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Republic of Lebanon
Office of the Minister of State for Administrative Reform
Center for Public Sector Projects and Studies
(C.P.S.P.S.)



UNITED NATIONS FUND FOR DRUG ABUSE CONTROL

Project for the Government of

LEBANON

Title: Project for Eradication of Hashish

Number: 73/001/A/01/12 Duration: 3 years

Sector: Agriculture 05

Subsector: Rural Development

Government Cooperating Agency: Plan Vert Executing Agency: Food and Agriculture Organization of the United Nations (FAO)

Date of submission: 10 June 1973 Starting Date: 1 September 1973

Government contribution: 650 000 UN contribution: 800 000
(Lebanese Pounds) (US Dollars)

Approved: _____ Date: _____
On behalf of the Government
(Signature)

_____ Date: _____
On behalf of the Executing Agency
(Signature)

_____ Date: _____
On behalf of UN
(Signature)

الجمهورية اللبنانية
مكتب وزير الدولة لشؤون التنمية الإدارية
مركز مشاريع ودراسات القطاع العام

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I. BACKGROUND AND SUPPORTING INFORMATION

Justification for the Project

The Government of Lebanon has launched a 7-year programme to eradicate Indian Hemp plantations and to substitute in its place economically viable agricultural enterprises. The Government's current programme is a continuation of its efforts commenced in 1966 to develop a substitute agricultural economy for the hemp-producing region of the country. Prior to 1966, the Government's main reliance on force proved to be ~~too~~ costly in lives of both the gendarmes and the peasants as well as futile in real accomplishment.

The Council of Ministers decided in 1966 on a more constructive course of action wherein rural development efforts would be combined with the use of force. The Government's policy now is to first provide an alternative means of livelihood for the planters and then to resort to force if still required.

Lebanon, a country with only 10,700 km² of total area and a population of 2.6 million, enjoys a unique economy in which one third of the gross domestic product is derived from commerce. Agriculture including fisheries accounts for less than 10 percent of the GNP, but 45 percent of the active labour force is employed in agriculture. Per capita income of the farmers are among the lowest of the different sectors of the economy.

The North Bekaa region where hashish is now produced is admittedly the poorest of the country. The hashish growing area is fortunately limited to one region of Lebanon. It comprises an overall area of about 2,500 km² in the northern Bekaa Valley and the Hermel highlands. The region occupies the northern portion of the "casa" of Baalbeck and all of the "casa" of Hermel. The region is bounded on the north by the Syrian border and extends between the ridges of the Lebanon mountains and the ridges of the anti-Lebanon.

The structure of village life is along tribal or clan lines. Differences in background and religion have not unfrequently given rise to tense social relations. Considerable hostility exists toward government officials, which hostility has increased as the government security forces have undertaken stricter enforcement of trafficking in the illegal hashish crop.

The average annual income of the better placed farmer is reputed to be about L.L. 2,500 only half of which however is derived from farming activities. Officials estimate that about 50 percent of the total manpower is underemployed. Industry is non-existent in the region with the exception of a few gravel crushing plants and one cement block plant.

Institutional Framework

This Project will be undertaken by the Plant in close cooperation with the Animal Production Office of the Ministry of Agriculture. Overall coordination will be by the Technical Advisor of the Office of the Presidency.

Future UN Assistance

Continuation of UN assistance beyond the first stage would be highly beneficial to support the Government's continuing programme.

Provision for Government Follow-up

UN assistance is for a three-year stage of a 7-10 year programme of the Government. The Government will continue to carry out this programme following the proposed initial UN participation and has approved in principle to provide an adequate budget for completion of the full programme.

Other Related Activities

The UNDP has completed three large-scale technical assistance projects which have contributed to establishing a basis for agricultural development in the North Bekaa Valley. A project for soil survey and related irrigation schemes was completed in December 1967. The project produced a reconnaissance soil capability map of the area and a general programme of development for the region of "Hermel-El Qaa". A groundwater survey was completed in June 1969, which project came up with a report confirming the availability of considerable groundwater resources in the valley. A Forestry Education, Training and Research Project was completed in December 1969.

One continuing project, "Animal Health Institute (Phase II)", could serve certain aspects of livestock development in the Project area. Five international animal health and disease diagnostic experts are currently serving on this project. One Associate Expert is stationed with the Bekaa Valley Veterinary Office of the Ministry of Agriculture.

