

Qat Policy Review Workshop

*“Towards practical Policies for Limiting the Expansion of Qat Cultivation”*

(Sana’a, Yemen - June 29-30, 2008)

Report for  
the Inter-Ministerial Committee on Qat,  
the Ministry of Agriculture and Irrigation,  
and the World Bank

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January 8, 2009

## Table of Contents

1. Executive Summary
2. The Qat Phenomenon
3. Political Background to the Qat Policy Review Workshop
  - (a) The First National Conference on Qat (2002)
  - (b) The 2002 Cabinet Decrees on Qat
  - (c) Qat Consumption Survey by the World Bank and Qat Dialogue Task (2006-2007)
  - (d) The Ministry of Agriculture and Irrigation takes the lead in Qat Policy Formulation
4. Objectives, expected Outcomes and Approach of the Qat Workshop
5. The Workshop and its Outputs
  - (a) Opening Speeches
  - (b) Presentations
  - (c) Working Groups
  - (d) Discussion and Closing Session
6. Expected Outcome and Outputs – a brief Evaluation
7. Recommendations and next Steps
8. Annexes
  - Annex 1 Agenda of the Qat Workshop (June 29-30, 2008)
  - Annex 2 Recommendations of the First National Conference on Qat (Sana'a 6-7 April 2002)
  - Annex 3 Brief Evaluation of Achievements regarding the Recommendations of the 2002 Qat Conference
  - Annex 4 Prime Ministry Decree (No. 72) for the Year 2007 concerning Prohibition of Qat Cultivation on Agricultural Flatlands.
  - Annex 5 Prime Ministry Decree (No. 35) for the Year 2008 for the Preparation of a Draft Decree to constrict Land used for Qat Cultivation
  - Annex 6 Minutes of the Ministerial Committee Meeting concerning Reducing the Agricultural Land Planted with Qat (March 17, 2008)
  - Annex 7 Minutes of the Technical Committee Meeting Concerning Reducing Land Planted with Qat (April 1, 2008)
  - Annex 8 Photos of the Qat Workshop
  - Annex 9 Discussion Group Recommendations for Qat-related Development Projects
  - Annex 10 Legislation on Qat
  - Annex 11 Press Echo on the Qat Workshop
  - Annex 12 List of Working Group Participants

## 1. Executive Summary

Under the title “*Towards practical Policies for Limiting the Expansion of Qat Cultivation*” the Ministry of Agriculture & Irrigation has organized a two-day technical workshop on June 29-30, 2008. The workshop - which was held with World Bank assistance in the framework of its *Qat Dialogue Task* - was to (a) review the outcomes and recommendations of the First National Conference on Qat, (b) review national qat-policies and qat-related legislation, (c) develop proposals for qat-related pilot projects, and (d) discuss ways to secure donor support for implementing these projects.

The opening ceremony of the workshop was hosted by H.E. Abd al-Karim al-Arhabi, Deputy Prime Minister for Economic Affairs and Minister of Planning and International Cooperation, and H.E. Dr. Mansour Ahmed Al-Hawshabi, Minister of Agriculture and Irrigation. It was attended by some 100 persons and received wide press coverage. Participants were from a wide range of organizations and comprised decision makers and technical staff from a number of key ministries and government agencies, as well as research institutions and NGOs.

The opening ceremony was followed by a number of introductory presentations, as on pesticides used in qat cultivation, on recent agricultural research conducted by FAO, on the World Bank's strategy paper “*Towards Qat Demand Reduction*”, on the recommendations of the First National Qat Conference and an analysis of Yemen's existing legislation on qat.

The ensuing working groups sessions that were attended by some 40 persons covered five topics: (1) alternative crops and other alternative economic activities, (2) rational use of water resources, (3) awareness, education, recreation and entertainment, (4) the institutional and legislative framework around qat, and (5) hazards of pesticides and possible alternatives.

Each working group developed pilot projects proposals, defining the projects time frame and key actors. The workshop participants also suggested the creation of a permanent qat research and study center, directly linked to the office of the Minister of Agriculture (or – located at an even higher level – attached to the Prime Ministers or the Presidents Office), so that it would receive the necessary political backing. The participants also unanimously urged the government to ban the export of qat to Socotra Island, in order to preserve its unique local culture and recommended to write a letter of appeal to President Saleh to ban qat shipments to Socotra.

The Minister of Agriculture and Irrigation, stressed in his closing address that qat poses a serious threat to the country's food security and demanded that 50% of taxes levied on qat cultivation and on the import on pesticides used in qat farming should go towards the support of food crop cultivation. The Minister also expressed the hope that the outputs of the workshop could serve as a basis for a second national conference on qat.

The workshop was a very successful event and has for the first time brought together key decision makers, technical staff and researchers, in order to develop practical approaches to limit the spread of qat cultivation and consumption. Most of the objectives of the workshop have been reached. In framework of this two day event the preparation of a

funding strategy and of policy recommendations to the Cabinet have however proven as too ambitious.

Due to the continued and largely unchallenged spread of qat cultivation and consumption, renewed efforts by the government and the donor community were deemed imperative by workshop participants. It also became clear that the Government is fully aware of just how difficult it is to combat qat and that compensatory measures will be needed when curbing qat production. Rather than trying to enforce countrywide legislation on banning qat cultivation, it seems therefore more promising to work towards the implementation of small scale pilot projects on different aspects of qat as developed by the working groups.

The Ministry of Agriculture & Irrigation as coordinator of the Inter-Ministerial Committee on Qat is to take the lead and develop over the coming months with World Bank assistance a number of full fledged project proposals, a funding strategy to secure donor support, and policy recommendations for the Cabinet. The main outcomes of the policy workshop were to:

- strengthen the role of the Inter-Ministerial Commission on Qat by working towards the implementation of tasks assigned to it and the implementation of the recommendations of this workshop
- submit a report on the workshop outcomes to Cabinet with policy recommendations on how to implement the workshop proposals (this could be the basis for a national strategy on qat, with the formulation of which MAI had been charged by the 2002 Qat conference),
- develop a funding strategy for the proposed pilot activities/projects that can be submitted to the donor community.
- prepare the legal basis for establishing a research centre on qat that is directly attached to office of the Minister of Agriculture & Irrigation (or higher), as stipulated in the workshop recommendations (this centre could develop a national qat strategy and could possibly also assume a coordinating role between the different pilot projects on qat).
- work towards the implementation of small scale pilot projects on qat (that - if successful – can later be replicated on a larger scale across Yemen), rather than trying to enforce countrywide legislation on banning qat cultivation, which at the present time is doomed to fail. These pilot projects should be launched in each of the five areas covered by the working groups and could entail:
  - developing alternatives to qat farming including high value crops and non farm livelihood activities;
  - intensifying measures for water conservation, water harvesting and ground water replenishment.
  - a comprehensive program to raise public awareness and education on Qat consumption;
  - developing alternative means of entertainment, recreation and strengthen community services;

- address the overuse of pesticides and develop alternative pest control agents and safety measures;
- submit a request to the World Bank for continued assistance within its *Qat Dialogue Task* to assist the Ministry of Agriculture & Irrigation in formulating a donor funding strategy and in developing the proposed pilot projects (including staffing needs, detailed budgets, etc.).

## 2. The Qat Phenomenon

Qat is a mild plant stimulant that has been grown and used in Yemen for centuries. In recent years, however, rapidly-growing production and use have led to an intensified debate over qat and its effects on Yemeni society.<sup>1</sup>

Qat plays today a major role in the Yemeni economy. It contributes around 6% to the country's GDP (2005) and is equivalent to two-thirds of the contribution petrol makes to the economy.<sup>2</sup> One in every seven working Yemenis is employed in producing and distributing qat, making it the second largest source of employment in the country, exceeding even employment in the public sector.<sup>3</sup> The distribution network for Qat is undoubtedly the most advanced in the nation. Yemen's population of 21 million is predominantly rural (73 per cent) and qat is the single most important cash crop. As a crop, qat is much appreciated for its high profitability, its hardiness and drought resistance, and the few husbandry problems associated with it. Farmers also like the fact that qat can be brought to harvest during most months of the year, that it can be harvested in small or large quantities according to the farmer's need for money, and that it brings cash in on the very day of harvest. Qat is predominately grown by smallholders and the bulk of the revenues generated are retained in the countryside. Qat represents only 10 percent of cultivated land<sup>4</sup>, but generates around a third of agricultural GDP. Nearly one-third of the agricultural labor force is engaged in qat production.<sup>5</sup> It is exclusively cultivated in the highlands and on the eastern plateau. Recent studies show that qat is 10 to 20 times more profitable than competing crops.<sup>6</sup>

But Qat consumption is also considered one of the key causes of poverty in Yemen. This is because some 10% of the household budget is used on it, far exceeding household outlays for basic foods, medicines and other necessities (2005 Household Budget Survey). In addition, the time devoted to the daily qat chewing session represents an enormous loss of potential income, and there are a wide range of adverse health effects arising from its consumption. While qat cultivation has provided an important source of rural incomes, it has precluded other and more sustainable forms of rural economic activity. The area under qat has expanded 13-fold in the last three decades, displacing exportable coffee, fruits and vegetables, sorghum and other foodstuffs. Exports of other cash crops have fallen while food imports have increased, due to the inroads made by qat in the rural economy. Qat cultivation has potentially disastrous environmental effects. Qat growers pump water using subsidized electricity and diesel. Already, one third of all ground water abstraction is utilized for qat cultivation. Groundwater extraction has reached 130 percent of recharge with agriculture using about 90 percent of the groundwater and within that; qat is the leading source of groundwater depletion. Qat use

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<sup>1</sup> See for example *Yemen: Towards Qat demand Reduction*. The World Bank, Country Department III, Middle East and North Africa Region. Report No. 39738-YE, June 2007, 33 pp.

<sup>2</sup> Ministry of Planning and International Cooperation (MoPIC) (2006): *Statistical Year Book*, 2005.

<sup>3</sup> 2004 estimate of MoPIC, *Socio-Economic Development Plan for Poverty Reduction*.

<sup>4</sup> 2005 estimate of MoPIC, *Statistical Year Book*, 2005.

<sup>5</sup> 2004 estimate of MoPIC, *Socio-Economic Development Plan for Poverty Reduction*.

<sup>6</sup> Ward, C. & P. Gatter (2000): *Republic of Yemen - A Qat Strategy*. Report for the World Bank, 120 pp.

has also wide ranging health effects. The main psycho-neural effects are said to be wakefulness and suppression of appetite. It causes high blood-pressure, decay of teeth, constipation, haemorrhoids, hernias, paranoia, and depression. It is also responsible for under-weight children (when pregnant women chew qat). Pesticides used in qat agriculture are a growing cause of cancer due to consumption of pesticide residues and due to the exposure of farmers to the often highly toxic products, when applying pesticides to qat plants.

