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INTRODUCTION

This Strategic Programme Framework for Afghanistan 2006 – 2010 (SPF) will serve as a guide for UNODC's work in Afghanistan, including support for regional approaches to transnational challenges.

The document is based on an analysis of the particular challenges faced by Afghanistan as the main producer globally of opiates in a post-conflict society and the attempts by the international community to assist the elected government in establishing governance, rule of law and a coherent drug control strategy.

It reflects consultations within the UN Assistance Mission to Afghanistan (UNAMA), and discussions with UNODC's counterparts in the Government of Afghanistan, notably the Ministry of Counter Narcotics, the Ministry of Interior, Ministry of Justice, the Ministry of Rural Rehabilitation and Development, the Ministry of Public Health, and the Ministry of Women's Affairs. This SPF also reflects discussions with bilateral and multilateral donor representatives in Afghanistan, in Paris Pact meetings and other fora, and it takes account of the views of civil society organizations with which UNODC has had contact on programmes and other issues.

The strategic framework intends to support the Afghanistan Compact, outlining the international policy for a coherent action in the country, as approved during the London Conference (31 January to 01 February 2006). The international community considers the narcotics industry as a formidable threat to the people and state of Afghanistan, the region, and beyond. It defines the elimination of the narcotics industry as a "vital and cross-cutting area of work" (see annex 1).¹

The SPF equally fits within the National Counter Narcotics Strategy (January 2006), highlighting four national priorities for the coming three years (2006-2009). The first is to target the trafficker on the top end of the trade; second, to strengthen and diversify legal rural livelihoods; third, reducing the demand for illicit drugs and improving the treatment of problem drug users; and the final objective is to develop state institutions at the central and the provincial levels vital to the delivery of the narcotics control strategy (see annex 2).

The SPF for Afghanistan emphasizes the specific added value that UNODC - as a partner to the lead nations² and as a member of the UN Country Team lead by UNAMA - brings to the efforts of the international community to build the rule of law and drug control, i.e. corner stones of a functioning state.

The SPF is finally based on UNODC's programmatic and strategic objectives as enshrined in the Operational Guidelines, Thematic Programme Frameworks and the Regional Strategy for West and Central Asia. This regional strategy has been designed to address the principal drug and crime control problem in the region: production, trafficking and abuse of Afghan opium, and add regional value and new components to country-level action in six agreed regional strategic objectives (Coordination; Mutual Legal Assistance; Information/Intelligence Collection, Analysis and Exchange; Precursor Chemicals Control; Border Management; Scale Up Services for Demand Reduction/HIV-AIDS). The five UNODC field offices in West and Central Asia and Russia are the main vehicles to drive the strategy's implementation (see annex 3).

¹ The Afghanistan Compact (signed in London on 1 February 2006) is complemented by the Afghanistan National Development Strategy 2006-2010 (launched in January 2006), as the National Strategic Document which aims to achieve objectives enshrined in the Compact.

² A corollary to the UN's "light footprint" approach has been to assign to certain donors "lead nations" responsibility for assistance particular sectors under the framework of the Bonn Agreement (2001). The process has five pillars, each supported by a lead donor country: military reform (United States); police reform (Germany); judicial reform (Italy); disarmament, demobilization, reintegration of former combatants and drug demand reduction (Japan); counter narcotics (United Kingdom).

I. PRIORITY PROBLEMS

A. Substantive problems and driving factors

Despite years of internationally backed reconstruction efforts, the destabilising effects of the growing insurgency, cum opium cultivation, became very forceful during 2006. In fact, the cocktail of illicit economy, chronic weak governance, corruption as a major lubricant for the opium industry, external interference and cross border flows of opium and traffickers, insurgency, weapons, and illicit funds lead the country in a "state of siege". The deteriorating security situation may bring Afghanistan to collapse again into a "failed state."

Up to July 2006, over 2,000 Afghans were killed, compared to 970 in 2005. The pace of suicide attacks by terrorists has accelerated dramatically, 56 up to July against 21 for the entire year 2005. The UN Special Representative of the Secretary-General (SRSG) for Afghanistan, Tom Koenings, briefed the UN Security Council on 26 July 2006 that "trends emerged which, if left unchecked, threaten to take Afghanistan's transition off course. Four years of recovery and reconstitution by anti-government networks operating from undisrupted sanctuaries have undoubtedly contributed to growing instability. But it is also fuelled by one of the largest opium harvests in Afghan history and made more acute by weak governance and uneven development. And it is underwritten by a growing sense among insurgency-affected populations that the Afghan government and the international community are indifferent to their fate or unable to deliver security."

The context of Mr. Koenings alarming brief relates to the opium cultivation boom by almost 60 per cent - to an all-time high of 165,000 hectares for 2006, compared to 104,000 hectares in 2005. Translated in production this relates to a staggering amount of 6,100 metric tons of opium, ironically 30 per cent above world demand. Afghanistan now produces 92%, almost the total of the world's supply of opium. At least 2.9 million people, 12% of total population and 30% of all farming households, are involved in opium production. In 2005, the opium economy was equivalent to 52% of the licit GDP; in 2004, it was over 60%.

Most of the increase is taking place in the southern provinces. In Helmand province the cultivation increased by 162 per cent, accounting for half the increase in opium cultivation in Afghanistan. The southern part of Afghanistan is displaying the ominous hallmarks of incipient collapse, with large-scale drug cultivation and trafficking, insurgency and terrorism, crime, corruption and almost total lack of rule of law.

In other provinces, especially Badakhshan in the northeast, opium crop increases were the result of weak governance, poverty and the influence of powerful warlords. Only six of the country's 34 provinces are now opium-free. Cultivation fell this year in eight other provinces, mainly in the north of the country. In Nangarhar, the huge success in reducing opium cultivation in 2005 was not reversed, although some increase took place this year.

Afghanistan is one of the poorest countries in the world. Better living standards, especially in the countryside, and better governance are both vital for tackling the drug problem. Yet, while poverty remains a key factor for poppy cultivation at the farm level, there is no exclusive relationship between poverty and cultivation. The Helmand province, once considered the food-basket of the country witnesses today the highest concentration of cultivation. Nangarhar villagers are poorer than Helmand villagers, nevertheless, during the last years two years only a fraction of the Helmand amount was grown in the Nangarhar province. In contrast, about half of the 2006 cultivation was concentrated in the 'wealthier' villages located in Helmand, Kandahar, Farah and Balkh. The linkage between poverty and opium poppy cultivation is thus very nuanced and, in those cases where existing, not necessarily absolute (see annex 4).

As witnessed in many other countries (e.g. Colombia and Myanmar) instability and cultivation feed each other in a vicious manner. According to the UN SRSG, in at least eight provinces Afghanistan's people are not yet free of the scourge of war. The factors driving the insurgency are, according to a joint security assessment of Afghan security agencies and the international community, (i) a hardcore of Taliban extremists leading the insurgency, often from outside of Afghanistan; (ii) cross-border fighters drawn to the Taliban cause from Afghan refugee camps and fundamentalist *madrasshas*, or from international *jihadi* networks; (iii) rural youth from inside Afghanistan joining Taliban ranks either ready for cash and the excitement of fighting, or to avoid intimidation or heavier repercussions for their communities; and (iv) Afghan tribal and religious groups whose grievances have been aggravated by poor or corrupt governance or opium-related rivalries. According to the SRSG, only a minority appears to be driven by a strong (religious) ideology.

UNODC's opium survey of 2005 sheds a light on the incentive for these and other tribal groups to be or become involved in the drug trade. Whereas the total opium income by farmers amounted to 560 million, a staggering 2.2 billion went to higher-level traders and traffickers. Those amounts support local and fragmented power structures in the country's provinces and regions where the nexus of warlords, commanders, and large landowners resist attempts of the central government towards transparency and stability. The longer conflict persists, the more the disjointed Afghan society roots around the dividends of the illicit economy. The recruitment potential for the illicit and/or insurgent networks is currently again growing, given high unemployment rates, poverty, disenchantment with the central authority, disarming of militias, and returning migrants.

Finally, it was assumed for too long that other people are addicted to Afghanistan's drugs, not Afghans. The first national survey on drug use in Afghanistan (2005) painted a very different and worrisome picture. The increased availability of drugs in Afghanistan over the last decades has also fuelled rising drug consumption, initially mainly through returning refugees, but in recent years increasingly through a domestic drug abuse culture linked to poverty, desperation and lack of medical facilities. The drug abuse survey carried out by UNODC in 2005, revealed relatively high levels of drug consumption including injecting drug use.

B. Political and institutional constraints

After decades of war and civil conflict, government institutions have to be re-build in all sectors as well as at all levels, from central to provincial and district institutions. The capacity for governance, including the planning, development and implementation of policies is weak and poorly coordinated. The systematic efforts of the central government are undermined by dilapidated infrastructures and strong yet fragmented regional powerbrokers whose interests run contrary to principles of transparency and good governance within a unified state.

A point to the case is the reform of the judicial system. The Government is faced with the challenge of establishing a comprehensive legal framework for the functioning of the state and other social relations, forming and training all components of the judiciary system (law enforcement included), and bringing justice for all Afghan citizens. Reforms in the area of justice are critical for security, respect of human rights and fundamental freedoms, economic growth, social stability, and state building. However, the further away from Kabul the more visible the traditional and informal system (*jirga/shuras*) intervening in or determining judicial matters. Cases are considered and adjudicated with orally transmitted, traditional and religious injunctions, oftentimes leading to arbitrary judgements.

In addition, emerging state-building efforts and economic development risks to be undone by endemic corruption at every level of society. The Executive Director of UNODC, Mr. Antonio Maria Costa, mentioned in a press release of early September 2006, that Afghanistan had not received as much economic aid per head of population as other post-conflict areas and greater efforts were needed. However, he added, "It is not only a question of more money. Aid money gets stuck due to bureaucratic delays. Some is misused, or even stolen, by incompetent intermediaries and corrupt administrators. International aid is plagued by huge overhead costs. Add the arrogant power of the warlords turned drug-lords and you understand why people's confidence in the government and in the international community is being undermined."

Corruption indeed became the lubricant for opium cultivation, drug processing and trafficking, allowing, in the meantime, the perpetrator to walk away as a free man, oftentimes even respected for his wealth and power within the local communities. In this light, demoralization among law enforcement agents and criminal justice officials is not uncommon. The adage, "if you cannot beat them, join them", rings time and again true. Being assigned to drug-infested areas within Afghanistan is hardly seen by many officials as a professional challenge, risking honour, limbs and life for the social good, but instead as an opportunity for rapid windfalls. Narcotics, crime and corruption feed on each other with the erosion of democratic values, the lack of respect for an emerging and still weak central authority and, finally, political instability as a direct outcome.

The Afghan Government has begun to address corruption in Kabul and the provinces. It is a tough campaign marked by disputes, controversy and resistance, yet the Government succeeded in passing legislation against corruption and establishing an independent anti-corruption body, the General Administration of Anti-Bribery and Corruption (GAAC). Prevention and criminalization of corruptive practices are now to be jointly implemented by the GAAC and the Attorney General's Office.

The corrupting effects of the drug business are not only felt within Afghanistan but also affect neighbouring countries. Many parts of Afghanistan's 5,000 km border are difficult to control. Drug trafficking and other illicit cross-border activities are rife. Law enforcement agencies in the surrounding countries are institutionally weak, short of resources, or otherwise unable to stem the massive flow of opiates out of Afghanistan or, in reverse, the flow of precursor chemicals towards Afghanistan.

Indeed UNODC estimates that 72% of the opium produced in Afghanistan are converted to heroin within the country, requiring 10,000 tones of chemicals, including 1,000 tones of acetic anhydride. The vast bulk of these precursor chemicals are imported from (regions) as far away as Western and Eastern Europe, Russia, China and the Gulf States. National precursor chemical control interventions are doomed to fail if no coherence is sought at an inter-regional level and within the wider framework of analogue initiatives related to border management.

Finally, the strong presence of the international community in Afghanistan is a prerequisite for the post-conflict reconstruction and long-term stability within the country. On the return side, it is equally the cause of a number of political constraints. Drug control, as well as justice reform, is heavily influenced by foreign policy objectives of various actors in Afghanistan. In addition, the uncertainty regarding the commitment of the international community to sustain its support for a longer period leads to often-imbalanced decision-making, where quick-impact initiatives are given priority over longer-term commitment and vision.

II. STRATEGIC OBJECTIVES

A. Overall Strategy

The Ministry of Counter Narcotics advocated four key-priorities for the period 2006-2009. First, targeting the trafficker at the top of the trade; second, strengthening and diversifying legal rural livelihoods; three, reducing the demand for illicit drugs and improving the treatment of problem drug users; and, four, developing state institutions at the central and the provincial levels, vital to the delivery of the national counter narcotics strategy.

At the same time the Ministry recognized that unless the Government was able to develop accountable, transparent and effective institutions the capacity to deliver on counter narcotics would be severely limited.

Bearing in mind the worrisome events of 2006, UNODC continues supporting the above counter narcotics strategy as well as the benchmarks set out in the Afghanistan Compact paper.³ The implementation of the national plan started too recent to realistically expect tangible results at this early stage of its implementation. Instead of devising new and added policy directions, the UN is of the opinion that any development process is by definition a time and resource intensive exercise. In the Afghan context development due to the ‘vicious circle’ of the ‘infernally nexus of insecurity, warlords, the weak state, corruption, and poor governance’.⁴, as the World Bank calls it, is even more challenging

Uprooting the illicit economy requires a wider analytical approach than only the opium economy - - one significant component of the illicit economy in Afghanistan -- since it relates to the mainstay of the national Afghan economy, provides the main income for many Afghans and substantial income or warlords and commanders, and thus directly negatively affects governance, stability and security, which are essential parameters for a sound development process. Curbing the illicit economy will thus inevitably be a slow process that should be handled cautiously when disrupting existing incomes as long as the illicit can only be over-time replaced by a developing licit economy.

Having acknowledged that much, UNODC argues that the national strategy would benefit from some “sharpening and refining” of its interventions in order to demonstrate results/impact in a bolder manner than what has been the case up to the present. A dramatic situation demands dramatic solutions.

- Hence and in accordance with the Government’s first priority, UNODC strongly urges the government to impose the rule of law and restoring confidence through significant arrests, convictions and asset seizures. Warlords, commanders and other political actors and cross-border economic/political interests maintain a state of impunity thereby directly challenging the authority in Kabul. This impunity, limited security and poor infrastructures create the competitive advantages for the illicit economy and in turn provide the economic powerbase for the same warlords. A pragmatic but determined display of authority in a complex environment is not to be confused with a weak display or even paralysis.
- In harmony with the Government’s second priority, UNODC recommends doubling the number of opium-free provinces from six to twelve by the end of 2007 and again by 2008, for creating a gradual drug-free Afghanistan province by province. The nexus between poverty, corruption, insurgency and opium cultivation is not equal (the same) in all provinces and definitely not among districts within specific provinces. There is no single fix (?) regarding opium in Afghanistan and long-term interventions need to be negotiated in close consultation with the communities they aim to serve. Culture, religion, and local traditions do play an important role, often even more than economic motives. As an illustration to the point, about 25% of farmers who stopped opium poppy cultivation in

³ See also Annex 5, UNODC position towards the Senlis proposal.

⁴ Christopher Ward and William Byrd, “Afghanistan’s Opium Drug Economy”, World Bank, December 2004, p. 26 and 37.

2006 reported that 'religion' was the main factor for reaching their decision. This was followed by the influence of decisions made by local elders/shura decisions (21.3%) and fear of eradication (15.9%). Farmers, who never cultivated opium poppy, referred to religion to an even larger (greater) extent (34.4%), followed by the illegal nature of poppy growing (25.7%) and the decision of local shura/elders (24.6%).

