

munitions.²⁵⁰ According to the article, the military has left about 800 square miles of land that once served as firing ranges. So far, the U.S. military has only cleared about 3% of the contaminated land. The rest of the land could take two to five years to clear at an expected cost of \$250 million. However, due to lack of planning, funding has not yet been approved.²⁵¹

COUNTERNARCOTICS

As of March 31, 2014, the United States has provided \$7.5 billion on counternarcotics efforts in Afghanistan since 2002. Congress appropriated most of these funds through two channels: the State Department's International Narcotics Control and Law Enforcement (INCLE) account (\$4.4 billion), and the DOD Drug Interdiction and Counter-Drug Activities (DOD CN) fund (\$2.9 billion).²⁵²

The United States' drug control policy has shifted in recent years from eradication to interdiction and agricultural development assistance that aims to provide farmers with alternative livelihoods.²⁵³ The Ministry of Counter Narcotics (MCN) is the lead government agency for developing counternarcotics policy, coordinating activities with other governmental and international agencies as well as implementing various drug interdiction and reduction programs. The MCN is also working to insert counternarcotics into the activities of the entire government by "mainstreaming" counternarcotics efforts into other existing nation strategies and programs.²⁵⁴

The Counter Narcotics Justice Center (CNJC), which includes the Counter Narcotics Tribunal and the Criminal Justice Task Force (CJTF), investigates, prosecutes and tries major narcotics and narcotics-related corruption cases. The CJTF is a vetted, self-contained unit comprised of investigators, prosecutors, and first instance and appellate court judges.²⁵⁵ The Counter Narcotics Police of Afghanistan (CNPA) conducts interdiction operations with DOD and ISAF elements providing training and support.²⁵⁶ USAID funds agriculture and alternative livelihood programs, which are discussed in the Economic and Social Development section of this report on page 179.

According to an April 2014 United Nations Office of Drugs and Crime (UNODC) report on drug use, "Afghanistan is the world's largest producer and cultivator of opium poppies," accounting for nearly "three quarters of the world's illicit opium."²⁵⁷ The latest UNODC Opium Survey estimates that 209,000 hectares are under opium-poppy cultivation, an all-time high and a 36% increase from 2012.²⁵⁸ This expansion occurred despite the goal outlined in Afghanistan's draft National Drug Control Strategy for 2012–2016 of reducing the cultivation of poppy by 50% from its 2011 baseline of 131,000 hectares.²⁵⁹ Eighty-nine percent of the opium fields are located in nine provinces in the country's southern and western regions, as shown in Figure 3.27 on the following page.²⁶⁰

SIGAR TESTIMONY

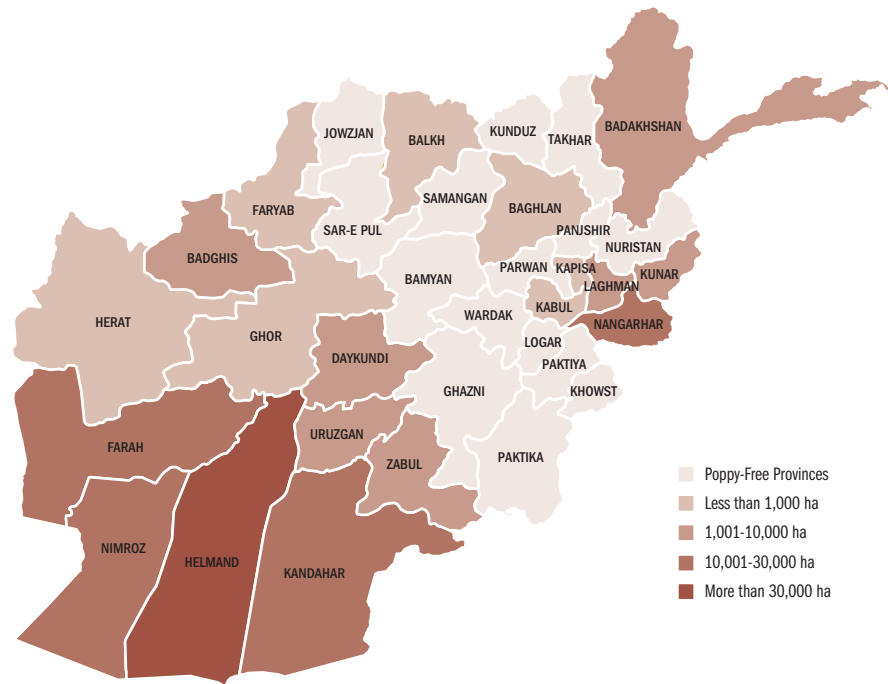
In his January 15 testimony before the Senate Caucus on International Narcotics Control, Special Inspector General John F. Sopko told lawmakers that the narcotics situation in Afghanistan "is dire with little prospect for improvement in 2014 or beyond." He also said "the expanding cultivation and trafficking of drugs is one of the most significant factors putting the entire U.S. and donor investment in the reconstruction of Afghanistan at risk." Noting that the United States has not made counternarcotics efforts a priority, he outlined several steps that SIGAR is taking to augment counternarcotic efforts. For more information, see SIGAR's website www.sigar.mil.