### 3. Political Background to the Qat Policy Review Workshop

Since 1999, the Government has adopted a number of specific policies aimed at controlling, regulating and taxing qat. These policies have so far however failed to deter growth in either qat production or consumption. But Government policy has succeeded in fostering a public debate about qat and policy makers continue to seek ways to reverse the alarming spread in qat use.<sup>7</sup>

#### (a) The First National Conference on Qat (2002)

Based on a 1999 Cabinet Decree (No. 43) the Government of Yemen represented by the Ministry of Planning & Development (now Ministry of Planning and International Cooperation) (MoPIC) and the Ministry of Agriculture & Irrigation (MAI) prepared and conducted the "*First National Conference on Qat*". The event was held in April 2002 under the auspices of H.E. President Ali Abdalla Saleh and was attended by some 800 persons from government, research institutions, civil society organizations, religious institutions and the international community. The conference received wide media attention and did once and for all away with the taboo that for long had beset the public debate on the negative effects of qat. The studies presented at the conference were based on extensive literature surveys as well as on field studies and covered a wide range of topics - from social to health aspects, and from economic issues to environmental concerns.<sup>8</sup>

#### (b) The 2002 Cabinet Decrees on Qat

The comprehensive procedural recommendations of the conference (**annex 2**) were the basis for seven Cabinet decrees passed in May 2002, aimed to spread awareness, promote alternative means of leisure, regulate qat consumption and the use of chemicals for qat production (Decrees 135 to 140 for the Year 2002). The Ministry of Agriculture and Irrigation was assigned to prepare a national strategy for dealing with the effects of qat in

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<sup>7</sup> See the various articles on the influence of qat in: Yemen Times: "*Will qat be Replaced*", 17 April 2002; "*Poor Yemenis Seek Nirvana with Narcotic Leaf*" (14 March 2003); "*Qat does not make life a carnival*", (30 June 2004); "*The Qat Phenomenon and Ideas to Stop its Use*" (12 March 2006), "*Yemen has great potential so why has it reached this poor state*" (12 August 2006); and "*Qat Plantations Consume 40% of Underground water*" (20 March 2006).

<sup>8</sup> Gatter, P., Q. Abdul Malik & K. Sae'ed (Editors) (2002): First National Conference on Qat. Under the Auspices of H.E. the President of Yemen, Mr. Ali Abdula Salleh. Proceedings and Conference Discussion Materials. In a parallel effort, FAO had conducted a comprehensive field study on the stimulant, that was also presented to the public at the conference event (FAO (2002): Towards the Formulation of a Comprehensive Qat Policy in the Republic of Yemen (Technical Field Study).

coordination with relevant agencies (Decree No. 134 for the year 2002). But apart from a short-lived anti-pesticide campaign conducted by the MAI in 2006/2007 and from conducting a number of small studies on Qat, little effort was made to translate these decrees into action (**annex 3** provides a brief evaluation of achievements regarding the recommendations of the 2002 Qat Conference).

The absence of clear a vision among various government agencies on how to deal with the Qat issue, shortcomings in program planning, and lack of financing were the main causes of inadequate implementation of the recommendations of the First National Conference on Qat.

#### **(c) Qat Consumption Survey by the World Bank and Qat Dialogue Task (2006-2007)**

Responding to requests from the Government, the World Bank conducted a survey of 4,027 Yemeni households in 7 of Yemen's 21 Governorates in 2006 and investigated options for discouraging Qat consumption. The survey revealed that on average 72% of Yemeni males and 32.6% of Yemeni females chew Qat. It also showed that 48.4% of male and 62% of female respondents believe that they do not have enough money to buy Qat and cover at the same time other family needs. Surprisingly, the perception of the chewing habit was a very negative one and 53.2% of men and 61.2% of women stated that the Government should limit Qat chewing. The presentation of the resulting report "*Towards Qat Demand Reduction*" raised concerns and more interest in the country and led in the World Bank's Middle East and North Africa Sustainable Development Department to the formulation of a *Qat Dialogue Task* (approved on November 28, 2007) which is to focus on actions required for a policy and action program on Qat.

#### **(d) The Ministry of Agriculture and Irrigation takes the lead in Qat Policy Formulation**

At the initiative of MAI, the Cabinet passed decree No. 72 for the Year 2007 "*concerning Prohibition of Qat Cultivation on Agricultural Flatlands*" (February 2007). The decree called for banning qat cultivation in certain agricultural low land areas of Amran, Ibb, Dhamar, Sana'a and al-Baydha Governorates. The Minister of Agriculture and the Governors of the respective provinces were assigned as executors of this ambitious order (**annex 4**). In March 2008, the Cabinet issued a further decree (No. 35) on the preparation of a draft decree to reduce farmland planted with qat. The decree called for the establishment of a MAI-led ministerial committee, comprising also of the Ministers of Justice, Health, Water & Environment, Electricity, Local Administration, Finance and Industry & Trade as well as the Chairman of the Tax Authority (**annex 5**). The tasks of the committee were outlined in the decree as to (a) review of the qat taxation system and review possibilities to (b) move qat markets away from the cities, (c) issue a decree to report any farmers who spray insecticides on qat plants to district prosecution offices and the judiciary, (d) allocate 50% of tax collected on qat to support the agriculture sector, particularly the cultivation of grains, and to support irrigation and water harvesting establishments, and (e) raise customs tariffs including fees on permits for importing agricultural insecticides used in qat cultivation.

The committee held its first meeting on March 17, 2008 which was attended by the Ministers of Health, Electricity, Water & Environment, the Chairman of Tax Authority, and representatives of Ministries of Legal Affairs and Local Administration. The

gathering lead to the formation of a technical committee headed by the undersecretary of MAI, that was to study the taxation of qat production and consumption. Among others, Local Councils and Governors were charged with the duty of relocating Qat markets to areas outside the cities (**annex 6 and 7**).

In this context and in light of the government's intention to join the Gulf Cooperation Council, the Ministry of Agriculture and Irrigation, took the initiative to prepare for a policy workshop on Qat in 2008.

#### 4. Objectives, expected Outcomes and Approach of the Qat Workshop

Rather than organizing a second national conference on the subject of Qat with a wide audience, the Government decided to limit the present event to a 2-day technical roundtable workshop with a small, but well selected audience of key decision makers and scientists from relevant Ministries and Government agencies. This workshop was not to document the qat phenomenon (which had already satisfactorily been achieved during the 2002 Qat conference), but rather to:

- review the outcomes and recommendations of the First National Conference on Qat and assess in what fields progress has been made and where urgent action was needed,
- review national Qat-policies, propose ways how these policies can be implemented, and assess whether they suffice/are a realistic approach to deal with the qat phenomenon,
- review the qat-related legislation and propose ways how the existing laws (e.g. regulating qat cultivation, pesticide trade, and qat use in government facilities) can be enforced,
- identify and outline qat-related pilot-activities and submit a proposal to cabinet on how to implement them,
- discuss ways to secure donor support for selected qat-related pilot projects

Expected outcomes included:

- An overview of the current legal status of Qat in Yemen
- Draft action plans and pilot project proposals (listing key actors, timeframe and draft budget)
- Policy recommendations to be submitted to the Cabinet

The findings and recommendations of the workshop were to be documented in a report to the Council of Ministers, the Inter-Ministerial Committee on Qat, the Ministry of Agriculture & Irrigation as well as the World Bank.

It was further foreseen that on the basis of the draft pilot projects resulting from the workshop, the Ministry of Agriculture and Irrigation (assisted by a World Bank consultant), would prepare in the months after the workshop full fledged project proposals (including work plans, expected outcomes, budget, staffing needs, and project duration) which could be presented to the donor community in order to rally support.

MAI expressed the hope that the outputs of the workshop could also serve as a basis for a second national conference on Qat in the coming year.

## 5. The Workshop and its Outputs

The policy review workshop took place on June 29-30, 2008 under the title “*Towards practical Policies for Limiting the Expansion of Qat Cultivation*” and was held at the Sana'a headquarters of the Agricultural Research and Extension Authority (AREA) and the General Department for Agricultural Information. It was supported by the World Bank in the framework of the Middle East and North Africa Sustainable Development Department’s *Qat Dialogue Task* (approved on November 28, 2007).

The opening ceremony was hosted by H.E. Abd al-Karim al-Arhabi, Deputy Prime Minister for Economic Affairs and Minister of Planning and International Cooperation, and H.E. Dr. Mansour Ahmed Al-Hawshabi, Minister of Agriculture and Irrigation. It was attended by some 100 persons and received wide press coverage (**annex 11**).

Participants were from a wide range of organizations and from different Governorates. They comprised decision makers and technical staff from the Ministries of Agriculture & Irrigation, Water & Environment, Planning & International Cooperation, Public Health & Population, Education, Information, Local Administration, and Youth & Sports. Among the participants were also representatives of the Agricultural Research and Extension Authority, the Agricultural Engineers Union, the Agricultural Guidance Bureau, the General Administration for Rural Women Development, the Agricultural Cooperative Union, the National Water Resources Authority, the National Committee to Combat Qat Hazards, the College of Agriculture of Sana'a University, the Armed Forces, of al-Aaqil Trade Co., the Sana’a Water Basin Project and even a Qat farmer. The opening and closing sessions were also attended by representatives of donor agencies such as the World Bank and FAO.

### (a) Opening Speeches

In his opening address, Deputy Prime Minister for Economic Affairs, Abdul Karim al-Arhabi, stressed that the Government and NGOs need to make greater efforts on issues associated with qat, particularly related the effects of qat on malnutrition and on households spending. He cited a recent United Nations Study on child care that ranked Yemen in terms of malnutrition below a number of war ravaged countries. The Deputy Prime Minister also stressed the importance of paying special attention to issues such as qat and water, where the “danger signal” had come to the attention of Government. Al-Arhabi reminded the participants, that the aim of the workshop was not to present and produce research materials, but to provide strategic plans and executive programs that need to be abided by all parties.

The Minister of Agriculture & Irrigation, Dr. Mansour Ahmed al-Hawshabi, brought the remarkable and rapid expansion of qat cultivation to the attention of the workshop participants and warned of the health hazards of pesticides used in Qat farming. He stressed the need to become active and embark on practical policies vis a vis qat, especially since the First National Conference on Qat (2002) had resulted in a number of

decrees that were however never translated into action. He also cited the Cabinet Decree No. 72 for the Year 2007 “*concerning Prohibition of Qat Cultivation on Agricultural Flatlands*” (**annex 4**) and said that although this resolution only applied to some areas of Yemen, it was an important step ahead. Al-Hawshabi emphasized that in order to effectively implement this resolution, a Second National Conference on Qat was necessary. To this end, the Cabinet had issued a second decree (**annex 5**) in order to set up an inter-ministerial committee that among others, was to organize a second Qat conference. He also pointed out that his Ministry was cooperating with a number of donor agencies, namely the World Bank and the United Nations, in order to hold a series of preparatory workshops. These workshops would produce visions and project proposals that could hopefully be implemented together with these international partners.