A project for the development of Hydro-Agriculture with a large team of experts is concerned with planning for water development for irrigation. While its work does not cover the Bekaa region, the experts could be made available for consultation on water development works in the Project area.

The World Food Programme (WFP) could be utilized to fill a uniquely advantageous role in the proposed agricultural development programmes. The UNDP/FAO Mission to Lebanon, which took place in March/April 1972, recommended that the Government make a request to WFP either for the extension in time and expansion in scope of the currently effective Lebanon 438, "Integrated Development of the Lebanese Mountain Areas" or a new project especially formulated for the UN Fund Project Area.

II. OBJECTIVES OF THE PROJECT

The Project will be the first stage of a long-range programme comprising definite agricultural activities. The programme involves a two-pronged attack against the hashish drug problem. It combines a massive rural development investment in the hemp growing area with the judicious use of police enforcement measures against both hashish production and trafficking. The part of the total governmental programme for which UN financial and technical assistance will be provided, includes the improvement of farming practices and on-farm development. The Project would be aimed essentially at getting accomplishments on the ground on a fully integrated basis.

Long-range Objectives

The ultimate objective of the Project is to develop the resources of the area to the optimum extent which will form the basis for the highest possible standards of living for the people without dependence on hashish production.

Immediate Objectives of the Project

1. Undertake detailed on-the-ground level planning in a fully comprehensive way;
2. The development of the potentially usable water resources;
3. Reforestation and watershed protection on the steeply sloping lands;
4. Restoration and establishment of range carrying capacity of the lands best suited to such use;
5. Reclamation of potential arable lands for crops;
6. Infrastructure services and facilities including roads rural electrification, telephone, domestic water supplies, and health services;
7. Improve rural housing and construction of barn;
8. The establishment of cooperatives along lines found suitable to bring farmers into a position to work effectively on the development activities designed to increase their own well-being;
9. The provision of needed seasonal production credit and intermediate term investment loans for the cultivators;
10. Develop cooperative arrangements suitable for operation of the needed marketing facilities, transport, packaging, processing and storing the farm produce;
11. Develop small agro-industries (dairy plant, fruit processing plant) and handicrafts;
12. Provide a field level execution team for all on farm development works, small irrigation works, reclamation of crop and pasture land, reforestation and the establishment of orchards and other substitute crop.

III. WORK PLAN

Preparatory Activities

Approximately three months further preparatory work will be required for:

- selection and appointment of UN Project Manager;
- selection and appointment of key Government counterpart staff;
- clarify the joint participation to be performed by all concerned government agencies;
- establish the overall coordination office for the project;
- prepare specification and coverage for contract for aerial photography.

Project Activities

Duration 0 - 36 months

- Negotiate contract with existing schools of Agriculture in Lebanon and any sub-contracts as required 0 - 2 months
- Preparation of detailed work plan for the contractors 3 - 4 months
- Undertake initial aerial photography 3 - 6 months
- Preparation of engineering designs and specifications for all building establishments for headquarters and sub-facilities in Project Area 6 - 8 months
- Conduct of field investigations, studies and preparations of definite plans by the contractor, 6 - 18 months
- Continuation of crop replacement activities "Sunflower and other crops for hashish" 0 - 36 months
- Provide headquarters facilities 6 - 12 months
- Undertake land reclamation 6 - 36 months
- Undertake water development for irrigation 12 - 36 months
- Construct roads and other infrastructure works 12 - 36 months
- Construct improved housing and barns for farm families 12 - 36 months
- Provide equipment and materials to enable farmers to carry out new farm enterprises as envisaged by the Project, will be accomplished by using a major part of the equipment component budget as a revolving fund to be maintained by repayments under, adaptable credit regulations. In addition the UN budget provides for a minimum initial revolving fund to guarantee the purchase of new crops grown in place of hashish. 6 - 36 months
- Undertake program for farm mechanization including training and credit facilities 12 - 36 months
- Establishment of farmer cooperatives and the provision of marketing and credit services 12 - 36 months
- Development of home craft industries for both men and women 12 - 36 month
- Development of agricultural processing and associated small industries 18 - 36 months

- Mid-term evaluation of Project 18 - 20 months
- Continuation of programme with required adjustments 20 - 26 months
- Final evaluation of project effectiveness 34 - 36 months.