- Micro-designed interventions at the community level are to be backed by macro-principles. As a third measure, UNODC advocates a double clause of opium and corruption-free environments linked to international assistance. Provinces that achieve progress need to be rewarded while, in turn, those without progress need to be contained. The containment approach has proven successful in other parts of the world such as Myanmar and Colombia. To achieve this, close cross-border collaboration with surrounding countries is a must if not only to reinforce the containment measures taken at the domestic level.
- In a balanced 'stick/carrot' approach, eradication works as an effective deterrent. In 2005, 34.8% of the farmers responded that the fear of eradication was their main reason for halting opium production. This came after strong public messages to the same from Kabul. Unfortunately, the negative expectations of the farmers were not matched by reality and only a mere 5% of the opium poppy cultivation was effectively eradicated during that year. Yet despite this setback, fear of eradication was still quoted by 15.9% of the opium farmers surveyed in 2006 as a reason not to engage in growing opium. Eradication needs to be embarked on seriously and, even more important, 'believed' seriously.
- As a fifth strategic measure, greater efforts are required from the international community to boost the efficient delivery of economic aid per capita to levels comparable to other post-conflict countries. In one of the poorest countries of the world, in which opium is the largest source of capital, the single biggest export product, the main source of investment, the biggest employer and the largest income generator, better living standards, especially in the countryside, and better governance are both vital for tackling the drug problem. The bureaucratic overhead delaying currently the delivery of aid money, such as through the Counter-Narcotics Trust Fund (CNTF),⁵ is unacceptable.

The UNODC operations in Afghanistan will be led by three overarching concerns. First is to provide the stakeholders and leading agents with reliable and objective information, allowing sound and concerted strategic and operational decision-making by the many players. Second is to act catalytic since UNODC neither has the resources nor the ambitions to impact the situation in Afghanistan in isolation. By opting for targeted interventions, advisory services, capacity building, spearheading innovative approaches and coordination, it multiplies impact through partnerships with local and international stakeholders. Finally, many of the Afghan problems need to be assessed in a regional context. Through its regional networking of field offices and interventions UNODC has the unique ability, compared to its bilateral and national partners, to stimulate regional cooperation.

B. Strategic outline by modality:

1. Monitoring of drugs and crime situation and building of information base: Through ongoing surveys and research, UNODC continues to build an evidence base of various aspects of drugs and crimes. This information base, which includes the annual opium survey on cultivation and production, the annual verification of eradication, regular drug use surveys, the collection of drug prices, the mapping of alternative livelihoods projects, the establishment of justice system databases, the profiling of various aspects of criminal justice and organized crimes, etc. is continuously expanded and has been recognized as a reliable, objective and credible source facilitating the articulation of better targeted strategic options. Moreover, through the development of baseline data and the on-going data collection, UNODC supports the Government in its responsibility to report on key benchmarks for the Afghanistan Compact.

⁵ The Counter-Narcotics Trust Fund was established in 2005. It is administered by UNDP and executed by MCN. Status of funding in September 2006 stood at US\$ 33.1 million with an additional amount of US\$ 32.2 million committed by donors.

UNODC's expertise in monitoring and research is widely recognized by all Governmental authorities as well as the international community. The various studies, collection/verification of data, and publication of analysis are acknowledged as an independent and reliable source of information, which will continue to make UNODC a key partner.

2. Acting catalytic

- **Targeted advisory services in relevant fields of expertise:** Based on its expertise and long-term presence in Afghanistan, UNODC provides advisory services and technical assistance primarily to the Government, such as compliance with the international treaties and conventions in drugs, crime and counter-terrorism, but also to other UN agencies and international and local institutions. In addition to advising on overall policies and implementation modalities in drug control and criminal justice reform, limited but pointed assistance is provided in the fields of alternative livelihoods, drug law enforcement, drug demand reduction, anti-corruption, criminal laws (among which it is worth mentioning legal instruments regulating drugs, prisons, trafficking in human beings, terrorism, money laundering, and mutual legal assistance) and procedure, juvenile justice, penitentiary system.

The advisory services and technical assistance provided by UNODC draws on lessons learnt and builds on best practices, reflecting UNODC's long-term experience in drug control and crime prevention within Afghanistan and at the global level.

- **Targeted institution/capacity building:** Due to the overall importance of the drug economy for reconstruction and governance in Afghanistan, several key stakeholders play a significant role in addressing the drugs and crime issues. Different nations have taken the lead on security, counter narcotics, justice system and police⁶. While the concept of 'lead nations' in Afghanistan and cooperation among a large international community is necessary to assist the Afghan Government in the establishment of structures, insetting-up institutions and initiating action, UNODC provides assistance with the building of institutions in niche areas enabling the Government to absorb and monitor the vast amounts of assistance provided.

In accordance with the Compact strategy, such targeted assistance is provided to the Ministry of Counter Narcotics (MCN), for developing its leading role as coordinator of drug control in Afghanistan, at central and provincial level. Institution and capacity building, accompanied by supporting resources, in well-defined areas is also provided to other ministries, including Ministry of Interior, Ministry of Justice and Ministry of Public Health, and relevant judiciary and administrative institutions, such as Supreme Court, Attorney General's Office, Penitentiary Administration, and Juvenile Justice Department. UNODC's approach aims at enhancing integrity, accountability, oversight and the management of institutions.

- **Spearheading pilot projects:** Though not involved in larger-scale project implementation, UNODC has often taken a pioneer role in developing and implementing innovative pilot projects as well as in going into high-risk areas. Recent examples are, for instance, the establishment of the Counter Narcotics Criminal Justice Task Force including the construction of high-security prison facilities for high-level drug-related criminal cases. Such programmes are new and have not been tested in other countries. Another example is the implementation of the annual poppy cultivation survey, which has been carried out since 1994 without interruption during the civil war or the Taliban-rule. The opium survey (which has been expanded since 2005 to also include the verification of eradication) as

⁶ This SPF does not described in details the other ongoing international assistance programs, supported by IOs and/or bilateral development agencies especially in the area of CN, criminal justice and corrections. Relevant are the assistance programme by UK, USA, Italy and Norway, among others.

well as other data collections are carried out in all areas of Afghanistan including the current high-risk areas of the south.

Reflecting its comparative advantage, and in cooperation with other relevant agencies, UNODC provides advisory service on criminal justice reform, juvenile justice and drugs/crime legislation. More in particular, UNODC is playing an innovative role in Afghanistan as lead agency in the penal reform. In coordination with UNAMA, UNODC is the main actor in implementing activities related to this reform and to the restructuring of the prison system and 'to the' review of the related legislative provisions to ensure Afghanistan's compliance with the international standards and norms in the treatment and rights of prisoners. UNODC's technical expertise in this area, combined with its implementation through standard models, sets examples and builds capacities for further development of the penitentiary system in future.

- **Coordination:** The building of strategic partnerships is even of more relevance when the counter narcotics (UK Lead Nation) and criminal justice sectors (Italy Lead Nation) are addressed to enable joint and coordinated responses to the country's needs. In addition to the advisory services and provision of technical assistance through the implementation of its projects, UNODC, in support of the existing coordination mechanisms and in consultation with the lead nations, performs a further key function in coordinating the international assistance provided in the sectors of drug control and criminal justice reform.

Within the UN system, UNAMA is the overall coordinating body for all UN agencies and plays a significant role in coordination and policy guidance. UNODC's role is to provide expertise and advice on drugs control and crime prevention, to advocate best practices, and to share its information base among the partners involved, with a view to optimise synergy of action and promote joint activities. In this connection, under the Compact pillar "Governance, Rule of Law, and Human Rights", the working group "Justice and Human Rights" was created. The latter again embraces seven sub-working groups tasked with policy advise, coordination and support to legal drafting⁷. UNODC is a member of each working group (except Land Reform) and has the leadership in the Prison and Detention Centre as well as the one of the Criminal Law Reform.

More specifically on the drug control side, a partnership and close working relations between UNODC and the World Bank have been established for developing joint analysis of the drug economy in Afghanistan and its impact on overall licit economy and governance. Joint initiatives have also been initiated between UNODC, FAO and UNIDO in the area of alternative livelihoods. On the crime prevention side all areas of the justice reform sector are coordinated through cooperation arrangements with UNAMA, UNDP, UNICEF, and UNIFEM (including legal reform, anti-corruption measures, gender violence, juvenile justice among others).

3. Regional cooperation: Donors expressed that when selecting to provide assistance to a given country through UNODC (as opposed to channeling assistance through bilateral mechanisms), one of the key considerations is the value added to UNODC due to its position in being able to plan and implement projects mindful of the wider and inter-related regional context. To that extent, UNODC country offices in the region maintain close cooperation on the basis of a regional approach, as addressed in the UNODC regional strategy for West and Central Asia.

Efforts by Afghanistan in regional cooperation have been supported by UNODC in line with the regional strategy and, in particular, through the (i) establishment of coordination mechanisms (e.g. tri-partite law enforcement meetings; Paris Pact), (ii) support to Mutual Legal Assistance in the framework of Afghanistan's obligation to the UN Conventions; (iii) regular availability of regional and international trend analysis, (iv) facilitation of information exchange, (v) strengthening of

⁷ The sub-working groups are: 1) Access to justice and legal aid; 2) Institutional reform and physical infrastructure; 3) Judicial and legal education; 4) Land policy and reform; 5) Law reform; 6) Women and children in the justice sector; 7) Prison and detention centre.

cross-border management, and (vi) exchange of lessons learnt and best practices on drug demand reduction.

III. UNODC OPERATIONAL TARGETS 2006-2010

The UNODC operational targets follow the objectives and benchmarks as defined by the “Afghanistan Compact” paper, agreed on by the Government of Afghanistan and the international community (see annex 1). UNODC aims to support the national and international efforts, according to its strategy outlined above, in specific niches underpinning the wider efforts of partners.

□ Compact (Benchmark 1.5.1): By end-2010, the Government will strengthen its law enforcement capacity at both central and provincial levels, resulting in a substantial annual increase in the amount of drugs seized or destroyed and processing facilities dismantled, and in effective measures, including targeted eradication as appropriate, that contribute to the elimination of poppy cultivation.

~ 1) UNODC Contribution to Compact Benchmark 1.5.1

Strengthen the institutional and operational capability of the Ministry of Counter Narcotics to roll out the counter narcotics related activities to provinces. The strengthening of drug control capacity at provincial level is needed to sustain the momentum of counter narcotics efforts, favour the establishment of coordination network and support the ongoing and planned development assistance. The set objective will ensure the mainstreaming of the counter-narcotics dimension and analysis into key development plans.

Operational Targets:

1. By mid of 2008 to have strengthened the provincial capacity for Drug Control of the Ministry of Counter Narcotics in identified priority provinces. Cost: US\$ 2,264,600. Funding requirements: US\$ 1,140,544.
2. By end of 2010 to have provided additional support for strengthening the provincial capacity for Drug Control of the Ministry of Counter Narcotics in new priority provinces. Cost: US\$ 2,600,000. Funding requirements: US\$ 2,600,000.

Achievement Indicators:

- 1- MCN Provincial Directorates (PDs) functional and organizational mechanisms are in place to contribute effectively to the coordination, monitoring and evaluation of national and international assistance provided for drug control.
- 2- Number of professional and well trained personnel on long term contract in the PDs.
- 3- Institutional framework capable of providing technical support to the development agencies, in drug control, available in 5 key provinces of the country.
- 4- MCN fully established and operating across directorates.
- 5- Trained and sufficient groups of experts, in drug control, available at five key provinces.
- 6- Effective implementation and monitoring of the National Drug Control Strategy.
- 7- Counter Narcotics database strengthened nationally and provincially.
- 8- Increasing number of alternative livelihoods schemes under implementation by the Afghan government (e.g. MCN and MRRD) and development agencies.
- 9- Provincial Database units dealing with information on Alternative Livelihoods and the ongoing and planned development assistance established at MCN PDs.
- 10- An information and knowledge sharing network on planned Alternative Livelihoods and development initiatives at national and provincial level established at MCN PDs.

Total budget requirements for Contribution 1:	US\$ 4,864,600
Shortfall	US\$ 3,740,544

□ **Compact (Benchmark 1.5.2): By end-2010, the Afghan Government ,neighbouring and regional governments will work together to increase coordination and mutual sharing of intelligence, with the goal of an increase in the seizure and destruction of drugs being smuggled across Afghanistan’s borders and of effective action against drug traffickers.**

~ 2) UNODC Contribution to Compact Benchmark 1.5.2:

Specific focus to border control efforts and cross border cooperation, as well as to increase the network for exchange of intelligence and information on drug trafficking and drug law enforcement with the drug law enforcement agencies of the neighbouring countries.

Operational Targets:

1. By mid of 2007 to have assisted the equipping and training of border control posts along the border between Afghanistan and Iran and promoted border cooperation and information sharing mechanisms. Cost: US\$ 4,289,000. Funding requirements: US\$ 347,648.
2. By end of 2007 to have law enforcement concepts integrated and merged with new concepts within cross-border trade initiatives of IFIs (World Bank, Asia Development Bank, etc.) and UN bodies (UNDP, ESCAP, etc.).
3. By end of 2008 to have created judicial and operational mechanisms for cross-border operations against drugs and crime: controlled deliveries, joint investigations, confiscations, forfeiture and sharing of assets, as agreed on in the Regional Strategy for West and Central Asia. Cost: GLO/900 Legal Advisory Programme and ROCA Programme.
4. By end of 2008 to have supported the Pakistan Field Office reviewing the TIR (Transports Internationaux Routiers) and ATTA (Afghanistan Transit Trade Agreement) agreements to include risk indicators and performance-based monitoring from a security point.
5. By end of 2009 to have identified and operationally supported regional needs as pointed out by the Regional Strategy for West and Central Asia and through active participation in the Paris Pact. Cost: born by Paris Pact project and through the respective Field Offices responsible for one or more regional priority.
6. By mid of 2009 to have supported the capacity building on precursor control in Afghanistan and promoted regional cooperation with neighbouring countries to counter the trafficking of precursors. Cost: US\$ 2,499,500. Funding requirements: US\$ 854,395.
7. By end of 2010 to have improved border control between parts of Afghanistan, Tajikistan and Pakistan borders. Cost: US\$ 4,000,000. Funding requirements: US\$ 4,000,000.

Achievement Indicators:

- 1- Integrated border management activities ensuing in improved international cooperation between trade facilitation and interdiction.
- 2- Domestic legislation on precursor control updated and in place, an inventory of all precursors used in Afghanistan, and bilateral agreements with source/transit countries related to precursor chemicals.
- 3- Selected border posts along Iran-Afghan border equipped and trained; cooperation enhanced and reflected in drug/precursors seizures along borders;
- 4- A regional information exchange and analysis mechanisms for the conduct of targeted operations and investigations is established including existence of a database on precursor flow for Afghanistan;

- 5- The number of Paris Pact recommendations implemented and the number of joint programming/activities with regional partners (i.e. UNODC Field Offices) in line with the Regional Strategy for West and Central Asia.
- 6- Measurable increase of number of concrete joint operations/investigations against drugs and crime.

Total budget requirements for Contribution 2 :	US\$ 10,788,500
Shortfall	US\$ 5,202,043

□ **Compact (Benchmark 2.9): By end-2010, the Government will increase the number of arrests and prosecutions of traffickers and corrupt officials and will improve its information base concerning those involved in the drugs trade, with a view to enhancing the selection system for national and subnational public appointments [...].**

~ 3) UNODC Contribution to Compact Benchmark 2.9:

Efficient operations and ensuring sustainability of the established Counter Narcotics Police of Afghanistan, especially its Investigation and Interdiction Units, through comprehensive training in counter-narcotics and provision of required logistic. With the aim to provide capacity building needs UNODC will additionally deal with the systematization of training for future years to come through a counter narcotics school with a comprehensive curriculum and use of computer-based training and in interaction with existing training facilities.

Operational Targets:

1. By beginning of 2007 to have strengthened the capacity of the Counter-Narcotics Police of Afghanistan at national regional level (key locations identified). Cost: US\$ 3,443,900. No funding requirements.
2. By mid of 2007 to have supported the strengthening of Drug Law Enforcement and particularly the creation of an Interdiction Unit in Kabul. Cost: US\$ 2,531,200. Funding requirements: US\$ 29,700.
3. By mid of 2008 to have assisted the establishment and functioning of a counter narcotics Criminal Justice Task Force (CJTF), supported the building of capacity and interagency coordination, and the rehabilitation of prison high security block in Kabul. Cost: US\$ 3,764,800. Fully funded.
4. By end of 2008 to have supported the establishment of a Counter Narcotics Training Unit within the Afghan Police Academy and enhanced Counter Narcotics training skills and delivery. Cost: US\$ 3,801,566. Funding requirements: US\$ 3,801,566.
5. By end of 2010 to have further supported the capacity building for CNPA's outreach to the provinces, and coordination of law enforcement agencies at national and regional level including in chemical precursor. Cost: US\$ 3,800,000. Funding requirements: US\$ 3,800,000.