### **(b) Presentations**

The opening ceremony was followed by a number of introductory presentations and a brief discussion (see **annex 1** for the workshop agenda). These presentations included:

- Introduction to the issues and objectives of the workshop. Stressing the importance to actually implement government resolutions and decrees on qat in order to make progress in confronting the qat problem (by Dr. Ismael Muharram, Chairman of AREA)
- Presentation on the use of pesticides by qat farmers and the danger of pesticide residues for health (by Dr. Ismael Muharram, AREA)
- Presentation of a recent Qat research work by FAO entitled “*Policy Options for a sustainable Control of Qat Production*”. The study focused on alternatives to qat production, the need to limit pressure on water resources, importing qat from Ethiopia and thus importing virtual water (by Dr. Abdel-Aziz, FAO Cairo)
- Presentation of the World Bank Strategy Paper “*Towards Qat Demand Reduction*” and the results of the 2006 field survey on which the World Bank strategy note is based (by Peer Gatter, World Bank consultant)
- Presentation and review of the First National Qat Conference recommendations and analysis of the current legislation on Qat, in particular the Cabinet Decrees passed as a result of the Qat Conference (by Qahtan Yahya al-Asbahi, National Water Resources Authority) (see **annex 10** for the existing legislation on qat)

### **(c) Working Groups**

Some 40 persons took part in the actual working group sessions of the 2-day technical round table meeting. Four working groups were constituted on different aspects of qat and their results presented in a joint session on the second workshop day. The four working groups covered five topics: (1) alternative crops and other alternative economic activities, (2) water resources - solutions and rational use of water, (3) awareness, education, and recreation & entertainment, (4) the institutional and legislative framework, and (5) pesticides - alternatives and means of safety.

Each group was asked to define the problematic of each topic and propose solutions in form of pilot projects/activities with a time frame, implementing institutions and a draft budget. Due to a lack of discussants in topics (3) and (4), these two were debated within one group. In the following the results are however presented separately (see also **annex 9** for detailed group results):

### **(c-1) Alternative Crops and other alternative Economic Activities**

Qat grows in different climatic zones of Yemen. When identifying agricultural alternatives to qat cultivation, it is thus very important to take into consideration the environmental circumstances in the different cultivation zones. In each area assessments on the suitability and profitability of alternative crops will have to be carried out in order to find appropriate plants that may replace qat. In general, it is important that such alternative crops are (a) drought resistant, (b) require little water (c) have the ability to depend on water harvesting, (d) generate yields in a short period of time, and (e) have a high productivity and are thus economically lucrative.

The working group stressed the importance to make available seedlings of alternative crops to farmers, promote modern technology to raise production and productivity of crops and livestock, purchase produce from farmers shifting away from qat at subsidized prices, encourage processing industries for agricultural alternatives, develop marketing mechanisms for alternative agricultural products, and create domestic and foreign markets for alternative crops, facilitate flexible-term loans, and last but not least, reactivate MAI's dormant Qat Research Unit.

The discussion group also identified a number of crop groups and alternative economic activities such as animal husbandry and apiculture that could substitute qat in different areas of the country. As implementing institutions, specifically AREA, the General Authority for Seed Propagation, the General Department for Plant Production, the General Department of Pest Control, the General Department of Forests, and the General Authority for Livestock Production were identified. Important partner institutions are MoWE, the Ministries of Finance, Industry & Trade, the Agricultural Cooperative Association, the Agricultural Credit Bank, and private sector food processing companies (see **annex 9**).

### **(c-2) Water Resources - Solutions and Rational use of Water**

A lead theme in the Water group was whether qat was really the main reason for water depletion in Yemen, as is so often declared. A question that remained unanswered was: *“If qat cultivation were abandoned, would Yemen's water crisis thus be resolved - or are there other important causes for water depletion such as other crops, domestic water consumption, industry?”* There was however unanimity that qat cultivation was one of the main causes for the current water crises and that there was urgent action necessary to stop the expansion of qat area and the proliferation of well drilling for irrigating qat.

The group stressed (a) the importance to implementing and enforcing the existing Water Law and the National Water Strategy. As further important points the working group identified (b) improving the management of water collected in dams, (c) introducing modern irrigation technology in Qat farming, (d) designing integrated awareness programs on water, water saving and sustainable irrigation, (e) promoting crops using

less water and encouraging agriculture based on rain water. Last but not least, the need of developing strategies for the use of grey water was stressed (launching an experimental project for irrigation with grey and treated sewage water).

The working group also identified a number of pilot areas in Yemen's highlands (see **annex 9**). As key institutions for this activity MAI, MoWE, MoLA, the Ministries of Education, Endowment & Guidance, and Information were identified, as well as judicial execution bodies, Local Authorities, NGOs, water user associations and MAI's Rainfed Agriculture Project

### **(c-3) Awareness, Education, Recreation and Entertainment**

The low level of education in Yemen and the lack of knowledge on the dangers of qat for health and family life were identified as one of the impediments to effective outreach work on qat. The creation of awareness was thus given key importance in reducing qat chewing. Media campaigns in coordination with the Ministries of Health, Information, Youth & Sports, and Endowment & Religious Guidance, as well as with the Women's National Committee were proposed. Also the creation of a database on the health and economic effects of Qat was suggested. The subject of Qat has also to be introduced in school curricula.

The working group emphasized that without alternative leisure pursuits, qat consumption cannot be effectively reduced. It is therefore imperative to provide and promote recreational facilities and public parks as well as indoor facilities for girls. In city planning, areas have to be allocated for public parks. Key institutions for the implementation of these recommendations and pilot activities are the Ministries of Youth & Sports, Culture, and Construction & Housing, as well as Local Administrations, sports institutions, specialized funds and the private sector (see **annex 9**). The working group also pointed out that all the necessary legislation for implementing the pilot activities exists such as:

- *Cabinet Decree No. 138 for the Year 2002 concerning Media Awareness Campaigns on the Effects of Qat*
- *Cabinet Decree No. 140 for the Year 2002 on Educational Awareness on the Effects of Qat*
- *Cabinet Decree No. 135 for the Year 2002 concerning the [Institutional] Affiliation of Public Parks and the Supervision of their Management*

### **(c-4) The Institutional and Legislative Framework**

The working group came to the conclusion that the existing legislation on qat – once truly enforced – is sufficient to bring about considerable change in Yemen and reduce qat consumption and production (such as enforcing chewing restrictions in Government premises and by military personnel on duty). It is therefore necessary to collect all previous laws and resolutions on Qat and set up a database. It is further important to activate the role of Local Councils to implement laws so as to limit the expansion of Qat cultivation and the spread of Qat chewing. There should also be regulations to limit utilizing water from dams and water barriers for Qat farming.

The establishment of a "*Center for Reducing the Spread of Qat*" was deemed important. This center should be attached to MAI and should include representatives from concerned

authorities including NGOs. The Cabinet should issue a decree in this regard to specify the center's tasks and specialization. 5% of the Qat tax revenues should be allocated for this center. Also 20% of the media budgets foreseen for ministries, authorities, governmental boards, and the mixed and public sectors should be allocated to this center to enable it to launch Qat awareness programs. As key institutions besides MAI, also the Ministries of Legal Affairs, Finance, Interior, Local Authority, and Education were named, as well as the Tax Authority.

#### **(c-5) Pesticides - Alternatives and Means of Safety**

The working group on pesticides highlighted the importance to continue and intensify MAI's 2006/2007 campaign against sellers and importers of banned pesticides and enforce the existing legislation on pesticides, namely the:

- *Cabinet Decree No. 136 for the Year 2002 on Dealing with Smuggled Chemicals, on their Incineration, and on Dealing with those Imported legally*
- *Cabinet Decree No. 139 for the Year 2002 concerning the Use of, and Dealing with, Chemical Pesticides employed in Agriculture*

It was suggested to set up a monitoring system for pesticide imports and sales, create a licensing system for pesticide sellers, identify alternative non- or less harmful pesticides and promote their use, and design and launch awareness campaigns on the danger of pesticides targeting farmers and qat consumers.

#### **(d) Discussion and Closing Session**

The ensuing open discussion was lively and a number of recommendations were made in addition to the outlined projects and activities proposed by the working groups:

- To set up a permanent research and study center for addressing Qat issues, directly linked to the office of the Minister of Agriculture, or - located even at a higher level – attached to the Prime Ministers or the Presidents Office – so that the center has the necessary strong support to deal with crosscutting issues such as qat taxation, its impact on the environment, public health and Yemen's economy.
- Addressing the health impacts of qat and calculating their long term costs to national economy.
- Study and improve cropping patterns in order to raise production efficiency per land and water unit.
- Remove subsidies on diesel in order to make water abstraction more expensive in the hope of thereby raising irrigation efficiency and awareness for water as a scarce resource.
- The importance to raise donor funding was stressed, since without donor assistance it would be near impossible to successfully address the qat problem. Participants pointed out that since the political will to seriously act against qat was missing at the highest political levels, only insufficient financial resources were allocated for fighting qat. The need was stressed to develop a funding strategy for

the pilot activities proposed by this workshop that was to be submitted to the donor community.

- A unanimous decision was taken by the 41 workshop participants to urge the government to ban the export of qat to Socotra Island, in order to preserve the unique local culture of the island and save the population from the terrible effects of qat. It was mentioned that in early 2008 the two local councils of Socotra had voted from an import ban on qat, a decision that was however never ratified by the Governor of Hadhramawt province. It was also pointed out that the head of the Socotra airport security was one of the major qat importers on Socotra and staunchly opposed to any regulation of the Socotra Qat trade. The workshop participants decided that an open letter should be written to President Saleh to appeal to him to ban qat shipments to Socotra.

The Minister of Agriculture and Irrigation, Dr. Mansour Ahmed Al-Hawshabi, stressed in his closing address the following points:

- Qat exploits resources and efforts that could otherwise contribute to solving Yemen's problem of food security.
- Qat is a problem for families because people spend more money on Qat than on food and clothing.
- The deliberations and recommendations of the workshop should be used as a basis for the second national conference on Qat.
- A tax on each Qat field should be imposed and 50% of the collected amount should go towards supporting planting and harvesting of rainfed food crops like grain.
- An emphasis should be put on relocating Qat markets outside of the major cities.
- The importance of issuing a decree that bans the use of pesticides and fertilizers in Qat cultivation.
- The importance of increasing fees and import taxes on pesticides used in Qat farming and of allocating 50% of this revenue towards grain farming.
- The importance of making people aware of the conflict between food and Qat. Qat cannot replace food production, which represents a danger to Yemen in times of disaster and crises.
- The need for establishing a centre for the study of Qat within the new structure of MAI. The proposal for such a center has already been submitted to the Ministry of Civil Service.

