,644	\$1,726	\$1,055	\$4,973

	Sub-Total: NAC/Program HR			\$18,699	\$100,274	\$105,288	\$64,342	\$288,603	
	Sub-Total: NAC/TA HR			\$15,180	\$60,720	\$63,756	\$38,962	\$178,618	

	TOTAL: NAC Human Resources			\$33,879	\$160,994	\$169,044	\$103,304	\$467,221	
=====									

ANNEX K (Cont.)

NARCOTICS AWARENESS CENTER (NAC)

	UNITS	Rs	\$\$	(1) CY 1990	(2) CY 1991	(3) CY 1992	(4) CY 1993	-TOTAL-
II. PROGRAM: Capital Expend.								

Computers								
386	3		\$3,000	\$9,000				\$9,000
Laptop	1		\$2,500	\$2,500				\$2,500
Printers								
Laser	1		\$2,500	\$2,500				\$2,500
Dot matrix	2		\$700	\$1,400				\$1,400
Computer Access.			\$400	\$400	\$200	\$200	\$200	\$1,000
Software			\$1,400	\$1,400	\$250	\$250	\$250	\$2,150
Production Equipment				\$32,000	\$2,000	\$2,000	\$2,000	\$38,000
Editing Equipment				\$28,000	\$1,000	\$1,000	\$1,000	\$31,000
Audio Equipment				\$19,000	\$3,000	\$3,000	\$3,000	\$28,000
Photographic Equipment				\$22,500	\$3,000	\$3,000	\$3,000	\$31,500
Video Equipment				\$38,000	\$3,000	\$3,000	\$3,000	\$47,000
Video Supplies				\$3,800	\$1,900	\$1,900	\$1,900	\$9,500
Audio Supplies				\$800	\$800	\$800	\$800	\$3,200

Sub-Total: Capital Expend.				\$161,300	\$15,150	\$15,150	\$15,150	\$206,750
III. Recur/Dp Costs				\$15,000	\$25,000	\$25,000	\$19,000	\$84,000
Sub-contract: Services				\$4,000	\$20,884	\$20,000	\$7,000	\$51,884
Sub-contract: Materials				\$7,000	\$33,000	\$27,750	\$23,000	\$90,750
Broadcast & Distr Fees				\$8,000	\$10,000	\$15,000	\$12,000	\$45,000

Sub-Total: Operating Costs				\$34,000	\$88,884	\$87,750	\$61,000	\$271,634
TOTAL: TA				\$15,180	\$60,720	\$63,756	\$38,962	\$178,618
TOTAL: Program				\$213,999	\$204,308	\$208,188	\$140,492	\$766,987

TOTAL: NAC				\$229,179	\$265,028	\$271,944	\$179,454	\$945,605
=====								

FOOTNOTE:

- (1) Exchange Rate = Rs21.9 to \$
(2) CY 1990 = 7.5 mo; beginning 17 May 1990
(3) CY 1993 = 4.5 mo; ending 16 May 1993
(4) In 1990, assume fully staffed for 1.5 mo

ANNEX L

INFORMATION & RESEARCH UNIT (IRU)

	POSITION	Rs/MONTH	\$/MONTH	CY 1990	CY 1991	CY 1992	CY 1993	-TOTAL-
I. Human Resources								

TA								

- Deputy Coordinator	1	21,000	\$959	\$1,438	\$11,507	\$12,082	\$7,384	\$32,411
- GIS Specialist	1	48,500	\$3,125	\$4,688	\$37,500	\$39,375	\$24,063	\$105,625
- Survey & Research Specialist	1	10,000	\$457	\$685	\$5,479	\$5,753	\$3,516	\$15,434
Sub-Total: IRU/TA HR				\$6,811	\$54,486	\$57,211	\$34,962	\$153,470
PROGRAM								

