

OFFICE OF THE GOVERNOR OF HELMAND

Helmand Provincial Counter- Narcotics Strategy

PROPOSAL-

28 MAY 2009

Executive Summary

The 2008/2009 season saw the successful implementation in Helmand province of a ground-breaking provincial counter narcotics strategy. The Food Zone programme, initiated and led by Governor of Helmand H.E. Muhammad Gulab Mangal, has won substantial recognition and praise from the central government and the international community.

The Food Zone programme is a three-part counter narcotics strategy designed to reduce opium cultivation and increase the effectiveness and legitimacy of the provincial administration. It consists of: 1) a robust public information (PI) campaign, 2) distribution of alternative livelihood (AL) inputs to farmers to assist in cultivation of licit crops, and 3) increased law enforcement (LE) including eradication of poppy in areas which received both PI and AL.

The Food Zone is designed as an “ink-spot” strategy whereby poppy-free zones are created and expanded year on year to cover greater areas of the province. As such, success will be achieved by a targeted, gradual and multi-year effort. Gains in the reduction of opium cultivation and the creation of poppy-free zones should be consolidated prior to widespread geographic expansion of the programme.

In 2008/09, the first year of the programme, the AL portion involved distribution of 100kg of wheat seed free of charge to 32,800 farmers in the Lashkar Gah, Nad Ali, Gereshk, Garmsir, Sangin and Musa Qala districts of Helmand. Of those, 19,150 were also provided with 100kg of DAP (di-ammonium phosphate) and 200kg of urea fertilizer. The PI portion included the holding of nine Shuras, multiple themed events and a comprehensive campaign of media messaging. The LE phase included the eradication of 1,551 hectares¹ of poppy by the governor-led eradication (GLE) campaign. The total cost of the 2008/09 programme was close to \$12 million (\$11.25million on AL, \$100,000 on PI and \$400,000 for LE, specifically the GLE effort).

The Office of the Governor of Helmand is confident that last year, the Food Zone programme contributed to a substantial reduction in poppy cultivation in the province. Additionally, it has dramatically increased the population’s trust and confidence in their government by providing tangible and valuable assistance to ordinary farmers, who had suffered from nearly thirty years of conflict. It is now critical to consolidate the progress made in 2008/09 and continue the process of substituting poppy with food crops. There is an opportunity to build on the significant momentum gained over the last year in order to make a further step forward in fighting poppy cultivation in Helmand.

In 2009/10 the Office of the Governor of Helmand proposes to once again deliver against the three part Food Zone strategy, encompassing PI, AL and LE phases. In developing this second plan, the following priorities were identified:

¹ United Nations Office on Drugs and Crime (UNODC) provisional figures

- *Sustainability.* First and foremost, to ensure the sustainability of the programme in order to achieve long term reductions in poppy cultivation – particularly in the face of a possible rebound in opium prices following this year’s drop in cultivation;
- *Afghan ownership.* To increase the Afghan ownership of the programme, particularly from the Ministry of Agriculture, Irrigation and Livestock (MAIL) and Ministry of Counter Narcotics (MCN) provincial offices;
- *Simplicity.* To design a strategy which is simple enough to ensure effective delivery.

In 2009/10 the following AL assistance will be provided to farmers:

- *Wheat seed.* Distribution of 3,864 tonnes of improved wheat seed to 38,640 farmers as a cost-effective substitute for poppy, covering 30,909ha in districts of Lashkar Gah, Nad Ali, Nawa, Garmsir, Gereshk, Sangin and Musa Qala. Fertiliser will also be provided.
- *Fruit/vine saplings* Distribution of 800ha worth of plum, apricot and pomegranate saplings, and 200ha of vine saplings with trellising equipment, as long term, economically-attractive replacements for poppy.
- *Experimental date palm orchard.* Establishment of a 20ha date palm orchard on governmental land in order to assess suitability for Helmand province.

Farmers will be required to pay a portion of the costs of inputs; although the target level will be set at 10-20% of the total value, the high cost of specific forms of assistance (e.g. trellised vines) demands flexibility in setting the exact payment to be made by the farmer.

This year the objective for the wheat component of the programme is not only to provide improved seed to farmers, but also to focus on long term development of the wheat industry in Helmand. The province already produces a wheat surplus; the priorities are now introduction of flour milling capacity and facilitation of production of improved seed inside Helmand. Key actions will include the following:

- *Encouraging investment in flour mill.* Establishment of a mill in Helmand, as a private sector enterprise. DFID will actively assist by working with potential investors. The USAID-funded Agricultural Park represents a major opportunity to secure this investment.
- *Expanding production of improved seed inside Helmand.* The ability to procure significant quantities of improved/certified seed from Helmand farmers will benefit both the provincial seed industry and any future seed distribution programmes. Actions to be taken this year will include coordination with MAIL/Food and Agriculture Organization (FAO) in Kabul, provincial FAO supervision of programme beneficiaries, field inspections and addition of seed processing capacity through MAIL and private investment;
- *Providing marketing support.* Formation of sub-group to facilitate sale of Helmand wheat surplus, particularly to major buyers such as the World Food Programme (WFP).

Beneficiaries of the 2009/10 Food Zone will be drawn from the same geographical areas as last year’s programme; however the programme will prioritise those farmers who were left off 2008/09 beneficiary lists. In addition there will be a limited geographic expansion of the target ‘poppy-free’ zones, ranging from 10 to 20% by district.

The Office of the Governor acknowledges donors' requirements for a management partner to oversee AL programme delivery and disburse funds, and recognizes the value of the expertise a contractor can bring to the programme. However, building the capacity of line ministries must be a priority; for example, it is anticipated that portions of the wheat programme such as compilation of beneficiary lists and distribution of inputs could be Government-led. Donors and provincial officials will jointly agree the terms of reference (TOR) for the contractor.

A further enhancement of the 2009/10 programme will be a strengthening of the law enforcement phase of the programme. The plan envisages an expansion of eradication to cover five districts of Helmand, corresponding to the zones targeted during the PI and AL phases. Implementation in each district will depend on a security assessment closer to the eradication start-date. The GLE campaign will request force protection support from the Afghan National Army (ANA).

The final component of the Helmand CN plan is a proposal to establish a new drug addiction treatment facility in the province as a high priority. Provincial authorities estimate that there are 70,000 opium addicts in Helmand, with this number increasing each year. There is an urgent need to tackle the dire shortage of facilities for addicts in Helmand province.

The provisional budget for the 2009/10 Helmand Food Zone programme is estimated at \$12.9 million (AL \$12.0 million, PI \$96,700, drug demand reduction \$753,940 and a small additional cost for programme management).