Achievement Indicators:

- 1- CNPA and MoI in Kabul and seven strategic provinces are equipped and advised on operational and strategic issues.
- 2- Establishment of forensic laboratory in Kabul.
- 3- Afghan Drug Law Interdiction Unit in Kabul is established, equipped and supporting the work of other organs of CNPA.
- 4- Existence of domestic licit control legislation and monitoring regimes in place.
- 5- Precursor Control Unit in Kabul (CNPA) is established and PC teams are trained and equipped.
- 6- Counter narcotics training centre established (including CBT) and functioning in Kabul with professional police training unit developed.

- 7- Measurable increased number of narcotics officers trained (2000).
- 8- Measurable increased systematization of seizure reporting and intelligence gathering.
- 9- Measurable increased prosecution/trial of drug-related offenders.

Total budget requirements for Contribution 3 :	US\$ 17,341,466
Shortfall	US\$ 7,631,266

□ **Compact (Benchmark 6.3): By end-2010, the Government will design and implement programmes to achieve a sustained annual reduction in the amount of land under poppy and other drug cultivation by the strengthening and diversification of licit livelihoods and other counter-narcotics measures, as part of the overall goal of a decrease in the absolute and relative size of the drug economy in line with the Government’s MDG target.**

~ 4) UNODC Contribution to Compact Benchmark 6.3:

Given large scale investments in alternative livelihood by bilateral donors, UNODC will focus on advisory services, specifically in capacity building, and act as advisor for relevant government institutions in policy development and mainstreaming of alternative livelihood at the central and provincial level.

Operational Targets:

1. By end of 2007 to have enhanced alternative development capacity at national and regional level through CND and its sub-offices in Nangarhar, Kandahar, Helmand, Herat, Balkh and Badakhshan. Cost: US\$ 1,307,800. No funding requirements.
2. By end of 2008 through a joint UNIDO/UNODC initiative to have supported rural entrepreneurship development for improved alternative livelihood – linking rural production with urban markets. Cost: US\$ 2,417,692. Funding requirements: US\$ 2,417,692.
3. By end of 2010 to have further supported the capacity building in alternative development at national and regional level. Cost: US\$ 2,300,000. Funding requirements: US\$ 2,300,000.

Achievement Indicators:

- 1- Capacity for alternative livelihood policies is enhanced and pilot projects are established within MRRD and CND at central and regional level.
- 2- MCN and MRRD have coordinated project design, monitoring, and execution, in consultation with the larger development community and civil society.
- 3- Survey and research reports are completed on alternative livelihoods at national and local level.
- 4- Selected Ministry of Counter Narcotics directorates at provincial level are equipped, trained and have knowledge of development approaches incl. alternative livelihood.
- 5- Target beneficiaries are recipient of pilot project linking rural production with urban markets and good practices collection on rural entrepreneurship development for improved alternative livelihood is concluded and available for replication.
- 6- UNODC enhanced presence in mainstreaming drug control and AL in Afghanistan Compact and with strengthened capacity to support its implementation.
- 7- Measurable increase of alternative development areas and sustainable livelihoods programmes at national and regional level.
- 8- Measurable decrease of illicit crop cultivation in selected provinces.

Total budget requirements for Contribution 4 :	US\$ 6,025,492
Shortfall	US\$ 4,725,492

□ **Compact (Benchmark 7.7): By end-2010, the Government will implement programmes to reduce the demand for narcotics and provide improved treatment for drug users.**

~ **5 a) UNODC Contribution to Compact Benchmark 7.7:**

Ensure the operations of the Demand Reduction Action Teams (DRAT) set-up by UNODC in key provinces. While the Ministries of Counter Narcotics, Public Health and Education play a crucial role the set targets will be achieved through enhanced cooperation with NGOs and the transfer of knowledge and know-how. In coordination with the major activities of the penitentiary reform, UNODC will develop specific activities aimed at reducing the use of drugs in prisons and providing health assistance and rehabilitation programmes for inmate drug abusers.

Operational Targets:

1. By mid of 2007 to have supported the capacity building in demand reduction for healthcare professionals, teachers, community development workers and community groups in selected provinces, through a START programme (Support; Training; Advice; Resources; Targeting). Cost: US\$ 999,600. No funding requirements.
2. By mid of 2007 to have improved the capacity of healthcare professionals, social workers, teachers, community workers and community groups working with Afghan communities in target refugee camps in NWFP and Baluchistan to address the abuse and misuse of drugs and health care issues related to drug abuse. Cost: US\$ 499,500. No funding requirements.
3. By end of 2008 to have improved the drug demand reduction and promotion of literacy among Afghan youth in Afghan refugee camps in Peshawar (Pakistan) to counter addiction and criminal behaviours Cost: US\$ 650,000. Funding requirements: US\$ 650,000.
4. By end of 2010 to have improved and assisted in the capacity building and community empowerment for drug demand reduction focusing on new identified priority provinces (Fariab, Jauzjan). Cost: US\$ 4,995,500. Funding requirements: US\$ 4,995,500.
5. By end of 2010 to have increased awareness on drug use issues as well as established a comprehensive prevention programme in close cooperation with government institutions and civil society. Cost: US\$ 1,600,000. Funding requirements: US\$ 1,600,000.
6. By end of 2010 to have improved and assisted in the capacity building and community empowerment for drug demand reduction focusing on new identified priority provinces. Cost: US\$ 4,712,100. Funding requirements: US\$ 4,712,100.

Achievement Indicators:

- 1- START programmes are developed and ongoing in selected provinces, areas, communities; Increased awareness of drug issues as measured by media reporting.
- 2- Selected national NGOs are trained and empowered to work in demand reduction.
- 3- Provincial Drug Reduction Action Teams are established and operating as part of the Ministry of Public Health, including for treatment and rehabilitation in new identified priority provinces.
- 4- Good practices on community empowerment for drug demand reduction are collected, streamlined into national policies, and available for replication.
- 5- Awareness material and community based prevention programmes are elaborated, tested and available for replication.
- 6- Measurable decrease in drug abuse in selected areas and communities.
- 7- Pilot programme for drug abuse reduction in refugee camps is available for replication.
- 8- Additional projects developed or ongoing projects expanded to assist high risk groups and specifically contain the concentrated HIV/AIDS epidemic among injecting drug users.

Total budget requirements for Contribution 5 a:	US\$ 13,173,300
Shortfall	US\$ 11,674,200

~ **5 b) UNODC Contribution to Compact Benchmark 7.7:**

Pursue the data collection and systematic update on development on prevalence of drug use in general population as well as specific target groups.

Operational Targets:

1. By mid of 2007 to have completed a detailed rapid situation assessment of drug abuse, established specialist Demand Reduction Action Teams (DRATs) in Herat, Kabul, and Mazar-i-Sharif and developed a START programme for partner NGOs, Government counterparts, and UN agencies. Cost: US\$ 1,721,700. Funding requirements: US\$ 91,092.
2. By end of 2010 to have completed Rapid Assessment Surveys focusing on target groups, and improved the survey capacity of the Ministry of Public Health. Costs: US\$ 600,000. Funding requirements: US\$ 600,000.
3. By the end of 2010 to have completed a Rapid Assessment Surveys focusing on adult and juvenile inmates, and to establish a protocol for providing health assistance in penitentiary facilities, in coordination with the Ministries of Justice and Public Health. Cost: US\$ 1,500,000. Funding requirements: US\$ 1,500,000.

Achievement Indicators:

- 1- Publication of national survey on drug use prevalence, including baseline data on level and nature of drug abuse and HIV/AIDS among adult and juveniles at national and regional level.
- 2- Baseline data on drug abuse and HIV/AIDS risk/prevalence among prisoners is available.
- 3- Survey is finalized on drug abuse in prison settings and sector policy elaborated.

Total budget requirements for Contribution 5 b:	US\$ 3,821,700
Shortfall	US\$ 2,191,092

Compact (Benchmark 2.2) The UN Convention against Corruption will be ratified by end-2006, national legislation adapted accordingly by end-2007 and a monitoring mechanism to oversee implementation will be in place by end-2008.

~ **6) UNODC Contribution to Compact Benchmark 2.2:**

Strengthen the capacity building for members of the General Administration of Anti-Bribery and Corruption and the Office of the Attorney-General. In view of the intertwined nature of the drug economy, corruption and terrorism in Afghanistan, the international community must approach these scourges simultaneously. Through the mentor-concept, UNODC will support the GAAC in facilitating the creation of a broad-based anti-corruption action plan that is "owned" by the Afghan authorities and enjoys widespread public support. In the same token, UNODC will direct assistance in case-management to the Office of the Attorney-General, seeking to contribute to the identification, investigation and effective criminalization and sanctioning of corrupt public officials. The aim is to increase deterrence as well as citizens' confidence in the Government's commitment to fight corruption.

Operational Targets:

1. By end of 2008 to have assisted a fully operational GAAC and AGO which are effectively carrying out its institutional mandate as it relates to the investigation and prosecution of

cases of corruption as well as the design and implementation of preventive measures against corruption. Cost: US\$ 5,000,000. Funding requirements: US\$ 5,000,000.

2. By end of 2008, the UN Convention against Corruption ratified by the Afghan Government, as one of the key objectives of the National Anti-Corruption Action Plan.

Achievement Indicators:

- 1- Legal and operational tools and skills for the conduct of criminal-intelligence led undercover operations (“integrity testing”) established, allowing for the identification, effective investigation, and dissuasive sanctioning of corrupt public officials.
- 2- Enhanced skills of relevant GAAC and AGO staff in investigations, corruption risk analysis, prevention and education, as well as the identification, tracing, seizing, and confiscation of the proceeds of corruption and related offences.
- 3- A broad based National Anti-Corruption Action Plan, which is fully owned by all Afghan public institutions, civil society and the private sector adopted and under implementation.
- 4- A widely disseminated and available Citizens Charter increasing knowledge of the Afghan civil society of their basic rights, in particular as they relate to corrupt practices and other abuses by public officials through.
- 5- Assessment and mapping of corruption is available.

Total budget requirements for Contribution 6:	US\$ 5,000,000
Shortfall	US\$ 5,000,000

□ **Compact (Benchmark 2.7.1): By end-2010, the legal framework required under the constitution, including [...] criminal [...] law will be put in place, [...].**

~ 7) UNODC Contribution to Compact Benchmark 2.7.1:

Provide technical assistance and advisory services to the Government institutions to ratify and integrate into the national provisions through legislative amendments major United Nations Conventions and Protocols on Crimes, Drugs, Terrorism, Corruption, Trafficking in Human Beings, and Firearms. In this context UNODC’s assistance would further focus on training of Government officials and legal professionals for the implementation of the law provisions and provide assistance in the setting-up or reform of the required Government institutions.

Operational Targets:

1. By end of 2008 to have assisted in the capacity building for treaty compliance in Afghanistan. Cost: US\$ 425,300. Funding requirements: US\$ 425,300.
2. By end of 2008 to have supported the publication, reproduction and distribution of the new Afghan legislation against terrorism, and provided technical legal advice to criminal justice practitioners on the implementation of the new legislation against terrorism.
3. By end of 2009 to have improved measures to prevent and combat trafficking in human beings in Afghanistan. Cost: US\$ 498,900. Funding requirements: US\$ 498,900.
4. By end of 2010 to have strengthened the legal institutions to implement provisions countering terrorism and money laundering. Cost: US\$ 500,000. Funding requirements: US\$ 500,000.
5. By end of 2010 to have developed the capacity of the government and legal institutions to proceed to extradition and apply mutual legal assistance. Cost: US\$ 200,000. Funding requirements: US\$ 200,000.

Achievement Indicators:

- 1- Knowledge and skills of national Drug Regulation Committee staff on technical aspects relating to the implementation of the main drug control conventions is enhanced and coordination among national competent authorities is effective.
- 2- Government and civil society institutions have understanding and capacity to counter trafficking in human beings, including normative framework updated in line with TIP Protocol (including information exchange, border controls, crime trend assessment, governmental counter-response assessment, legal framework).
- 3- Establishment of Justice Support Centres in six selected provinces with operational IT rooms, libraries and a recorded good level of coordination among criminal justice officers and law enforcement.
- 4- Existence of counter-terrorism and anti-money laundering legislation and effective implementation.
- 5- Existence of mutual legal assistance and extradition agreements; including instances of mutual legal assistance and extradition in drug and crime matters.

Total budget requirements for Contribution 7:	US\$ 2,123,100
Shortfall	US\$ 2,123,100

□ **Compact (Benchmark 2.7.2 to 2.7.4): By end-2010, functioning institutions of justice will be fully operational in each province of Afghanistan, [...]. [...]; by end-2010, reforms will strengthen the professionalism, credibility and integrity of key institutions of the justice system (the Ministry of Justice, the Judiciary, the Attorney-General’s office, the Ministry of Interior and the National Directorate of Security). [...] By end-2010, justice infrastructure will be rehabilitated; and prisons will have separate facilities for women and juveniles.**

~ 8) UNODC Contribution to Compact Benchmark 2.7.2 to 2.7.4:

Strengthen the capacity of the judiciary and penitentiary sectors, in particular with regard to having legal framework and institutions operational in respect of the United Nations Conventions and Protocols in Crime Prevention and Drug Control, with particular focus on enhancing integrity, accountability, oversight and management of criminal justice institutions.

UNODC will continue its ongoing technical assistance on building the capacity and enhancing the service delivery of the three permanent justice institutions (Ministry of Justice, Supreme Court, Attorney General Office) and penitentiary authorities, including expansion to the provinces; and conduct specific training activities for penitentiary staff, judges, prosecutors, and administrative employees of the judiciary; and pursue the support to the reform of the juvenile justice system at capital and provincial level. UNODC will continue to pay due attention to vulnerable groups implementing programmes aimed at offering post – release opportunities in favour of female and juvenile inmates. UNODC’s approach aims at enhancing integrity, accountability, oversight and management of institutions of the criminal justice system.

Operational Targets:

1. By mid of 2007 to have completed the juvenile justice reform in Kabul including the establishment of a Juvenile Closed Rehabilitation Centre. Cost: US\$ 2,292,100. Funding requirements: US\$ 1,258,200.
2. By end of 2007 to have completed the prison system reform in Kabul including the refurbishment of detention centres and establishment of a Women Prison/Detention Centre. Cost: US\$ 2,592,800. Funding requirements: US\$ 1,613,800.
3. By end of 2007 to have finalized the criminal law and criminal justice capacity building in support of Justice institutions including the establishment of Justice Support centres in selected provinces. Cost: US\$ 3,183,550. Funding requirements: US\$ 354,721.

4. By end of 2007 to have developed through a pilot project post-release opportunities for women and girl prisoners. Cost: US\$ 372,200. No funding requirements.
5. By end of 2008 to have expanded the prison system reform to the provinces and rehabilitated/constructed prison facilities in selected provinces. Cost: US\$ 10,000,500. Funding requirements: US\$ 4,454,538.
6. By end of 2009 to have pursued the reform of the juvenile justice system – extension to the provinces. Cost: US\$ 2,118,000. Funding requirements: US\$ 2,118,000.
7. By end of 2010 to have pursued the extension of the penitentiary reform to new identified provinces, including the assistance in training of prison personnel and rehabilitation/construction of detention/prison facilities, for female and male inmates. Cost: US\$ 15,000,000. Funding requirements: US\$ 15,000,000.
8. By end of 2010 to have assisted and provided advisory services for the review and amendment of current criminal law provisions. Cost: US\$ 200,000. Funding requirements: US\$ 200,000.

Achievement Indicators:

- 1- Improvement of the conditions of prisoners (above 2,000) in selected prisons and detention centres in respects for human rights and related international minimum UN standards.
- 2- Measurable increased number of trained prison wardens, social workers, and criminal justice practitioners.
- 3- Special correctional and rehabilitative facilities and programmes are available in selected provinces for women and juveniles in conflict with law, including demand reduction programs.
- 4- Prison administration system capacity is expanded to provinces and provides and guarantees proper living conditions and rights for prisoners.
- 5- Review of legislation in the criminal justice area within Afghanistan Compact.
- 6- Assessment reports on crime are available, and potential assistance areas/measures and partners for UNODC identified.

