



Ministry of Narcotics Control  
Government of Pakistan

**DRUG CONTROL  
MASTER PLAN  
2010-14**

GOVERNMENT OF PAKISTAN  
MINISTRY OF NARCOTICS CONTROL/ANTI NARCOTICS FORCE



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# DRUG CONTROL MASTER PLAN

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## INTRODUCTION

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### The Drug Problem In Pakistan

Pakistan is a major transit country for opiates produced in Afghanistan. Trafficking of opiates into and through Pakistan increased dramatically over the period 2001-2006 corresponding roughly to the increase in opium production in Afghanistan. In 2009 Afghanistan produced 6,900 tons of opium and accounted for 90% of the world's opium supply. 59% of the whole Afghan opium crop comes from one single province Helmand, which borders Pakistan's province of Balochistan.

The United Nations Office on Drugs and Crime (UNODC) estimates that 40% of all the heroin and morphine trafficked out of Afghanistan transits Pakistan. Over the course of the last few years new routes have appeared in some regions. This clearly has profound implications for the drug control situation in Pakistan and underscores further the necessity of strengthening Pakistan's interdiction capabilities.

The 2006 National Assessment of Problem Drug Use in Pakistan estimated that the prevalence of opioid use in Pakistan is around 0.7 percent of the adult population. Given the massive increase of opium and heroin production in neighbouring Afghanistan and shift in trafficking routes towards Pakistan, it is likely the prevalence of opioid use has increased.

In order to reduce the health, social and economic costs associated with drug trafficking and substance abuse in Pakistan, the Drug Control Master Plan 2010-2014 has been developed in accordance with international best practice. The Government is active in cooperating internationally on counter-narcotics and Pakistan is a signatory to all United Nations (UN) drug control conventions as well as the SAARC Convention on Drug Control. The Government of Pakistan will work closely with the UN and other international partners to strive towards a drug-free Pakistan.

### Three Pronged Strategy

The drug control strategy consists of three main parts and their associated objectives, namely:

**PART I: Supply reduction** through invigorated and strengthened law enforcement

- Objective 1: Control the production, trafficking and distribution of narcotic substances.
- Objective 2: Enhance efforts to forfeit drug-generated assets and curb money laundering.

**PART II: Demand reduction** through accelerated initiatives

- Objective 3: Check the increase in drug demand and achieve reduction in the number of drug addicts through prevention, treatment and rehabilitation measures.

**PART III: International cooperation**

- Objective 4: Promote international cooperation in the fight against drugs.

### Implementation Strategy for the Three Parts

- ♦ **Inter-Agency coordination** will be strengthened through regular meetings of the Policy Review Board (PRB), the Narcotics Interdiction Committee (NIC) and the Inter-Agency Task Force (IATF).
- ♦ Establishment of a **National Narcotics Council** under the chairmanship of the Prime Minister of Pakistan to oversee the implementation of the drug control policies and legislation.

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- ♦ **Improved information exchange** and collaboration between agencies with drug law enforcement responsibilities is crucial to the success of interdiction efforts in the country.
  - ♦ The complete **eradication of opium poppy in Pakistan** remains a priority of the Government. The Government will continue to monitor poppy cultivation and report progress and/or obstacles at poppy eradication meetings and employ appropriate remedial measures. Air and surface mobility need to be strengthened.
  - ♦ The **precursor control** regime in Pakistan will be further strengthened to ensure that there is no smuggling or diversion from licit purposes.
  - ♦ **Drug demand reduction**, including prevention and treatment must be a priority. The implementation strategy must combine school based programmes, community based prevention, health promotion activities and targeted prevention and intervention programmes focusing on street children and Most At Risk Adolescents (MARA).
  - ♦ **Strengthening international cooperation**, especially with neighbouring countries, will continue to be essential to Pakistan's drug control efforts at both policy and operational levels.
  - ♦ A **monitoring cell** (within ANF HQ) and an **evaluation cell** (within the Narcotics Control Division) will be established to provide a link between the Ministries of Narcotics, Interior, Health, Social Welfare, Commerce and the Federal Board of Revenue (FBR), as well as other Law Enforcement Agencies (LEAs).