SIGAR AUDIT

In an ongoing audit, SIGAR is assessing U.S. government efforts to develop and strengthen the capacity and sustainability of the CNPA's provincial units.

FIGURE 3.27

OPIUM CULTIVATION IN AFGHANISTAN BY PROVINCE, IN HECTARES, 2013



Note: A hectare (ha) is about 2.5 acres.

Source: UNODC, *Afghanistan Opium Survey 2013*, 12/2013, p. 13.

Opium cultivation has significant social, political, and economic repercussions for the country and the region. The drug trade undermines the Afghan government because it funds the insurgency, fuels corruption, and distorts the economy. Moreover, the number of domestic addicts is growing. Earlier this year the executive director of UNODC pointed out that “more must be done to confront [the] drug trade, [and the] rise in domestic addiction.”²⁶¹ Domestic addiction poses a serious threat to public health, good governance, and sustainable development.

Drug Use in Afghanistan

The most recent Afghanistan National Urban Drug Use Survey, conducted by State’s Bureau of International Narcotics and Law Enforcement Affairs (INL), in 2012 estimated the number of adult drug users (aged 15 years and older) above 1.3 million, or more than 7.5% of the population.²⁶² An earlier 2009 UNODC survey shows how the problem has been increasing. The 2009 survey estimated that one million Afghans were dependent on drugs.²⁶³ UNODC surveys have shown a climb in regular opium usage from 150,000

users in 2005 to approximately 230,000 in 2009 (a 53% increase). Meanwhile, regular heroin users had grown from 50,000 in 2005 to approximately 120,000 in 2009 or 140% increase. The 2009 UNODC survey also revealed a high number of parents—as high as 50% in the north and south of the country—providing opium to their children.²⁶⁴

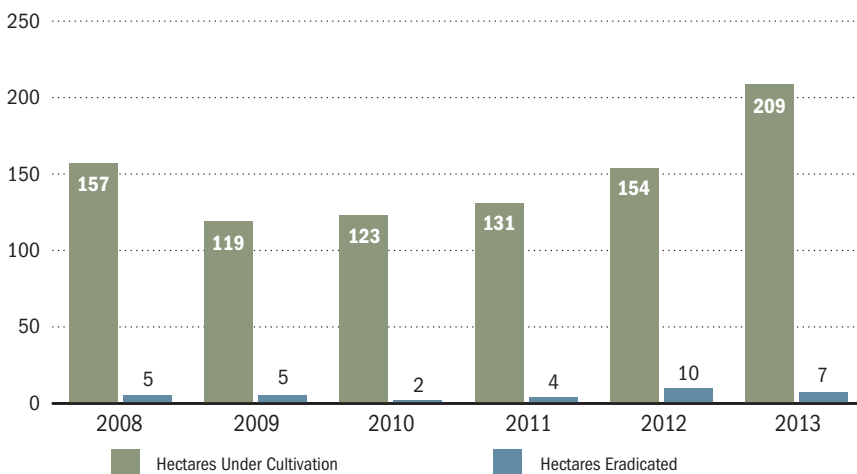
INL funds a number of drug prevention and treatment initiatives as well as eradication, interdiction, and other law enforcement efforts.²⁶⁵ However, according to State, U.S. and Afghan efforts have contributed to the concentration of poppy cultivation in limited, remote, and largely insecure areas of the country.²⁶⁶

