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1. OVERVIEW

The Anti-Narcotics Policy 2010 has been developed to address both Pakistan's prevailing drug situation and changes in the global narcotics environment that have emerged since the 1993 Narcotics Policy. Trafficking of Afghan drugs into and through Pakistan and the smuggling of precursor chemicals to Afghanistan continue to pose serious challenges to Pakistan's Law Enforcement Agencies (LEAs) and healthcare system. Proliferation of drugs and psychotropic substances within Pakistani society – and the subsequent increase in numbers of drug addicts – are also emerging challenges.

Although the 1993 Narcotics Policy created various institutions and drug enforcement structures, an effective mechanism to coordinate and integrate these efforts was lacking. The absence of a cohesive approach has led to continued drug trafficking and proliferation in Pakistani society – compounded by a limited availability of treatment centers and data on drug addiction.

The Ministry of Narcotics Control is responsible for formulating and coordinating the implementation of Pakistan's Anti-Narcotics Policy. However this is a shared responsibility of the government and society. To alleviate the root causes of the drug problem both the government and society need to promote the socio-economic environment and values that restrict the space for drug abuse.

In order to reduce the health, social and economic costs associated with drug trafficking and substance abuse in Pakistan, this new Policy outlines a number of objectives targeting supply reduction, demand reduction and international cooperation, developed in accordance with international best practice.

The Government of Pakistan (GOP) is active in cooperating internationally on counter-narcotics and is a signatory to all United Nations (UN) drug control conventions as well as the SAARC Convention on Drug Control. The GOP will work closely with the UN and other international partners to strive towards a drug-free Pakistan.

2. POLICY PERSPECTIVE

The Anti-Narcotics Policy of Pakistan aims to re-energize existing national Drug Law Enforcement institutions, build the Anti Narcotics Force capacity, develop an effective coordination and control mechanism, and mobilize the people of Pakistan – especially youth and institutions (national/international, private/public) – to ensure their active participation in eradicating drugs. This policy also seeks to promote international cooperation for mutual support and partnership against narcotic drugs.

3. POLICY OBJECTIVES

Drug Supply Reduction

- Eliminate poppy cultivation to maintain Pakistan’s poppy-free status
- Prevent the trafficking and production of narcotic drugs, psychotropic substances and precursor chemicals
- Strengthen law enforcement agencies and streamline their activities

Drug Demand Reduction

- Enhance demand prevention efforts through education and community mobilization campaigns and projects
- Develop effective and accessible drug treatment and rehabilitation systems
- Conduct a drug abuse survey to determine the prevalence of drug addiction

International Cooperation

- Promote and actively participate in bilateral, regional and international efforts to combat drugs
- Emphasize on control of problem at source in poppy growing countries
- Demand reduction in destination countries need to be an important part of international efforts

3.1 DRUG SUPPLY REDUCTION

Drug supply reduction will focus on strengthening LEAs at the federal and provincial/district levels in an effort to combat drug trafficking and reduce the flow of drugs into Pakistan. Capacity of LEAs in high intensity drug trafficking areas like KP Province and Balochistan will be increased to assist in disrupting money laundering and seizing drug generated assets. Precursor chemical control will be strengthened to prevent smuggling and illicit diversion of these chemicals to drug producing areas. For Pakistan, supply reduction requires an integrated strategy of domestic enforcement, border control and international cooperation, both within the region and with partners such as the UN.

3.1.1 Eliminate poppy cultivation to maintain Pakistan's poppy-free status

Pakistan was declared poppy-free in 2000-01 and was acclaimed as a success story for demonstrating that eradication of illicit poppy cultivation is possible. Pakistan's counter-terrorism strategy should be integrated with the poppy eradication strategy at the national level to ensure a comprehensive approach to transnational crime. At the Provincial level, governments in Khyber Pakhtoonkhwa (KP), Balochistan and FATA should strictly eliminate poppy cultivation while also initiating alternative livelihood projects. Socio-economic factors should be taken into consideration and addressed through rapid industrialization and establishment of alternative development projects in poppy growing areas. Federal and Provincial LEAs should work together and assist one another with surveying, monitoring and eliminating poppy cultivation. Finally, an awareness campaign should be launched to dissuade farmers from cultivating poppies and instead pursuing licit livelihoods.