## PART I - SUPPLY REDUCTION

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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. However, it takes time, over twenty years in Pakistan's case, and depends on the relative movement of the price of opium gum vis-à-vis alternative competitor crops, the quantity of external assistance provided to poppy areas and the capacity of the GOP to enforce the law. Poppy cultivation was reported in Balochistan in 2003 for the first time. Poppy cultivation has come down from around 4,000 hectares in 2003 and 2004 to around 2000 hectares in 2006 and 2007.

Pakistan, like many other countries, has been exposed to the consequence of illicit smuggling, trafficking and abuse of narcotics drugs, psychotropic substances and amphetamine-type stimulants (ATS). The extent and gravity of the problem has, however, fluctuated over time. Since the late 1990s, Afghanistan has been a leading opium producer in the world, heightening concerns about the production of opium and consequent trafficking of opiates produced in Afghanistan throughout the region. 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.

### OBJECTIVES, IMPLEMENTATION STRATEGIES AND FINANCE

**Objective 1: Control the production, trafficking and distribution of narcotic substances**

***Implementation strategies to control the production of narcotic substances:***

#### **Short term strategies:**

- ♦ Hold meetings between local notable and civil administration officers led by Nazims in all poppy-prone areas to pre-empt further cultivation.

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- ♦ Report illicit poppy cultivation in each Police and Civil Armed Forces (CAF) area of jurisdiction.
  - ♦ Initiate yearly crop verification at the Provincial Government level - including both cultivation and harvesting verification.
  - ♦ Eradicate illegal crops before opium is harvested.
  - ♦ Use the following approach to address illegal cultivation:
    - ♦ Deprive any tube well found irrigating narcotic crops of electric connection.
    - ♦ Target walls/"Chardewaris" with poppy/cannabis crops inside.
    - ♦ Enforce LEA authority without appeasing tribal or other leaders.
    - ♦ Interdict opium stocks and ensure they are impossible to sell.
    - ♦ Seal shops trading in opium.
    - ♦ Identify traders who have stocks of poppy seeds and confiscate their stocks.
    - ♦ Increase border vigilance towards outgoing traders, as they may be shifting their opium stocks into Afghanistan for conversion into heroin.
    - ♦ Cease extending favours or courtesies to elders from areas where poppy has been grown or not fully destroyed in the past season.
    - ♦ Encourage farmers who cultivate crops other than poppy through incentives such as the provision of seeds, fertilizers and electricity for tube wells at subsidized rates.

#### Medium term strategies:

- ♦ Expose syndicates and people involved in the drug trade through a systematic media campaign.
- ♦ Establish Police and CAF posts in remote areas and give them enough mobility to monitor their area of jurisdiction.



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- ♦ Provide LEAs engaged in monitoring areas prone to poppy and cannabis cultivation with both a day and night surveillance capability.
  - ♦ Provide LEAs and local civil authorities engaged in anti-poppy operations with the mechanical means of destroying the crop.
  - ♦ Enlist NGOs to educate people about the profitability of legal agriculture.
  - ♦ Provide children living close to poppy fields with free schooling.
  - ♦ Establish Dastakaari Schools for girls in villages where locally hired skilled women can train the students.
  - ♦ Provide electrification only in areas of the FATA which did not grow poppy in the last season or where solid guarantees are provided by elders that no poppy will be grown.
  - ♦ Provide wells at subsidized costs to farmers who did not violate the poppy ban.
  - ♦ Allocate tribes who cooperate with Government Agencies with vacancies in the Khasadar Force, Frontier Corps/Constabulary and Army.

**Long term strategies:**

- ♦ Strengthen and equip LEAs engaged in poppy eradication with manpower and ground and aerial mobility.
- ♦ Upgrade primary schools to middle school level in all areas where eradication operations were successful. Where no such school exists, it should be provided.
- ♦ Upgrade basic health units in areas where local elders supported the enforcement forces.
- ♦ Provide hydel generation power units in areas which voluntarily eradicated poppy crops.
- ♦ Assist families who are not involved in poppy cultivation to find employment.
- ♦ Terminate employment of families proved of violating the ban on poppy cultivation, where possible.