1. Programme Overview

1.1 Background

Cultivation of opium poppy is an issue of critical importance for Helmand province. It feeds the Taliban insurgency, fuels corruption and destroys the good name of the Helmand population. The UNODC figures for 2008 show that farmers in Helmand province cultivated 103,590 hectares of opium poppy – 66% of the Afghanistan crop and an estimated 61% of the world’s total opium production.

As was described last year, there are several major contributing factors to this problem. The first is poor security conditions, caused not only by the Taliban insurgency but also criminal activity. The second is destruction of the infrastructure and institutions needed for legal and high-value agriculture. Typically, farmers do not have access to high quality inputs or technical support, and they lack access to markets and customers. The third factor is widespread institutional corruption, which allows drug mafias to operate with relative impunity.

In 2008/09 H.E. Muhammed Gulab Mangal proposed and successfully implemented Helmand’s first provincial counter narcotics strategy. The total cost of the programme was close to \$12 million, with approximately \$8.5million funded by the UK government and \$3 million by USAID. The three part initiative consisted of a comprehensive PI campaign, provision of AL assistance, and a strengthened law enforcement regime targeting areas where assistance had been provided.

In the first phase, Shuras were called with tribal elders and the Helmand Ulema. Tribal elders pledged to stop the cultivation of poppy in their districts. Ulema from Lashkar Gah and Nad Ali issued fatwas against poppy cultivation. Counter narcotics messages were passed to the public through an extensive programme of radio and television broadcasts, billboards were posted to inform the people that the Governor would provide assistance, and thousands of PI materials promoting wheat and food production were distributed to the local population.

In the second phase, farmers in Helmand were provided with assistance on an unprecedented scale. A total of 32,800 beneficiaries each received approximately 100kg of improved Roshan-96 wheat seed free of charge, with 19,150 of that number also receiving fertilizer (100 kg of DAP and 200 kg of urea). Table 1 summarises the assistance provided under the 2008/09 programme.

District	No of beneficiaries	Inputs per beneficiary	Land area covered (ha)	Distribution mechanism
Lashkar Gah (inc Babaji)	8,721	100kg wheat, 100kg DAP, 200kg urea	6,796	Alternative Development Program (South) / Chemonics
Nad Ali (inc Marja)	7,413	100kg wheat, 100kg DAP, 200kg urea	5,720	
Nawa	3,016	100kg wheat, 100kg DAP, 200kg urea	2,370	

Gereshk	5,000	100kg wheat	4,000	District governor/ cooperatives
Garmsir	3,600	100kg wheat	2,880	
Sangin	2,000	100kg wheat	1,600	
Musa Qala	900	100kg wheat	720	
Contingency (various districts)	2,150	100kg wheat	1,720	Governor's Office
TOTAL	32,800 ²	3,250 tons wheat, 1,875 tons DAP, 3,750 tons urea	25,806	

TABLE 1: SUMMARY OF 2008/09 ALTERNATIVE LIVELIHOODS ASSISTANCE

The final phase of the programme focused on law enforcement. Farmers were encouraged to self-eradicate poppy through discussions with elders. The GLE campaign destroyed an estimated 1,551 hectares of poppy with the majority inside the Food Zone, while the Poppy Eradication Force (PEF) campaign eradicated 2,644 hectares³, primarily on the edges of the target zones.

Looking forward, it is important to note that the Governor's Food Zone programme was specifically envisaged as an 'ink-spot' strategy; the objective was and remains to create poppy-free zones which can then be gradually expanded.

The aim of the second provincial counter narcotics plan is to build on the significant success achieved to date: to ensure that central areas are entirely free of poppy, to start a slow expansion of the areas to where assistance has been provided and to begin a diversification of the form of assistance provided to farmers to include high value, long term poppy substitutes. The plan does not aim to cover the totality of agricultural inputs required for the cultivation of licit crops, nor does it cover all the alternative livelihoods work funded by donors; rather it provides an element of support to farmers to encourage them not to cultivate poppy.

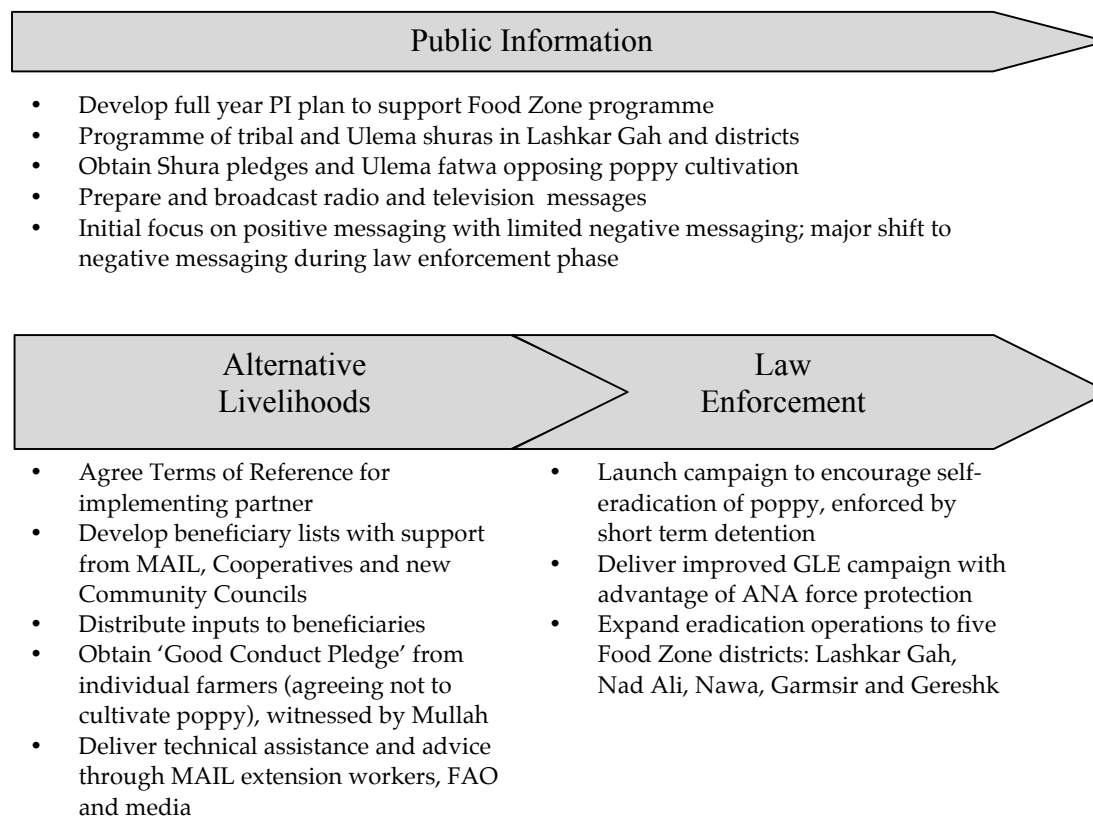
1.2 Programme Framework

The programme will primarily target opium-producing farmers in five areas: Lashkar Gah, Gereshk, Garmsir, Nad Ali and Nawa. The security environment in these areas is sufficiently permissive to make it possible to effectively deliver all three elements of the Food Zone programme: public information, alternative livelihoods and law enforcement. In addition, limited assistance will be provided to farmers in Sangin and Musa Qala. Although the security environment in these areas is unlikely to permit implementation of a robust law enforcement phase, distribution of wheat seed will demonstrate government support.