UN Inputs

1. Assignment of international staff- The executing agency in consultation with, and acceptance of the Government will arrange for the appointment of an international Project Leader. In addition, the executing agency will arrange for the selection and appointment of Consultants in agreement with the Government.
2. Sub-contracts- These will be entered into by the executing agency with existing schools of Agriculture in Lebanon and other consultants in collaboration with selected personnel of Green Plan for the planning of all project activities. In addition, sub-contracts will be entered into for specialised aerial photography.
3. Training- Practical Training will be provided as required.
4. Equipment - Transport, farm tractor and farm machinery, irrigation pumps and engines and home craft industry equipment should be provided.

Government Inputs

1. Prerequisites - The Government will complete organizational arrangements with interested Government Agencies to collaborate with the Green Plan for the implementation of this project.
2. Assignment of national staff- The Government will undertake to select and assign qualified staff to fill the various posts as indicated in the budget table of Government contributions.

The Government will, in addition, provide all skilled and semi-skilled labourers for execution of project activities.

3. Offices and housing- The Government will provide at its own expense all office and headquarter facilities. The Government will also arrange for suitable housing of the internationally recruited Project Leader at his own expense.
4. The Government will undertake on its part the following assurances:

- (1) it will continue to vigorously pursue enforcement measures against drug trafficking and in connection therewith will strengthen the judiciary processes so as to ensure non-discriminatory penalties against all persons found guilty of illegal trafficking;
- (2) it will progressively undertake, village by village, the complete banning of hashish production, as soon as replacement crops and other economic activities of this project are established.
- (3) that it will undertake positive enforcement by actual destruction of the crops against growers who resume the growing of hemp after a remunerative substitute crop has been established on their land;
- (4) that it will arrange for the legal release from their present positions with those professional staff members who are selected for either the planning or the field execution teams established under the UN fund project;
- (5) that it will allocate funds up to the amount indicated by the budget for the Project through the establishment of an imprest account or other appropriate means;
- (6) that it will supplement the UN Fund resources wherever found not sufficient for the execution under the UN Project of mutually agreed upon works;
- (7) that it will undertake at Government expense to provide all permanent building facilities, offices, warehouses and rest houses as required for the efficient execution of the UN-Project;
- (8) that it will undertake the establishment of agricultural cooperatives with central offices in Baalbeck or Hermel and Branch offices in the separate Wadi tribal groupings of villages as are determined appropriate to assure active farmer participation;
- (9) that it will undertake to establish necessary market outlets at government guaranteed prices where appropriate for all farm products adopted and put in practice by farmers as a substitute to hemp, similar to the procedure already being used for the sunflower project;
- (10) that the Government will establish agricultural credit facilities, either through newly established cooperatives or through branch offices of the Agricultural Credit Bank, whichever is found most feasible by the UN Fund planning team and the Government;
- (11) that the Government will continue with its planned global programme for the rural development of the area and accept the UN Fund Project as an integral part of such programme, irrespective of size of the proportionate part to be financed through the UN Fund;

- (12) that the Government will comply with such rules and regulations as are required to assure competitive bidding and fair costing on any contracts with third parties for the execution of works which are agreed upon as a part of the UN Fund project;
- (13) that it will undertake to ascertain annually the precise areas that continue to be planted to hemp either by aerial photography or other means that can be fully substantiated;
- (14) that the government will undertake to ^{obtain} participation in the project of W.F.P and other international and bilateral agencies.