- IRU Coordinator	1		\$3,300	\$14,850	\$39,600	\$41,580	\$25,410	\$121,440
- Chief Monitor	2	10,000	\$457	\$1,370	\$10,959	\$11,507	\$7,032	\$30,868
- Monitor	6	5,500	\$251	\$2,260	\$18,082	\$18,986	\$11,603	\$50,932
- Secretary	2	5,000	\$228	\$685	\$5,479	\$5,753	\$3,516	\$15,434
- Driver	2	3,000	\$137	\$411	\$3,288	\$3,452	\$2,110	\$9,260
- Computer Systems Specialist	1	16,500	\$753	\$1,130	\$9,041	\$9,493	\$5,801	\$25,466
- Social Analyst	1	30,000	\$1,370	\$2,055	\$16,438	\$17,260	\$10,548	\$46,301
- Economic Analyst	1	30,000	\$1,370	\$2,055	\$16,438	\$17,260	\$10,548	\$46,301
- Archivist	1	8,000	\$365	\$548	\$4,384	\$4,603	\$2,813	\$12,347
- Translator	1	6,000	\$274	\$411	\$3,288	\$3,452	\$2,110	\$9,260
Sub-Total: IRU/Program HR				\$25,775	\$126,997	\$133,347	\$81,490	\$367,609
Sub-Total: IRU/TA				\$6,811	\$54,486	\$57,211	\$34,962	\$153,470
TOTAL: IRU HR				\$32,585	\$181,484	\$190,558	\$116,452	\$521,079

II. PROGRAM: Capital Expend.

	UNITS	Rs/unit	\$/unit	CY 1990	CY 1991	CY 1992	CY 1993	-TOTAL-

Computers								
386	4		\$3,000	\$12,000				\$12,000
Printers								
Dot Matrix	2		\$700	\$1,400				\$1,400
Computer Access.			\$400	\$400	\$200	\$200	\$200	\$1,000
Software			\$1,400	\$1,400	\$250	\$250	\$250	\$2,150
UPS	4		\$400	\$1,600				\$1,600
Sub-Total: Capital Invmts				\$16,800	\$450	\$450	\$450	\$18,150

ANNEX L (Cont.)

INFORMATION & RESEARCH UNIT (IRU)	CY 1990	CY 1991	CY 1992	CY 1993	-TOTAL-
III. Recur/Op Costs	\$15,000	\$45,000	\$45,000	\$20,000	\$125,000
TOTAL: Program	\$57,575	\$172,447	\$178,797	\$101,940	\$510,759
TOTAL: TA	\$6,811	\$54,486	\$57,211	\$34,962	\$153,470
TOTAL: IRU	\$64,385	\$226,934	\$236,008	\$136,902	\$664,229

FOOTNOTE

- (1) Exchange Rate = Rs21.9 to \$
- (2) CY 1990 = 7.5 mo; beginning 17 May 1990
- (3) CY 1993 = 4.5 mo; ending 16 May 1993
- (4) In CY 1990, assume fully staffed for 1.5 mo

ANNEX M

MANAGEMENT/ADMINISTRATIVE UNIT

	POSITION	RS/MONTH	\$/MONTH	CY 1990	CY 1991	CY 1992	CY 1993	-TOTAL-
I. Admin Human Resources								
TA: Admin								

- Chief of Party	1		\$6,583	\$39,498	\$78,996	\$82,946	\$50,689	\$252,129
- Chief of Admin/Finance	1	49,000	\$2,237	\$6,712	\$26,849	\$28,192	\$17,228	\$79,982
- Specialist: Finance/Accting	1	8,500	\$388	\$970	\$4,658	\$4,890	\$2,989	\$13,507
- Specialist: Procure. & Logis	1	8,000	\$365	\$913	\$4,384	\$4,603	\$2,813	\$12,712
- Secretary	1	5,000	\$228	\$571	\$2,740	\$2,877	\$1,758	\$7,945

Sub-Total: Admin/TA				\$48,665	\$117,626	\$123,507	\$75,477	\$365,275
PROGRAM: Admin								

- Executive Secretary	1		\$2,000	\$10,000	\$24,000	\$25,200	\$15,400	\$74,600
- Director: Coord & Planning	1		\$2,500	\$8,750	\$30,000	\$31,500	\$19,250	\$89,500
- Specialist: Personnel	1	\$8,500	\$388	\$776	\$4,658	\$4,890	\$2,989	\$13,313
- Specialist: Transportation	1	\$8,500	\$388	\$776	\$4,658	\$4,890	\$2,989	\$13,313
- Secretary/Computer Op	4	5,000	\$228	\$1,826	\$10,959	\$11,507	\$7,032	\$31,324
- Typists	2	3,000	\$137	\$548	\$3,288	\$3,452	\$2,110	\$9,397
- Car Clerk	1	3,000	\$137	\$274	\$1,644	\$1,726	\$1,055	\$4,699
- Accounting Clerk	2	5,500	\$251	\$1,005	\$6,027	\$6,329	\$3,868	\$17,228
- Drivers	3	3,000	\$137	\$822	\$4,932	\$5,178	\$3,164	\$14,096
- Guards	6	2,000	\$91	\$1,096	\$6,575	\$6,904	\$4,219	\$18,795
- Translator	1	6,000	\$274	\$548	\$3,288	\$3,452	\$2,110	\$9,397

Sub-Total: Admin/Program				\$26,421	\$100,027	\$105,029	\$64,184	\$295,662

TOTAL: Admin HR				\$75,086	\$217,654	\$228,536	\$139,661	\$660,937

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ANNEX M (Cont.)