The overall strategy for the short-term programme will again comprise of three components: a pre-planting public information campaign, a programme of supporting alternative livelihoods, and a strengthened regime of eradication and law enforcement.

² A small number of beneficiaries are believed to have received a reduced allocation of 50kg wheat seed.

PROGRAMME OVERVIEW



The key features of the 2009/10 Food Zone will be:

- *Public Information.* This will include a full year public information campaign, covering the pre-planting, planting and eradication seasons. The Governor's Office will convene a series of Shuras using tribal and religious authorities. Tribal elders will be asked to pledge that they will stop poppy cultivation in their areas. Ulema will be encouraged to issue Fatwas against poppy cultivation.
- *Alternative Livelihoods.* The programme will provide improved wheat seed and other alternatives to farmers, prioritizing those who did not benefit from last year's Food Zone programme. Even in central areas with relatively good security, many eligible farmers were excluded from the 2008/09 beneficiary lists. In addition there will be some geographic expansion of last year's Food Zones, to include villages such as Lashkari Bazaar East. The AL component will be enhanced by a diversification of inputs provided to farmers, specifically fruit saplings (apricots, plums and pomegranates) and vineyards. An experimental date palm plantation will also be established to investigate the suitability of date cultivation for Helmand province. Each farmer receiving inputs will be required to sign a pledge guaranteeing that they will not plant poppy. Finally, there will be active support for private investment in value-added processing of produce, initially focused on establishing a flour mill.
- *Law Enforcement and Eradication.* The programme will aim to eradicate all poppy remaining in the areas covered by the Food Zone programme. Plans will be drawn up for eradication

³ UNODC provisional data; revised from initial figure of 2,898ha after satellite verification

operations in Lashkar Gah, Nawa, Nad Ali, Garmsir and Gereshk, with implementation based on a security assessment closer to the eradication start-date. The GLE campaign will be strengthened by improved force protection, with a specific request for ANA support. Farmers will also be encouraged to self-eradicate poppy crops.

- *Drug treatment clinic.* A new drug addiction treatment facility will be established in Helmand province, to tackle the growing problem of opium addiction.

The final outcomes of the programme will be:

- Reduced planting of opium in the Food Zone (measured as hectares of opium planted);
- Improved economic benefits of wheat cultivation due to higher yields;
- Long term switch to licit alternative crops, measured by hectares of licit cultivation compared with illicit cultivation.

2. Programme Components

2.1 Public Information

The public information campaign will deliver against a full year plan, passing on counter narcotics messages to the population through a range of delivery mechanisms, including Shuras, radio/television messaging, posters, banners, billboards and public events. The aim will be to achieve continuity and consistency with the previous year's campaign.

During the pre-planting and planting seasons there will be a heavy focus on positive messaging, emphasizing the value of the assistance provided to farmers by the Governor of Helmand and the intention to support the population – without reference to poppy. It will also highlight the benefits of cultivating alternative crops in terms of Islam, Afghan law, social responsibility and financial prosperity.

However the inclusion of a limited element of negative messaging will also be important in the initial phases, to emphasize to farmers that when accepting governmental assistance they must pledge not to cultivate poppy.

During the eradication and harvest seasons the messaging will focus strongly on the illegality of poppy and the risk of eradication.

Farmers who received wheat seed in 2008/09 will be targeted with messaging to advise them that they can replant seed from this year's harvest for up to five years in order to obtain continued high yields. An individual farmer needs to retain 3-5% of his harvest to cover the same land the next year.

One Grand Provincial Shura will be called during the pre-planting season with tribal elders and Ulema from all districts of Helmand. A series of Shuras will also be convened in the eight districts of Helmand covered by the 2009/10 programme, including Lashkar Gah, Gereshk, Garmsir, Nad Ali, Nawa, Sangin and Musa Qala. These will be aimed at disseminating anti-poppy cultivation messages. The programme will also ask standing Shuras to sign pledges to prevent poppy cultivation as far as possible in each area.

In total the pre-planting campaign will aim to convene one Grand Provincial Shura, eight tribal Shuras and eight Ulema Shuras. These will allow the programme to harness the persuasive power and influence of different sectors of the local community.

The 2009/10 public information will include a greater emphasis on working with the mullahs and Ulema of Helmand through the Department of Hajj and Auqaf and the Chief Ulema. These community religious leaders can act as message multipliers, passing on messages through preaching in the network of 11,700 mosques in Helmand province. The campaign will harness the considerable influence of provincial religious authorities, by asking respected Ulema in the eight Food Zone districts to emphasize that poppy cultivation is Haram and sinful. The exact form of this 'message multiplier' programme remains under discussion; a budget will be requested in future on an 'as-needed' basis.

Table 2 below gives a high level overview of messages for each distribution channel:

Channel	Message/ Content
Tribal Shuras	Illegality, against Pashtun culture, likelihood of eradication
Ullema Shuras	Immorality, being Haram, availability of Halal alternatives, social responsibility
Governor visits	Provision of alternatives to poppy, likelihood of eradication
Radio and TV	Success stories of alternative crops, anti-opium messages from religious leaders, 'success stories' of eradication, CN dramas
Promotional Material	Promotion of wheat, pride in Helmand as 'foodbowl' of Afghanistan, detailed information about alternative crops
Mosques	Poppy/ opium is Haram, social responsibility

TABLE 2: COMMUNICATION STRATEGY

Delivery of the public information campaign will rely heavily on coordination with the provincial offices of line ministries in order to effectively harness all channels – in particular the directorates of Counter Narcotics, Culture and Information, Health, Education, Agriculture, as well as the provincial Counter Narcotics Advisory Team (CNAT). The campaign will seek to capitalise on the considerable influence and outreach networks of public sector employees such as teachers, doctors and other health workers.

2.2 Alternative Livelihoods

2.21 Forms of AL assistance

a. Wheat seed

The primary form of AL assistance will be distribution of improved wheat seed. Each of 38,640 farmers will be provided with 100kg of wheat seed, 100kg of DAP fertiliser and 200kg of urea, a quantity sufficient to cover four jeribs of land. In total, 3,864 tons of wheat, 3,864 tons of DAP fertiliser, and 7,729 tons of urea will be distributed. Unlike last year, when the wheat was given freely, in 2009/10 farmers will be required to pay a portion of the cost of the wheat and fertilizer, likely to be 10-20% of the total.