3.1.2 Prevent the trafficking and production of narcotic drugs, psychotropic substances and precursor chemicals

Precursor chemicals listed in the UN Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances 1988 are defined as controlled substances. These chemicals are imported for licit industrial and pharmaceutical use and imports are strictly controlled by the Ministry of Commerce and the Ministry of Narcotics Control.

However, smuggling of controlled precursor chemicals and diversion of imported chemicals for illicit use are ongoing challenges for LEAs, particularly because sale and distribution occurs at the micro level and responsibility is spread across many Government agencies. Drug producers – especially of opiates – have developed substitute chemicals which are not included in the controlled substances list, making identification and interdiction of precursor chemicals difficult.

The Anti-Narcotics Force (ANF) needs to be enhanced with a precursor chemical identification unit at each regional directorate to prevent the smuggling and illicit diversion of precursor chemicals. Sharing of information between concerned Government agencies will be streamlined to ensure fast and effective interdiction of controlled substances.

3.1.3 Strengthen law enforcement agencies and streamline their activities

The Ministry of Narcotics Control is the policy level institution dealing with narcotics control in Pakistan and the ANF is the principal enforcement agency. However, there are a wide range of other Government departments at the federal and provincial level that are tasked with drug enforcement. A robust coordination mechanism is needed to integrate these varied agencies.

At the federal level:

An Inter-Agency Task Force on Narcotics Control will coordinate drug interdiction operations of all the federal and provincial agencies. Headed by the Director General of the ANF, the Task Force will be comprised of the heads of all drug LEAs. It will monitor, review / analyze drug interdiction performance of all LEAs on regular basis and make necessary plans for effective implementation and coordination of enforcement strategies.

Despite limited resources, the Anti Narcotics Force has seized significant amounts of hashish, heroin and morphine since its inception in 1995. The capacity of the ANF and other LEAs engaged in anti-narcotics should be enhanced to ensure an operationally effective drug law enforcement regime. An ANF Academy will be established as a regional centre of excellence for training LEAs in drug law enforcement.

At the provincial level:

Provincial Narcotics Control Committees (PNCC) – established under the Anti-Narcotics Policy 1993 – must be reorganized so that all relevant stake holders are involved in coordinating and monitoring policy implementation. Membership must be expanded to include all provincial agencies, departments and NGOs engaged in anti-narcotics activities.

District Narcotics Control Cells (DNCC) – established under the Anti-Narcotics Policy 1993 – will be made more functional and directly responsible for prosecuting drug dealers in their own jurisdictions. District Governments should ensure that no narcotic drug is trafficked through their jurisdiction and that known drug traffickers and financiers are prosecuted.

Drug users and drug traffickers must be treated differently by LEAs. Drug traffickers must be arrested and prosecuted in accordance with the law, but drug users should be assisted with treatment and rehabilitation. In protecting human rights, LEAs must treat drug users as victims rather than criminals.

3.2 DRUG DEMAND REDUCTION

Drug abuse must be combated through a balance between supply reduction and demand reduction activities, as they are complementary. The key element of this Anti-Narcotics Policy is to reduce demand by focusing on drug demand prevention and treatment of drug users. Although not a comprehensive survey, the 2006 National Assessment of Problem Drug Use in Pakistan estimated the prevalence of opioid use in Pakistan at 0.7 percent of the adult population. However, since this survey was conducted there has been a substantial increase in opium and heroin production in neighbouring Afghanistan and a shift in trafficking routes towards Pakistan; it is likely that the prevalence of opioid use is higher.

3.2.1 Enhance demand prevention efforts through education and community mobilization campaigns and projects

Drug-free home and school

Young people will be educated about drug abuse by promoting “Drug-Free” homes, schools, colleges and work places. Drug-free schools in each city will be shaped and developed as models for other schools and colleges to emulate. The “Drug-Free” campaign will be pursued through mass education programmes involving parents, teachers, students, religious leaders, health professionals, community leaders and social workers.