	UNITS	Rs/unit	\$/unit	CY 1990	CY 1991	CY 1992	CY 1993	-TOTAL-
II. PROGRAM: Capital Expend.								
Computers								
386	2		\$3,000	\$6,000				\$6,000
Laptop	2		\$2,500	\$5,000				\$5,000
Printers								
Laser	1		\$3,000	\$3,000				\$3,000
Dot Matrix	2		\$700	\$1,400				\$1,400
Computer Assess.			\$400	\$400	\$200	\$200	\$200	\$1,000
Software			\$1,400	\$1,400	\$250	\$250	\$250	\$2,150
UPS	3		\$400	\$1,200				\$1,200
Sub-Total: Capital Expend.				\$18,400	\$450	\$450	\$450	\$19,750
MANAGEMENT/ADMINISTRATIVE UNIT								
III. Recur/Op Costs				\$20,000	\$45,000	\$45,000	\$18,000	\$128,000
TOTAL: TA				\$48,665	\$117,626	\$123,507	\$75,477	\$365,275
TOTAL: Program				\$64,821	\$145,477	\$150,479	\$82,634	\$443,412
TOTAL: Mgmt/Admin Unit				\$113,486	\$263,104	\$273,986	\$158,111	\$808,687

FOOTNOTE:

- (1) CY 1990 = 7.5 mo; beginning 17 May
 (2) CY 1993 = 3.5 mo; ending 17 May
 (3) Exch Rate = Rs21.9 to \$
 (4) CY 1990, assume fully staffed for 2 mo

NARCOTICS AWARENESS AND CONTROL PROJECT (NACP)

IMPLEMENTATION PLAN REVIEW

The \$12.5 million NACP was approved last October to assist in USG anti-narcotics efforts in Afghanistan through three inter-related components: (1) income/crop substitution pilot programs; (2) awareness; and (3) research and analysis to better understand the nature of the narcotics problem in Afghanistan and recommend solutions.

The Project Implementation Plan (PIP) provides a blueprint of how the project contractor (Development Alternatives Inc.--DAI) and the O/AIDRep intend to undertake project activities, including coordination with the Embassy Narcotics Working Group, and other USG agencies. Given Congressional and AID/W concerns, review and approval of the implementation plan is a condition precedent to begin project implementation.

ISSUES

Section 487/Legislative Requirements

1. What process will be used in making a Section 487 determination? Should the O/AIDRep engage in discussions with commanders/leaders requesting assistance prior to a determination?

2. What criteria will be used in making Section 487 determinations? For example, would a village be eligible for assistance if aid could be delivered by a PVO or contractor directly to farmers, but where the village was under the command or influence of a commander(s) or individual(s) who themselves could not pass a Section 487 test?

3. Should Washington have a role in Section 487 determinations? If so, what should this role be?

Enforcement

1. There is a consensus that effective anti-narcotics efforts require a link between enforcement and humanitarian assistance efforts. In the Afghan context, however, what is meant by the term "enforcement"? Is "controlled compliance" i.e., where humanitarian assistance is cut off if there is any poppy production by beneficiaries a sufficient "enforcement" mechanism?

2. The PIP states that NACP project activities will be coordinated closely with INM and other USG agencies but does not specify how this will be done. What activities will INM undertake in Afghanistan? Related to local enforcement, the PIP states that local enforcement tactics can be tapped. What exactly does this mean, how will it be done, and who will be responsible for doing it? What activities can INM undertake at the local, commander level in support of NACP subprojects?

4. Consideration has been given to tapping UNFDAC enforcement capabilities. What is UNFDAC's track record? Can they provide adequate support?

5. How will monitoring be undertaken? Can commercial satellite imagery be utilized?

PL-480 Food Aid

When there is a clear humanitarian need, the NACP contemplates using PL-480 resources to supplement anti-narcotics efforts. How will the use of food aid be decided?