## 6. Expected Outcomes and Outputs – a brief Evaluation

The workshop can be considered as a very successful event, because it brought together for the first time key decision makers, technical staff and researchers, in order to develop practical approaches to limit the continuous spread of qat cultivation and consumption. Most of the objectives of the workshop were reached:

- The outcomes and recommendations of the First National Qat Conference were reviewed, progress made in some areas and the failure to act in others were documented (see **annex 3**).
- The absence of national policies to realistically deal with the qat phenomenon was documented and the existing qat-related legislation was presented and collected (see **annex 4, 5, and 10**).
- Qat-related pilot-activities were outlined, listing key actors and the timeframe. Budgets were however not developed for these pilots, since it proved too difficult - given the short time frame – to draft sound budgets.
- The need for donor funding was discussed and defined. Apart from having decided to submit proposals for Qat-related pilot-activities to the donor community alongside this report, there was however no strategy developed on how to actually secure donor funding.
- A proposal for the cabinet and policy recommendations on how to implement the proposed pilot activities were not developed.

In the time frame of this two day workshop the preparation of a funding strategy and of policy recommendations had proven as being too ambitious an objective.

## 7. Recommendations and next Steps

Qat cultivation and consumption have further increased in Yemen since the 2002 Qat conference<sup>9</sup>, and qat chewing sessions appear to start earlier each day and seem to continue for much longer hours. Efforts to relocate qat markets to the outskirts of the main cities have stalled since 2002 and qat is once again chewed openly by the military in uniform and in public buildings.

Renewed efforts to enforce the laws and decrees that were issued regarding qat since 1999 are thus urgently needed. Public policies aimed at combating qat must, however, contend with the fact that qat is today an integral part of Yemen’s culture and plays a vital role in rural economies. A further problem is that many of those who grow qat are so powerful that anti-qat campaigns and policies bear a high political risk. Moreover, those with a vested interest in the qat status-quo have proven to be extraordinarily effective in circumventing policies aimed at curbing its use.

The Government is fully aware of just how difficult it will be to combat qat and that compensatory measures are needed when curbing qat production. According to the Third Five Year Socio-Economic Plan for Poverty Reduction: *“the Government intends to address the qat phenomenon in an objective, informed and gradual fashion, while striking a balance between its economic, social, health and environmental aspects”*. Emphasis in this plan is accorded to water conservation and to the introduction of new cash crops, both of which could be expected, over time, to encourage farmers to shift resources out of qat production.<sup>10</sup>

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<sup>9</sup> See for example the development of Qat area in various CSO Statistical Yearbooks since 2002.

<sup>10</sup> MoPIC (2006): Third Socio-Economic Development Plan for Poverty Reduction (2006-2010), p. 6.

The present workshop on qat has – and this is a novelty – presented concrete pilot activities and projects on qat and has given the Government the ability to address the problems associated with qat in the form of small scale projects focussing on the diverse facets of the qat problem.

It is therefore important that MAI and the Inter-Ministerial Committee on Qat take the lead - based on the outcomes of the workshop and this report - to:

- strengthen the role of the Inter-Ministerial Commission on Qat by working towards the implementation of tasks assigned to it and the implementation of the recommendations of this workshop
- submit a report on the workshop outcomes to Cabinet with policy recommendations on how to implement the workshop proposals (this could be the basis for a national strategy on qat, with the formulation of which MAI had been charged by the 2002 Qat conference),
- develop a funding strategy for the proposed pilot activities/projects that can be submitted to the donor community.
- prepare the legal basis for establishing a research centre on qat that is directly attached to office of the Minister of Agriculture & Irrigation (or higher), as stipulated in the workshop recommendations (this centre could develop a national qat strategy and could possibly also assume a coordinating role between the different pilot projects on qat).
- work towards the implementation of small scale pilot projects on qat (that - if successful – can later be replicated on a larger scale across Yemen), rather than trying to enforce countrywide legislation on banning qat cultivation, which at the present time is doomed to fail. These pilot projects should be launched in each of the five areas covered by the working groups and could entail:
  - developing alternatives to qat farming including high value crops and non farm livelihood activities;
  - intensifying measures for water conservation, water harvesting and ground water replenishment.
  - a comprehensive program to raise public awareness and education on Qat consumption;
  - developing alternative means of entertainment, recreation and strengthen community services;
  - address the overuse of pesticides and develop alternative pest control agents and safety measures;
- submit a request to the World Bank for continued assistance within its *Qat Dialogue Task* in order to receive support through an expert/consultant who will assist the Ministry of Agriculture & Irrigation in formulating a donor funding strategy and in developing the proposed pilot projects (including staffing needs, detailed budgets, etc.).

## Annexes

**Annex 1: Agenda of the Qat Workshop (June 29-30, 2008)**

<b>Date</b>	<b>Time</b>	<b>Activity</b>
June 29	9:15-9:25	Quran Recitation
	9:25-10:00	Welcome and opening address by H.E. Abd al-Karim al-Arhabi, Deputy Prime Minister for Economic Affairs, Minister of Planning and International Cooperation and by H.E. Dr. Mansour Ahmed al-Hawshabi Minister of Agriculture and Irrigation
	10:00-10:45	Introduction to the issues and objectives of the roundtable (by Dr. Ismael Muharram, AREA)
	10:45-11:00	Coffee break
	11:00-11:30	Presentation on the use of pesticides by qat farmers and the danger of pesticide residues (by Dr. Ismael Muharram, AREA)
	11:30-12:30	Presentation on policy options for a sustainable control of qat production (by Dr. Abdel-Aziz, FAO)
	12:30-13:00	Lunch break
	13:00-13:30	Presentation of the World Bank Strategy Paper " <i>Towards qat demand reduction</i> " and the results of the 2006 field survey (by Peer Gatter, World Bank consultant)
	13:30-14:00	Presentation and review of 2002 National Qat Conference recommendations and the Cabinet Decrees passed as a result of the Conference (by Qahtan al-Asbahi, NWRA/MoWE)
	14:00-14:30	Presentation of the tasks of the working groups and constitution of working groups.
14:30-16:00	Working groups (Part 1)	
June 30	9:00-9:10	Summary of deliberations of the first day
	9:10-9:30	Brief discussion/comments/observations
	9:30-11:30	Working groups (Part 2)
	11:30-12:50	Presentation of working groups results
	12:50-13:00	Coffee break
	13:00-14:30	Open Discussion
	14:30-15:00	Closing remarks and closing address by the Minister of Agriculture and Irrigation

## **Annex 2: Recommendations of the First National Conference on Qat (Sana'a 6-7 April 2002)**

The Conference confirmed that the effects of qat require serious study considering the plant's extensive use and production in Yemen. Qat clearly affects all aspects of life. Timely solutions are thus needed in order to address the resulting problems in the framework of an efficient and well designed strategy. The content and aim of such a strategy can be summed up as follows:

### **1. Qat Consumption**

- Design and implementation of cultural, educational, and media programs aiming at increasing public awareness on the different effects of qat on people's lives as well as on the national economy and natural resources;
- Design and implementation of leisure and entertainment programs consistent with Yemeni social values;
- Design research programs to study the social impact of qat including the correlation between qat and poverty.

### **2. Rationalization of the Use of Chemicals**

- Apply and promote the law on the trading with chemicals, and its by-laws;
- Promote scientific research on plant protection and improve the performance of the extension services on diseases and the appropriate use of chemical pesticides in order to further the skills of farmers;
- More vigorously apply sanctions and incriminate globally banned chemicals;
- Monitor and register traders of chemical products used in agriculture. Chemicals should only be imported upon approval of competent authorities within the Ministry of Agriculture and Irrigation and according to the procedures laid out in the relevant law;
- Define, according to scientific and legal norms, the residual effects of pesticides in qat leaves and forbid the dealing with qat, when residues exceed acceptable levels.

### **3. Rationalization of the Use of Water**

- Promote strategies and policies on water resources, irrigation, and watershed management;
- Swift endorsement of the Water Law and formulation of its by-laws;
- Encourage the introduction of modern irrigation methods and techniques in order to rationalize the use of water in agriculture and promote the construction of dams (based on feasibility studies).

### **4. Development of highly Competitive Crops:**

- Develop alternative high-value crops as follows:
  - (a) Increase the productivity of competitive crops through conducting the following research activities:
    - Cross-breeding of competitive crops;
    - Research on fertilizers and pest control in order to determine the best types and qualities that are apt to increase productivity in their different production regions;
    - Research on pre- and post-harvest physiology in order to determine the best production methods towards achieving higher productivity and profit;

- (b) Organize incentive supported extension programs to encourage farmers to produce profitable crops [other than qat].

#### **5. Finance and Credit Policy**

- Encourage simple credit mechanisms to help farmers shift their production to high value crops [other than qat];
- Organize finance-oriented awareness programs to encourage farmers to produce profitable crops [other than qat];
- Facilitate farmer access to credits to help them adopt modern irrigation techniques;
- Promote the role of the *Cooperative Agricultural Credit Bank* in awarding credits to small farmers.

#### **6. Qat Taxation Policy**

- Explore the possibility of replacing the *Qat Consumption Tax* with a *Qat Production Tax*, or to find alternative [and more] appropriate collection mechanisms;
- Define and identify qat varieties and quality grades and develop scales for taxation of each type;
- Undertake an annual projection of the land area [newly] cultivated with qat.

#### **7. Policies to improve Agricultural Products**

- Promote the performance of markets of other crops in order to be at least as competitive as qat markets. Political tools to achieve this are the:
  - setting up of standardized grades for the different crops;
  - encouragement of merchants to reflect these standardized grades in crop packing;
  - collection of data on crop marketing and its timely dissemination through different channels;
  - provision of support to government agencies supervising the markets;
  - confinement of qat sales to specified qat markets.