I.V PROJECT BUDGET

UN Contribution

	Total		First year		Second year		Third year	
	M/M	\$	M/M	\$	M/M	\$	M/M	\$
10. <u>PROJECT PERSONNEL</u>								
11. Experts								
01. UN Team Leader	36	90,000	12	30,000	12	30,000	12	30,000
02. UN Volunteers	90	22,500	18	4,500	36	9,000	36	9,000
12. Support Personnel								
01. LEB Admin. Asst.	36	7,200	12	2,400	12	2,400	12	2,400
02. LEB Bilingual Secretary	36	7,200	12	2,400	12	2,400	12	2,400
03. Farm machinery O&M crew	108	16,200	36	5,400	36	5,400	36	5,400
04. Transport O&M crew	108	16,200	36	5,400	36	5,400	36	5,400
05. Laborers	72	10,800	24	3,600	24	3,600	24	3,600
13. Allowances for local staff								
01. LEB co-leader	36	6,000	12	2,000	12	2,000	12	2,000
02. Fruit specialist	36	6,000	12	2,000	12	2,000	12	2,000
03. Animal Husbandry Spec.	36	6,000	12	2,000	12	2,000	12	2,000
04. Irrigation Engineer	36	6,000	12	2,000	12	2,000	12	2,000
05. Agr. credit/co-op Spec.	36	6,000	12	2,000	12	2,000	12	2,000
06. Land development engineer	72	12,000	24	4,000	24	4,000	24	4,000
19. <u>COMPONENT TOTAL</u>	738	212,100	234	67,700	252	72,200	252	72,200
20. <u>SUB-CONTRACT COMPONENT</u>								
21. For detail investigations design and specification		200,000		100,000		100,000		-
40. <u>EQUIPMENT COMPONENT</u>								
41. Expendable								
01. Transport spare parts		3,000		1,000		1,000		1,000
02. Farm machinery spare parts		2,500		500		1,000		1,000
03. Fertilizers, seed, insecticides herbicides		10,000		4,000		3,000		3,000
04. Seedlings and nursery stocks		5,000		2,500		2,500		-
05. Various		2,500		1,000		1,000		500
SUB-TOTAL		23,000		8,500		8,500		5,500
42. Non-expendable								
01. Field equip.& vehicles								
Farm tractor & implements		6,000		6,000		-		-
Pick-up trucks (2)		6,000		6,000		-		-
Wolkswagens or similar(2)		5,000		5,000		-		-
Landrovers or similar (2)		8,000		8,000		-		-
Irrigation pumps, engines						-		-
Pipes, sprinkless, etc,		62,000		62,000		-		-
Various		13,000		13,000		-		-
SUB-TOTAL		100,000		100,000		-		-

	Total		First year		Second year		Third
	M/M	\$	M/M	\$	M/M	\$	M/M
02. Buildings							
Main office-stores garage shops complex		26,200		26,200		-	-
Sub-station complexes		16,000		16,000		-	-
Rest houses		8,000		8,000		-	-
SUB-TOTAL		50,200		50,200		-	-
03. Processing, handicraft and artisan equipment							
Artisan equipment		30,000		30,000		-	-
Dairy plant		30,000				30,000	-
Fruit drying equipment		20,000				20,000	-
Green houses		30,000		30,000		-	-
SUB-TOTAL		110,000		60,000		50,000	-
49. COMPONENT TOTAL		283,200		219,200		58,500	5,500
50. MISCELLANEOUS							
51. Operation and maintenance and insurance on equipment		16,500		5,500		5,500	5,500
52. Sundries							
01. Cables, telephone, postage		3,000		1,000		1,000	1,000
02. Travel & subsistence for UN experts		3,000		1,000		1,000	1,000
03. Purchase revolving fund		20,000		-		10,000	10,000
SUB-TOTAL		26,000		2,000		12,000	12,000
53. Direct (F.A.O over head)		35,000		10,000		10,000	15,000
54. Contingencies		27,200		9,000		9,000	9,200
59. COMPONENT TOTAL		104,700		26,500		36,500	41,700
99. GRAND TOTAL		800,000		413,400		267,200	119,400

GOVERNMENT CONTRIBUTION

10- Personnel	Total		First year		Second year		Third year	
	M/M	L.L.	M/M	L.L.	M/M	L.L.	M/M	L.L.
11. Professional	36	190,000	12	63,000	12	63,000	12	63,000
12. Semi skilled	36	201,000		67,000		67,000		67,000
19. Component total		390,000		130,000		130,000		130,000
40- Equipment Component								
41. Expendables		50,000		20,000		15,000		15,000
42. Non Expendable and Buildings		150,000		100,000		50,000		-
49. Component total		200,000		120,000		65,000		15,000
50- Miscellaneous								
51. Land and rights of way		30,000		30,000		-		-
52. Sundries		15,000		5,000		5,000		5,000
SUB-TOTAL		45,000		35,000		5,000		5,000
53- Contingencies		15,000		5,000		5,000		5,000
99 GRAND TOTAL		650,000		290,000		205,000		155,000

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