The decision to maintain a primary focus on wheat seed is based on the following factors:

- *Cost effectiveness.* Wheat is a cost-effective crop to substitute for opium poppy on a per hectare basis;
- *Consistent demand.* Domestic demand will remain strong, even if prices decline;
- *Timing of cultivation.* The planting season for wheat coincides with that of poppy, making it an effective substitute;
- *Continuity/consistency.* Ensures continuity in public information messaging.

The aim is to provide inputs to the estimated 50%⁴ of farmers who did not receive assistance within the 2008/09 Food Zone programme geographic areas. In addition, there will be a small expansion of the programme 'foot-print', as per the ink-spot strategy. For Lashkar Gah (especially Lashkari Bazaar East and Sarkar villages), Nawa (especially Ainak village), Gereshk and Garmsir there will be 20% expansion. For Nad Ali, Sangin and Musa Qala, there will be a 10% expansion. An additional 10% of inputs are required for contingency purposes.

The seven target "Food Zones" envisaged for Helmand are as follows:

District	Area covered by 2008/09 Food Zone wheat (ACTUAL)		Area covered by 2009/10 Food Zone wheat (PLAN)	
	Ha covered	Wheat (tons)	Ha covered	Wheat (tons)
Lashkar Gah (inc Babaji)	6,796	856	8,155	1,019
Nad Ali (inc Marja)	5,720	720	6,292	787
Nawa	2,370	298	2,844	356
Gereshk	4,000	500	4,800	600
Garmsir	2,880	360	3,456	432
Sangin	1,600	200	1,760	220
Musa Qala	720	90	792	99
Contingency	1720	215	2,810	351
TOTAL	25,806	3,239	30,909	3,864

⁴ 50% is a conservative estimate based on interviews with Agricultural Cooperative leaders

TABLE 3: SIZE AND LOCATION OF WHEAT-BASED “FOOD ZONES”

A key part of this year’s programme will be inclusion of measures to tackle the Sunn Pest insect, which attacks the wheat crop and can cause a decrease in yields as high as 50-90%. MAIL officers and extension workers report seeing an increase in the insect’s prevalence over the last two years. Section 3.31 outlines proposed measures to reduce the impact of this pest, as well as reviewing the threat of Uganda99 stem rust fungus.

The total cost for the wheat component of the programme is estimated at \$9,030,900.

b. Fruit saplings

Saplings of apricot, plum and pomegranate trees, along with DAP fertiliser, will be distributed to farmers of Helmand in a quantity to allow coverage of 800 ha of land. This assistance will support approximately 2,000 farmers. It will directly release 800 ha of land from poppy cultivation, substituting it for a crop which in the long term can challenge the economic attractiveness of opium. Although a relatively small amount of land will be cultivated, this programme will be highly valuable in terms of the following:

- *High profile demonstration of viable alternatives to poppy.* Clearly highlighting the viability of these high value alternatives to opium poppy to the population;
- *Long term substitution of poppy.* Planting fruit saplings ‘raises the stakes’ of switching back to poppy cultivation at a later date;
- *Contribution to economic prosperity of Helmand.* Fruit saplings can generate high returns in four/ five years, thereby boosting the local economy.

The districts selected for the saplings are Lashkar Gah, Nad Ali, Garmsir and Gereshk. They have been chosen based on an assessment of the climatic and environmental conditions. The quantities required per jerib are 100 apricot/plum saplings, or 222 pomegranate saplings. DAP fertilizer will be distributed alongside the saplings.

The orchards are expected to provide a yield in the 4th year. The yield will be sufficient in the fifth year to make the orchards economically viable for the farmers. In the intervening period each farmer can continue to use 70% of his land for inter-cropping between sapling rows with vegetables and fruit.

Training in both sapling care and inter-cropping will be provided to the farmers. They will also be supported by a network of MAIL extension workers in the selected districts.

Table 4 summarizes this section of the programme. (Note: coverage and sapling numbers are indicative and subject to final approval by donors):

District	2009/10 Fruit Sapling Assistance			
	Apricot and plum saplings		Pomegranate saplings	
	Ha covered	# saplings	Ha covered	# saplings
Lashkar Gah	220	110,000	100	111,000

Nad Ali	100	50,000	60	66,600
Garmsir	100	50,000	60	66,600
Gereshk	100	50,000	60	66,600
TOTAL	520	260,000	280	310,800

TABLE 4: GEOGRAPHIC DISTRIBUTION OF 'FOOD ZONE' FRUIT SAPLINGS

There is a strong market demand for apricots, plums and pomegranates both locally and for export to Pakistan, India, Dubai and Singapore – thereby enhancing the income of the farmer.

The total cost of this portion of the programme, including extension worker support, is estimated at \$595,140.

c. Vineyards

Vine saplings sufficient to cover 800 ha will also be distributed in Lashkar Gah, Nad Ali and Nawa, along with DAP fertiliser. A total of 444 vine saplings are required per jerib. The table below shows the proposed geographic distribution of inputs. (Note: Coverage and sapling numbers are indicative and subject to final approval by donors):

District	2009/10 Vine saplings assistance	
	Ha covered	# saplings
Lashkar Gah	120	266,400
Nad Ali	40	88,800
Nawa	40	88,800
TOTAL	200	444,000

TABLE 5: GEOGRAPHIC DISTRIBUTION OF 'FOOD ZONE' VINES

The vineyards will be planted using the T-bar trellising system, with all materials needed (pipes, cement, gravel) provided under the programme. This cultivation technique typically generates yields double that of the traditional 'mud wall' method, substantially increasing income for the farmer. There will be additional benefits of instructing farmers on these new methods as the knowledge will be further disseminated through local communities.

The vines will begin to generate good yields after four years. In the mean time the farmer can still use 70% of the land for inter- cropping with produce such as vegetables. Technical assistance on vine cultivation, trellising and inter-cropping will be provided under the programme.

The total cost of the saplings, fertilizer, trellising materials and extension worker support is estimated at \$1,882,080.

d. Experimental date palm orchard

A date palm plantation of 20ha will be established as a pilot project on governmental land in Lashkar Gah district, in close coordination with the MAIL directorate. The aim will be to investigate the suitability of date palms for the Helmand agricultural conditions and the viability of date palms as a long term economically attractive alternative to poppy.

Preparation of the land will include clearance, removal of stones/rocks, ripping and leveling of the soil, hole preparation and application of fertilizer. A typical density of date palms is 120 per hectare. After-care requirements include irrigation, further applications of fertiliser, weeding and mulching.⁵

Date palms typically produce fruit after 4-5 years, reaching full yields after ten years. Given this long lead-in to maturity of the plantation, it is essential that MAIL plays an integral role in this part of the programme.