#### **8. Provide Support to the Qat Research Unit and to other Research Centers;**

#### **9. Establish an integrated Database on Qat as a Crop and all Activities related to it**

#### **10. Conduct Economic and Social Studies on Qat under different Production Approaches**

#### **11. Carry out Medical Research in order to determine the Impact of Qat on Health, and to investigate the Pharmaceutical Potentials of Qat.**

#### **12. Establish by Cabinet Decree (specifying its Tasks and Competences), a Committee within the Ministry of Agriculture and Irrigation that is to be responsible for developing and putting into Place a National Strategy on Qat.**

**Annex 3: Brief Evaluation of Achievements regarding the Recommendations of the 2002 Qat Conference**

Conference Recommendation	Achievements	Remarks
<b>1. Qat Consumption</b>		
Design and implementation of cultural, educational, and media programs aiming at increasing public awareness on the different effects of qat on people's lives as well as on the national economy and natural resources	None	-
Design and implementation of leisure and entertainment programs consistent with Yemeni social values	Nothing has been accomplished in this area despite the fact that parks and gardens have either been improved or established.	People chew qat in public gardens and parks. Qat has not been banned in these areas and it is not clearly stated whose responsibility it is to implement a ban.
Design research programs to study the social impact of qat including the correlation between qat and poverty	A modest number of studies have been conducted in this area.	The objectives of these research programs were not specified or assigned to certain authorities. These studies were not associated with poverty and were conducted on the basis of personal initiatives and efforts.
<b>2. Rationalizing the Use of Pesticides</b>		
Apply and promote the law on the trading with chemicals, and its by-laws	Has been issued.	It does not target qat; it is a general law and it is difficult to monitor its implementation.
Promote scientific research on plant protection and improve the performance of the extension services on diseases and the appropriate use of chemical pesticides in order to further the skills of farmers	Partial research is currently being conducted on agricultural crops  Improving guidance of farmers regarding pests is very weak	These studies did not target qat and the recommendation did not refer specifically to research on pesticides used on qat.  The recommendation is general and it did not target qat; it is not clear which body is responsible for developing the programs and monitoring their implementation.
More vigorously apply sanctions and incriminate globally banned chemicals	A list of banned pesticides has been issued. During 2006 and 2007 several short campaigns have been against illegal sales of pesticides. Shops selling illegal substances have been closed and pesticides have been confiscated and destroyed	It is difficult to monitor sales and apply punitive actions and compliance with the law or regulations
Monitor and register traders of chemical products used in agriculture.	Is partially being implemented	

Chemicals should only be imported upon approval of competent authorities within the Ministry of Agriculture and Irrigation and according to the procedures laid out in the relevant law	Is partially being implemented.	Pesticides smuggling is a lucrative business, and therefore hard to control
Define, according to scientific and legal norms, the residual effects of pesticides in qat leaves and forbid the dealing with qat, when residues exceed acceptable levels	Some tests have been conducted in this area.	There should be a legislation to define the residual effect at the national level. Tests must be conducted periodically and samples should be gathered from different areas. Moreover, the legislation should stipulate clearly the ceiling of such residual effect and the level which is permissible.
<b>3. Rationalizing Water Consumption</b>		
Promote strategies and policies on water resources, irrigation, and watershed management	It is being conducted through enforcing the water law, especially preventing indiscriminate drilling of water wells and organizing the issuance of drilling licenses.	It requires collective efforts and activation of the roles of the various controlling and monitoring bodies to enforce the water law.
Swift endorsement of the Water Law and formulation of its by-laws	The law was issued in October 2002 and its amendments in 2006.	The executive regulations of the law will continue to be ratified until 2008.
Encourage the introduction of modern irrigation methods and techniques in order to rationalize the use of water in agriculture and promote the construction of dams (based on feasibility studies)	Modern irrigation systems are being implemented in various development projects at the Ministry of Agriculture in certain areas.	It did not include qat and the cost of these irrigation systems is very high. Besides, the issue of water partnership is problematic.
<b>4. Developing Crops with relatively high advantage</b>		
Increase the productivity of competitive crops	Is being implemented.	The problem lies in the production inputs and the agricultural processes.
Cross-breeding of competitive crops	Is being implemented.	Research is conducted by AREA on grains, legumes, and some industrial crops.
Research on fertilizers and pest control in order to determine the best types and qualities that are apt to increase productivity in their different production regions	Currently conducted	Research is conducted by AREA on different crops, but it did not target qat or the areas in which it is grown.

Research on pre- and post-harvest physiology in order to determine the best production methods towards achieving higher productivity and profit	Currently conducted	Research is conducted by AREA
Organize incentive supported extension programs to encourage farmers to produce profitable crops [other than qat].	None	-
<b>5. Financing and Lending Policies</b>		
Encourage simple credit mechanisms to help farmers shift their production to high value crops [other than qat];	None	It was not specified in these recommendations how qat should be dealt with by the Credit Bank.
Organize finance-oriented awareness programs to encourage farmers to produce profitable crops [other than qat]	None	-
Facilitate farmer access to credits to help them adopt modern irrigation techniques;	Very weak	The lending policy must be reformulated to serve small farmers and take into consideration the local and international variables.
Promote the role of the <i>Cooperative Agricultural Credit Bank</i> in awarding credits to small farmers,	None	-
<b>6. Qat Taxation Policies</b>		
Explore the possibility of replacing the <i>Qat Consumption Tax</i> with a <i>Qat Production Tax</i> , or to find alternative [and more] appropriate collection mechanisms	None	-
Define and identify qat varieties and quality grades and develop scales for taxation of each type	None	-
Undertake an annual projection of the land area [newly] cultivated with qat..	Done within the annual Agricultural Statistics by MAI	In 2005 an the results of the 2003 EU-funded Agricultural Census were published

<b>7. Policies to improve Agricultural Products</b>		
Promote the performance of markets of other crops in order to be at least as competitive as qat markets	It is being done within a UNDP funded project	-
Setting up of standardized grades for the different crops	None	-
Encouragement of merchants to reflect these standardized grades in crop packing	It is being done within a UNDP funded project	-
Collection of data on crop marketing and its timely dissemination through different channels	It is being done within a UNDP funded project	-
Provision of support to government agencies supervising the markets	None	-
Confinement of qat sales to specified qat markets	None	-
<b>8. Provide Support to the Qat Research Unit and to other Research Centers</b>		
	None	The Qat Research Unit is after the retirement of its director dormant
<b>9. Establish an integrated Database on Qat as a Crop and all Activities related to it</b>	None	-
<b>10. Conduct Economic and Social Studies on Qat under different Production Approaches</b>	None	-
<b>11. Medical Research in order to determine Health Impact of Qat /Pharmaceutical Potentials</b>	Ongoing	Done by private researchers without Government support
<b>12. Establish Committee within MAI for developing a National Strategy on Qat.</b>	None	-

**Annex 4: Prime Ministry Decree No. 72 for the Year 2007 concerning Prohibition of Qat Cultivation on Agricultural Flatlands**

The Cabinet has perused the memorandum presented to H.E., the Minister of Agriculture and Irrigation (No. *m.w.* 47/2007) dated 13/02/2007 concerning the prohibition of qat cultivation in flatlands/plateaus (al-Bawn - Jahran), and has decreed the following:

1. Agreement to prohibit qat cultivation in the following agricultural flatlands/plateaus:

No.	Flatland/Plateau	Governorate	No.	Lowland/Plateau	Governorate
1	al-Bawn	Amran	9	Dhamar	Dhamar
2	al-Surm (Thula)	Amran	10	al-Daylami	Dhamar
3	al-Haql	Ibb	11	al-Hawari	Sana'a'
4	Wadi al-Sahul	Ibb	12	al-Raqqa	Sana'a'
5	Jahran	Dhamar	13	Matna	Sana'a'
6	Bakil	Dhamar	14	Rada '	al-Bayda'
7	Jabhan	Dhamar	15	al-Siyani	al-Bayda'
8	al-Sawad	Dhamar	16	'Aqarib	al-Bayda'

2. Prohibition is necessary for the benefit of the farmland in terms of efficient use of cultivable land and increased production.
3. The Minister of Agriculture & Irrigation shall coordinate with the Governors of the Governorates of Dhamar, Amran, Ibb, Sana'a', and al-Bayda', as well as local councils to follow up on execution of this decree to ensure the sustainability of activities for the benefit of farmers. The issue of qat cultivation presents a threat to agricultural production related to food security for the population.
4. This decree is effective from 20/02/2007 and expires upon implementation of its provisions.
5. This decree is executed by using the appropriate administrative measures.

Abstainers	Rejecters	Executors	
		Main Executors	Participators
none	none	Minister of Agriculture and Irrigation Governor of Dhamar Governor of Amran Governor of Ibb Governor of Sana'a' Governor of al-Bayda'	

Time Period of Decree: Temporary  
 Decree Content: Economic/Agriculture – banning of qat cultivation in agricultural flatlands/plateaus  
 Decree Type: General Provision  
 Executing Parties: Joint

**Annex 5: Prime Ministry Decree No. 35 for the Year 2008 for the Preparation of a Draft Decree to constrict Land used for Qat Cultivation**

The Cabinet perused the memorandum presented by the Minister of Agriculture and Irrigation (No. *m.w.* 3/2008) dated 02/02/2008 concerning the constriction of agricultural land used for qat cultivation, and has ordered the following:

1. Formation of a committee headed by the Minister of Agriculture and Irrigation and including the following members:
  - Minister of Legal Affairs, Minister of Health, Minister of Water and Environment, Minister of Electricity and Power, Minister of Local Administration, Minister of Finance, Minister of Industry and Commerce, Head of the Tax Authority
2. The committee assumes the following tasks:
  - a. Review of the paper presented by the Minister of Agriculture and Irrigation concerning the constriction of agricultural land used for qat cultivation, specifically:
    - Levy taxes on land used for qat cultivation.
    - Move qat markets away from the cities.
    - Issue a decree to report any farmers who spray insecticides on qat plants to district prosecution offices and the judiciary.
    - Allocate 50% of tax collected on qat to support the agriculture sector, particularly the cultivation of grains, and to support irrigation and water harvesting establishments.
    - Raise customs tariffs including fees on permits for importing agricultural insecticides used in qat cultivation. Record and allocate 50% of fees for the benefit of the agriculture sector.
  - b. Present the results of the draft decree to the Council of Ministers no later than two weeks from the date (of this order).
3. This order is effective from 05/02/2008 and expires upon presentation of results to the Council.
4. This order is executed by using the appropriate administrative measures.

Abstainers	Rejecters	Executors	
		Main Executors	Participators
none	none	Minister of Agriculture and Irrigation	Minister of Legal Affairs Minister of Health Minister of Water and Environment Minister of Electricity and Power Minister of Local Administration Minister of Finance Minister of Industry and Commerce Head of the Tax Authority

Order Content: Economic/Agriculture – preparation of draft decree to constrict agricultural land used for qat cultivation

Executing Parties: Joint

## **Annex 6: Minutes of the Ministerial Committee Meeting concerning Reducing the Agricultural Land Planted with Qat (March 17, 2008)**

On Monday 17 March, 2008, the Ministerial Committee concerning reducing the agricultural land planted with Qat held a meeting in the Ministry of Agriculture and Irrigation's main office in Sana'a. The meeting was presided over by the Minister of Agriculture and Irrigation Dr. Mansour Ahmed Al-Hawshabi and attended by the following committee members:

- |   |  |
|---|--|
| 1. Dr. Abdul-Karim Yahya Rase'e           | Minister of Health and Population  |
| 2. Dr. Mustafa Yahya Bahran               | Minster of Electricity and Energy  |
| 3. Engineer, Abdul-Rahman Fadhl Al-Iryani | Minister of Water and Environment  |
| 4. Engineer, Ahmed Ahmed Ghaleb           | Director of the Customs Authority  |
| 5. Mr. Ahmed Awadh Al-Mahrooq             | Undersecretary of the Ministry of Legal Affairs                                |
| 6. Mr. Ameen Isma'ail Al-Arhabi           | Undersecretary of the Ministry of Local Administration for the Resource Sector |

### **The following dignitaries participated in the meeting:**

- |   |  |
|---|--|
| 1. Engineer, Abdullah Ahmed Al-Arashi<br>Irrigation | Undersecretary, Ministry of Agriculture and Irrigation                                       |
| 2. Dr. Isama'ail Abdullah Muharram<br>Authority     | Director of the Agricultural Research General  |
| 3. Mr. Muthana Saleh Al-Beeshi                      | Assistant Undersecretary for Agricultural Affairs,<br>Ministry of Agriculture and Irrigation |
| 4. Engineer, Abdul Hafeedh Qarhash                  | Plant Production General Director, Ministry of<br>Agriculture and Irrigation                 |
| 5. Engineer, Qahtn Yahya Abdul-Malik                | Consultant, Ministry of Water and Environment  |
| 6. Engineer, Jameel Al-Ba'adani<br>Secretary        | Secretary, Ministry of Agriculture and Irrigation  |
| 7. Engineer, Ali Naji Al-Sayyadi                    | Director of Field Crops Section, The Ministry of<br>Agriculture and Irrigation               |

### **The following items were included on the meeting's agenda:**

- 1- Briefly reviewing the preparatory stages for the possibility to hold the second conference on Qat which will come as an enhancement for the first conference which was held in 2002.
- 2- Reviewing the Cabinet's Resolution N0. (35) for the year 2008 which included the following points;
  - A. Relocating Qat markets outside the main cities.
  - B. Imposing taxes on plots of land which grow qat.
  - C. Issuing resolutions to send whoever sprays pesticides on Qat trees to the prosecution office and the judiciary system.
  - D. Allocating 50% of the Qat taxes to support the agricultural sector, specifically grain farming.