Total budget requirements for Contribution 8:	US\$ 35,762,900
Shortfall	US\$ 25,000,009

□ Compact: Coordination and monitoring [...] It will ensure greater coherence of efforts by the Afghan Government and international community to implement the Compact and provide regular and timely public reports on its execution.

~ 9) UNODC Contribution to above Compact objective:

An evidence-base system established for both the drug control and crime prevention sectors.

UNODC assisted the Ministry of Counter Narcotics to strengthen the survey capacity in the counter narcotics field. On an annual basis the opium poppy cultivation survey is conducted, support in the setting-up and running of a database on donor assistance in the Alternative Livelihood sector is provided and a nation wide survey on drug use was conducted. Up-dating the data collected and the collection of additional data and information in the field of economic impact of trading and trafficking in drugs is a requirement.

In order to pursue a balanced drug control and crime prevention approach, UNODC has started an assessment on crime threats and criminal justice in view of further assisting the Government institutions to develop data collection and survey capacity in the crime prevention sector.

The Justice permanent institutions will play a fundamental role for the data collection and setting-up of the crime prevention evidence-base system. The establishment of a monitoring

instrument on crime related issues is essential for appropriate responses to the criminal justice reform process and for further security assessments for Afghanistan. In addition, these monitoring activities will constitute the basis for supporting the GoA to establish a comprehensive criminal filing system within the Ministry of Justice. This criminal filing system will contain updated and general information on criminal charges, status of the criminal proceedings, execution of courts' decisions and any other relevant data.

Operational Targets:

1. By end of 2006 to have completed the organized crime threat assessment report, and the study on the informal banking system on national/international monetary transfer (*Havala*). Costs: US\$ 60,000. Funding requirements; US\$ 60,000.
2. By end of 2010 to have completed a crime and criminal justice response assessment which outlines quantitative and qualitative analysis. Costs: US\$ 987,500. Funding requirements: US\$ 987,500.
3. By end of 2010 to have completed the Annual Opium Poppy Surveys, Rapid Assessment Surveys on poppy cultivation trends, Monitoring of Eradication reports, bi-annual Drug Use Surveys, and improved the survey capacity of the Ministry of Counter Narcotics. Costs: US\$ 8,600,000. Funding requirements: US\$ 5,000,000.
4. By end of 2010 to have developed the structure of a comprehensive monitoring mechanism on crime related issues to strengthen the monitoring and survey capability of the Ministry of Justice and other relevant institutions. Costs: US\$ 7,000,000. Funding requirements: US\$ 7,000,000.

Achievement Indicators:

- 1- Publication of annual opium poppy reports, publication of national survey on drug use prevalence, and eradication monitoring.
- 2- National counterparts have know-how and expertise to carry out survey, monitor eradication and drug abuse.
- 3- Supportive research on economic aspects of the drug trafficking impact is available.
- 4- Report on crime types, trends, features, criminal justice system response, including statistics and qualitative information are available and are used for national justice sector policies.
- 5- National databases (opium poppy cultivation and eradication, prisons, crime trends, etc.) are developed within concerned ministries for crime related statistics and instrumental for governmental sector policy formulation.
- 6- Monitoring mechanisms on crime are established and operating in Ministry of Justice and facilitate operational efficiency, planning and cooperation with relevant institutions and partners.

Total budget requirements for Contribution 9:	US\$ 16,647,500
Shortfall	US\$ 13,047,500

IV - Field Office Afghanistan Programme 2006-2010

Targets	Budget [US \$]		Shortfall [US \$]	Them. Sector ⁸
	Ongoing	Pipeline		
1. Compact (Benchmark 1.5.1): Government will strengthen its law enforcement capacity at both central and provincial levels				
AFG/I87 - Strengthening Provincial Capacity for Drug Control	-	2,264,600	1,140,544	SL
AFG/XXX – Phase II Provincial Capacity for Drug Control (MCN)	-	2,600,000	2,600,000	SL
SUB TOTAL:		4,864,600	3,740,544	
2. Compact (Benchmark 1.5.2): Government and neighbouring and regional governments will work together to increase coordination and mutual sharing of intelligence				
AFG/H16 - Strengthening Afghan-Iran drug border control and cross border coop. (SAID)	4,289,000	-	347,648	CNE
AFG/I85 - Regional cooperation in Precursor Control between Afghanistan and neighbouring countries	2,499,500	-	854,395	CNE, LSS
AFG/XXX – Border control project	-	4,000,000	4,000,000	CNE
SUB TOTAL:	6,788,500	4,000,000	5,202,043	
3. Compact (Benchmark 2.9): Government will increase the number of arrests and prosecutions of traffickers and corrupt officials				
AFG/G38 - Strengthening of Counter Narcotics Law Enforcement Capacities	3,443,900	-	0	CNE
AFG/H10 - Drug Law Enforcement – Interdiction Unit	2,531,200	-	29,700	CNE
AFG/U10 - Fast-track capacity building for functioning CN criminal justice system	3,764,800	-	-	CNE
AFG/I77 - Support for a Counter Narcotics Training Unit within the Afghan Police Academy and enhanced Counter Narcotics training skills and delivery	-	3,801,566	3,801,566	CNE
AFG/XXX - Counter Narcotics Capacity Building for CNPA in provinces	-	3,800,000	3,800,000	CNE
SUB TOTAL:	9,739,900	7,601,566	7,631,266	
4. Compact (Benchmark 6.3): Government will design and implement programmes to achieve a sustained annual reduction in the amount of land under poppy and other drug cultivation by strengthening and diversification of licit livelihoods				
AFG/G76 - Alternative development capacity building at national and regional level	1,307,800	-	7,800	SL
AFG/J09 - Support to rural entrepreneurship development for improved alternative livelihood – linking rural production with urban markets	-	2,417,692	2,417,692	SL
AFG/XXX – Alternative livelihood at national and regional level	-	2,300,000	2,300,000	SL
SUB TOTAL:	1,307,800	4,717,692	4,725,492	
5. Compact (Benchmark 7.7): Government will implement programmes to reduce the demand for narcotics and provide improved treatment for drug users.				
AFG/G68 - Capacity building for DDR in Badakhshan, Nangahar and Kandahar provinces	999,600	-	0	PTR
AFG/H87 - Drug Demand Reduction information, advice and training service for Afghan communities in refugee camps in Baluchistan and North West Frontier Province, Pakistan	499,500	-	0	PTR
AFG/XXX – DDR in Refugee camps (Peshawar)	-	650,000	650,000	PTR
AFG/J25 - Capacity building and community empowerment for drug demand reduction	-	4,995,500	4,995,500	
AFG/XXX - Comprehensive Prevention Programme	-	1,600,000	1,600,000	PTR
AFG/H09 - Capacity building for Demand Reduction in Afghanistan	1,721,700	-	91,092	PTR
AFG/XXX – Rapid Assessment Survey on target groups	-	600,000	600,000	RTS, PTR
AFG/XXX - Rapid Assessment Survey in prison settings	-	1,500,000	1,500,000	RTS, PTR
AFG/XXX - Capacity building and community empowerment for DDR in Afghanistan	-	4,712,100	4,712,100	PTR
SUB TOTAL:	3,220,800	14,057,600	15,648,692	
6. Compact (Benchmark 2.2) UN Convention against Corruption ratified and effectively implemented				
AFG/R86 Support government anti-corruption measures	-	5,000,000	5,000,000	
SUB TOTAL:		5,000,000	5,000,000	
7. Compact (Benchmark 2.7.1): The legal framework required under the constitution				
AFG/I96 - Capacity building for treaty compliance in Afghanistan	-	425,300	425,300	LAS
AFG/S54 - Measures to prevent and combat human trafficking	-	498,900	498,900	AHT
AFG/XXX – Counter-Terrorism and Anti-Money Laundering	-	500,000	500,000	TP, AML
AFG/XXX – Legal Assistance in Extradition and MLA	-	200,000	200,000	LAS, NW
SUB TOTAL:		2,123,100	2,123,100	
8. Compact (Benchmark 2.7.2 to 2.7.4): Functioning institutions of justice will be fully operational in each province of Afghanistan				
AFG/R40 - Reform of the juvenile system in Afghanistan	2,292,100	-	1,258,200	CJR
AFG/R41 - Reform of the penitentiary system in Afghanistan	2,595,800	-	1,613,800	CJR
AFG/R42 - Criminal law and criminal justice capacity building in Afghanistan	3,183,550	-	354,721	CJR, LAS
AFG/S47 - Developing post-release opportunities for women and girls prisoners	-	372,200	0	CJR
AFG/R87 - Prison system reform in Afghanistan - extension to the provinces	10,000,500	-	4,454,538	CJR
AFG/S51 - Reform of the juvenile system - extension to the provinces	-	2,118,750	2,118,750	CJR
AFG/XXX – Penal reform	-	15,000,000	15,000,000	CJR, NW
AFG/XXX – Criminal Law Review	-	200,000	200,000	CJR, LAS
SUB TOTAL:	18,071,950	17,690,950	25,000,009	
9. Compact: Coordination and monitoring				
AFG/XXX – Organized Crime threat assessment (havalah)	-	60,000	60,000	RTS, AOC
AFG/XXX – Crime Assessment and Crime response Analysis	-	987,500	987,500	RTS, CJR
AFG/F98 - Monitoring of Opium Production in Afghanistan	8,600,000	-	5,000,000	RTS
AFG/XXX - Monitoring instruments on crime at MoJ and others	-	7,000,000	7,000,000	RTS, CJR
SUB-TOTAL:	8,600,000	8,047,500	13,047,500	
TOTAL	47,728,950	63,103,008	77,118,646	
GRAND TOTAL	106,831,958			
FUNDED	29,713,312			
UNFUNDED	77,118,646			

⁸ Thematic areas: Advocacy; Anti Human Trafficking; Anti Organized Crime; Criminal Justice Reform; Information Technology; Anti Corruption; Legal Advisory Services; Prevention Treatment and Rehabilitation; Sustainable Livelihoods; Anti Money Laundering; Counter Narcotics Enforcement; HIV AIDS; Laboratory and Scientific Services; Normative Work; Research and Trend Analysis - Illicit Drugs and Crime; Research and Trend Analysis - Illicit Crop Monitoring; Terrorism Prevention.

Annex 1

Afghanistan Compact (January 2006) High Level Benchmarks & Responsible Agencies

SECURITY		Duration	Responsible Agency
1.1	International Security Forces Through end-2010, with the support of and in close coordination with the Afghan Government, the NATO-led International Security Assistance Force (ISAF), Operation Enduring Freedom OEF) and their respective Provincial Reconstruction Teams (PRTs) will promote security and stability in all regions of Afghanistan, including by strengthening Afghan capabilities.	Five years	Ministry of Defense, NATO-ISAF, PRTs
1.2	Afghan National Army By end-2010: A nationally respected, professional, ethnically balanced Afghan National Army will be fully established that is democratically accountable, organized, trained and equipped to meet the security needs of the country and increasingly funded from Government revenue, commensurate with the nation's economic capacity; the international community will continue to support Afghanistan in expanding the ANA towards the ceiling of 70,000 personnel articulated in the Bonn talks; and the pace of expansion is to be adjusted on the basis of periodic joint quality assessments by the Afghan Government and the international community against agreed criteria which take into account prevailing conditions.	Five years	Ministry of Defense
1.3	Afghan National and Border Police By end-2010, a fully constituted, professional, functional and ethnically balanced Afghan National Police and Afghan Border Police with a combined force of up to 62,000 will be able to meet the security needs of the country effectively and will be increasingly fiscally sustainable.	Five years	Ministry of Interior
1.4	Disbandment of Illegal Armed Groups All illegal armed groups will be disbanded by end-2007 in all provinces.	Two years	Ministry of Defense, DDR/DIAG, Ministry of Interior
1.5.1	Counter-Narcotics By end-2010, the Government will strengthen its law enforcement capacity at both central and provincial levels, resulting in a substantial annual increase in the amount of drugs seized or destroyed and processing facilities dismantled, and in effective measures, including targeted eradication as appropriate, that contribute to the elimination of poppy cultivation.	Five years	Ministry of Counter Narcotics, Ministry of Interior
1.5.2	By end-2010, the Government and neighbouring and regional governments will work together to increase coordination and mutual sharing of intelligence, with the goal of an increase in the seizure and destruction of drugs being smuggled across Afghanistan's borders and effective action against drug traffickers.	Five years	Ministry of Counter Narcotics, Ministry of Interior
1.6	MineAction and Ammunition By end-2010, in line with Afghanistan's Millennium Development Goals (MDGs) and Afghanistan's Ottawa Convention obligations, the land area contaminated by mines and unexploded ordnance will be reduced by 70%; all stockpiled anti-personnel mines will be located and destroyed by end-2007; and by end-2010, all unsafe, unserviceable and surplus ammunition will be destroyed.	Five years	Ministry of Foreign Affairs
GOVERNANCE, RULE OF LAW AND HUMAN RIGHTS			

2.1.1	Public Administrative Reform	By end-2010: Government machinery (including the number of ministries) will be restructured and rationalised to ensure a fiscally sustainable public administration; the civil service commission will be strengthened; and civil service functions will be reformed to reflect core functions and responsibilities	Five years	Civil Service Commission, Line Ministries
2.1.2		A clear and transparent national appointments mechanism will be established within 6 months, applied within 12 months and fully implemented within 24 months for all senior level appointments judiciary, as well as for provincial governors, chiefs of to the central government and the police, district administrators and provincial heads of security.	Two years	Civil Service Commission
2.1.3		By end-2006 a review of the number of administrative units and their boundaries will be undertaken with the aim of contributing to fiscal sustainability.	One year	Civil Service Commission
2.1.4		By end-2010, in furtherance of the work of the civil service commission, merit-based appointments, vetting procedures and performance-based reviews will be undertaken for civil service positions at all levels of government, including central government, the judiciary and police, and requisite support will be provided to build the capacity of the civil service to function effectively. Annual performance-based reviews will be undertaken for all senior staff (grade 2 and above) starting by end-2007.	Five years	Civil Service Commission
2.2	Anti-Corruption	The UN Convention against Corruption will be ratified by end-2006, national legislation adapted accordingly by end-2007 and a monitoring mechanism to oversee implementation will be in place by end-2008.	Three years	Anti-Corruption Office, Civil Service Commission
2.3.1	The Census and Statistics	The census enumeration will be completed by end-2008 and the complete results published	Three years	Central Statistics Office
2.3.2		Reliable statistical baselines will be established for all quantitative benchmarks by mid-2007 and statistical capacity built to track progress against them.	One and a half years	Central Statistics Office
2.4	National Assembly	The National Assembly will be provided with technical and administrative support by mid-2006 to fulfil effectively its constitutionally mandated roles.	Six months	Ministry of National Assembly
2.5	Elections	The Afghanistan Independent Electoral Commission will have the high integrity, capacity and resources to undertake elections in an increasingly fiscally sustainable manner by end-2008, with the Government of Afghanistan contributing to the extent possible to the cost of future elections from its own resources. A permanent civil and voter registry with a single national identity document will be established by end-2009.	Four years	Independent Election Commission
2.6	Gender	By end-2010: the National Action Plan for Women in Afghanistan will be fully implemented; and, in line with Afghanistan's MDGs, female participation in all Afghan governance institutions, including elected and appointed bodies and the civil service, will be strengthened.	Five years	Ministry of Women Affairs
2.7.1	Rule of Law	By end-2010, the legal framework required under the constitution, including civil, criminal and commercial law, will be put in place, distributed to all judicial and legislative institutions and made available to the public.	Five years	Ministry of Justice
2.7.2		By end-2010, functioning institutions of justice will be fully operational in each province of Afghanistan, and the average time to resolve contract disputes will be reduced as much as possible.	Five years	Ministry of Justice