Governor Led Eradication Program

INL funds the Afghan government's Governor Led Eradication (GLE) Program. The MCN, in partnership with UNODC, is responsible for verifying poppy cultivation and eradication.²⁶⁷ According to INL, the Afghan government's eradication target for 2014 is 22,500 hectares. In 2013, governors eradicated 7,348 hectares, a decline from the 9,672 hectares eradicated in 2012, but still above the 2010 level of 2,316 hectares and the 2011 level of 3,810 hectares.²⁶⁸ Although poppy cultivation expanded in 2013, INL told SIGAR that the MCN has placed increased focus on eradication in provinces close to poppy-free status in order to further increase the number of poppy-free provinces.²⁶⁹ Since 2008, eradication efforts have affected on average less than 4% of the annual national poppy crop, as shown in Figure 3.28.

FIGURE 3.28

HECTARES OF POPPY CULTIVATED AND ERADICATED, 2008–2013 (THOUSANDS)



Note: A hectare is 10,000 square meters, or almost 2.5 acres.

Sources: UNODC, *World Drug Report 2012*, 6/2012, pp.27-28; UNDOC, *Afghanistan Opium Survey 2012: Summary Findings*, 11/2012, p.3; UNODC, *Afghanistan Opium Survey 2013*, 12/2013, pp. 17-18, 32, 35.

GLE occurs at different times of the year depending on the climate of the province, according to INL. Results are tracked on a cumulative basis by the MCN, and are subjected to UNODC satellite verification on a rolling basis.²⁷⁰

In preparation for the 2014 eradication season, the MCN hosted a December conference for governors at which provincial leaders determined eradication targets. Another conference was held in January for the Afghan line ministries to coordinate efforts to support the GLE campaign. On January 26, 2014, a new Memorandum of Understanding (MOU) was signed between INL and the MCN to renew the GLE program for another year. The MOU also modified a few aspects of the program, including new advance payment regulations and the creation of a new joint INL-MCN bank account.²⁷¹

The 2014 eradication season began on March 3, 2014, in Helmand. Kandahar, Farah, and Nimroz are scheduled to begin eradication campaigns in mid-April.²⁷² The fact that this year's poppy-growing cycle and eradication efforts coincided with Afghan elections is likely to negatively impact eradication levels in 2014, as security forces were less available to support eradication activities.²⁷³

Good Performer's Initiative

INL also supports the MCN's efforts to achieve and sustain poppy-free provinces through the Good Performer's Initiative (GPI). Under the current terms of the GPI program, a province is eligible for \$1 million in GPI development projects for each year that it achieves poppy-free status, according to INL. INL told SIGAR that the completion of GPI projects in a given province incentivizes continued counternarcotics performance in the year ahead, shows provincial leadership and citizens that there are tangible benefits to countering poppy cultivation, and reinforces the writ of the government in the province, district, and community.²⁷⁴ Since the start of the GPI program in 2007, more than 200 development projects either have been completed or are in process in all 34 of Afghanistan's provinces, including: school construction, road and bridge projects, irrigation structures, farm machinery projects, and hospital and clinic construction.²⁷⁵

As of February 28, 2014, a total of 209 GPI projects with a value of \$106.7 million had been approved. Of those, 108 were completed, 95 were ongoing, and six were nearing completion.²⁷⁶ INL is collaborating with the MCN to redesign the GPI program to incentivize action on counternarcotics issues and focus on support for rural alternative livelihoods.²⁷⁷