After approving the agenda of the meeting and the discussions among the participants, the outcomes of the meeting were as follows:

- Forming a technical committee headed by the undersecretary of the Ministry of Agriculture and Irrigation. This committee includes all the concerned authorities stated in the cabinet's resolution

No. 35 for the year 2008. The committee is charged with reformulating the ideas which were not completed, the points which were discussed, and approve those points that require approval such as dividing Qat taxes into two types:

1. production taxes
  2. consumption taxes
- The production taxes are allocated for Local Councils as revenues so as to be used in the agricultural sector.
  - Delegating Mr. Ahmed Ahmed Ghaleb, the Director of the Customs Authority; Mr. Ahmed Awadh Al-Mahrooq, the Undersecretary of the Ministry of Legal Affairs; and Mr. Ameen Mohammed Al-Arahbi, the Undersecretary of the Ministry of Local Administration, to draft an amendment of the tax law which should be accompanied by a ban on selling Qat in cities and should specify punishments and fines.
  - It is essential to prepare a legal document which gives official bodies the right to observe spraying Qat trees with pesticides to limit utilizing dangerous pesticides which cause different types of diseases among of which the cancerous ones. In addition, it is necessary to search for funding opportunities for labs to conduct accurate tests on residue effect and the allowed effect of pesticides.
  - Local Councils, Governors including Sana'a Capital Secretariat are charged with relocating Qat markets outside cities, and it is necessary to draft laws for such a purpose.

Engineer, Ali Naji Al-Sayyadi, Director of Field Crops

Engineer, Abdul-Hafeedh Qarhash, Director of Plant Production

Engineer, Abdul-Malik Ahmed al-Arashi, Undersecretary, the Ministry of Agriculture and Irrigation

Approved by: Dr. Mansour Ahmed Al-Hawshabi, Ministry of Agriculture and Irrigation

## **Annex 7: Minutes of the Technical Committee Meeting Concerning Reducing Land Planted with Qat (April 1, 2008)**

The Technical Committee concerned with reducing land planted with Qat that was formed by the Ministerial Committee held a meeting at the Ministry of Agriculture and Irrigation in Sana'a on April 1, 2008. The meeting was presided over by Mr. Saleh Muthanna Al-Bishi, the Assistant Undersecretary for Agricultural Affairs, and attended by the following members:

- |                                      |  |
|--------------------------------------|--|
| 1. Dr. Isma'ail Abdullah Muharram    | Director of the Agricultural Research and Extension Authority                        |
| 2. Engineer Abdul-Hafeedh Qarhash    | Plant Production General Director, Ministry of Agriculture and Irrigation,           |
| 3. Mr. Mansour Ali Thabet            | General Manager of Financial Resources Development, Ministry of Local Administration |
| 4. Mr. Waleed Muh. Muh. Al-Shoa'aibi | Director of the Legislature and Ifta'a Section, Customs Authority                    |
| 5. Engineer Ali Naji Al-Sayyadi      | Director of Field Crop Section, the Ministry of Agriculture and Irrigation           |

### **The agenda of the meeting included the following items:**

1. Reviewing the minutes of the Ministerial Committee meeting which was held on March 17, 2008.
2. Reviewing the subsequent arrangement and preparatory steps in collaboration with the concerned and financing institutions.

### **After the agenda of the meeting was approved and the items were discussed, the committee came up with the following outcomes:**

- The Minutes of the previous meeting and the discussions of the Ministerial Committee were reviewed. The previous meeting and the discussions of the ministers involved in the Ministerial Committee represent background information for the participants.
- It was agreed to commission the attending authorities that were included in the Cabinet's Resolution No. (35) with this task. It was also agreed to draft letters to the concerned authorities to present proposals and alternatives for the points included in the Cabinet's order together with the possibility of issuing preliminary regulatory resolutions until new laws are issued, or the existing ones are amended.
- It is essential that the General Directorate for Plant Protection and the General Directorate for Legal Affairs participate in the committee's activities and prepare their visions and ideas concerning the Cabinet's order No. (35) of the year 2008.
- The concerned authorities were given two weeks effective as of the date of the meeting to prepare their visions and ideas. It was also decided that official letters and invitations for the next meeting will be made to this effect.

Engineer Ali Naji Al-Sayyadi

Engineer Abdul-Hafeedh Qarhash

Mr. Saleh Muthanna Al-Bishi

Signed on April 2, 2008

Singed on April 5, 2008

Signed on April 7, 2008

Director of Field Crop Section-  
Ministry of Agriculture and  
Irrigation

Plant Production General Director-  
Ministry of Agriculture and Irrigation

Undersecretary for Agricultural  
Affairs

Approved By: Dr. Mansour Ahmed Al-Hawshabi (Signature), Minister of Agriculture and Irrigation

**Annex 8: Photos of the Qat Workshop**



The Opening Ceremony of the Qat Workshop was attended by some 100 persons and was chaired by Mr. Abd al-Karim al-Arhabi, Deputy Prime Minister and Minister of Planning and International Cooperation, and Dr. Mansour Ahmed Al-Hawshabi, Minister of Agriculture and Irrigation



One of the Qat Discussion Groups



Presentation of Discussion Group Results



Dr. Mansour Ahmed Al-Hawshabi, Minister of Agriculture and Irrigation (second from left), at the Closing Ceremony of the Qat Workshop



Some 40 persons took part in the two day Qat Discussion Groups (here in the Closing Session)

## Annex 9 Discussion Group Recommendations for Qat-related Development Projects

### First Discussion Group – Alternative Crops and other alternative Economic Activities

Activities	Period	The Implementing Institution & Partners
Make available to farmers seedlings of crops which are suitable for the environment and are economically feasible.	4 years	MAI AREA General Authority for Seed Propagation
Promote increased use of modern technology in agriculture to raise production and productivity of crops and livestock (obtain improved varieties, combat pests, utilize soil management technology, promote water saving irrigation techniques).	5 years	MAI MoWE AREA General Authority for Seed Propagation General Department of Pest Control
Encourage farmers to shift to other crops by initial government purchases of agricultural products at a subsidized price	5 years	MAI Ministry of Finance Ministry of Industry and Trade Agricultural Cooperatives
Encourage processing industries for agricultural alternatives	4 years	MAI Agricultural Cooperatives Private sector food processing companies
Develop marketing mechanisms of alternative agricultural products and create domestic and foreign markets for alternative crops	continuous	MAI Ministry of Industry and Trade Agricultural Cooperatives
Facilitate flexible-term loans for projects and agricultural equipment	continuous	MAI Ministry of Finance Agricultural Credit Bank Agricultural Cooperatives
Reactivate the dormant Qat Research Unit in the Ministry of Agriculture and Irrigation	1 year	MAI

<b>Pilot Projects on Alternative Crops</b>		
<p>Qat grows in different climatic zones of Yemen. When identifying agricultural alternatives to qat cultivation it is thus very important to take into consideration the environmental circumstances in the different cultivation areas. In each area assessments on the suitability and profitability of alternative crops will have to be carried out in order to find appropriate plants that may replace qat. In general, it is however important that such alternative crops are:</p> <ul style="list-style-type: none"> <li>• drought resistant,</li> <li>• require little water,</li> <li>• have the ability to depend on water harvesting,</li> <li>• generate yields in a short period of time,</li> <li>• have a high productivity and are thus economically lucrative</li> </ul>		
<b>Field Crops</b> (sorghum, millet, legumes, barley, wheat)	ongoing	Agricultural Research and Extension Authority (AREA)
<b>Horticultural Crops</b> (fruits (plums, peaches, grapes, figs, indian figs, wild figs), cactus fruits (prickly pear), almonds, coffee, olives)	4-6 years	AREA General Authority for Seed Propagation
<b>Vegetables</b> (protected cultivation of some vegetables (import restrictions), high value exportable vegetables)	4-6 years	AREA General Department for Plant Production, Agricultural Cooperative Association
<b>Crops which are not fully exploited yet</b> (black seeds, cumin, parsley, halfa ( <i>Cymbopogon proximus</i> ), thyme)	4-6 years	AREA General Department for Plant Production, Agricultural Cooperative Association
<b>Grasslands and Forests</b> ( <i>Lotus jujube</i> , <i>Cordia africana</i> , Sawmal tree, wild olive, natural grassland (pasture))	4-6 years	AREA General Department of Forests
<b>Livestock/Apiculture</b> (sheep/lamb, goats, cows, poultry, beekeeping)	4-6 years	AREA General Authority for Livestock Production