Drug-free prisons

In order to combat drug use in jails the Ministry of Interior in collaboration with provincial jail departments will develop special training and treatment programmes on drug abuse and drug related HIV/AIDS prevention/rehabilitation. Adyala Jail has been selected as first model for drug free jails.

Drug-free cities

In our quest for drug-free Pakistan a drug free city will be established in each province as model for others to emulate. Support of provincial governments will be solicited for these projects. Lahore has been selected as first model drug free city for which a comprehensive plan has been evolved by the Ministry of Narcotics Control and the Government of the Punjab.

Develop curriculum against drugs

The Ministry of Education will develop a curriculum against drugs for inclusion in text books at primary / secondary / higher secondary schools and universities. A one page message against drugs will also be included in all text books and note books of schools/colleges.

Engage labour unions

In order to make work places free of drugs all labour unions will be engaged to promote the message against drug abuse. They will also facilitate the rehabilitation of drug users and assist their induction back into the work place after their treatment.

Improve recreational facilities

Recreational facilities – especially sports facilities for youth – will be improved in each city. Ministries of Sports, Culture, and Youth Affairs would arrange regular sports competitions and cultural activities at district/tehsil level to engage youth in healthy activities and prevent them from falling prey to drug abuse.

Community mobilization and awareness campaigns

Broader public campaigns against drugs will be launched using the internet, mobile phones, radio and TV mediums. Community coalitions and anti-drug programmes operating in collaboration with NGOs will be encouraged and supported. District, tehsil / town committees comprising aforementioned segments of society will be formed to carry out mass education and community participation programmes. Awareness will also be created using mosques/khateebis and ulema. The Ministry of Narcotics Control in collaboration with Ministry of Religious Affairs will develop special courses on drug abuse prevention for students and teachers of madrasas.

Role of political parties in social movement

Political parties, besides expressing the people's will, also have a forceful voice at the grassroots level of society. Their participation in the social movement against drugs would provide a great impetus. The leadership of all political parties and Members of Parliament will be engaged to play an active role against drug proliferation and trafficking.

3.2.2 Develop effective and accessible drug treatment and rehabilitation systems

Effective, efficient and accessible drug treatment systems must be developed to reduce drug related health problems, encourage prevention, rehabilitate drug addicts and successfully reintegrate addicts into the community.

Improve hospital and drug treatment centre facilities

As a priority, drug treatment and rehabilitation centres must be mainstreamed into the healthcare system and established in each federal, provincial and district hospital, in accordance with international best practice. Provincial Health Departments should develop wards in both district hospitals and tehsil hospitals for treatment and detoxification of drug users. The NCD/ANF will also upgrade facilities in the existing Model Addict Treatment and Rehabilitation Centres in Quetta, Karachi and Islamabad, and establish new Centres in Lahore and Peshawar.

Support NGO treatment facilities

The capacity of treatment and rehabilitation centres functioning under the umbrella of NGOs will be enhanced through financial support and the provision of experts, with international assistance. The NCD/ANF will seek to establish Drop-in Centres for injecting drug users in all the major cities of Pakistan, with assistance from donors. Rehabilitation programmes for skill development of drug addicts will be launched through vocational training centres.

Extend drug treatment facilities in prisons

An estimated 40% of Pakistan's prison population use drugs. Drug treatment and rehabilitation facilities will be extended to key jails, beginning with Adiala Jail Rawalpindi.

Develop treatment centres for women and children

Treatment and rehabilitation of women and children drug users warrants special arrangements and facilities. Separate treatment centres will be established in five cities for female drug users. A specially designed programme for street children with solvent abuse problems will also be developed in major cities to include outreach and residential treatment programmes.

Develop uniform drug treatment protocol

Ministry of Narcotics Control will establish a National Technical Task Force comprised of psychiatrists, psychologists and NGOs, to develop a uniform drug treatment protocol and standard services for government, private and NGO-run drug treatment centers. The Anti Narcotics Force will coordinate training of staff of NGOs and other institutions in drug treatment through national, regional and international courses, workshops and seminars.