Institution-Building

It is not clear what is meant by "institution-building" in developing a narcotics awareness center. Will the project support the Afghan Media Resource Center (an ongoing institution) or will it try to establish a separate center? Is the latter an appropriate strategy?

Coordination with Other Projects/Costs

Given the high costs associated with income/crop substitution programs in the region (e.g., Pakistan), should greater effort be placed on coordination with other O/AIDRep projects (e.g. Agricultural Sector Support)?

Consultations with Congress

When and how should we consult with the Hill (Smith) on proceeding with NACP implementation?

DRAFT

Terms of Reference Redesign of Narcotics Awareness and Control Project (NACP) and Construction of First Year Implementation Plan

The redesign of the NACP and construction of the first year implementation plan will be begun by NACP and O/AID/Rep key staff who will lay the groundwork for additional assistance by the DAI/DA home office redesign team. Work will proceed according to the organizational parameters laid out by O/AID/Rep. (See attached organizational chart.)

Note: If specific "answers" cannot be provided at this time, a procedure or process to develop these "answers" needs to be outlined in the implementation plan. We are not expected to have all the "answers" now, but we are expected to design activities which will lead to the creation of the required "answers".

The following tasks will be accomplished (not necessarily in this order):

- Develop new goals and measurable objectives plus an appropriate project title. Devise appropriate measures of the objectives, and write these into the implementation plan.

- Develop in detail the functions of each project component (awareness and research). Define the working relationships between components, according to the attached organizational chart. Example: should the Baseline Narcotics Awareness survey be:
 - 1) handled completely in the Awareness Unit?
 - 2) developed and pilot tested in the Research Unit with the final concept being implemented by the Awareness Unit?
 - 3) pilot and field implementation being completely by the Research Unit?
 - 4) If a combined effort, which component has the primary responsibility and how is the effort to be coordinated?

- Develop a detailed staffing pattern, to include long term technical assistance, local professional staff, support staff, and short term consultancy needs. Write job descriptions and required candidate qualifications for each position.

- Develop a staff training program so that project staff is able to perform the functions detailed above or is able to line up short term technical assistance for the required purpose.

- Review office (Peshawar and Quetta) needs, e.g. office space, equipment, furniture, computers, vehicles, etc.

- Prepare a revised budget for the life of project, by fiscal year. Begin with expenditures and commitments to date (or end of July, 1991) and add estimated expenditures required to implement the project. Arrive at project totals.

- Develop a detailed first year implementation plan with implementation targets and "pert" type charts of proposed activities, training, short term technical assistance, studies, procurements, etc. If a full list of studies cannot be developed by the redesign team, then short term consultant assistance to develop such a list should be scheduled into the implementation plan.

- Visit the issue of extension of the PACD at this time. Present supporting arguments.