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- ◆ Construct roads in inaccessible areas to allow LEAs to project force and authority.
  - ◆ Accelerate development work in remote, poppy-prone areas to reduce unemployment and poverty.
  - ◆ Enlist religious scholars and teachers to inculcate counter-narcotics values at the grassroots level.
  - ◆ Amend the CNS Act 1997 so that Section 10 includes the term "agricultural land" to facilitate prosecution of cases against illegal cultivators.

***Implementation strategies to control the trafficking and distribution of narcotic substances***

**Short term strategies:**

- ◆ Strengthen MNC/ANF and other LEAs through the provision of additional staff, equipment and training.
- ◆ Monitor traditional poppy growing areas and non-traditional poppy growing areas through ground and aerial surveys.
- ◆ Arrest and prosecute farmers, financiers and buyers of illicit crop.
- ◆ Cultivate intelligence sources in order to determine any activity to establish heroin producing laboratories in Balochistan and NWFP.
- ◆ Bolster border management by fencing frequented trafficking routes along the Pak-Afghan border, including ditches and embankments.
- ◆ Hold regular meetings between MNC/ANF and provincial governments to monitor and implement federal government decisions.

- ♦ Develop training programmes to include: drug law enforcement methods, asset investigation, tracing drug related money, crime scene investigation, advance intelligence gathering, container search methods and specialised training for marine operations and dog handlers.
- ♦ Seize narcotic substances and appropriately convict perpetrators.
- ♦ Document traffickers' methods and identities based on the collection and collation of international sources of information.
- ♦ Incorporate periodic changes in trade into law enforcement practice to ensure effective control over import and export of narcotic drugs, psychotropic substances and precursor chemicals and to prevent their diversion for illicit drugs manufacturing within the country.
- ♦ Launch continuous preventive education/awareness campaigns against the hazards associated with the use of narcotics drugs, psychotropic substances, ATS and other synthetic drugs.
- ♦ Streamline import and export procedures within the Ministry of Health for narcotic drugs, psychotropic substances, ATS and other synthetic drugs into and out of Pakistan.
- ♦ Monitor and bring under control drug abuse at street level through concerted efforts of the Federal and Provincial Police departments.
- ♦ Incorporate periodic changes in trade policy within the Ministry of Commerce to cover restricted items as per the requirements of relevant conventions to which Pakistan is a party.
- ♦ Ensure there is sufficient human capacity within each Regional Directorate to carry out effective ground checks and verification of precursor chemicals.
- ♦ Develop mechanisms of inter-agency cooperation on precursor control, in particular between ANF, Pakistan Customs, Frontier Corps and Rangers.

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- ♦ Develop the precursor control training capacity of ANF, Customs, FCs and Rangers, with the assistance of international partners where appropriate.
  - ♦ Acquire and disseminate appropriate equipment for precursor control.

#### **Long term strategies:**

- ♦ Undertake focused research studies - including where feasible national surveys - to assess drug abuse in Pakistan, which will allow the Drug Control Master Plan 2010-14 to be revised.
- ♦ Acquire regular financial and operational support from foreign partners to conduct counter-narcotics operations in the country.
- ♦ Ensure implementation of effective enforcement of prescription, distribution and sale mechanisms of narcotic drugs, psychotropic substances, ATS and other synthetic drugs over the counter through the Ministry of Health.
- ♦ Register drug addicts in the provinces through the Provincial Ministries of Health and feed these into consolidated data at the national level.
- ♦ Conduct a survey to identify all local producers of chemicals, in order to measure the extent of local production and consumption of precursor chemicals in the country.

**Objective 2: Enhance efforts to forfeit drug-generated assets and curb money laundering.**

#### **Implementation strategies:**

- ♦ Establish separate, dedicated wings in various LEAs to ensure seizure of drug-generated assets. Review and expand the required organisational structures and sizes of these wings in a phased programme.