2.7.3	A review and reform of oversight procedures relating to corruption, lack of due process and miscarriage of justice will be initiated by end-2006 and fully implemented by end-2010; by end-2010, reforms will strengthen the professionalism, credibility and integrity of key institutions of the justice system (the Ministry of Justice, the Judiciary, the Attorney-General's office, the Ministry of Interior and the National Directorate of Security).	Five years	Ministry of Justice
2.7.4	By end-2010, justice infrastructure will be rehabilitated; and prisons will have separate facilities for women and juveniles.	Five years	Ministry of Justice
2.8	LandRegistration A process for registration of land in all administrative units and the registration of titles will be started for all major urban areas by end-2006 and all other areas by end-2008. A fair system for settlement of land disputes will be in place by end-2007. Registration for rural land will be under way by end-2007.	Three years	Ministry of Justice
2.9	Counter-Narcotics By end-2010, the Government will increase the number of arrests and prosecutions of traffickers and corrupt officials and will improve its information base concerning those involved in the drugs trade, with a view to enhancing the selection system for national and sub national public appointments, as part of the appointments mechanism mentioned earlier in this annex.	Five years	Ministry of Counter Narcotics, Ministry of Interior, Ministry of Justice, Supreme Court
2.10.1	HumanRights By end-2010: The Government's capacity to comply with and report on its human rights treaty obligations will be strengthened; Government security and law enforcement agencies will adopt corrective measures including codes of conduct and procedures aimed at preventing arbitrary arrest and detention, torture, extortion and illegal expropriation of property with a view to the elimination of these practices; the exercise of freedom of expression, including freedom of media, will be strengthened; human rights awareness will be included in education curricula and promoted among legislators, judicial personnel and other Government agencies, communities and the public; human rights monitoring will be carried out by the Government and independently by the Afghan Independent Human Rights Commission (AIHRC), and the UN will track the effectiveness of measures aimed at the protection of human rights; the AIHRC will be supported in the fulfilment of its objectives with regard to monitoring, investigation, protection and promotion of human rights.	Five years	AIHRC, Ministry of Justice, Line Ministries
2.10.2	The implementation of the Action Plan on Peace, Justice and Reconciliation will be completed by end-2008.	Three years	Human Rights Commission, Ministry of Justice

ECONOMIC AND SOCIAL DEVELOPMENT

INFRASTRUCTURE AND NATURAL RESOURCES

3.1	Roads Afghanistan will have a fully upgraded and maintained ring road, as well as roads connecting the ring road to neighbouring countries by end-2008 and a fiscally sustainable system for road maintenance by end-2007.	Three years	Ministry of Public Works, Ministry of Transport
3.2	Air Transport By end-2010: Kabul International Airport and Herat Airport will achieve full International Civil Aviation Organisation compliance; Mazar-i-Sharif, Jalalabad and Kandahar will be upgraded with runway repairs, air navigation, fire and rescue and communications equipment; seven other domestic airports will be upgraded to facilitate domestic air transportation; and air transport services and costs will be increasingly competitive with international market standards and rates.	Five years	Ministry of Transport

3.3	Energy By end-2010: electricity will reach at least 65% of households and 90% of non-residential establishments in major urban areas and at least 25% of households in rural areas; at least 75% of the costs will be recovered from users connected to the national power grid. A strategy for the development and the use of renewable energies will be developed by end-2007.	Five years	Ministry Energy and Water
3.4	Mining and Natural Resources An enabling regulatory environment for profitable extraction of Afghanistan's mineral and natural resources will be created by end-2006, and by end-2010 the investment environment and infrastructure will be enhanced in order to attract domestic and foreign direct investment in this area.	Five years	Ministry of Mines and Industries
3.5	Water Resource Management Sustainable water resource management strategies and plans covering irrigation and drinking water supply will be developed by end-2006, and irrigation investments will result in at least 30% of water coming from large waterworks by end-2010.	Five years	Ministry of Energy and Water
3.6	Urban Development By end-2010: Municipal governments will have strengthened capacity to manage urban development and to ensure that municipal services are delivered effectively, efficiently and transparently; in line with Afghanistan's MDGs, investment in water supply and sanitation will ensure that 50% of households in Kabul and 30% of households in other major urban areas will have access to piped water.	Five years	Ministry of Urban Development and Housing, Kabul Municipality
3.7	Environment In line with Afghanistan's MDGs, environmental regulatory frameworks and management services will be established for the protection of air and water quality, waste management and pollution control, and natural resource policies will be developed and implementation started at all levels of government as well as the community level, by end-2007.	Two years	National Environment Protection Agency

EDUCATION

4.1	Primary and Secondary Education By end-2010: in line with Afghanistan's MDGs, net enrolment in primary school for girls and boys will be at least 60% and 75% respectively; a new curriculum will be operational in all secondary schools; female teachers will be increased by 50%; 70% of Afghanistan's teachers will have passed a competency test; and a system for assessing learning achievement such as a national testing system for students will be in place.	Five years	Ministry of Education
4.2	Higher Education By end 2010: enrolment of students to universities will be 100,000 with at least 35% female students; and the curriculum in Afghanistan's public universities will be revised to meet the development needs of the country and private sector growth.	Five years	Ministry of Higher Education
4.3	Skills Development A human resource study will be completed by end-2006, and 150,000 men and women will be trained in marketable skills through public and private means by end-2010.	Five years	Ministry of Labor and Social Affairs
4.4	Afghan Cultural Heritage A comprehensive inventory of Afghan cultural treasures will be compiled by end-2007. Measures will be taken to revive the Afghan cultural heritage, to stop the illegal removal of cultural material and to restore damaged monuments and artefacts by end-2010.	Five years	Ministry of Information, Culture and Tourism

HEALTH

5.1	Health and Nutrition	By end-2010, in line with Afghanistan's MDGs, the Basic Package of Health Services will be extended to cover at least 90% of the population; maternal mortality will be reduced by 15%; and full immunisation coverage for infants under-5 for vaccine-preventable diseases will be achieved and their mortality rates reduced by 20%.	Five years	Ministry of Public Health
AGRICULTURE AND RURAL DEVELOPMENT				
6.1	Agriculture and Livestock	By end-2010: The necessary institutional, regulatory and incentive framework to increase production and productivity will be established to create an enabling environment for legal agriculture and agriculture-based rural industries, and public investment in agriculture will increase by 30 percent; particular consideration will be given to perennial horticulture, animal health and food security by instituting specialised support agencies and financial service delivery mechanisms, supporting farmers' associations, branding national products, disseminating timely price and weather-related information and statistics, providing strategic research and technical assistance and securing access to irrigation and water management systems.	Five years	Ministry of Agriculture and Food
6.2	Comprehensive Rural Development	By end-2010: Rural development will be enhanced comprehensively for the benefit of 19 million people in over 38,000 villages; this will be achieved through the election of at least a further 14,000 voluntary community development councils in all remaining villages, promoting local governance and community empowerment; access to safe drinking water will be extended to 90% of villages and sanitation to 50%; road connectivity will reach 40% of all villages, increasing access to markets, employment and social services; 47% of villages will benefit from small-scale irrigation; 800,000 households (22% of all Afghanistan's households) will benefit from improved access to financial services; and livelihoods of at least 15% of the rural population will be supported through the provision of 91 million labour days.	Five years	Ministry of Rural Rehabilitation and Development
6.3	Counter-Narcotics	By end-2010, the Government will design and implement programmes to achieve a sustained annual reduction in the amount of land under poppy and other drug cultivation by the strengthening and diversification of licit livelihoods and other counter-narcotics measures, as part of the overall goal of a decrease in the absolute and relative size of the drug economy in line with the Government's MDG target.	Five years	Ministry of Rural Rehabilitation and Development, Ministry of Counter Narcotics and Ministry of Agriculture, Animal Husbandry & Food
SOCIAL PROTECTION				
7.1	Poverty Reduction	By end-2010, in line with Afghanistan's MDGs, the proportion of people living on less than US\$1 a day will decrease by 3% per year and the proportion of people who suffer from hunger will decrease by 5% per year.	Five years	
7.2	Humanitarian and Disaster Response	By end-2010, an effective system of disaster preparedness and response will be in place.	Five years	Office for Disaster Preparedness
7.3	Disabled	By end-2010, increased assistance will be provided to meet the special needs of all disabled people, including their integration in society through opportunities for education and gainful employment.	Five years	Ministry of Martyrs and Disabled
7.4	Employment of Youth and Demobilised Soldiers	By end-2010, employment opportunities for youth and demobilised soldiers will be increased through special programmes.	Five years	Ministry of Youth

7.5	Refugees and IDPs By end-2010, all refugees opting to return and internally displaced persons will be provided assistance for rehabilitation and integration in their local communities; their integration will be supported by national development programmes, particularly in key areas of return.	Five years	Ministry of Refugees and Returnees
7.6	Vulnerable Women By end-2010, the number of female-headed households that are chronically poor will be reduced by 20%, and their employment rates will be increased by 20%.	Five years	Ministry of Women Affairs
7.7	Counter-Narcotics By end-2010, the Government will implement programmes to reduce the demand for narcotics and provide improved treatment for drug users.	Five years	Ministry of Counter Narcotics, Ministry of public health

ECONOMIC GOVERNANCE AND PRIVATE SECTOR DEVELOPMENT

8.1	Financial Management By end-2007, the Government will ensure improved transparent financial management at the central and provincial levels through establishing and meeting benchmarks for financial management agreed with and monitored by the international community, including those in the anticipated Poverty Reduction Growth Facility (PRGF). In turn, and in line with improved government accountability, donors will make more effort to increase the share of total external assistance to Afghanistan that goes to the core budget.	Two years	Ministry of Finance
8.2	Domestic Revenues Afghanistan's total domestic budgetary revenue equivalent to 4.5% of estimated legal GDP in 1383 (2004/05) will steadily increase and reach 8% of GDP by 1389 (2010/11). The ratio of revenue to estimated total recurrent expenditures, including estimated recurrent expenditures in the core and external development budgets, is projected to rise from 28% in 1383 (2004/05) to an estimated 58% in 1389, resulting in a continuing need, in accord with the principles in Annex II, for (1) external assistance to the core budget and (2) increasing cost-effectiveness of assistance that funds recurrent expenditure through the external development budget.	Five years	Ministry of Finance
8.3	Private Sector Development and Trade All legislation, regulations and procedures related to investment will be simplified and harmonised by end-2006 and implemented by end-2007. New business organisation laws will be tabled in the National Assembly by end-2006. The Government's strategy for divestment of state-owned enterprises will be implemented by end-2009.	Multiple durations: One year, two years, Four years	Ministry of Commerce
8.4	Financial Services and Markets Internationally accepted prudential regulations will be developed for all core sectors of banking and non-bank financial institutions by end-2007. The banking supervision function of Da Afghanistan Bank will be further strengthened by end-2007. Re-structuring of state-owned commercial banks will be complete by end-2007. State-owned banks that have not been relicensed will be liquidated by end-2006.	Two years	Ministry of Finance, Da Afghanistan Bank
8.5	Regional Cooperation By end-2010: Afghanistan and its neighbours will achieve lower transit times through Afghanistan by means of cooperative border management and other multilateral or bilateral trade and transit agreements; Afghanistan will increase the amount of electricity available through bilateral power purchase; and Afghanistan, its neighbours and countries in the region will reach agreements to enable Afghanistan to import skilled labour, and to enable Afghans to seek work in the region and send remittances home.	Five years	Ministry of Foreign Affairs

Annex 2 - National Drug Control Strategy (summary)

The National Drug Control Strategy by the Government of Afghanistan “sets one over-arching objective for the Government, which is: To secure a sustainable decrease in cultivation, production, trafficking and consumption of illicit drugs with a view to complete and sustainable elimination.” (NDCS, Jan. 2006). This will be implemented through:

- (1) *institution building*: strengthening state institutions both at the centre and in the provinces;
- (2) *law enforcement*: disrupting the drugs trade by targeting traffickers and their backers and eliminating the basis for the trade;
- (3) *alternative livelihoods*: strengthening and diversifying legal rural livelihoods, that free farmers and other rural works from dependence on opium cultivation and encourage growth of the licit economy;
- (4) *drug demand reduction*: reducing the demand for illicit drugs and providing treatment of drug users;
- (5) *judicial reform*: establishing an effective criminal justice system that can support drug law enforcement;
- (6) *eradication*: carrying out targeted ground-based eradication, where legal livelihoods exist, providing a credible threat of eradication;
- (7) *public awareness*: informing, educating and spreading information of the harms of illicit cultivation, trafficking and abuse of narcotics;
- (8) *regional and international cooperation*: improving cooperation with neighbouring countries and the international community, to disrupt the flow of illicit drugs and precursor chemicals across borders.

The priorities and objectives of the NDCS are in line with the benchmarks in the Afghanistan Compact (Jan. 2006), to be implemented through the Afghan National Development Strategy.

Annex 3 – Regional Strategy for Central and West Asia

Introduction

Despite UNODC's long-time presence in Afghanistan and the region, a much larger quantity of opium is now processed compared to the situation 10 years ago.ⁱ Many parts of Afghanistan's 5,000 km border are difficult to control and drug trafficking and other illicit cross-border activities are rife. Law enforcement agencies in Afghanistan and neighboring countries are institutionally weak, short of resources, or otherwise unable to stem the flow of opiates. The drug flow feeds crime and corruption and provides an important factor to political instability and erosion of democratic values.

This reality is a humbling factor for UNODC and there is growing recognition that activities in the region are to benefit from articulation of a strategic orientation based on a holistic regional perspective.ⁱⁱ Many of the problems in the region cannot be addressed by countries in isolation but would benefit from joint operations, and strategic and operational cross border consultation.

An illustration to the point is the current failure of precursor chemical control. UNODC estimates that 72% of the opium produced in Afghanistan are converted to heroin within the country, requiring 10,000 tones of chemicals including 1,000 tones of acetic anhydride. The vast bulk of these precursor chemicals are imported from as far away as Western and Eastern Europe, Russia, China and the Gulf States. In such context, national precursor chemical control interventions are doomed to fail if no coherence is sought at an inter-regional level and within the wider framework of analogue initiatives related to border management.

The recent adoption of the "Afghanistan Compact: Building on Success"ⁱⁱⁱ which outlines the priorities and goals for Afghanistan over the next five year period mutually agreed between the international community and the Afghan government, presents an opportune moment for UNODC to design a strategy in a proactive manner, fitting into larger agreements and consensus framework that make partnership and synergy with others more feasible.

UNODC is ideally placed to lead a regional approach through its network of field offices and its ability to promote regional frameworks and deliver comprehensive packages. Through its regional overview UNODC has the ability to guide host countries and donor agencies with the development of regional and national strategies, which would be key not only to the better results of our assistance on the ground but also in attaining continuous and expanding donor support to our activities.

Donors expressed that when selecting to work through UNODC in providing assistance to a given country (as opposed to channeling assistance through bilateral mechanisms), one of the key considerations is the value added by UNODC due to its position in being able to plan and implement projects mindful of the wider and inter-related regional context.

However, the intensive operational workload makes it difficult for field offices to identify, develop and operationalize inter-related activities beyond ad-hoc initiatives of exchanging best practices, within a coherent strategy. The facilitation of a regional strategy is considered an essential role of the Europe, West and Central Asia Section (EWCAS, Partnership Development Branch, Department of Operations). To this end a Regional Strategising Meeting was held in Dubai, April 2006. This paper reflects the architecture of the regional strategy for Central and West Asia of UNODC as developed during the meeting.

B. Design of the Regional Strategy

The regional strategy adheres to four principles:

- (1) Adding value to the field office strategies/programmes. Regional priorities are selected on basis of 'adding value' to national activities beyond sharing 'best practices'. The latter should be an automatism for which no specific regional efforts are required.^{iv}
- (2) Ownership within the field offices. In the case of Central and West Asia, each field office will serve as focal-point and active promoter of at least one regional priority. As such the field offices remain the principal conductors of the regional strategy.
- (3) Congruence with Country Strategies, SPFs, UNODC Vision and Donor Strategies. Early consultation with headquarters, government, donors and other principal players can avoid undue pressures at the later implementation stage and serve as a reality-check about support, ownership, potential impact and funding.
- (4) Low administrative cost with the five Strategic Programme Frameworks (SPF) in the region remaining the main vehicle for programme planning and delivery, both at the national and regional level. Benchmarks and indicators against which the regional strategy can be monitored are to be included in the respective SPFs. No separate regional document and ditto approval process is required.