The three year cost of the date palm project is expected to be \$278,800, after which the full range of options including continued government funding, public-private partnership and leasing to the private sector will be investigated.

e. Mechanized assistance

The Food Zone programme also has access to 99 tractors which can be provided to farmers to assist with ploughing, on the condition that the land-owner pays for fuel and engine oil and makes a small contribution towards maintenance costs. This scheme will be managed by the Mechanization Department of the provincial MAIL Directorate.

⁵ FAO Plant Production and Protection Paper: Date Palm Cultivation (2002)

2.22 Sourcing of inputs

The required 3,864 tons of certified and improved wheat seed will be purchased from a private supplier either inside or outside Helmand province, through a contract facilitated by the management partner in coordination with the AL working group.

The option of buying back a portion of the wheat harvest from the 2008/09 Food Zone beneficiaries has been reviewed but rejected. Whilst this would likely result in lower procurement costs, reduce the need for risky large-scale movement of seed and boost the local wheat markets, additional actions would have been required during the past year's cultivation season in order to permit FAO certification of a sufficient quantity of seed.

However, the Office of the Governor intends to expand the production of improved seed inside Helmand prior to the 2010/11 cultivation season. The steps required are outlined in section 2.26.

Procurement of fruit saplings will be conducted by a management partner.

Delivery of the inputs to the Food Zone districts should be the responsibility of a management partner.

2.23 Preparation of beneficiary lists

The programme will provide assistance to farmers based on the following prioritization:

- a. Farmers who were not included in the 2008/09 Food Zone programme, but who are located in the geographic areas already covered;
- b. Farmers in the expanded areas of the 2009/10 Food Zone.

It is recognized that there may be unavoidable duplication of beneficiaries included in last year's Food Zone.

The Governor of Helmand will appoint teams to prepare the Food Zone beneficiary lists. Three Government of Afghanistan authorities will play a lead role in list preparation for central districts: the MAIL directorate, Agricultural Cooperatives and Community Councils.

Agricultural Cooperatives. The Cooperatives Department falls under the administration of the provincial MAIL office. In Helmand province the department has 82 sub-offices, with 13,133 farmers controlling a total of 42,000ha. Every member is required to possess a Tazkira identification card and a land title document.

Community Councils. These councils have been recently formed in Nad Ali, Garmsir and Gereshk under the authority of the Independent Directorate of Local Governance (IDLG).

The majority of the beneficiary names will be compiled by the Agricultural Cooperatives, with the inclusion of member and non-member farmers. The Community Councils will perform a supporting, monitoring and supervisory function.

In Sangin and Musa Qala districts, the district governors will prepare the beneficiary lists with support from the PRT Stabilization Advisors.

All lists will require a final sign-off by the district governor of each area.

2.24 Distribution of inputs

Seed distribution points will be set up in each of the districts covered by the second Food Zone programme. These warehouses will be secured by the provincial ANP forces, with oversight from a sub-committee of the Law Enforcement Working Group. Plans for this task will be requested from the ANP leadership, with a designated commander for each site.

Distribution points will be manned by relevant district officials, as well as extension workers from the MAIL department.

Every beneficiary will be required to produce a Tazkira identification card and a land title document. This obligation will be clearly communicated in advance through a public information campaign.

At the point of distribution, each farmer will also be required to sign a 'Good Conduct Pledge' guaranteeing that he will not plant poppy in return for receiving government assistance. This pledge will be signed in the presence of a Mullah.

The farmers will be required to pay an estimated 10-20% of the cost of the assistance provided, prior to physical receipt of inputs. The exact charge will be agreed by the AL working group, based on the total cash value. These payments will be collected at the point of distribution according to a stringent procedure, under the supervision of a financial sub-committee appointed by the AL working group.

For assistance distributed through the Agricultural Cooperatives, the leader of each cooperative will be present at distribution and will counter-sign alongside the individual farmer to confirm that the individual has sufficient land to plant the assistance.

2.25 Monitoring

In addition to any monitoring activities implemented by the management partner, the Helmand provincial authorities will monitor both the wheat and fruit components of the Food Zone programme using the following methods:

Agricultural extension workers. District extension workers from the MAIL department will be designated to visit districts according to a pre-agreed set of target boxes in order to confirm whether seed is planted and to assess the reasons for non-compliance. Reports will be provided through MAIL to the Alternative Livelihoods Working Group members.

Feedback from Community Council and Cooperatives. Special meetings of the leadership of Community Councils and Agricultural Cooperatives will be called, at which officials will be requested to provide reports of activity in their areas of responsibility, including use of inputs, reasons for non-planting of inputs, poppy cultivation and external issues impacting on the programme. The aim is to encourage these organizations to assume responsibility for actions of beneficiaries in their area.

Systematic security monitoring. Security patrols will be requested to conduct on-the-ground monitoring of Food Zone areas to determine cultivation decisions. In addition, the Intelligence branches of ANP and CNPA, alongside the NDS, will be tasked with visiting districts and to gather information, as well as collecting details of any allegations of corruption. These officers will also be required to monitor the local bazaars for sale of Food Zone inputs to allow enforcement of law against anyone found to be inappropriately disposing of assistance. Reports will be provided to the Law Enforcement Working Group (LEWG).

Aerial imagery. Images down to 30 metres resolution will be available, to see where poppy and wheat are being grown.

Reports from extension workers, security officials, community councils and cooperative leaders will provide an additional input to selection of priority zones for eradication.

2.26 Market and value chain development

Wheat production

A number of measures will be taken to encourage sustainable development of the Helmand wheat seed industry:

- *Promotion of Helmand as site for a flour mill.* Although Helmand is a wheat surplus province, the absence of any milling capacity means that the population relies on flour imported from other parts of Afghanistan and Pakistan. Active encouragement of private investment, with DFID support, will be a priority;
- *Expansion of improved seed production capacity in Helmand by 2010/11.* The ability to produce significant quantities of improved wheat seed in Helmand will benefit local farmers and allow in-province procurement of seed for future distribution programmes (see below for detail);
- *Facilitation of direct purchase by large buyers.* The programme will conduct dialogues with very large buyers of produce, such as the World Food Programme and the central MAIL wheat seed distribution programmes, to explore the possibility of direct purchase from farmers included in the programme, whether on a short or medium term timescale.