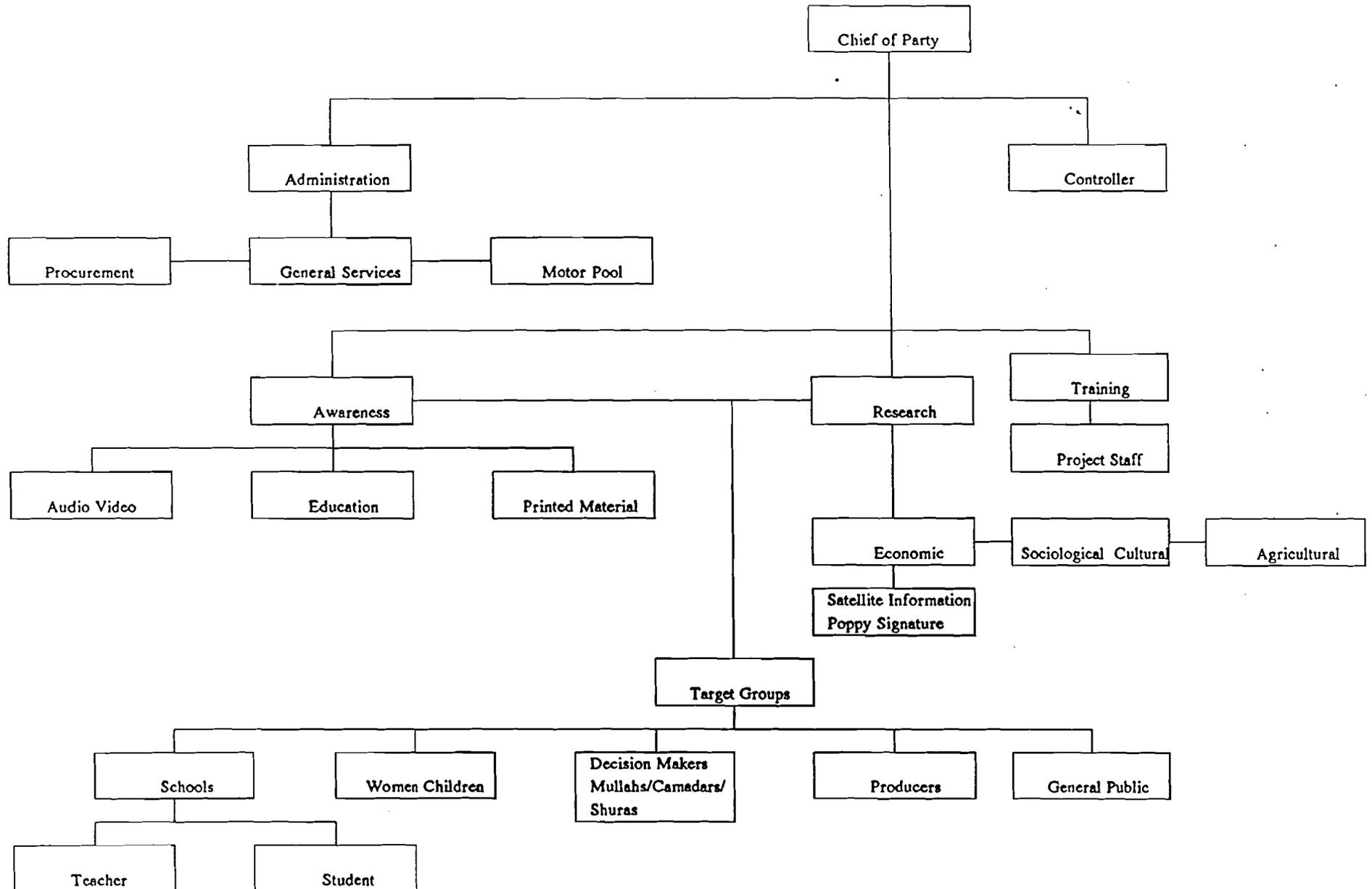
- Schedule and plan a team building exercise to ensure coordinated and cooperative efforts.

NACP
by G. Lewis 6/25/91

1. Need detailed guidance (terms of reference) for the NACP redesign team

-- Week 1 & 2 Redesign

-- Week 3 Develop draft first year implementation plan with implementation targets and "pert chart" of proposed activities, S.T. TA, Studies, Procurements, etc.



OBJECTIVES OF NACP

The end objective of the Narcotics Awareness and Control Project (NACP) is to reduce or eliminate narcotics production and trafficking, which is the objective of all anti-narcotics projects. The immediate goal of NACP is to prepare a framework for future anti-narcotics efforts to be conducted inside Afghanistan; to determine the combination of awareness, economic incentives and enforcement/control activities that will be successful in the long run for attainment of the end objective.

NACP has two direct action elements, the Narcotics Awareness Center (NAC) and the Poppy Reduction and Control Unit (PREU). These units are backstopped by the Information and Research Unit (IRU) which monitors and evaluates activities as well as providing information for planning and programming.

The objective of NAC is to increase awareness of the detrimental implications of narcotics production and drug abuse among Afghans. This involves the production, delivery and evaluation of anti-narcotics messages. *The awareness effort augments the poppy elimination component.*

The objective of PREU is to test and demonstrate methods of matching development benefits and rehabilitation assistance to the elimination of poppy cultivation.

NARCOTICS AWARENESS COMPONENT

A. Accomplishments

The Narcotics Awareness Center began its public information and education programs against poppy cultivation and drug abuse in Afghanistan in early November 1990 and is now expanding its work in poppy and non-poppy growing areas of Southern Afghanistan.

B. Activities Planned

The Center's media and training programs, now being systematically evaluated, will continue to enlist all sectors of local communities, military commanders, elders, mullahs, maulavis, teachers, students, health workers and welfare specialists in anti-narcotics campaigns. Whenever NACP begins to select communities for poppy reduction programs, the Awareness Center will, in addition to its established program, provide special information campaigns to support decisions by these communities not to grow poppy.