3.2.3 Conduct a drug abuse survey to determine the prevalence of drug addiction

In order to determine the current pattern and prevalence of drug addiction in Pakistan a nation-wide survey will be carried out so that drug demand reduction and treatment and rehabilitation programmes can be made compatible with the needs of the drug addict population. Support for the conduct of the survey will be sought from UNODC and other donor agencies.

3.3 INTERNATIONAL COOPERATION

Anti-Narcotics Policy cannot be successfully implemented without regional and international cooperation. The GOP is a signatory to all UN Drug Control Conventions as well as the SAARC Convention on Drug Control. Pakistan will continue its policy of cooperation on drug related intelligence sharing, border management and joint operations against drug trafficking and precursor chemical smuggling. Pakistan will be particularly engaged with Afghanistan and Iran for information sharing, border management and conduct of joint operations against drug trafficking and precursor/controlled chemical smuggling. Pakistan will also seek donor support for capacity building and training of LEAs, as well as technical support.

3.3.1 Promote and actively participate in bilateral, regional and international efforts to combat drugs

Pakistan will collaborate in regional and international forums to counter narcotics trafficking – including in forums hosted by international LEAs and the UNODC – by sharing information and considering joint initiatives.

International cooperation and liaison will be enhanced by placing Drug Liaison Officers (DLOs) in various countries under a phased programme, including Vienna (Austria), Kabul (Afghanistan), Tehran (Iran), Bangkok (Thailand) and Dubai (UAE). Representation at international conferences, seminars and workshops on drug control will also be increased to project Pakistan's achievements in drug control.

4. MONITORING AND EVALUATION

In order to be successful, both the drug supply reduction and drug demand reduction strategies require active and effective coordination and cooperation between federal ministries and provincial governments.

National Anti-Narcotics Council (NANC) will be set up under the chairmanship of the Prime Minister of Pakistan in order to evaluate and review Anti-Narcotics Policy. The Chief Ministers of the Provinces will be members of NANC. The Council will meet annually with the MoNC acting as the Secretariat.

Parliamentary Committees on Narcotics Control will exercise parliamentary oversight by evaluating and monitoring the implementation of the Anti-Narcotics Policy. The Committees will also prepare recommendations regarding review and improvement of Anti-Narcotics Policy for the NANC.

National Narcotics Control Committee (NNCC) will be a functional coordination and cooperation mechanism for directing, implementing and monitoring policy. NNCC shall be chaired by Secretary of Narcotics Control Division and members shall comprise Federal Secretaries of Ministries of Commerce, Education, Interior, Information, Population Welfare, Planning and Development, Sports, Women Development, Youth Affairs, Chief Secretaries of Provincial Governments / Government of Gilgit-Baltistan / AJK and Director General, Anti Narcotics Force. Narcotics Control Division shall provide secretariat for this committee. The committee shall meet on six monthly basis to evaluate and monitor the implementation of Drug Demand Reduction and Drug Supply Reduction strategies.

Project Monitoring Unit (PMU) will be established in the NCD to monitor and evaluate the National Anti-Narcotics Policy, Drug Control Master Plan and other drug related projects.

5. IMPLEMENTATION PARTNERS

Anti-narcotics issues are not only the responsibility of the Ministry of Narcotics Control; rather it is the shared responsibility of a number of ministries and departments. The following ministries and departments are partners in the implementation of Pakistan's anti-narcotics policy and their support is critical for pursuing the goal of a drug-free Pakistan.