Demand Reduction

With INL support, the Afghan government has established drug treatment centers to help address domestic drug dependency throughout the country. Nevertheless, as described in the Afghan government's latest Drug Demand Reduction Policy, 99% of Afghanistan's drug addicts are not receiving

treatment at the 50 drug treatment centers currently providing services.²⁷⁸ During this quarter, INL continued work with UNODC and the **Colombo Plan** to support treatment centers and rehabilitation services for men, women, and children in Afghanistan. INL supports 76 treatment programs of the 113 programs in the country.²⁷⁹ This quarter it provided support for the training of clinical staff, treatment services, and outpatient and village-based demand reduction, while continuing to implement a transition plan to transfer 13 treatment programs to Afghan authorities. The transition plan includes building staff capacity and promoting continued cooperation between the MCN and MOPH. INL's transition plan will continue through 2017, with additional programs transitioning to Afghan control each year.²⁸⁰ INL said it seeks to create uniformity among the treatment centers nationwide and help incorporate existing Afghan treatment professionals into the Afghan government civil service structure. Under the plan, treatment programs will transition to the Afghan government as INL support to individual programs slowly decreases over the coming years.²⁸¹

Counter Narcotics Community Engagement

INL also funds the Counter Narcotics Community Engagement (CNCE) program which aims to promote poppy-free status for provinces. CNCE, implemented through Sayara Media Communications, targets farmers through national and local public awareness and media campaigns in opium poppy-growing areas. According to INL, CNCE is implemented in close coordination with the MCN, ensuring that messages are distributed through the media, provincial conferences, shuras, scholarly events, and youth outreach events. CNCE includes a capacity-building component to ensure the MCN develops the capability to take direct responsibility for CN media relations, public awareness, and behavioral change activities, with the goal of ensuring lasting success beyond conclusion of the program.²⁸²

Aga Khan Foundation Grant

INL administers a grant to the Aga Khan Foundation to help sustain the shift away from poppy cultivation in six key provinces: Bamyan, Takhar, Badakhshan, Daykundi, Samangan, and Baghlan. The grant allows the foundation to work with district- and cluster-level development councils, local NGOs, and provincial line departments to increase licit livelihood opportunities as a platform for sustaining transitions away from a dependence on poppy cultivation. The grant aims to strengthen community-level linkages between the Afghan National Drug Control Strategy and the Afghan National Development Strategy.²⁸³

International Cooperation

The United States was among the 127 countries that attended the Commission on Narcotic Drugs (CND) meeting in Vienna, Austria, on

Colombo Plan: The Colombo Plan for Cooperative Economic and Social Development in Asia and the Pacific was instituted as a regional intergovernmental organization for the furtherance of economic and social development of the region's nations. It was conceived at a conference held in Colombo, Sri Lanka, in 1950 with seven founding member countries and has expanded to 26 member countries. INL continues to support the Colombo Plan's Asian Centre for Certification and Education of Addiction Professionals, a training unit of treatment experts to assist governments in the process of developing a professional certification process for addiction professionals in Asia and Africa.

Sources: The Colombo Plan Secretariat website, History, www.colombo-plan.org; INL, *International Narcotics Control Strategy Report: Volume I Drug and Chemical Control*, 3/2013, p. 20.

March 13–21, 2014.²⁸⁴ The CND, a United Nations body responsible for drug control matters, has two functions. It oversees the application of international drug control treaties and acts as the governing body for the UNODC, including approving the UN International Drug Control Programme's budget.²⁸⁵ As part of those responsibilities, the CND monitors the world drug situation, develops strategies on international drug control, and recommends measures to combat the world drug problem, including through reducing demand for drugs, promoting alternative development initiatives, and adopting supply reduction measures. The CND provides a forum for the United States to work with multilateral partners to coordinate and discuss global drug issues, including illicit narcotics in Afghanistan.²⁸⁶

The 2014 CND meeting addressed a number of issues relevant to the growing narcotics problem in Afghanistan, including: supply and demand reduction, international cooperation, and UNODC activities. In addition, special side events included discussions on Afghan and Pakistani customs and the trafficking of Afghan opiates. The CND members have begun planning for the UN General Assembly Special Session on Drugs to take place in 2016.²⁸⁷