## Second Discussion Group – Water Resources - Solutions and Rational use of Water

Activities	Period	The Implementing Institution & Partners	Pilot Areas
<p>Implementing and enforcing the Water Law and the National Water Strategy:</p> <ul style="list-style-type: none"> <li>• Water monitoring</li> <li>• Control of well drilling.</li> <li>• Setting maximum well depths for each water basin</li> <li>• Installing meters on wells</li> </ul>	Ongoing	<p>MoWE MAI Ministry of Interior Judicial execution bodies Local Administrations</p>	In all governorates
<p>Improving management of dams and water barriers. Management should not end with finalization of construction. A cooperative of water beneficiaries should be formed for each water structure to manage it, set up an irrigation program, determine a modest water fee for each water unit utilized in irrigation (with higher fees for qat irrigation).</p>	Ongoing	<p>MAI Local Authorities Water user associations</p>	Several Qat-growing highland governorates
<p>Introducing modern irrigation technology in Qat farming, that can – if successful – be applied all over Yemen.</p>	2-3 years	MAI	<p>Sana'a (2 areas) Amran (2 areas) Baidha (3 areas) Taiz (2 areas)</p>
<p>Designing integrated awareness and guidance programs:</p> <ul style="list-style-type: none"> <li>• TV &amp; radio programs &amp; skits</li> <li>• live awareness interviews</li> <li>• brochures &amp; circulars</li> <li>• involving religious &amp; educational awareness centers</li> </ul>	2-3 years	<p>MAI MoWE MoLA Ministry of Education Ministry of Endowment and Guidance Ministry of Information NGOs</p>	Countrywide, with specific focus on critical water basins such as Sana'a, Taiz, Amran, Sa'ada, al-Baidha'a
<p>Design strategies for the use of grey water and processed sewage water. Experimental project to irrigate almond trees and Indian figs as alternative crops to qat beside forest-, decorative- and forage plants in order to reduce the pressure on drinking water resources.</p>	5 years	<p>MAI MoWE</p>	<p>Sana'a Hajjah Ibb Rada'a</p>
<p>Promote crops using less water and encouraging agriculture based on rain water</p>	3-5 years	<p>MAI The Rainfed Agriculture Project</p>	<p>Sana'a, Taiz, Sa'da, Amran, Damar (later countrywide)</p>

### Third Discussion Group - Awareness, Education, and Recreation & Entertainment

Activities	Period	The Implementing Institution & Partners
<b>Awareness</b>		
Media campaigns in coordination with concerned authorities about the social, environmental and health hazards of Qat via: <ul style="list-style-type: none"> <li>• mosque preachers,</li> <li>• NGOs,</li> <li>• local radio stations,</li> <li>• circulars and leaflets,</li> <li>• rural development programs in the governorates,</li> <li>• morale guidance [a program run by the army and security]</li> </ul>	8-12 months	Ministry of Agriculture and Irrigation (MAI), Ministry of Health (MoH), Ministry of Information, and Ministry of Endowment and Religious Guidance
Establishing a database on Qat and its health and economic effects.	8-12 months	MoH, MAI, and the Women's National Committee
<b>Education</b>		
Adding the subject of Qat to school curricula (theoretical and practical part) according to each class level.	12 months	Ministry of Education and MoH
<b>Recreation &amp; Entertainment</b>		
Providing recreational facilities in public parks for affordable fees in addition to providing indoor facilities for girls to practice entertainment activities	3-5 years	The Ministry of Construction, Ministry of Local Administration (MoLA), and the Local Authority
Allocating specific areas for public parks and gardens in city and town planning	3-5 years	The Ministry of Construction, MoLA, and Local Authorities
Establishing recreational clubs which include computer activities	1-3 years	Ministry of Social Affairs, Sports Institutions, Ministry of Culture, and specialized funds in collaboration with the private sector.
Promote entertainment activities in coordination with the different authorities	1-3 years	Ministry of Social Affairs, sports institutions, Ministry of Culture, and specialized funds in collaboration with the private sector.

#### Fourth Discussion Group - The Institutional and Legislative Framework

Activities	Period	The Implementing Institution & Partners
<b>Legislative Aspect</b>		
Establishing a " <i>Center for Reducing the Spread of Qat</i> ". This center should be attached to MAI and should include representatives from concerned authorities including NGOs. The Cabinet should issue a decree in this regard to specify the center's tasks and specialization.	3 months	MAI
Collecting all previous laws and resolutions on Qat and setting up a database.	12 months	MAI, Ministry of Legal Affairs, and MoLA
Activating the role of the Local Councils to implement laws so as to limit the agricultural expansion and the spread of Qat. There should also be regulations to limit utilizing water from dams and water barriers for Qat cultivation.	On-going	MoLA and Ministry of Interior.
Allocating 20% of the media budgets forseen for the Ministries, authorities, governmental boards, the mixed and public sectors for the budget of the suggested " <i>Center for Reducing the Spread of Qat</i> " to launch Qat awareness programs.	6 months	MAI, Tax Authority, Ministry of Finance (MoF)
Allocating 5% of the Qat tax revenues for the " <i>Center for Reducing the Spread of Qat</i> "	6 months	MoF, MoLA and Tax Authority.
Issuing a circular to all printing houses to print the hazards caused by Qat on notebook end exercise book covers.	6 months	Ministry of Education

### Fifth Discussion Group - Pesticides - Alternatives and Means of Safety

Activities	Period	The Implementing Institution & Partners
Enforce the existing legislation on pesticides as well as of related laws on health and the environment.	Continuous	MAI, Ministry of Legal Affairs, Ministry of Interior, MoLA, Armed Forces
Set up a monitoring system for pesticide imports and sales, create a licensing system for pesticide sellers	2 years	MAI, MoLA, Ministry of Trade and Supply, Local Administrations Armed Forces
Identify alternative non- or less harmful pesticides and promote their use	3 years	MAI, Department of Plant protection, AREA, Qat Research Unit
Design and launch awareness campaigns among farmers on the danger of pesticides.	2 years	MAI, Department of Plant protection, AREA, Qat Research Unit, Agricultural Cooperatives, Local Administrations, Ministry of Information, Ministry of Education
Design and launch awareness campaigns among qat consumers on the danger of qat treated with pesticides.	2 years	MAI, Department of Plant protection, AREA, Qat Research Unit, Agricultural Cooperatives, Local Administrations, Ministry of Information, Ministry of Education

## **Annex 10: Legislation on Qat**

The existing legislation on Qat includes:

- Ministerial Decree No. 78 for the year 1995 Concerning the Establishment of a Unit for Researches on Qat within the Agricultural Research and Extension Authority
- Cabinet Decree No. 134 for the Year 2002 concerning the Recommendations of the National Conference on Qat
- Cabinet Decree No. 135 for the Year 2002 concerning the [Institutional] Affiliation of Public Parks and the Supervision of their Management
- Cabinet Decree No. 136 for the Year 2002 on Dealing with Smuggled Chemicals, on their Incineration, and on Dealing with those Imported legally
- Cabinet Decree No. 137 for the Year 2002 on the Prohibition of Qat Consumption in Government Buildings and Educational Institutions
- Cabinet Decree No. 138 for the Year 2002 concerning Media Awareness Campaigns on the Effects of Qat
- Cabinet Decree No. 139 for the Year 2002 concerning the Use of, and Dealing with, Chemical Pesticides employed in Agriculture
- Cabinet Decree No. 140 for the Year 2002 on Educational Awareness on the Effects of Qat
- Prime Ministry Decree (No. 72) for the Year 2007 concerning Prohibition of Qat Cultivation on Agricultural Flatlands
- Prime Ministry Decree (No. 35) for the Year 2008 for the Preparation of a Draft Decree to constrict Land used for Qat Cultivation

## Qat chewing increases among men and women

By Fares Anam  
Yemen Observer

Qat chewers are on a steady rise in Yemen, especially amongst young people, where qat chewers constitute 70 percent of men and more than 30 percent of women, said Mansour al-Hawshabi, Minister of Agriculture and Irrigation.

Al-Hawshabi reported this rise during the opening of a workshop on policies for qat in Yemen, which took place in Sana'a on Sunday. "Qat occupies large areas of agricultural land at the expense of many crops, particularly

important cereals," he said.

The prevalence of qat is considered a significant obstacle to lifting the productivity of other crops. Qat plantations are expanding by 4-6 thousand hectares annually, which demand more than 30 percent of the total water resources allocated to agriculture.

Various surveys and studies show that 85 percent of qat cultivation is concentrated in five governorates: Amran, Dhamar, Sana'a, Hajja and Ibb. "Qat does not just pose agricultural and environmental problems, but it is a significant risk to the health of people especially when using pesticides indiscriminately," said al-Hawshabi.

Qat has become a dilemma facing the expansion of food crops to provide food security, said Abdul-Karim al-Arhabi, Deputy Prime Minister for Economic Affairs and Minister of Planning and International Cooperation. "It is draining more than 30 percent of the water devoted to agriculture."

"The spending on qat plants is a priority to people who put it above necessary expenses such as food, education and other important needs," he said. "The risk indicators of qat have become clear and specific to all and we must sharpen our determination and efforts to address the problem of qat as a major challenge facing agriculture in

Yemen."

The cultivation of qat in Yemen rose from 136,138 hectares in 2006 to 141,163 hectares last year, and its production rose from 147,444 tons to 156,290 tons during the same period.

Qat's popularity in Yemen has led to its excessive cultivation, depleting the country's agricultural resources. It is estimated that production increases by about 10 to 15 percent every year. Water consumption is so high that groundwater levels in the Sana'a basins are diminishing and are expected to dry out in just a little over 10 years from now.

## الجمهورية

الاثنين 26 جماد الآخرة 1429 هـ الموافق 2008/6/30 العدد 14121

ALGOMHURYAH Monday 30 June 2008 No.14121

### في ورشة السياسات الخاصة بالقات الأرجبي: القات معضلة تعيق توفير الأمن الغذائي وبرامج التنمية الشاملة الحوشبي: تستحوذ زراعة القات على 30% من المياه المخصصة للزراعة



صنعاء (سبا) - أكد نائب رئيس الوزراء للشؤون الاقتصادية وزير التخطيط والتعاون الدولي عبد الكريم اسماعيل الأرجبي أن القات أصبح معضلة تواجه التوسع في زراعة المحاصيل الغذائية اللازمة لتوفير الأمن الغذائي. وأشار الأرجبي خلال افتتاح ورشة عمل حول السياسات الخاصة بالقات في اليمن بدأت أمس بصنعاء، إلى أن القات يستنزف أكثر من 30 بالمائة من المياه المخصصة للزراعة..

من المواضيع المتعلقة بتحديد موعد انعقاد المؤتمر الثاني للقات التي جانب المقترحات والتوصيات النهائية لرسم سياسات جديدة لتقديمها ومناقشتها خلال المؤتمر وتشمل الورشة التقييمية عدداً من المحاور منها مراجعة ما تم تحقيقه من قرارات ومراجعة السياسات الوطنية حول القات بالإضافة إلى استعراض التشريعات الموجودة في هذا الجانب وكذا التوصيات التي خرج بها المؤتمر الأول للقات وبمشاركة في ورشة العمل 40 مشاركاً ومشاركة من الأكاديميين والباحثين من الجامعات اليمنية ومختصين من الجهات ذات العلاقة منها الزراعة والبيئة والصحة والمالية والتخطيط وممثلين عن عدد من الهيئات والمنظمات الدولية يشار إلى أن مساحة زراعة القات في اليمن ارتفعت من 136 ألفاً و138 هكتاراً عام 2006م إلى 141 ألفاً و163 هكتاراً العام الماضي، فيما ارتفعت إنتاجيته من 147 ألفاً و290 طنناً إلى 156 ألفاً و290 طنناً خلال نفس الفترة.