A typical Center program will recruit a local government body (shura) to hold a community wide event in which its leading religious and political leaders will publicly proclaim the community's abhorrence of drugs and, whenever possible, poppy cultivation. Teachers and maulavis will be trained by Center personnel using Center videos and printed materials, to instruct their students about the dangers of poppy and drug abuse. These students will engage in speech and drawing contests on these topics. Other young people take part in sports contests to demonstrate healthy alternatives to the drug culture. Health and social welfare workers will speak about drug abuse and how to combat it. Center graphics, calligraphy, video and printed materials, emphasizing the joint evils of poppy cultivation and drug abuse, will be widely displayed and distributed. Short follow-up programs with community leaders will be conducted by the Center in the following months.

INFORMATION AND RESEARCH

A. Accomplishments

IRU has concentrated on developing information in support of the awareness activities and the anticipated reduction and elimination activities. Various surveys have already been conducted in Nangarhar province.

B. Planned Activities

A library is being developed along with a catalogue system and procedures for obtaining, archiving, and lending. Area profiles are being developed for candidate target areas. Surveys will be designed for obtaining information in Afghanistan and for monitoring activities.

IRU is setting up procedures for monitoring and evaluating the effectiveness of both awareness and reduction activities. Eventually, IRU and NACP will have a workable procedure for evaluating the overall combined program as well as its integral parts.

International Narcotics Information Network (ININ) CD Rom system is being acquired. USIS will coordinate to supply updated CDs every quarter. According to USIS, the ININ solely lacks information on South Asia. NACP has agreed to contribute the outputs to ININ.

POPPY REDUCTION AND CONTROL

A. Accomplishments

Most of the activities of PREU have been collaborative efforts with IRU in research into the economic and agronomic aspects of poppy production. PREU remains largely unstaffed at this point. PREU Field Directors for Peshawar and Quetta have produced selection criteria for target areas as well as much of the information for area profiles.

B. Planned Activities

Assuming that a clearcut and final decision is made in Washington approving PREU activities and a return to post by project management staff by June 1, the following work is possible in the next 12 months.

1. Information Collection and Analysis

TASKS

- Completion of area profiles
- Updating of "Poppies in Afghanistan"
- Preliminary Site Selection for field studies
- Completion of survey instrument for field surveys of potential PREU sites
- Dialogue with leadership of potential project sites to explain program and to plan field surveys.
- Organization and training of survey teams
- Conduct field surveys
- Compilation and analysis of survey data

Information will continue to be collected and analyzed to update "Poppies in Afghanistan" and to construct profiles of poppy growing areas. Based on this information up to five areas will be selected for field studies. PREU will continue to collaborate with IRU in research on alternative crops.

Survey instruments would be designed for the field survey that would last 1 to 3 weeks in the field depending on the area and its proximity to NACP project offices.

To conduct up to five field studies, two five-member survey teams would be required. These teams would be briefed on all existing information on the areas to be surveyed and trained in the use of the survey instruments. Field surveys could start in mid-April.

2. Poppy Elimination Plan Preparation

Based on the information collected from the surveys, final selection of two to three project sites could be made by the end of August. Developing Poppy Elimination Agreements for selected areas including planning project inputs and monitoring activities by project staff in collaboration with area leadership to be completed by September 1.

With approval of PEPs by local leadership and AID by September 15 project activities could begin in two sites by late September, in *some so affect the 1990 poppy planting season.*

ANTICIPATED RESULTS

NACP, as originally conceived, affords a rare opportunity to apply several elements to the process of production control; a) economic incentives, b) awareness, c) control.

Experience has shown that narcotics projects have little chance of success unless all these elements are present. There is a general conception that NACP will not have the element of control due to the absence of a central government in Afghanistan. We feel that control is not only possible but potentially very effective in areas where the commanders, religious and secular leaders are truly devoted to the proposition that opium production is contrary to their interests. ~~We believe that these areas exist and can be identified as target areas.~~ Both voluntary and involuntary eradication are possible in these areas, especially if INM is involved.

*Information
indicated*

Awareness can be more effective in Afghanistan than in most parts of the world because of the Islamic injunctions against drug use and production.