Adding value to the field office strategies/programmes

For each of the field offices operational in West and Central Asia counter drug trafficking receives the main focus, corresponding to what is perceived the main threat in the region.^v

Nonetheless, reality strongly suggests that strategies developed at field level through the SPFs may be pertinent but insufficient to deal with the complexity of the drug and crime problems in the region. The control of precursor chemicals is an excellent illustration demanding cohesion between the different activities and players beyond borders. Based on an analysis of the main issues affecting the region and the strengths and weaknesses of UNODC as an organisation the following six (6) regional strategic objectives were identified:^{vi}

Strategic objective 1 - Coordination

- Mechanisms in place (e.g. Paris Pact)
- Trend analysis and monitoring
- Linking with and drawing on field experiences
- Joint programme development between field offices, donors, Govt through SPF

Strategic objective 2 - Mutual Legal Assistance

- Enable individual countries to sign and ratify TOC, CAC and AT
- Support implementation of provisions of above treaties
- Focus operations on 1988 and TO Conventions: extradition, asset forfeiture, controlled delivery, anti-money laundering

Strategic objective 3 - Information/Intelligence Collection, Analysis and Exchange

- Development of national capacity
- Development of exchange mechanisms e.g. CARICC
- Promotion of intelligence led joint operations

Strategic objective 4 - Precursor Chemicals Control

- National assessments – capacity, laws and regulations, substances
- Anti-trafficking measures
- Anti-diversion measures
- Coherence regional operations/support to regional/international law enforcement operations (e.g. Project “Cohesion”, INCB, “Tamerlane”)

Strategic objective 5 - Border Management

- Strengthen national capacity at the identified priority areas (through Paris Pact)
- Coordination with existing mechanisms such as WCO, ADB, WB, EC/BOMCA, OSCE, ESCAP and other
- Stimulate cross-border cooperation (BLOs, joint/parallel patrols, joint border posts)
- Initiate specialised operations such as the Container Project, reviewing ATTA, profiling of border operations

Strategic objective 6 - Scale up services for Demand Reduction / HIV&AIDS

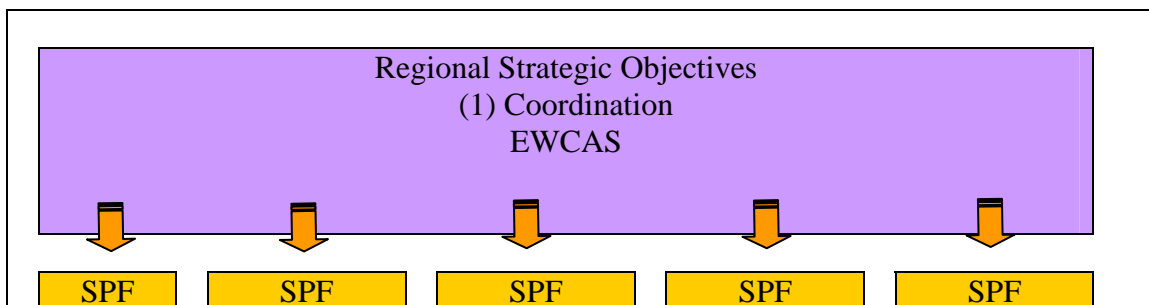
- Development national capacity for prevention, treatment and rehabilitation, prevention Hiv/Aids
- Scale up engagement of NGOs/civil society
- Develop network of local experts to facilitate exchange of best practices and promote international standards
- Utilise local expertise across the region

Ownership within the field offices

Every field office will take the lead with regard to at least one regional priority. The designated field office coordinates, supports and monitors activities across the region for the regional priority for which it assumes responsibility. Overall coordination and monitoring of the regional strategy is situated within the regional section, EWCAS/PDB.^{vii}

The regional component for a thematic priority is to be included in the SPF of the lead office. The SPF of each individual field office remains thus the main driving instrument not only at the national level, but equally what concerns the regional priority they are in charge off. Regional objective, targets and benchmarks/ indicators are included within the respective SPFs. EWCAS/PDB, responsible for the overall regional coordination and monitoring, will do the same within its workplan.

Box One – Architecture Regional Strategy West and Central Asia (2007-2010):
(Indicating regional responsibilities for each of the regional strategic objectives):



COAFG	COIRA (5) Border Management Regional Benchmarks/ Indicators	COPAK (4) Precursor Control Regional Benchmarks/ Indicators	ROCA (2) Mutual Legal Assistance (3) Info/ Intel Collection Regional Benchmarks/ Indicators	RORB (6) Demand Reduction (Hiv/Aids) Regional Benchmarks/ Indicators
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The SPFs of the field offices will be shared regionally, through EWCAS, to ensure a holistic and coherent approach, with gaps identified and opportunities for regional solutions acted upon.

Congruence with Country Strategies, SPFs, UNODC Vision and Donor Strategies

From a country perspective, the most influential strategy is the one defined by the host country, setting national priorities and parameters in which UNODC field offices are allowed to operate.^{viii} From an organizational perspective, the principal strategy is its

own, *in casu* the UNODC global strategy currently under formulation. It is not uncommon that UNODC, within its global mandate, advocates themes and develops programmes not or not yet prioritized by governments in countries we operate.

The SPF, closely consulted with the principal stakeholders inside and outside, should ideally bridge both the organization's and the host country's strategies. It also needs to embrace the interests existing at regional and global levels. The reality, in which UNODC formulates a field strategy and operates its ensuing activities, is thus complex.

One current frustration of field offices is not feeling sufficiently or timely supported by substantive units at headquarters level, despite having the SPF's approved through the appropriate mechanisms within the house. Actually, as much as field offices are obliged to honour project workplans within a time and budget framework set, the same counts with most headquarters-based substantive units operating on external funding. The lack of global thematic strategies, embracing and guiding the global operations in one thematic area and thereby setting aside sufficient resources to support the field, causes a divide between field and headquarters. The SPF should, in principle, prevent this bureaucratic disconnect between operational workplans both at field and headquarters' levels.^{ix}

A well-functioning SPF exercise could also prevent another current hitch related to funding necessary to implement the strategy. With marginal core funding to its disposal, UNODC relies heavily on external financing to operationalize its SPFs. Indeed, strategic goals set forward can oftentimes not be implemented due to a lack of donor interest. In return, it is not uncommon that new activities are being developed outside the existing strategy due to a strong ad-hoc demand from specific donors or even headquarters exposed to similar pressures.^x

A third challenge relates to the lack of impact of the respective strategies and their ensuing programs. With a global budget of US\$160 million, UNODC is quantitatively speaking a minor player and not in a position to turn the crime and narco-situation in most countries around by itself. To acquire a conceivable and sustainable impact, any UNODC strategy has to fit within the wider agendas of partners.

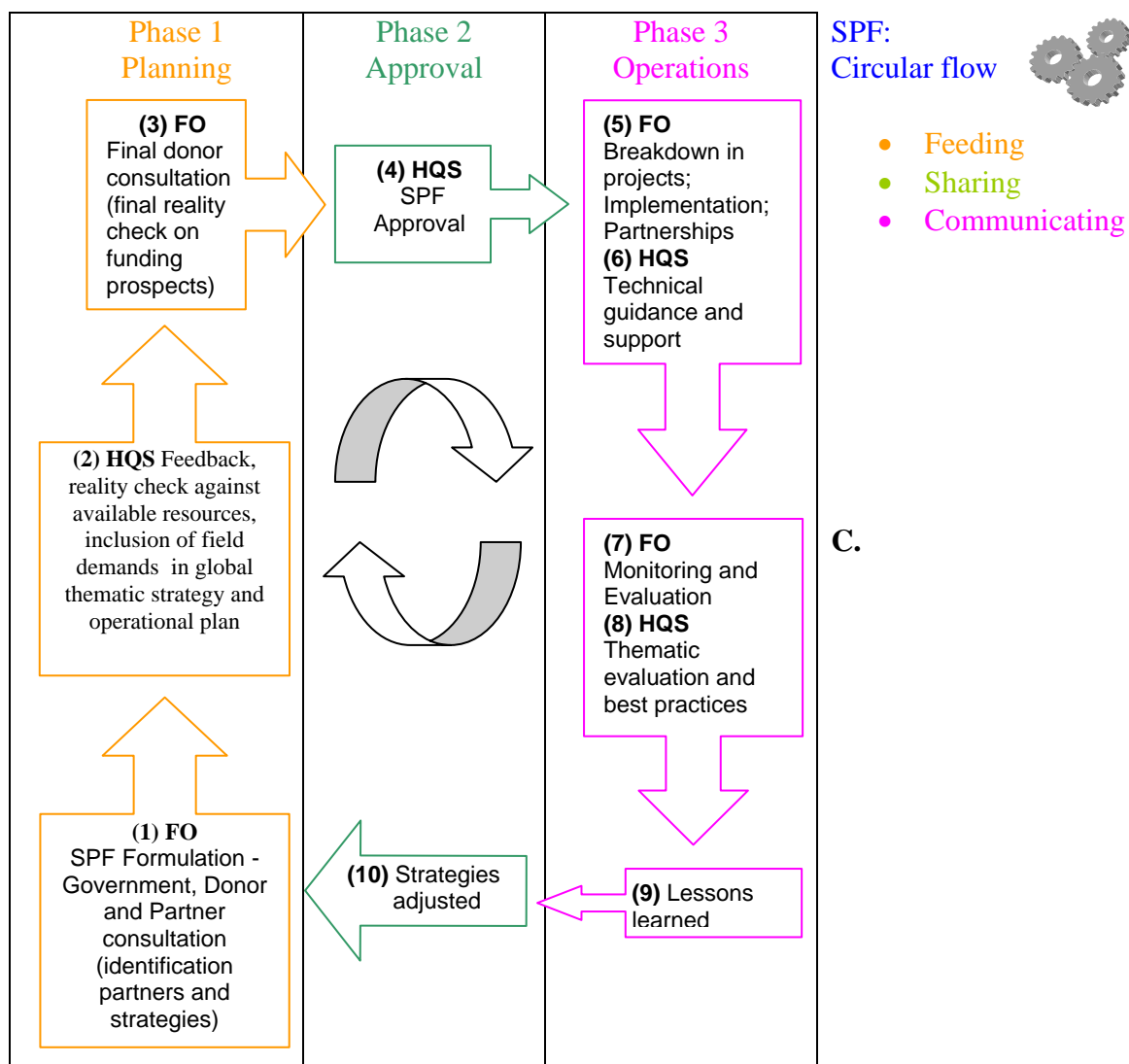
At its design, the SPF was considered the ideal mechanism to inspire communication and partnerships. Early consultation with government, donors and other principal players at the initial stages of the SPF development can avoid undue pressures at a later implementation stage and serve as a reality-check about ownership, potential impact and funding.^{xi}

II. Low administrative cost – a regional strategy with the SPF at its core

The regional strategy will, as far as is possible, involve no additional bureaucratic demands on field offices. The five Strategic Programme Frameworks (SPF) in the region remain the main vehicle for national programme planning and delivery, and now equally for the regional planning and delivery. Benchmarks and indicators against which the regional strategy can be monitored are to be included in the respective SPFs. No separate document and ditto approval process for the regional strategy is thus required.

This increases the importance given to SPFs, as a mechanism to stimulate the circular flow of information, pivotal in defining a global strategy, in extending support to field offices, in fostering a coherent UNODC delivery of assistance in a given region, and in establishing partnerships not only with donors but equally other implementing or funding partners at the field level.

Box two – Communication flow and the role of SPFs:



Once the draft finalized, substantive units at headquarters will not only have to provide feedback beyond editorial corrections, but equally undertake a reality-check with regard to the support they can provide and the priorities set globally. Beyond this, they need to adjust their thematic strategies and operational plans, integrate parts of the SPFs, and allowing the budgeting of supportive resources towards the field, in accordance with the global UNODC strategy.

Operational Targets of the Regional Strategic Objectives (2006-2010):

1. Coordination (focal-point EWCAS)

The Paris Pact project (GLO/I05) facilitates a consultative mechanism among all affected countries at expert and policy levels, and creates a supporting field-based computerized system for all donor assistance in the region, including detailed inventories of training and equipment provided and results achieved. Through this mechanism, assistance priorities and gaps can be jointly identified and reviewed, and policy level decisions affected on resource allocations and funding for priority needs. The project facilitates joint assessment and programming missions, expert networking in priority areas, and increasing trend analysis on supply and demand situation in key countries.

Based on the spring 2006 evaluation, a project extension will be undertaken by EWCAS, in consultation with all FOs, with focus on increased local and thematic trend analysis and research, expert networking across the various programs in the region, and priority project design.

Next to the Paris Pact initiative focused on law enforcement, coordination will be strengthened with the “Regional Centre for Drug Control and Organized Crime” under the Drug Control Coordinating Unit (DCCU), within the Economic Cooperation Organization’s (ECO) secretariat in Tehran.

EWCAS, supported by the thematic units of UNODC, will ensure a balanced approach between demand and supply reduction by monitoring progress made in the other regional priorities, in close consultation with the respective focal-point field offices, such as mutual legal assistance and demand reduction. Finally, EWCAS will lobby within the house to achieve utmost synergy between geographical (FOs) and thematic or substantive (HQS thematic/substantive units) expertise. Special emphasis is to be given to the drafting of thematic/substantive strategies thereby integrating elements of both national and regional importance.

Targets:

- SPFs available in each of the field offices (by end 2006).
- Paris Pact project extension approved and underway with funding by 2007;
- Paris Pact Round Tables and Policy Groups reach consensus on concrete and attainable measures (first quarter 2007);
- Coordination and Analysis Unit of the ROCA Tashkent office strengthened and CAUs established in other FOs with main focus on their respective regional priority areas (end 2007);
- The implementation of the Paris Pact recommendations is monitored through the Paris Pact Initiative and in close cooperation with the respective regional focal points (CAUs) and the thematic units based in Vienna, facilitated/ coordinated by EWCAS (by end 2007);
- Mechanisms to monitor progress in implementing other regional priorities such as demand reduction and mutual legal assistance are in place in close cooperation with the respective regional focal points (CAUs) and the thematic units based in Vienna, facilitated/coordinated by EWCAS (by end of 2007).
- Semi-annual UNODC analysis of assistance gaps (as of 2008);

- Support provided to “small” UNODC Field Offices for new project design (mid 2007);
- National, sub-regional, regional and international frameworks are in place to facilitate cooperation and coordination among drug control bodies (ongoing).
- Partnerships/effective working relationships with organizations and structures, such as Interpol, WCO, Europol, OSCE, CIS, CSTO, SCO, SECI Centre, Mini-Dublin groups, George Marshall Centre, and NATO. The role of regional organizations, such as the Economic Cooperation Organization (ECO) and its Drug Control Coordination Unit (DCCU), the Collective Security Treaty Organization (CSTO), the Central Asian Cooperation Organization (CACO), and the Shanghai Cooperation Organization (SCO), needs equally to be highlighted during the process (ongoing).

Achievement Indicators:

The regional strategy translated in operational benchmarks and projects, through the identification of needs, a broad consensus on these needs and concrete remedial action put in place. The achievement indicator is the ratio of recommendations versus ensuing concrete action. A ratio of 50% should be sought.

Resource Implications: (2007-2009):

Paris Pact (GLO/I05) US\$ 1.5 million for project personnel, staff and equipment for local CAUs, expert missions/meetings, and priority project development costs.

Resource implications for other regional priorities (demand reduction and mutual legal assistance) are referred to under the respective headers below.

2. Mutual Legal Assistance (focal-point ROCA)

All States who attended the Ministerial Conference on drug trafficking routes from Afghanistan "Paris 2 – Moscow 1" (Moscow, 26-28 June 2006) have ratified the 1988 United Nations Convention against illicit traffic in narcotic drugs and psychotropic substances, 43 of them have ratified the United Nations Convention against Trans-national Organized Crime but only 15 States have ratified the Convention against Corruption to date.

Although these international instruments are complete and adaptable, they are of no use to the States affected by Afghan heroin trafficking unless these States ratify them, transcribe them into their local domestic laws, effectively apply them – and then initiate and put into practice, on a day-to-day basis, the international cooperation they make possible.

Severe gaps are still existing in the cooperation on mutual assistance related to drug trafficking among key drug routes countries in 2006, and many States have expressed increasing interest in promoting and initiating effective regional judicial cooperation between Afghanistan and its neighbouring countries, in particular with regard to legal assistance, controlled deliveries, international arrest warrants, extradition and confiscation.