Ministry of Counter Narcotics Capacity Building Program

This quarter, the MCN and INL signed the MCN Capacity Building Program/Advisor Support MOU. The program, which was renewed for 18 months, provides funding for 24 local and national advisors and helps build the MCN's capacity. INL tracks and evaluates the program's effectiveness using a performance measuring plan being implemented to track and evaluate the advisors' effectiveness.²⁸⁸ According to INL, this process not only helps stakeholders monitor the success of the Advisor Support program, but also improves the MCN human resources department's employee evaluation practices. In addition, this quarter INL assisted in the installation of information technology equipment for the MCN's headquarters.²⁸⁹

Effect of the Coalition Drawdown on Counternarcotics Operations

According to DOD, the drawdown of Coalition forces has hurt the CNPA and other Afghan counternarcotics agencies. The impact has been most pronounced in Helmand and Kandahar—the focus of the Coalition surge and subsequent withdrawal. Vetted counternarcotics units like the Intelligence and Investigation Unit, the Sensitive Investigative Unit (SIU), Technical Investigative Unit, and the National Interdiction Unit (NIU) have also suffered from the drawdown, most significantly by losing access to ISAF-provided enablers.²⁹⁰

These factors have, in part, resulted in a decrease in operations and seizures. According to the Consolidated Counterdrug Database, these decreases included the following:²⁹¹

- Counternarcotic operations decreased 17% (624 in FY 2011 at the height of the ISAF surge to 518 in FY 2013)
- Heroin seizures decreased 77% (10,982 kg in FY 2011 to 2,489 kg in FY 2013)
- Opium seizures decreased 57% (98,327 kg in FY 2011 to 41,350 kg in FY 2013)

The decrease in overall counternarcotic missions was likely the result of reduced partnering of ISAF with Afghan forces conducting counternarcotic operations. According to DOD, the majority of Afghan seizures are a result of routine police operations near population centers or transportation corridors, such as at checkpoints or border crossings. Drug labs, storage sites, and major trafficking networks are concentrated in rural areas that are increasingly off limits to Afghan forces due to the ISAF drawdown and declining security in these areas. Despite the marked decreases in drug seizures, DOD told SIGAR that the Afghan counternarcotics units have shown increased ability over the past year to successfully conduct complex counter-network drug investigations and operations without Coalition assistance.²⁹²

INL maintains helicopters at Kandahar Airfield to support U.S. Drug Enforcement Administration (DEA) missions in southern Afghanistan. The CNPA operates at both the national and provincial levels; CNPA detachments exist in both Kandahar and Helmand.²⁹³

Interdiction Operations

From January 1, 2014, to March 14, 2014, Afghan security and law enforcement forces conducted 66 drug interdiction operations resulting in the detention of 71 individuals. These operations included routine patrols, cordon and search operations, vehicle interdictions, and detention operations. Afghan operations during this period also resulted in the seizures of the following narcotics contraband:²⁹⁴

- 7,701 kg of hashish/marijuana
- 2,873 kg of opium
- 269 kg of heroin
- 4,654 kg of precursor chemicals

The U.S. military provided general logistics and intelligence support, while the DEA provided mentorship and support to specialized Afghan investigative units. The U.S. intelligence community provided supplemental targeting and analytical support to Coalition mentors.²⁹⁵

According to DOD, most interdiction activities occurred in eastern Afghanistan and in Kabul Province. Previously, interdictions were concentrated in southern and southwestern Afghanistan, where the majority of opiates are grown, processed, and smuggled out of the country. This shift is

Precursor chemical: substance that may be used in the production, manufacture and/or preparation of narcotic drugs and psychotropic substances.

Source: UNODC, "Multilingual Dictionary of Precursors and Chemicals," 2009, p. viii.

likely a result of the Coalition drawdown as the threat to interdiction forces in eastern Afghanistan and Kabul Province are generally less than the threat in the south and southwest. The U.S. forces conducted only one unilateral drug operation during this reporting period, detaining one individual and seizing 200 kg of marijuana. All other U.S. interdiction efforts were partnered with Afghan forces as ISAF continued its drawdown.²⁹⁶

Interagency groups, including the Combined Joint Interagency Task Force-Nexus (CJIATF-N) and the Interagency Operations Coordination Center (IOCC), continued to support combined Afghan and ISAF interdiction efforts. Both CJIATF-N and IOCC integrated data from military and law enforcement sources to enable operations against corrupt-narco-insurgent elements. All operations were coordinated with and received support from U.S. and Coalition military commanders on the ground.²⁹⁷