*Effectiveness of local control versus central control (local will be more effective in Afghan culture).
Historical background of central gov't attempts to control supply vs. recent commander-initiated attempts which have been more successful.*

Examples in data - Badakhshan (Council of 4 & North), Alpha (?)

*Opportunity to build central ^{system} from grass roots
Yes to affiliating local control efforts into a national effort. ⁴ Think in terms of local area efforts. Start with central control and moving out to the provinces.*

Great potential for NACP to assist the Afghan in building an effective bureaucracy in narcotics

PROBLEMS

SECURITY

As of the end of 1990, fighting between the Kabul regime and the resistance and among rival factions of the resistance limits the areas in which NACP can operate. Even in the more secure areas there is always the possibility of disruption of activities and or danger to NACP personnel. Accessibility to target areas will continue to be a major issue until stability is restored and roads are repaired. It is evident that NACP must select target areas with great care to insure that commanders and other leaders are truly committed to poppy eradication and are eligible under Section 487 of the Foreign Assistance Act.

ENFORCEMENT

As pointed out above, enforcement is a key element to the success of NACP and cooperation with a central government is not possible at present. NACP must rely on local leaders for enforcement; interdiction and eradication and consequently must choose target areas with this in mind. NACP is presuming a major role for INM, working with and assisting local leaders, in this regard.

See my notes on previous page regarding relative advantage of local control.

MONITORING

Monitoring and evaluating the actual effectiveness of NACP is vital. The key element is establishing the actual change in poppy production due to NACP activities. NACP can accomplish this under favorable conditions in compact, easily accessible target areas with a high degree of accuracy, but will be unable to verify changes in adjacent areas or other parts of the country. We feel that monitoring by remote sensing is necessary in evaluating the real success of NACP activities.

Improving the need for NACP to develop and a remote sensing monitoring capacity, for future use by an Afghan government.

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SOLARZ TESTIMONY
AFGHANISTAN - RELATED QUESTIONS
(IF ASKED)

Q: Why is A.I.D. financing anti-narcotics activities in Afghanistan that it cannot effectively monitor and which may actually wind up providing support to drug barons--contrary to Section 487 of the FAA?

R: A.I.D. initiated the Narcotics Awareness and Control Project as a response to a 1988 Sense of Congress resolution that A.I.D. should be assisting anti-narcotics activities in Afghanistan.

We are very concerned about monitoring as well as enforcement issues and, in particular, in meeting all requirements of Section 487 of the FAA--which prohibits assistance to persons involved in narcotics trafficking from receiving any support from A.I.D. Consequently, we have established a monitoring system which meets requirements necessary to meet Section 487 concerns. Moreover, we envision this activity as a small, pilot effort that will experiment with different approaches to the elimination of narcotics production.

We realize, of course, that conditions in Afghanistan are not ideal to undertake this kind of endeavour. But given the choice of doing nothing at all in the world's second largest poppy producer, or trying out a relatively small (\$12.5 million) program that will allow us to learn some valuable lessons, we believe that it is clearly better to take the second track.

Q: Didn't a major drug runner receive assistance through A.I.D. to limit narcotics production?

A: We made no deals with drug runners nor will we make any deals in the future. I believe that you are referring to Nasim Akhunzada, a major commander in the northern Helmand Valley of Afghanistan. Nasim was assassinated last spring by a rival trafficker. Nasim approached the Embassy late in 1989 about receiving economic assistance in return for not growing poppy in his area of control. A.I.D.'s response, however, was that we did not deal with people of his ilk. Nasim received no assistance from A.I.D., nor would he have received any if he had lived.

Q: But didn't Nasim actually succeed in limiting poppy production in his area?

A: We understand that to be the case. We are not in a position, however, to evaluate his motives or whether he intended this to be a permanent ban on poppy production.

*Questions - Can we
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Q: How will the Pressler Amendment affect the Afghan program if we significantly reduce our economic assistance to Pakistan?

A: The Afghan program is totally independent from the USAID Pakistan program so there will not be any direct link. Of course, the Afghan program is implemented from Pakistan and so it depends on the good-will of the Government of Pakistan for implementation. Whether the Pakistanis take any action against the Afghan program depends to a large extent on whether they view the Afghan program serving their own interest (e.g., if they believe that the A.I.D. Afghan program helps them by establishing an economic climate inside Afghanistan that will permit millions of refugees now in Pakistan to return home). We believe that they view the program in this light. Ultimately, however, its impossible to know how they might react and how the program might be affected indirectly.