In a period in which criminals see globalization as a great opportunity, too often judges, prosecutors and police see their national borders as concrete walls that surround the States to encroach upon and confine their countervailing power and response. In view to reduce lack of harmony and misunderstanding between legal systems as to the substance, procedure or practice, and to strengthen judicial cooperation on drug routes, action should be taken

Priorities are the upgrading of drug related legislation in the region, in a concerted and harmonized manner allowing regional legal cooperation, through the elaboration and adoption of proper

legislation related to money laundering, financing of terrorism, confiscation of criminal assets, extradition and controlled delivery.

III. Targets:

- Signature and ratification of TOC, COC and AT legal instruments by all countries;
- Update existing national legislation and ensure regional harmonization thereof;
- Enabling laws and structures for regional judicial cooperation (extradition);
- Creation of judicial and operational mechanisms for joint operations against drugs and crime: controlled deliveries, joint investigations, confiscations, forfeiture and sharing of assets.

Achievement Indicators:

- Number of TOC, COC and AT legal instruments signed and ratified by countries (by end of 2009).
- Number of concrete mutual cooperation and extradition doubled (by end of 2008).
- Number of concrete joint operations/investigations against drugs and crime doubled (by end of 2008).

Resource Implications: (2007-2009):

The cost for regional and global activities (GLO/900, Central Asia and Russia) is estimated at US\$ 1.5 million. Details can be found in the respective Strategic Program Frameworks for requirements at national levels.

3. Information/Intelligence Collection, Analysis and Exchange (focal-point ROCA)

Cross-border cooperation and information/intelligence exchange mechanisms are developing in Central Asian countries, and exist between Tajikistan/Afghanistan, Afghanistan/Pakistan, and Afghanistan/Iran.

All existing national and regional mechanisms, however, are in their early development states and require further refinement to be fully effective at operational, tactical and strategic levels. The creation of CARICC ensures the more systematic collection, exchange and analysis of information to guide national and regional operations, and will help overcome the existing lack of cooperation among agencies at national levels. In this context also, it will be important to continue to build on the success of the RER/F23 project for Central Asia in order to solidify the groundwork for a successful CARICC.

As part of the regional strategy, the cooperation of all countries in the region with CARICC, including Pakistan and Iran, needs to be defined, as well as between CARICC and other regional/international institutions that operate in drug and crime areas, including ICPO-Interpol, Europol, WCO and the INCB-led precursor control work.

Targets:

- CARICC operational (by 2008);
- DLOs from other countries obtain and share information/data with CARICC (2008);
- Association Agreements exist with neighbouring countries and relevant organizations (2009);
- All countries have national drug/crime information/analysis systems in place (2009).

Achievement Indicators:

- Number of Intelligence-led and joint operations in the region tripled (by the end of 2009).
- Quality and quantity of Drugs/Crime Data available on national and regional levels
- Increase in number and results (dismantling trafficking networks, arrests, prosecutions) of joint international operations.

Resource Implications (2007-2009):

The CARICC project budget is US\$ 6 million and about US\$ 2.5 for collaboration between Afghanistan and Pakistan. Details can be found in the respective Strategic Program Frameworks for requirements at national levels.

4. Precursor Chemicals Control (focal-point COPAK)

Recent surveys and analysis estimate that more than 70% of the Afghan opium production is converted into heroin within Afghanistan. At current production levels, this requires the availability of an estimated 1,000 tons of acetic anhydride (AA) and about 9,000 of other chemicals and precursors in the country every year. Afghanistan has neither local production nor local licit use for AA, and a detailed assessment on the other chemicals used for clandestine heroin production has been started to ascertain their types, local availability/use and sources.

Seizures of acetic anhydride in the areas where heroin is actually produced has been minimal, both in terms of making seizures in these countries and in intercepting smuggled consignments before they enter the countries. In recent years, no seizures of acetic anhydride have been reported in Iran or Pakistan. Furthermore, while China and India continue to report seizures of acetic anhydride, information on individual cases is lacking, making it impossible to determine for the illicit manufacture of what drug was the substance being diverted and to what country/region.

Seizures have actually been falling causing concern as there has been no corresponding drop in the quality or availability of heroin, which would have been expected if the falling seizures were due to fewer diversions and a decreased availability of acetic anhydride. This, as well as the monitoring of international licit trade serves to further strengthen the initial views that acetic anhydride is smuggled to the areas where the licit manufacture of heroin takes place and highlights the necessity of conducting backtracking investigations to identify actual sources of the seized substance.

Central Asian countries and Russia are implementing precursor control action in their countries, increasing their regional law enforcement cooperation and joint operations within the framework of the Moscow-based Collective Security Treaty Organization (CSTO), and participate increasingly in international operations, of which current Operation Transshipment is just one example. Afghanistan, Iran and Pakistan still need to take action at two levels – in the area of licit trade regulation and monitoring and in specialized enforcement efforts against precursors.

Priorities for UNODC are the linkage of national, regional and international precursor chemical projects, not only among offices in the region, but equally with third party initiatives, and with potential source or transit countries outside the region. The capacity, laws and regulations, and substances in the respective countries of Central and West Asia need to be assessed with the aim to ensure adequate control of the flow of precursor chemicals into Afghanistan, and at domestic levels in Afghanistan and neighboring countries. The regional effort is to focus on joint regional information collection and sharing, risk profiling and analysis, and joint precursor control operations.

Targets:

- Follow-up on/monitoring of implementation of recommendations made at the respective Paris Pact Table Rounds relative to precursor control through networking and information exchange with experts/authorities operational within the region (ongoing);
- Identification of all key precursor substances used for opium processing in AFG, and of their origin/sources, including neighboring countries (late 2006);
- Establish full operational cooperation and information exchange among UNODC project/field experts in various countries/region, and with INCB Project Cohesion and its Task Force (by early 2007);
- Facilitation of operational action through project support (like operation Transshipment, or Tamerlane) and putting basic operational modalities, such as backtracking investigations, in place (by 2007).
- Assessment of domestic controls for precursors in source countries within the region, and weaknesses in existing monitoring/control schemes (late 2007);
- Develop national and regional capacity for information collection, exchange and analysis (by 2008);
- Strengthen capacities of selected strategic border checkpoints by providing training and equipment for identification and detection of precursors especially acetic anhydride (by 2008);
- Development of adequate legislation to ensure proper domestic control in key countries (Afghanistan, Pakistan and Iran) (by 2008);
- Bilateral agreements between source countries within the region, transit countries bordering Afghanistan, and Afghanistan (by 2009);
- Build capacity for joint operations along key borders and backtracking investigations (by 2009).

Achievement Indicators:

- Inventory of all precursors used in Afghanistan (end 2006);
- Identifying source countries and potential routes for key precursors such as acetic anhydride (2007);
- Network of exchange of operational information/intelligence among experts/authorities throughout the region established (2007);
- Operational action (like operation Transshipment, or Tamerlane) supported and backtracking investigations in place (by 2007);
- Weaknesses identified in existing monitoring/control schemes (late 2007);
- Updated legislation for domestic control in key countries (Afghanistan, Pakistan, Iran) (2008);
- Database on precursor flow entering Afghanistan (2007/2008);
- Bilateral agreements in place between source countries within the region, transit countries bordering Afghanistan, and Afghanistan (by 2009);
- Significant increase in seizures of chemical precursors through joint operations along key borders and through backtracking investigations (as of 2009).

Resource Implications (2006-2009):

For regional projects (located in Uzbekistan and Afghanistan), US\$ 4.5 million. Details can be found in the respective Strategic Program Frameworks for requirements at national levels.

5. Border Management (focal-point COIRA)

Border management is a key-issue with many consequences and direct impact on the cost and results of border enforcement. Modern border management and enforcement structures need to integrate the principles of the WCO Guidelines on Facilitation and Security of the Supply Chain, including the provision of adequate enforcement and control procedures. West and Central Asia still develop trade systems, new facilitation agreements, and are dependent upon growing trade as one essential economic factor for developing and transition countries. Particular attention goes out to agreements, such as TIR (Transports Internationaux Routiers) and ATTA (Afghanistan Transit Trade Agreement).

At the same time, growing trade has been discovered by drugs and organized crime groups as their vehicle for illegitimate operations throughout the region. Thus, the regional strategy addresses the field of adequately managed border enforcement at four different levels: (1) within the country among national departments; (2) within the country along priority routes and trade lines, including ports and harbours; (3) along all border areas in the entire region but with specific emphasis towards entry and exit points of Afghanistan; (4) between both sides of the border to ensure joint border management and cross-border cooperation.

This requires the involvement and coordination of many national and international stakeholders, notably Worldbank and development banks/institutions in the region, WCO, IMO, and the private sector.

Border management initiatives should be undertaken in the framework of the Paris Pact process and recommendations and they should also establish close cooperation with cross-border law enforcement operations such as the US Drug Enforcement Administration (DEA) funded Operation "Containment" (otherwise known "Zaslon") developing information exchange and building trust between participating law enforcement agencies, or the various European Commission activities and initiatives in the region including the work of Border Management Programme in Central Asia (BOMCA) in facilitating effective trade whilst introducing measures to prevent trafficking and the activities conducted under the Central Asia Drug Action Programme (CADAP), the Southern Caucasus Anti-Drug programme (SCAD) and the Belarus – Ukraine – Moldova Anti-Drug programme (BUMAD). Also the Organization for Security and Cooperation in Europe (OSCE) is engaged in activities to strengthen border control in the region.

Targets:

- Identify trafficking routes and priority border areas through the Paris Pact process (ongoing);
- Identify 4 to 5 areas in which new concepts such as joint mobile teams, BLOs, joint border posts, container control units, precursor units, etc. can be applied (by end of 2007);
- Introduction to integrated border management (by end of 2007);
- Integrate and merge law enforcement concepts within cross-border trade initiatives of IFIs (World Bank, Asia Development Bank, etc) and UN bodies (UNDP, ESCAP, etc) (by end of 2007);
- Design targeted analysis and enforcement concepts in trade facilitation areas (by mid 2008);
- Support the review of TIR and ATTA agreements to include risk indicators and performance-based monitoring from a security point of view (by end of 2008).

Achievement Indicators:

- Complete analysis and mapping of 4 to 5 sites requiring a concentration of interventions available (by end 2007);

- TIR and ATTA agreements reviewed, risk indicators and performance-based monitoring from a security point of view included (by end of 2008);
- Establishment of inter-agency units (by end of 2008);
- Recorded number of cross-border operations and measurable increase of border seizures (20% as of 2008);
- Existing border control programme enlarged in volume and coverage by 30% (2009);
- Extent of access to information and data by border units (RILO, CEN, CARICC, etc.) (by mid 2009);
- Extent of joint backtracking investigations (after seizures).

Resource Implications (2007-2009):

Regional activities would demand an estimated US\$ 2.5 million for the set up of BLOs and related cross-border activities; US\$1.8 million for ports/container control; and US\$ 1 million for RILO/CEN/Information. Details can be found in the respective Strategic Program Frameworks for requirements at national levels.

6. Scale up services for Demand Reduction & Hiv/Aids (focal-point RORB)

Most countries in the region have conducted their national assessments and provide base-line data, whereas others are still developing such systems. Throughout the region, there is a clear need for the increase of awareness, knowledge and capacity to analyse the extent and patterns of growing drug abuse and related Hiv/Aids, and develop targeted prevention and rehabilitation programmes accordingly.

The region is a model case for cross-fertilization and technical cooperation among the countries (TCDC), given that drug abuse problems, substances abused, patterns of abuse, and ethical/religious settings are fairly similar.

At the same time, experience gained already in countries like Pakistan and Iran is a valuable asset for the shaping demand reduction policies in neighbouring countries. The resources available and expertise gained in Russia in drug abuse related research, analysis and interventions, as well as the reasonably new approaches to combat the enormous rate of drug-related HIV-AIDS also need to be tapped into by neighbouring countries facing similar trends.

One major vehicle to deliver this regional objective is the establishment of the Addiction Research and Training Institute of Central Asia (ARTICA) now subsumed under the regional project “Effective HIV/AIDS prevention and care among vulnerable populations in Central Asia”. This will promote the development of prevention, treatment and rehabilitation measures, operational research at national and regional levels, and support the development of a network of local experts to facilitate exchange of best practices and promote international standards.

What concerns Hiv/Aids, the epidemic in the ECWAS region is primarily driven by intravenous drug use since its onset in the early 1990’s. While still primarily concentrated among at risk groups, the epidemic continues to grow and is affecting larger parts of societies in this region with the threshold of becoming a generalized epidemic creeping higher in a number of countries with some countries surpassing 1% of the population in terms of adult Hiv prevalence rate (i.e. 1.4% in the Ukraine in 2003).

The proximity to major drug routes of Afghan sourced opiates has facilitated this rapid expansion of the epidemic with stigma and discrimination among the most affected populations playing a major role in effectively impeding the implementing of prevention and treatment programmes to

the extent that would have an effect in reducing the number of new infections. This has led to an increasing number of AIDS related deaths pointing to persistent difficulties in scaling up treatment.

The region has embarked on a series of initiatives to scale up prevention, treatment, care and support and this is encapsulated within regional plans contained/promoted through the UNAIDS Universal Access initiative. The UNODC role focuses on three principal risk groups: IDUs, prison populations and the victims of human trafficking. A cross-cutting framework for UNODC activities and support in the region is provided by the GA guidance described in the follow-up to the outcome of the 26th Special Session on the Implementation of the Declaration of Commitment on HIV/AIDS (24 March 2006) further reinforced by the Political Declaration on HIV/AIDS of 02 June 2006.

The regional strategy should make use of the model of the UNODC Global project on “International network of drug dependence treatment and rehabilitation resource centres” (Treatnet). The project aims at improving the quality of drug dependence treatment through the cooperation, information exchange and empowerment of twenty selected resource centres representing all regions. There are four priority areas for which “working groups” have been formed. The twenty international resource centres have been grouped separately for development of strategies and best practices in the 4 priority areas.

The four priority areas for the “treatnet” are community based treatment (i.e. the Pavlodar Center), drug dependence treatment and rehabilitation in prison settings (i.e. the Iranian National Centre for Addiction Studies/ Iranian National Prison Organization), role of drug dependence treatment and rehabilitation on HIV/AIDS prevention and care (i.e. Regional Research Center of Narcology and Psycho-pharmacology affiliated to St. Petersburg Pavlov State Medical University), and sustainable livelihoods for reintegration and rehabilitation.

Targets:

- Increased capacity of authorities to plan and implement demand reduction strategies and identification of best practices as a result of increased cooperation at regional and international level (ongoing)
- Mapping of drug abuse and HIV/AIDS for each country (by end 2008);
- Doubling of Hiv/Aids programme interventions (by end of 2008);
- ARTICA operational and connect to all countries in the region (by 2009);
- NGOs expertise in treatment and rehabilitation is lined up to regional/international standards and NGOs are more coordinated and integrated in their rehabilitation and treatment efforts (by 2009);
- Expansion of demand reduction programme portfolio by 30% (by 2009).

Achievement Indicators:

- Frequency and quality of information and analytical reports on drug abuse situation and responses, and Hiv/Aids (by end 2008);
- Improved and increased ARQ and BRQ reporting on drug abuse extents, patterns and trends through core epidemiological indicators, expert opinions and operational research (by end 2008);
- Declining Hiv/Aids, hepatitis B and C virus (HBV and HCV) prevalence rates among IDUs (by 2009);
- Increased number of local experts, decision makers and other staff trained in areas of drug demand reduction, HIV/AIDS prevention and care, strategic planning, drug abuse epidemiology, and programme monitoring and evaluation (by end 2009);

- Increased number of drug abusers under treatment using scientific and comprehensive treatment modalities. Female drug users have an increased access to required treatment facilities (by end 2009).

Resource Implications (2007-2009):

The establishment of ARTICA requires about US\$ 4.5 million. Details can be found in the respective Strategic Program Frameworks for requirements at national levels.

Total Resource Requirements for regional activities required to implement the Regional Strategic Objectives (2006-2010):

1. Coordination	US\$ 1.5 million
2. Mutual Legal Assistance	US\$ 1.5 million
3. Information/Intelligence Collection, Analysis and Exchange	US\$ 8.5 million
4. Precursor Chemicals Control	US\$ 4.5 million
5. Border Management	US\$ 5.3 million
6. Scale up services for Demand Reduction & Hiv/Aids	US\$ 4.5 million

Total US\$ 25.8 million^{xii}

Annex 5 – UNODC position towards the Senlis proposal

Points of discussion on licit cultivation of opium poppy in Afghanistan

1. Background:

The Senlis Council, a French-based non-governmental organization (NGO), presented to the Government of Afghanistan and the international community a 2005 proposal to carry out a feasibility study on licensing opium poppy cultivation in Afghanistan.⁹ The purpose of the feasibility study is to look into possibilities of the Afghan Government to possibly apply for quotas for licit cultivation with the International Narcotics Control Board (INCB), Vienna.