Expansion of improved seed production inside Helmand will require the following activities this year:

- *Field inspections to identify areas where Food Zone wheat seed is planted.* A team of plant inspectors under FAO supervision must work in Food Zone districts to ensure the improved seed is planted;

- *Certification of Food Zone 2009/10 harvest by FAO.* Provincial representatives of FAO will coordinate with headquarters in Kabul to follow the required process, including obtaining copies of inspection certificates for seed provided under 2009/10 programme;
- *Addition of in-province seed processing capacity.* Seed must be cleaned, treated with anti-fungal chemicals and packed for sale. Current seed processing capacity in the province is estimated at 4 tons seed per hour. Addition of further capacity is needed.

The AL Working Group will initiate and monitor broader efforts to improve market access for Food Zone produce.

Fruit and date production

There is a need to attract private investment in value-added processing facilities for Helmand produce. Major obstacles at present include unavailability of land with clear ownership titles, insecurity and poor infrastructure, particularly electricity supply.

The following will support efforts to encourage downstream value-chain investment:

- *Completion of Agricultural Park.* The construction of the Agricultural Park at Bost offers a major opportunity to encourage investors to start businesses in the province, with purpose-built units, clear land titles, strong infrastructure, and proximity to the Bost Airfield development.
- *Governor's investment support team.* The Governor's Development Advisor and the Helmand Department of Economy are actively working with potential private investors, with support from DFID, in order to encourage establishment of private enterprise in the province.

2.3 Eradication and Law Enforcement

The law enforcement phase of the programme will start early in the poppy cultivation season. There will be three primary areas of activity under the authority of the Office of the Governor of Helmand: a self-eradication campaign, the GLE campaign and measures to disrupt lancing.

The Governor's Office requests that if the PEF conducts operations in Helmand in 2010, eradication should be focused on Food Zone areas, de-conflicted with GLE, in support of the Governor's CN plan.

2.31 Self-eradication campaign

Farmers will be encouraged to self-eradicate poppy early in the cultivation season, at which time they still have an opportunity to cultivate alternative crops. This campaign will be conducted through media messaging, through meetings between provincial officials and community leaders, and by the detention, up to 72 hours, of beneficiaries who have breached their Good Conduct Pledge by planting poppy until their village elders guarantee that the crop will be eradicated.

2.32 GLE campaign

The 2009/10 Food Zone programme envisages a significant enhancement of the Helmand GLE campaign. The aim will be to eradicate all opium poppy planted in areas receiving Food Zone programme assistance. In addition to the GLE effort in Lashkar Gah, there will be a notable expansion of the areas covered by eradication, with district governors in Gereshk, Garmsir, Nad Ali and Nawa directed to destroy poppy. Any farmer found growing poppy in these geographical zones will be targeted for destruction of his crop – regardless of his personal wealth, whether he received assistance in 2009/10, and whether the land under cultivation belongs to significant land owners, corrupt officials, narco-barons or those associated with funding the Taliban.

Target zones will again be agreed with the Governor's Office, Ministry of Counter Narcotics (MCN) and international stakeholders. An Eradication Commission will be formed and will designate an overall GLE commander and deputy commanders for security and operations. The campaign will involve representatives of the ANP, NDS, CNPA, Attorney General's Office, Governor's Office, provincial MCN and PRT representatives. MCN and CNAT officers will monitor operations, and UNODC verifiers will conduct detailed surveys of eradicated poppy. Eradication should take place from mid January until early April. (Note: Campaign started later in 2009 due to overlap with voter registration).

Following a detailed review of last year's operations, the GLE campaign requests the following additional support in 2010:

- *Additional tractors* The Helmand Governor's Office already has 99 tractors; additional tractors may be needed to cover the expanded GLE campaign in 2010, subject to a final decision on geographic locations and resources to be taken closer to the start-date. *Significantly enhanced force protection.* Provision of an ANA Kandak to improve campaign security may be requested,

supported with vehicles and adequate ammunition supplies. In addition, any ANP personnel supporting the campaign must have their own vehicles and adequate ammunition;

- *Expedition of central GLE funding.* During the 2009 campaign significant delays were experienced in transfer of funding from the MCN in Kabul to support the Helmand GLE campaign. A review of this process is requested to improve procedures;
- *Addition of engineering team.* The high incidence of landmines and consequent operational delays necessitates a designated team; ISAF support for training a team is requested;
- *Increased budget for additional expenditures.* Items such as phone cards for GLE campaign leadership will be included in the budget as a petty cash provision.

2.33 Disruption of lancing

Security forces will implement a plan to disrupt movement and activities of poppy lancers in Helmand province, including the following steps:

- *Strengthening key checkpoints.* Securing key checkpoints inside Helmand province, such as entry points to Lashkar Gah (previously a staging point for lancers);
- *Destroying tools.* Seizing and destroying lancing tools openly on sale in local bazaars;
- *Restricting support network.* Imposing fines and possible imprisonment of individuals providing transport, accommodation or other support to poppy lancers;
- *Investigating options for cross-provincial movement restrictions.* Reviewing feasibility of restricting movement to and from Helmand province during the fortnight of lancing.

The Office of the Governor recognizes that many of those involved in poppy lancing have few alternative employment opportunities. It is recommended that any major cash-for-work schemes planned for 2010 should be implemented to coincide with the spring poppy lancing season (mid April to late May).

2.4 Drug Demand Reduction

There are an estimated 70,000 opium addicts in Helmand province. Addiction destroys the physical and mental health of the addicted individual, harms the community and family relationships, damages the economy and fuels the demand for illicit drugs.

The provincial Public Health Department assesses that the number of addicts in the province is increasing, with a rising incidence of injecting drug use.

Reducing the domestic demand for illicit drugs and providing treatment for addicts is a key pillar of the Afghanistan National Drug Control Strategy.

At present there is only one free-of-charge drug treatment center in Helmand: the Wadan Clinic. This facility is able to treat 20 male patients each month, as well as a further 20 patients, including women, in their homes. Two other clinics in Lashkar Gah charge patients for treatment.

Additional facilities are urgently needed to fight this growing problem.

As a priority under any Good Performance Initiative (GPI) award, the Office of the Governor intends to establish a new 60-bed drug treatment center to provide support for addicts and their families in Helmand.

The total budget for construction and three year running costs has been estimated at \$753,940 by the Public Health Department.