سنويا ويستحوذ على أكثر من 30 بالمائة من المياه المخصصة للزراعة مبيناً أن متناولي القات في زيادة مضطردة وخاصة فئات الشباب وصغار السن حيث يصل تناطحه إلى 70 بالمائة في صفوف الرجال وأكثر من 30 بالمائة في صفوف النساء وتطرق وزير الزراعة والري إلى أن المسوحات والدراسات المختلفة تبين أن 85 بالمائة من زراعة القات تتركز في خمس محافظات هي عمران ضمار صنعاء، حجة إب وقال "القات ليس همأً زراعياً وبيئياً فحسب ولكنه يشكل مخاطر كبيرة على صحة الناس خاصة عند استخدام المبيدات بصورة عشوائية". وتهدف الورشة التي تنظمها وزارة الزراعة والري لعدة يومين إلى ايجاد رؤية واضحة يتم على ضوئها التعامل مع قضية القات وايجاد حلول لمعالجتها وبدائل تسهم في الحد من زراعته وزيخه على حساب زراعة المحاصيل الغذائية المختلفة خاصة الحبوب اللازمة لتوفير الأمن الغذائي وتناقش الورشة جملة

وقال " أن الإنفاق على القات يحظى بأولوية على حساب النفقات الضرورية كالغذاء والتعليم والإحتياجات الهامة الأخرى". وأضاف "أن مؤشرات خطر القات أصبحت واضحة للجميع ومحددة وعلينا شحذ الهمم وبدل كافة الجهود من أجل مواجهة مشكلة القات باعتباره التحدي الكبير الذي يواجه الزراعة في اليمن". وشدد وزير التخطيط والتعاون الدولي على أهمية أن تخرج ورشة العمل بتوصيات هادفة ومجدية تساعد على عقد المؤتمر الثاني للقات ووضع استراتيجيات للتعامل مع القات وبرامج تنفيذية يلزم الجميع في تنفيذها من جانبه أشار وزير الزراعة والري الدكتور منصور الحوشبي إلى أن القات يحتل مساحات واسعة من الأراضي الزراعية على حساب العديد من المحاصيل خاصة الحبوب الغذائية الهامة لتوفير الغذاء. معتبراً زراعة القات عائفاً كبيراً أمام رفع إنتاجية المحاصيل الزراعية المختلفة حيث تشهد زراعة توسعاً ملحوظاً بمعدل 4-6 آلاف هكتار

## 30% من اليمنيات يتعاطين القات

النفقات الضرورية كالغذاء والتعليم والاحتياجات الهامة الأخرى».

وأضاف «إن مؤشرات خطر القات أصبحت واضحة للجميع ومحددة وعلينا شحذ الهمم وبذل كافة الجهود من أجل مواجهة مشكلة القات باعتباره التحدي الكبير الذي يواجه الزراعة في اليمن».

وشدد وزير التخطيط والتعاون الدولي على أهمية أن تخرج ورشة العمل بتوصيات هادفة ومجدية تساعد على عقد المؤتمر الثاني للقات ووضع إستراتيجية للتعامل مع القات وبرامج تنفيذية يلتزم الجميع في تنفيذها.

وتهدف الورشة التي تنظمها وزارة الزراعة والري لمدة يومين إلى إيجاد رؤية واضحة يتم على ضوئها التعامل مع قضية القات وإيجاد حلول لمعالجتها وبدائل تسهم في الحد من زراعته وزحفه على حساب زراعة المحاصيل الغذائية المختلفة خاصة الحبوب اللازمة لتوفير الأمن الغذائي.

وتناقش الورشة جملة من المواضيع المتعلقة بتحديد موعد انعقاد المؤتمر الثاني للقات، إلى جانب المقترحات والتوصيات النهائية لرسم سياسات جديدة لتقديهما ومناقشتها خلال المؤتمر.

وتشمل الورشة التقييمية عددا من المحاور منها مراجعة ما تم تحقيقه من قرارات ومراجعة السياسات الوطنية حول القات، بالإضافة إلى استعراض التشريعات الموجودة في هذا الجانب وكذا التوصيات التي خرج بها المؤتمر الأول للقات.

ويشارك في ورشة العمل 40 مشاركا ومشاركة من الأكاديميين والباحثين من الجامعات اليمنية ومختصين من الجهات ذات العلاقة منها الزراعة والبيئة والصحة والمالية والتخطيط وممثلين عن عدد من الهيئات والمنظمات الدولية.

يشار إلى أن مساحة زراعة القات في اليمن ارتفعت من 136 ألف هكتار عام 2006م إلى 141 ألف هكتار و163 هكتار العام الماضي، فيما ارتفعت إنتاجيته من 147 ألف 444 طن إلى 106 ألف و290 طن خلال نفس الفترة.



قال وزير الزراعة والري الدكتور منصور الحوشبي « إن نسبة تعاطي القات في صفوف الرجال تصل إلى 70%، وتصل أكثر من 30% في صفوف النساء».

وأضاف الحوشبي خلال افتتاح ورشة عمل حول السياسات الخاصة بالقات في اليمن أن تعاطي القات في زيادة مضطربة خاصة في فئات الشباب وصغار السن.

معتبرا زراعة القات عائقا كبيرا أمام رفع إنتاجية المحاصيل الزراعية المختلفة، حيث تشهد زراعته توسعا ملحوظا بمعدل 4-6 آلاف هكتار سنويا، ويستحوذ على أكثر من 30% من المياه المخصصة للزراعة، وتحمل زراعة القات مساحات واسعة من الأراضي على حساب العديد من المحاصيل خاصة الحبوب الغذائية الهامة لتوفير الغذاء.

وتطرق وزير الزراعة والري إلى أن المسوحات والدراسات المختلفة تبين أن 80% من زراعة القات تتركز في خمس محافظات هي عمران، ذمار، صنعاء، حجة وإب، نائب رئيس الوزراء للشؤون الاقتصادية وزير التخطيط والتعاون الدولي عبد الكريم الأرحبي قال إن القات يستنزف أكثر من 30% من المياه المخصصة للزراعة.. وقال «إن الإنفاق على القات يحظى بأولوية على حساب

### Yemen Observer, July 5, 2008 ("Qat cultivation affects food security").

Qat cultivation has drastic implications for national food security, said Abdul-Kareem al-Arhabi, Deputy of Prime Minister and Minister of Planning and International Cooperation during the launch of a workshop about special policies on qat held in Yemen last Sunday.

Qat cultivation depletes more than 30 percent of water that should be used for agriculture. He called to join efforts to face this problem, wishing that the workshop could generate positive outcomes and a clear strategy to deal with this problem and to hold a second conference on qat.

The Minister of Agriculture and Irrigation Mansor al-Hoshabi said that qat cultivation occupies large areas of agricultural lands, adding that qat is a big challenge facing the increase of food crops production.

Some 40 participants are taking part in the two-day workshop that would discuss the problem and will try to forge a clear vision about how to deal with qat and to find out solutions and options to reduce its cultivation, the organizers said.



## الحالة اليومية لبلد 22 مليون نسمة

■ محمد الحكيمي

والاستهلاك وكذا معدل الإنفاق دون توقف.  
إذا كم نحن فقراء وبانحون في أن واحد، وكم نحن مدركون لما نفعل ولا بهننا  
فعل شيء حيال ذلك .. فقط: متى سنقوم بتغيير تلك الفئاعة التي يدعي العالم  
بأنها تبعدنا عنه!!  
بالنسبة لنا.. لسنا قريبين جداً على الإطلاق.

لا أحد بمقدوره الاستغناء عن حالة مماثلة أو الاستغناء عن الكيف...!!  
العالم كله يدعي بأن اليمن بلد فقير جداً، وهي حقيقة يصعب نكرانها. لكننا  
كيمييين لا نكتفرك لكل تلك التحذيرات الدولية القائلة:  
« إنكم تنفقون يومياً 2مليار ريال على شراء القات»  
وهو رقم قديم نوعاً ما بالنسبة لشجرة تزدهر وتعلو مؤشراتنا الزراعية



## توصيات بتبني استراتيجية حكومية للحد من زراعة القات

مشكلة حقيقية داخل المجتمع والإنفاق على شرائه يفوق بكثير ما يتم إنفاقه على شراء الغذاء ومستلزمات الحياة الضرورية. واعتبر الدكتور الحوشي ورشة العمل بداية الانطلاق نحو التحضير الجيد للمؤتمر الثاني للقات الهادف إلى تقليص مساحة زراعة زراعته. وقال: إن توسع زراعة القات بالشكل الحالي يدعونا لاتخاذ قرارات أكثر حزمًا وصرامة، باعتبارها كارثة تستنزف كميات هائلة من المياه الجوفية يمكن الاستفادة منها في زراعة المحاصيل الأخرى. ولغت الوزير الحوشي إلى جهود وزارة الزراعة والري في مواجهة زراعة القات من خلال فرض ضريبة على الأراضي المزروعة بالقات وإخراج أسواقه إلى خارج المدن الرئيسية وإصدار تشريع يقضي بمنع رش المبيدات والمخصبات على القات إلى جانب رفع أسعار تراخيص استيراد المبيدات المستخدمة للقات والرسوم الجمركية عليها ■

صنعاء (سبأ): أوصى المشاركون في ورشة العمل حول السياسات الخاصة بالقات في ختام أعمالها أمس الإثنين في صنعاء بضرورة تبني الحكومة إستراتيجية وآلية تسهم في الحد من زراعة القات وتوسعه على حساب زراعة المحاصيل الأخرى اللازمة لتوفير الأمن الغذائي في اليمن.

وأكد المشاركون في الورشة التي نظمتها وزارة الزراعة والري على أهمية إصدار قرار منع استخدام وسائل النقل العام لنقل القات من محافظة إلى أخرى وبما يسهم في تقليص استهلاك القات وصولاً إلى تحقيق الأهداف المتمثلة بتقليص زراعته خاصة في الأودية والقيعان الزراعية. وفي اختتام الورشة التي شارك فيها ٤٠ مشاركاً ومشاركة من الأكاديميين والباحثين من الجامعات اليمنية ومختصين من الجهات ذات العلاقة، أكد وزير الزراعة والري الدكتور منصور الحوشي، أن القات أصبح

السياسية

الثلاثاء 1 يونيو 2008 - العدد (20382)

السبأية

"al-Siyasat" Newspaper

**Annex 12: List of Working Group Participants**

*So far incomplete, will be added by Qahtan al-Asbahi*

**Working Group 1: Alternative Crops and other alternative Economic Activities**

<b>Name</b>	<b>Institution</b>
Dr. Ismail Muharram	Chairman of AREA

**Working Group 2: Water Resources - Solutions and Rational use of Water**

<b>Name</b>	<b>Institution</b>
Sadeq Al-Shamiry,	Irrigation Systems Section, the General Irrigation Department