The main arguments put forward by the Senlis Council are, on the one hand, to assist Afghanistan to find an alternative solution to the current crisis situation regarding illicit poppy cultivation, and, on the other, to supply essential medicines to countries which lack sufficient availability of opiate.

While the solution suggested by Senlis sounds attractive and straightforward, it is unfortunately based on the wrong premises since essential parameters such as market, price, location and control are not in place and are not expected to be in place soon. To the contrary, the Senlis proposal actually confuses local stakeholders, especially farmers, with regard to willingness and endurance of both the central authority and international community in their fight against drugs.

2. The international drug control system

2.1. International Drug Conventions

Over the last century, a worldwide system for control of drugs with a high abuse potential has developed through the adoption of a series of international treaties. The three international conventions currently in force are the Single Convention on Narcotic Drugs of 1961, as amended by the 1972 Protocol; the Convention on Psychotropic Substances of 1971; and the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances adopted in 1988. Each successive treaty brought complementary regulations and advances in international law related to drug control. From the beginning, the basic aim of establishing an international control system for drugs has been to limit the use of drugs to medical and scientific purposes only.

Article 22 of the 1961 Convention speaks about ‘special provisions applicable to cultivation’ and highlights the need for countries to prohibit cultivation whenever the prevailing conditions in the country render prohibition of cultivation the most suitable measure for protecting the public health and welfare as well as preventing the diversion of drugs into the illicit traffic.

2.2. The International Narcotics Control Board

The International Narcotics Control Board (INCB) is an independent quasi-judicial control organ for the implementation of the drug conventions. It was established by the 1961 Convention. It had several predecessors under the former drug conventions since the time of the League of Nations.

INCB reviews worldwide supply and demand of narcotic drugs and psychotropic substances, with a view of maintaining a balance between the two. On the one hand, it seeks to ensure that sufficient supplies are available for medical purposes, and on the other, it tries to prevent overproduction in order to avoid the risks of diversions. As such, it administers a ‘system of estimates of narcotic drugs’ as well as a ‘voluntary system of assessment of psychotropic substances’, and monitors licit activities through an international reporting system established by the conventions. In the event of apparent treaty violations, INCB demands explanations and

⁹ The Senlis Council, Feasibility Study on Opium Licensing in Afghanistan for Production of Morphine and other Essential Medicines, Draft Proposal, March 2005.

proposes remedial measures to governments. It can also draw attention to treaty violations to the Commission on Narcotic Drugs (CND) and the Economic and Social Council.

With regard to licit cultivation, INCB approves quotas of planned cultivation areas submitted by countries. It does this within its mandate to maintain a global balance between production and consumption of opiate materials, and based on the information available with regard to risks of diversion and adequacy of control system in place in the respective country.

2.3. The licit opiate market

a.) Production versus consumption

While narcotic drugs used for medical purposes are not sufficiently available in many countries worldwide, the stocks of opiate raw materials continues to grow at the global level and current producers are able and willing to increase production should global demand rise.

The major producers of opiate raw materials are currently Australia, France, Hungary, India, Spain and Turkey. Global production of opiate raw materials has considerably exceeded global consumption during the last few years. Global stocks of licit opiate raw materials have been accumulated over recent years, from 400 tons in 2000 to 796 tons in 2004. The production level is currently at approximately 400-500 tons (of morphine equivalent), although showing some decline since 2005. Worldwide demand has nonetheless remained stable at less than 400 tons of opiate raw materials (in morphine equivalent) in recent years.¹⁰ For comparison, the level of illicit opium production in Afghanistan is 6,100 tons in 2006, which is equivalent to approximately 870 tons of morphine, or equivalent to more than two years the global licit morphine demand (310 tons in 2005 and in 2006, based on Government estimates submitted to INCB).

b.) Prospects on the consumption side

The availability and consumption of some essential narcotic drugs (particularly opioids which are used for pain treatment, including palliative care) remains extremely low in many countries worldwide. According to INCB statistics, ten countries account for almost 90% of the total world consumption of morphine. In terms of population share, about 80% of the world population living in developing countries consume only 6% of the morphine distributed worldwide. Morphine is on the 'Model List of Essential Drugs' established by WHO as one of the analgesics for severe pain.

According to WHO projections, two thirds of the essential 15 million new cancer cases per year will occur in developing countries by the year 2015. Some 70-80% of cancer patients suffer severe pain, whether acute or chronic, in the late stages of the disease. Opioids, and above all morphine, are indispensable for the treatment of severe pain related to cancer, due to their analgesic efficacy and relative affordability.

INCB has identified a number of factors related to the low availability of certain narcotic drugs worldwide. For example, (i) insufficiently developed health care systems in many developing countries have resulted in inadequate medical treatments; (ii) negative perception about controlled drugs among medical professionals and patients in many countries has limited their rational use; (iii) unnecessarily strict rules and regulations (e.g. for import of controlled drugs) have created an impediment for providing adequate access of populations to certain controlled substances. In addition, the prices of medical opiates are set too high by pharmaceutical companies for the average patient in developing countries. This is, however, mainly a commercial issue rather than a supply issue. As long as the morphine industry has an oligopolistic structure, a broader supply of raw material would not automatically change the current price structure as opium raw material prices account for only a very small proportion of the end user prices. Hence, the factors identified

¹⁰ INCB, Technical Publication on Narcotic Drugs, 2004, (E/INCB/2004/1), p. 141-145.

for low consumption are *not* related to insufficient supply, but rather to insufficiently developed health care systems, problems of appropriate distribution systems, and lack of trained medical professionals in developing countries.

WHO, in cooperation with INCB, has engaged in developing a ‘global strategy against pain’, with the objective of increasing the rational use of narcotic drugs, particularly opioids, in developing countries by addressing the factors mentioned above. The most important priority activities aim at the training of health authorities and medical communities, and the general development of a health-care awareness on the use of controlled drugs.

Demand in opiate raw materials has been slightly rising in recent years, from 266 tons in 2001 to 310 tons in 2005, but the increase is slow and is not expected to change significantly during the next few years. Considering the licit stocks available and the enormous illicit production in Afghanistan, it is plainly unrealistic to have demand increased to appropriate levels, absorbing the Afghan supply, in the foreseeable future. Given the current production and stocks available on the supply side, as described above, it is unlikely to find a market for licit opiate materials produced in Afghanistan.

c.) Income through poppy cultivation

Opium is attractive to Afghan farmers because it is illegal and thus attracts a high price. The price differences between legal and illegal opium are huge:

- The average annual income per poppy farmer in Afghanistan who produces illegal opium was estimated at approximately US\$1,700 in 2006 (with an average field size of 0.4 hectares). In Turkey, where poppy straw is produced legally, the average net-income per farmer in poppy cultivation was assessed at approximately US\$50-100 per year (with an average field size of 0.9 to 1.6 hectare).
- In Afghanistan, average dry opium farmgate prices have ranged over recent years between approximately US\$100 and US\$200 per kg (US\$140 over the May-August 2006 period). In India (the only licit producer which uses the lancing technique for harvest), the official procurement price of opium that the Government pays to the farmer is between US\$ 12 and 35 per kg.

Though these data would not be directly comparable, the large difference in income levels reflect that licit poppy cultivation does not at all render the profits made through illicit cultivation activities. The level of income through licit poppy cultivation for farmers would be minimal compared to the profits made through illicit cultivation activities. Given the choice of selling opium legally at a low price or illegally at a high price, most farmers would opt for the high price and continue to sell their produce to criminal opium / heroin traders.

In order to remain competitive in the licit opium market, the state could only offer a low opium procurement price according to the current market mechanism of offer and demand. Thinking ‘outside the box’ in order to convince farmers to shift from illegal to legal opium, the state could consider offering the high price offered in the illicit market, which is some ten times the licit market price. This would face us with a serious problem of equity: since the vast majority of the Afghan farmers are not involved in opium cultivation, on what ground should opium farmers in Afghanistan be offered better conditions than non-opium farmers within the country or even compared to licit opium farmers in India or Turkey? Would such a highly subsidized system, an aberration to the market mechanism, be sustainable? Would such guaranteed prices not serve as a major incentive to non-opium farmers to shift crops towards opium thereby further inflating the already excessive production?

A suitable domestic control system could – theoretically – prohibit diversion from the licit to the illicit channels. Yet this brings us back to the origins of the Senlis reasoning that the control system has proven a failure. In fact, control of licit opium supply proves far more demanding than control of illicit production. For the latter, eradication of fields suffices (although a mixture of ‘carrot and stick’ approach will determine the pace of eradication); for the former, licensing and registration are required next to control of the production, avoiding diversion of licit production into illicit channels. This would suggest a strong central authority, not currently in place, considering that, for a starter, in most Afghan provinces registration of land titles is a rarity. This would also require unconditional access by the central controlling authorities to the periphery of opium growing provinces, a challenging condition especially in the south, where opium cultivation is correlated to forces readily provoking instability and rejecting Kabul’s authority.

3. Current parameters for eventual licit production in Afghanistan

- Licit production raises questions of supply control in order to avoid diversion of potential licit production towards the far more lucrative illicit markets. The INCB will only grant an approval if control can be assured. The 1961 Convention (Article 23) requires that medical production of opium can only be done under conditions in which the Government of the country in question has a strict regulatory monopoly on cultivation, production and distribution. In view of the instability in the country and the limited authority exerted by the central government, especially in those southern provinces with excessive opium growth, it is obvious that these pre-conditions remain unfulfilled. Afghanistan has currently neither the resources nor the capacity to establish a regulatory monopoly; nor is it likely to have them in the near future.
- The logic that opium production in Afghanistan is based on poverty and that thus licit cultivation would be the ‘alternative crop’ to the illicit cultivation is flawed. As indicated above, licit opium cultivation would hardly prove an alternative because of the relative inflexible market mechanism. Beyond this, the largest opium poppy cultivation provinces in Afghanistan are not the poorest. Village survey data on income in 2005 show that the average annual income of opium growing household in 2005 was 36% higher than of non-growing households. Opium poppy growing households in Southern Afghanistan earned a much higher annual income than in other regions. Interesting, however, is that also non-growing households in Southern Afghanistan reported higher incomes than in other regions. In Central Afghanistan the annual income of both opium poppy growing and non-growing households was among the lowest. In the four poorest provinces of Afghanistan with an annual income ranging between US\$800 to 1,100, the level of opium cultivation in 2006 was negligible, except in Badakhshan. Hence, the correlation between poverty and opium cultivation is not straightforward. Instability, corruption and crime are other defining factors. As proven in other parts of the world facing a similar complexity, any solution will be a long term and slow process, depending on a long-term commitment towards opium reduction at the local, central, regional and international levels.

4. Conclusion

The failure of an adequate control system and immediate alternatives available leads Senlis to advocate legalizing poppy cultivation in Afghanistan. When adding parameters such as market, price, and location UNODC comes to very opposite conclusions. The international community would welcome a fast-track solution, yet it is exactly the lack of an adequate internal control system and a viable supply/offer market for licit opium that makes it impossible for the Government of Afghanistan to license licit cultivation. The legalization debate shows to be an oversimplification of a complex issue and is even contra productive under the current circumstances, since it stirs confusion and raises false expectations among farmers. It cannot be excluded that such may partly have contributed to the actual development of the drug situation in Afghanistan.

The Afghan Government has thus taken a clear position against the Senlis proposal. In response to statements in the press about the proposal, the Foreign Minister of Afghanistan issued a statement and informed the INCB that his Government rejected any possibility of legalizing opium production. Afghanistan's Minister of Counter-Narcotics, Habibullah Qaderi, also made it clear that Afghanistan would not accept any legalization of opium production: *"The poor security situation in the country means there can simply be no guarantee that opium will not be smuggled out of the country for the illicit narcotics trade abroad. Without an effective control mechanism a lot of opium will still be refined into heroin for illicit markets in the West and elsewhere. We could not accept this."*¹¹ On 25 May 2006, the Upper House of Parliament decided that the Senlis Council should not continue its activities in Afghanistan since they were against the Decree of the President and against the constitution of Afghanistan.¹² It was feared that the Senlis activities could benefit the enemies of the country, particularly the drug traffickers. Though the decision has not yet been confirmed by the Lower House, the Afghan Government, based on the Upper House decision, asked Senlis to reduce its activities, particularly in the provinces.

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¹¹ Ministry of Counter Narcotics, Press Release, 'The Afghan Government says the licit cultivation of opium poppy will not be possible for the time being', 26 September 2005.

¹² Ministry of Counter Narcotics, Press Release, 'Upperhouse of Parliament decided Senlis Council to Walk out from Afghanistan' , May 27, 2006.

ⁱ UNODC Presence - Pakistan 1987-2006, Central Asia 1993-2006, Iran and Russia 1999-2006, Afghanistan 2002-2006 and in HQ-led Paris Pact 2003-2006. It should be noted though that Afghanistan's prominence comes in part from dramatic reductions in South and Southeast Asia during the past 10 years, and a rapid rise in cultivation during the years of Taliban control when UNODC's presence was minimal.

ⁱⁱ For the purpose of this paper, "Afghanistan and its neighbouring countries" is understood to mean activities related to COAFG, COIRA, COPAK, ROCA and RORB.

ⁱⁱⁱ Adopted at the London Conference, 31 January and 1 February 2006. The Compact makes special reference to fighting drugs as a cross cutting priority to be tackled urgently.

^{iv} A "UNODC Resource Centre" is currently proposed, aiming towards easy consultation of essential documents and best practices throughout the global UNODC system.

^v Details of the strategic priorities for each of the five field offices can be found in their respective Strategic Programme Frameworks. The draft SPFs for Afghanistan and Pakistan are to be finalized by end May 2006. Existing other SPFs for Central Asia, Iran and Russia, all ongoing/approved until 2007, will be amended accordingly for their next planning cycle (2007- 2010) by late 2006.

^{vi} In those cases where donor countries have country strategies in place, comprehensive cross-border strategies remain rare and incomplete.

^{vii} For the time being, the UNODC Kabul Office will be exempted from a regional function, respecting the current need to consolidate structures for project implementation and to engage in policy/advisory functions with all local partners in Afghanistan.

^{viii} It is felt that the strategies of many host countries in West and Central Asia, where they existed, are weak. Even where they do exist a change of government or even government official often leads to a change in priorities not in line with the national strategy. (Regional Strategising Meeting, Dubai, April 2006)

^{ix} Although HQ units participate in the appraisal of SPFs, Technical Units (TUs) generally limit responses to editorial corrections and seldom provide technical feedback on support for implementing the specialised thematic components (crime, criminal justice, terrorism, corruption) of the SPFs. UNODC's technical sections covering these areas appear to have different priorities than those contained in approved SPFs. UNODC HQ's prioritisation of work in these thematic areas is separate from regional programme planning and, consequently, results in conflicting interests. (Extract from Consultants' Report "Regional Strategising Meeting", Dubai, April 2006)

^x Funding is the Achilles Heel of the organisation leading to a perception that it is donor dependent and project driven. At present there is increased donor interest in the region leading to increased opportunities for funding for 'UNODC' activities. However, such funding is not guaranteed long-term as donor priorities and interests change, this in turn inhibits long term programme development. Donor funding is often selective and this leads to limited access to funding for activities which are not donor priorities, even where they are host country/ UNODC priorities. There was general agreement that donor strategies are often unclear or not known, however, this was also seen as an opportunity for UNODC to support coherence and cohesion through working with donors. (Extract from Consultants' Report "Regional Strategising Meeting", Dubai, April 2006)

^{xi} The concept paper preparing for the Regional Strategizing Meeting (A regional strategizing retreat on UNODC operations in Afghanistan and its neighbouring countries) recognized so much and at the Regional Strategizing Meeting, key-donors were not only invited to join during part of the retreat they equally underwrote its conclusions.

^{xii} This estimate is an indicative figure and working estimate for regional activities only, and does not include the funding requirements to implement the national aspects of this strategy.