3. Programme Management

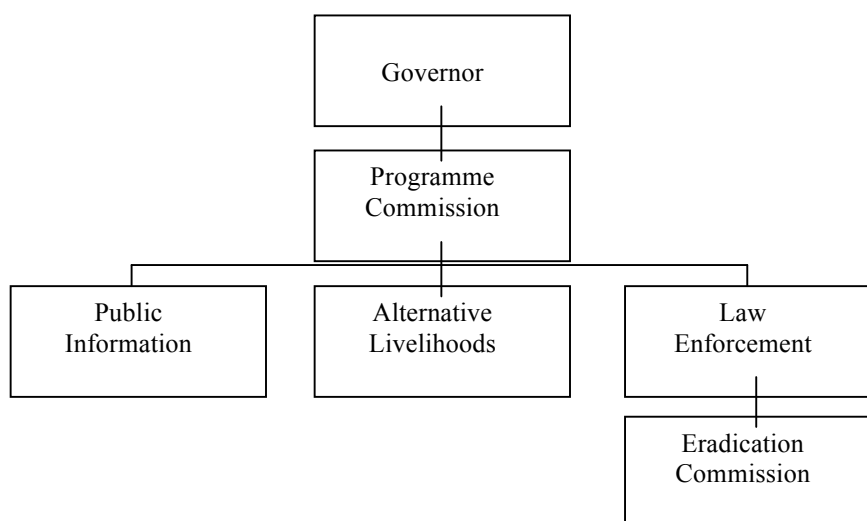
3.1 Management Structure

The programme will be led by Governor of Helmand H.E. Ghulab Mangal, who will chair a Food Zone Programme Commission including representatives of all major provincial stakeholders. Reflecting the highly successful model used in 2008/09, working groups will be formed for each of the three programme areas of public information, alternative livelihoods and law enforcement.

Representatives of the Provincial Council will have membership of the Programme Commission and all working groups, to ensure effective coordination.

The reporting structure is shown below:

PROGRAMME MANAGEMENT STRUCTURE



The Programme Commission will monitor and evaluate the progress and performance of the three working groups. The Programme Commission will be chaired by the Governor of Helmand and will meet approximately once a month. It will include the following members:

- Head of Provincial Council
- Provincial MCN Director
- Provincial Police Chief
- Director of NDS
- Attorney-General
- Provincial MAIL Director
- Governor's CN Advisor / CN Project Manager
- Counter Narcotics Advisory Team (CNAT) Team Leader
- IDLG representative
- PRT/DFID representatives
- USAID representative

- CNAT International Advisor.

Each of the working groups will have responsibility for planning, implementation, monitoring and evaluation and reporting in their areas of work.

The Public Information Working Group will include the following members:

- Director of the Provincial Directorate of Culture and Information (*Chair*)
- Director of Hajj and Auqaf Department
- Head of Ullema Shura
- Director of Tribal and Boundary Affairs
- Director of Health
- Director of Education
- Director of Women's Affairs
- Sayara provincial representative
- Provincial Council Member
- Representatives of Helmand PRT
- Governor's CN Advisor / CN Project Manager
- Representative of provincial MCN Directorate (*Secretary*)
- Representatives of CNAT

The membership of the Alternative Livelihoods Working Group will include the following members:

- Deputy Governor (*Chair*)
- Director of Helmand and Arghandab Valley Authority (HAVA)
- Director of MAIL
- Director of Agricultural Cooperative
- Provincial Council Member
- Governor's CN Advisor / CN Project Manager
- Representative of provincial MCN Directorate (*Secretary*)
- Representative of FAO
- Representative of USAID
- Representative of DFID
- Representative of PRT CN team
- Representative of management partner organization
- Representatives of CNAT

The membership of the Law Enforcement Working Group will include:

- Attorney-General (*Chair*)
- Military Attorney General
- Representative of Provincial Police Chief
- Representative of ANA
- Head of CNPA, Helmand
- NDS Deputy
- Representative of provincial MCN Directorate (*Secretary*)

- Governor's CN Advisor / CN Project Manager
- Representatives of PRT / Task Force Helmand
- Representatives of CNAT

3.2 Reporting requirements

Each working group team will be responsible for monitoring and evaluation in their respective areas. The three groups will regularly report to meetings of the Programme Commission, including the following information:

- *Narrative of activities.* The report will describe the activities conducted by each group.
- *Comparison of activities to timeline/milestones.* The report will compare the completed activities to the work plan. Any divergence between the plan and achievements will be justified.
- *Key Performance Indicators.* The report will contain relevant quantitative measures of impact, such as quantity of assistance distributed, number of hectares monitored or poppy hectares eradicated. More details are provided below.
- *Account of problems encountered.* The report will describe any problems experienced and steps taken to solve them.

. The specific reporting responsibilities of each of the working groups will include:

- *Public Information Working Group.* The group will report the number of Shuras held, the outcome and other activities completed.
- *Alternative Livelihoods Working Group.* The group will report on the status of beneficiary lists, quantity of inputs distributed, performance of distribution partners, degree of misuse of inputs, use of tractors and delivery of technical support.
- *Law Enforcement Working Group.* The group will report on plans for provision of security where necessary (e.g. warehouses, any transportation), any allegations of corruption or sale of inputs, and eradication progress.

3.3 Risk Mitigation

3.31 Plant health

Sunn Pest The primary risk to the wheat crop in Helmand is the Sunn Pest insect, a name used to refer to a group of insects from the 'shield bug' and 'stink bug' families. The insects feed on the leaves, stems and grains of the wheat, reducing yields by 50% to 90%. In addition to the direct reduction of yields, the Sunn Pest injects chemicals which cause the grain gluten to break down. Even if only a portion of the crop is affected, the entire harvest may be rendered unsuitable for use in baking flour. Detailed information on the current prevalence is unavailable; however extension workers and Agricultural Cooperative networks are reporting increased populations of this pest in Food Zone areas over the last two years.

The MAIL department has proposed to hire and train a team of 20 temporary staff who will assist farmers, provide training on mechanical control (collecting and burning insects by hand in winter, and using nets in spring), and then distribute pesticide chemicals and spraying equipment to the worst-affected areas. During the harvest period, comparisons between the yield of treated and untreated wheat

crops will be made to assess effectiveness of the treatment. The total cost for this portion of the programme is estimated at \$220,896.

Uganda 99 The second major threat to the Helmand wheat crop is a relatively new variety of the ‘stem rust’ fungus, known as Uganda99. Up to 80% yield losses have been recorded in Kenya and Uganda as a result of infection. The spores of the fungus can be dispersed by wind, and it is already widespread in neighbouring Iran. At present, 90% of the world’s wheat varieties have no resistance to the fungus. Until current programmes to produce disease-resistant varieties suitable for local conditions reach completion, the only option is treatment with expensive chemicals. Expert advice is required to develop a practical strategy for tackling this problem.

3.32 Anti-corruption safeguards

The Alternative Livelihoods portion of this programme involves the distribution of large quantities of agricultural inputs, and both disbursement and receipt of large sums of money. There is a clear risk of corruption in delivery of AL assistance, as well as during eradication campaigns. The respective working groups will be responsible for identifying the risks at each stage of the process and taking actions to mitigate them. Examples are shown below.