INL and DOD share in developing Afghanistan's counternarcotics police vetted units. For example, DOD and INL both provide funding for the CNPA's NIU. DOD funding helped build three Regional Law Enforcement Centers (RLECs), while INL funding helped pay sustainment costs for the Kunduz RLEC, handed over to the Afghans in 2013, and the Herat RLEC, which is still funded by INL. DOD also funded training for the provincial CNPA and funds mentors who are based at the CNPA headquarters. At the operational level, DEA and specialized CNPA units such as the NIU typically use a mix of INL/Airwing and Afghan SMW aircraft during operations.²⁹⁸

Interdiction Results

Since 2008, a total of 2,649 Afghan and Coalition interdiction operations have resulted in 2,712 detentions and seizure of the following narcotics contraband:²⁹⁹

- 736,810 kg of hashish
- 368,398 kg of opium
- 47,214 kg of morphine
- 27,359 kg of heroin
- 416,591 kg of precursor chemicals

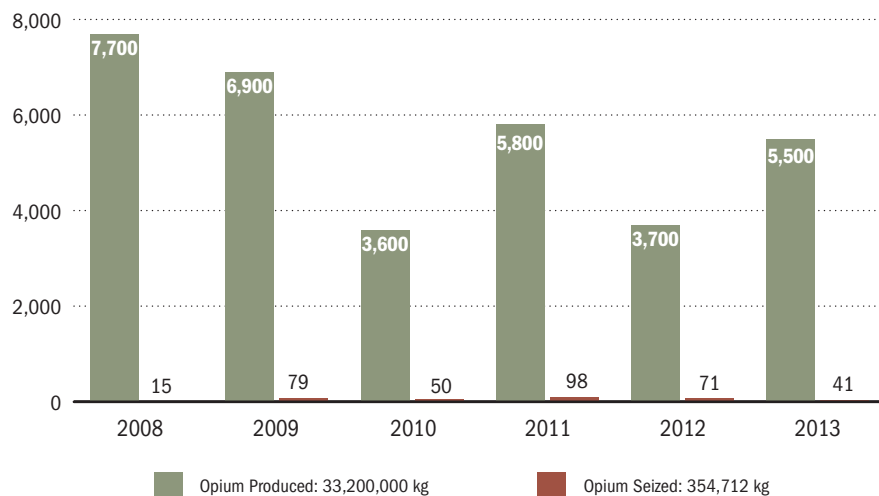
However, as shown in Figure 3.29, seizures have affected on average only 1% of the total opium produced annually.

Aviation Support

During this reporting period, Department of State aircraft provided a total of 223.7 flight hours, conducted 123 sorties, moved 642 passengers, and transported 35,437 pounds of cargo.³⁰⁰ According to INL, State's "Embassy Air" will support INL poppy reconnaissance flights in late March. Counternarcotics support to the DEA consisted of 10.3 flight hours supporting intelligence, surveillance, and reconnaissance mission profiles; 34.4 flight hours supporting interdiction efforts; and 146 flight hours supporting

FIGURE 3.29

AFGHAN OPIUM PRODUCED AND SEIZED (2008-2013) (THOUSANDS OF KILOGRAMS)



Sources: UNODC, *World Drug Report 2012*, 6/2012, p.28; UNODC, *Afghanistan Opium Survey 2012: Summary Findings*, 11/2012, p.3; UNODC, *Afghanistan Opium Survey 2013*, 12/2013, p. 12; DOD, response to SIGAR data call, 3/28/2014.

Afghan NIU and DEA passenger movements. Additionally, DEA support included 17.9 flight hours during training. During the month of February, a task force consisting of DEA, DOD Special Operations Forces, and host-nation personnel supported a mission originating from Kandahar Airfield that resulted in the confiscation and destruction of 1,120 kg of marijuana and hashish in addition to the collection of two persons under confinement. Embassy Air also supported the SIGAR delegation from March 9 to March 12.³⁰¹