Ministry of Interior

- Assist in implementation of supply reduction strategies through LEAs under its control
- Assist in developing drug free cities in all the provinces
- Assist in developing intelligence related to drug trafficking
- Promote drug free culture in prisons
- Assist in money laundering cases and investigation of drug generated assets
- Assist in mutual training of drug LEAs
- Eliminate corruption in LEAs

Ministry of Commerce

- Monitor the import and use of prohibited precursor chemicals
- Monitor the emergence of substitute precursor chemicals not on the controlled substance list

Ministry of Education

- Develop education Policy and curriculum against drug abuse
- Publish anti-drug messages in text books/note books for schools, colleges and universities
- Develop a model drug-free education institute
- Promote extra-curricular sports and other activities through educational institutions
- Support university research and assessment studies on drug abuse

Ministry of Finance

- Monitor drug-related assets and suspicious transactions through FMU and share information with other Ministries

Ministry of Foreign Affairs

- Promote and actively participate in bilateral, regional and international efforts to combat drugs
- Boost international understanding and cooperation towards precursor control and demand reduction

Ministry of Health

- Establish special wards in Government hospitals for drug treatment
- Register drug treatment centres run by the private sector and NGOs
- Arrange programmes for training of doctors and paramedical staff in treatment and detoxification of drug users
- Ensure the strict enforcement of the prescription code
- Effectively control the manufacturing and sale of medicines which can be abused
- Develop best medical practices for treatment of drug users

Ministry of Human Rights

- Ensure human rights of drug users are upheld, and they are treated as victims and not criminals

Ministry of Information and Broadcasting

- Collect information for launching an awareness campaign against drugs
- Actively participate in social movement against drugs and promote themes of a drug-free society
- Facilitate the projection of drug-free homes, cities, educational institutions and jails
- Promote awareness campaigns outlining the harms of drug use

Ministry of Labour and Manpower

- Promote drug-free culture among migrant workers
- Encourage rehabilitation and reintegration of prisoners with drug offenses
- Develop programmes for skill development of drug addicts
- Encourage labour unions to promote drug-free workplaces

Planning and Development Division

- Plan for the impacts of infrastructure development and trade on drug and precursor trafficking
- Consider emerging drug-related needs – for example drug treatment facilities – when planning new trade centres
- Promote alternative livelihood strategies for poppy cultivating farmers
- Encourage economic development in rural areas to provide a licit alternative to the drug trade

Ministry of Population Welfare

- Support widespread participation in the drug users survey
- Assist in educating people about HIV related to injecting drug use
- Promote a drug-free Pakistan

Ministry of Railways

- Assist implementation of supply reduction strategy through Railway Police
- Facilitate drug free travelling on train
- Arrange programmes for training doctors and para-medical staff in treatment of detoxification of drug users in Railway Hospitals
- Encouraging labour unions to promote drug free workplaces

Ministry of Religious Affairs

- Develop special courses on drug abuse prevention for students and teachers of madrasas
- Promote a drug-free society in madrasas

Ministry of Law and Justice

- Help improve the legislative framework against drug abuse
- Improve capacity and training of prosecutors and judges in trial of drug cases

Ministry of Social Welfare and Special Education

- Identify and support NGOs working on anti-drug programmes
- Ensure NGO treatment and rehabilitation centres are functioning effectively

Ministry of Youth Affairs

- Develop programmes for youth to support drug demand prevention
- Organize sports activities to create healthy activities among youth
- Launch an awareness campaign against drugs for youth through seminars, workshops and sports and cultural programmes

Ministry of Women Development

- Mobilize women within the community to participate in the social movement against drugs
- Develop special programmes for families for developing a drug-free home
- Assist women drug victims in rehabilitation

Ministry of Sports

- Enhance sports facilities in each city and town
- Launch an awareness campaign against drugs for youth through seminars, workshops and sports and cultural programmes

Provincial Governments

- Assist in implementation of all facets of National Anti-Narcotics Policy
- Conduct survey of drug users
- Encourage all provincial departments to develop a drug-free society and be part of the social movement against drugs
- Support the development of drug-free cities and educational institutions in provinces

6. CONCLUSION

The Anti-Narcotics Policy 2010 continues to focus on the eradication of narcotics and maintenance of Pakistan's poppy-free status, but also places greater emphasis on coordination and cooperation among federal and provincial agencies and departments involved in anti-narcotics activities.

The Policy seeks to enhance public participation in combating drug abuse, strengthen drug enforcement structures and boost treatment and rehabilitation services. A drug-free Pakistan remains the ultimate goal, and while this may not be achieved in the short term, it is a goal we strive for in partnership with the people of Pakistan, the region and the international community.