Stage	Corruption Risk	Control/Mitigation
Purchase of wheat seed	Diversion of funds for personal gain; provision of non-improved seed	Direct donor contract; coordination with FAO for verification of certificates
Purchase of fertiliser	Diversion of funds for personal gain	Direct donor contract
Storage of seed and fertilizer	Theft of inputs from site	LE Working Group to develop security strategy
Compilation of beneficiary lists	Inclusion of non-farmers, relatives of officials	Involvement of diverse stakeholders (Coops, Comm. Councils); requirement to provide land title documents
Distribution of inputs to farmers	Inputs given to people not included on list	Requirement for Tazkira and land title documents; oversight by Governor’s team
	Farmers avoid providing payment for inputs	Receipt procedure agreed by AL Working Group; sign-off required for each farmer and voucher presented on exit
	Theft of cash paid by farmers	Reconciliation of payments and inputs conducted at end of each day; cash paid into bank account following morning
	Requests for bribes from security officers at site access points	Monitoring of distribution point by delegation of LE Working Group (overt and covert)

	Farmers sell inputs for profit	Monitoring of bazaars by delegation of LE Working Group
Disbursement of GLE funding	Theft or misuse of funds	Improved financial management, with clear responsibilities and reporting requirements for GLE Sub-Commission, to include regular updates with provision of receipts
Physical poppy eradication	Requests for bribes from farmers	Oversight from members of GLE Sub-Commission; clear command structures

TABLE 6: EXAMPLES OF CORRUPTION RISK MANAGEMENT STRATEGY

3.33 Security risks

The poor security conditions in Helmand province remain a major challenge for successful delivery of the Food Zone strategy. Insurgents, criminal mafias and drug-lords maintain a significant presence and influence in programme areas, and may target activities in order to undermine the legitimate government structures or for personal gain.

The members of the Law Enforcement Working Group (LEWG) will provide an essential input to and oversight of security planning in order to minimise risk. The security risks will be identified for each stage of the programme implementation, and a mitigation strategy developed by stakeholders working through the relevant working groups. A simplified example of the methodology is shown below.

Stage	Security Risk	Control/Mitigation
Purchase of fertiliser	Attack on fertiliser convoy	Security commander to develop transport security plan with ISAF advice; transport at irregular times in smaller convoys
Storage of seed and fertilizer	Attack on storage site to vandalise contents	Security commander to develop site security strategy, with LEWG oversight
Distribution of inputs to farmers	Farmers threatened or targeted due to receipt of government assistance	Seed packed in unmarked bags if possible; involvement of community-based groups in programme implementation

TABLE 7: EXAMPLES OF SECURITY RISK MANAGEMENT STRATEGY

4. Programme Future Outlook

The Food Zone programme is a counter narcotics initiative. Its primary aim is to achieve *reductions in poppy cultivation* which are *sustainable* in the long term.

This section of the plan is intended to review how the Food Zone strategy will meet this objective in 2009/10 and over a medium term timescale.

4.1 Sustainability of 2009/10 strategy

The 2009/10 strategy will achieve sustainable reductions in poppy cultivation through the following actions:

- *Improving economic attractiveness of wheat cultivation relative to poppy.* Introduction of improved varieties of wheat seed will generate higher yields and correspondingly greater profits for farmers. The construction of a flour mill and the ability to produce improved seed inside the province will further boost local markets;
- *Substituting poppy for fruit orchards.* Poppy will be replaced by an alternative which generates high economic returns and 'raises the stakes' of switching back to poppy;
- *Reducing financial pressure on farmers.*⁶ Provision of below-cost inputs will reduce financial demands on the household which might otherwise have led farmers to seek opium credit;
- *Enhancing governance in Helmand.* The programme will demonstrate to the Helmand people that the Government is able to deliver large-scale aid programmes and implement rule-of-law in the province;
- *Developing capacity of provincial authorities.* Close involvement of line ministries will strengthen their ability to deliver future programmes.

4.2 Medium term outlook

Over a medium term timescale, the Office of the Governor envisages that the CN strategy for the province will evolve as follows:

- *Continuation of the basic Food Zone programme structure.* The Governor will continue to deliver against a three part strategy of PI, AL and LE each year; the ability to conduct strong and consistent PI campaigns each year against the Food Zone 'brand' is a major benefit;
- *Expansion of geographic area covered by the Food Zones.* There will be a gradual expansion of the Food Zones to encompass a greater area of the province;
- *Shift of focus from annual crops (e.g. wheat) to orchards.* Wheat is an excellent crop for immediate substitution of poppy, however orchards will generate higher long term returns and make it harder for the farmer to revert to poppy cultivation;
- *Greater emphasis on development of processing facilities.* To fully realise the economic benefits of alternative crops it is necessary to deliver against the full value chain, developing agricultural and business markets;

⁶ In 2005, 58% of Helmand households taking out loans reported that the primary use was to buy food, with 10% for purchase of agricultural inputs (National Risk and Vulnerability Assessment 2005, MRRD/Central Statistics Office)

- *Enhanced effectiveness of eradication.* There is no miracle crop which can substitute for poppy; it is unlikely that alternative crops will rival poppy in terms of economic attractiveness. Strengthening the law enforcement phase is therefore essential to prevent a return to poppy cultivation;
- *Increased delivery by provincial authorities.* As line ministries continue to develop capacity, it is anticipated that they will assume a greater role in programme delivery.

A long term reduction in poppy cultivation will be achieved by a balanced combination of direct agricultural assistance, agricultural and business market development, strengthened governance and effective law enforcement.

5. Provisional CN Strategy Budget

5.1 Proposed Financing Strategy

Section 5.2 gives a provisional estimate of the expenses that will be incurred by the program. At the present time, it is expected that the components of this budget will be funded as follows:

- *Public Information.* Subject to review and justification of the line-items, the funding for this programme will be requested from the British Embassy (to be channeled through the Provincial Reconstruction Team (PRT)), and/or US Embassy Bureau of International Narcotics and Law Enforcement Affairs (INL).
- *Alternative Livelihoods.* Donor assistance is requested from the PRT, DFID and USAID. Based on preliminary discussions, it is envisaged that each donor will fund discreet portions of the programme: the PRT funding the wheat programme, USAID funding fruit saplings and dates, and DFID supporting development of a flour mill.
- *Law Enforcement.* Funding for the GLE campaign will be requested from the MCN with provision of a detailed budget prior to commencement of eradication, according to the established process. Some additional funding will be provided by the Helmand PRT.
- *Programme Management.* A small budget is required to support supplemental expenses of programme management. The budget will be reviewed with donors for approval of individual line-items.

Drug demand reduction. The construction of a drug treatment clinic for Helmand province is a priority project; a likely source of funding will be the GPI award anticipated on confirmation of a substantial reduction in poppy cultivation in 2008/09. Alternative funding sources will also be investigated.