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- ♦ Continue to develop Pakistan's financial system regulations in order to improve their effectiveness against money laundering and in facilitating recovery of the proceeds of crime. This effort should make use of international advice and monitoring mechanisms in which Pakistan is a member.
  - ♦ Computerise the property rights public record to facilitate financial investigation and tracing of drug assets.
  - ♦ Establish a Narcotics Control Information Center (NCIC), based on computerised data related to drug traffickers and their assets in Pakistan.
  - ♦ Broaden the scope of the NIC to include a review of the forfeiture of drug assets by various LEAs. Representatives of major banks will be invited to these meetings on an ad hoc basis.

### Finance - Supply Reduction

The total cost of financing Part I Supply Reduction is Rs6864.0 Million. The GOP will fund 25% and will seek international support for 75%.

## PART II - DEMAND REDUCTION

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Demand reduction is a broad term used for a range of policies and programmes which seek a reduction of the desire and of preparedness to obtain and use illegal drugs. Demand for drugs may be reduced through prevention and education programmes to dissuade users or potential users from experimenting with illegal drugs and/or continuing to use them; treatment programmes mainly aimed at facilitating abstinence, reduction in frequency or amount of use; judicial diversion programmes offering education or treatment as alternatives to imprisonment; and broad social policy to mitigate factors contributing to drug use such as unemployment, poverty, homelessness and truancy.

The 2006 National Assessment of Problem Drug Use in Pakistan estimated that the prevalence of opioid use in Pakistan is around 0.7 percent of the adult population. However, the National Assessment was not a rigorous survey and, given the massive increase of opium and heroin production in neighbouring Afghanistan and shift in trafficking routes towards Pakistan, it is likely the prevalence of opioid use is higher.

Pakistan is currently considered a low prevalence, high risk country for HIV/AIDS. However, concentrated epidemics among injecting drug users have developed in a number of cities. While HIV prevalence is still believed to be low overall, recent though limited surveys have indicated sharp increases in prevalence among groups of injecting drug users.

### OBJECTIVES, IMPLEMENTATION STRATEGIES AND FINANCE

**Objective 3:** Check the increase in drug demand and achieve reduction in the number of drug addicts through prevention and treatment and rehabilitation measures.

#### *Implementation strategies related to drug abuse prevention:*

- ♦ Develop an evidence base regarding drug use by conducting local assessments and national surveys to determine the scope and nature of the drug using population.

- ♦ Upgrade and extend the Drug Abuse Prevention Resource Center (DAPRC) to ANF's Regional Directorates. DAPRC provides guidelines and training to NGOs/Community Based Organisations (CBOs) and voluntary organisations for developing, implementing and monitoring drug abuse and drug-related HIV/AIDS prevention projects. DAPRC will act as a clearinghouse for dissemination of national and international research findings.
- ♦ Establish national and provincial umbrella organizations for NGOs working in the field of drug demand reduction and HIV/AIDS prevention.
- ♦ Establish District Drug Abuse and HIV/AIDS Prevention Committees in at least forty districts. These committees will design projects targeting youth, secure funding, implement, monitor and evaluate the projects.
- ♦ Develop drug abuse and HIV/AIDS prevention campaigns for electronic and print media and informal communication media such as street theaters and puppet shows to target rural youth and other specific groups.
- ♦ Incorporate drug abuse and HIV/AIDS prevention material in curriculum for classes 8 to 14 through the Ministry of Education, Curriculum Wing, in collaboration with MNC and UNODC. Organised teacher training courses on drug abuse prevention at provincial teacher training institutions.
- ♦ Develop special courses for madrassa students and for religious teachers undergoing training at the Dawa Academy through the Ministry of Religious Affairs and in collaboration with MNC.

### **Finance - Drug Abuse Prevention**

The total cost of financing the Drug Abuse Prevention component of the Master Plan is Rs1688.5 Million. The Government of Pakistan will fund 25% and will seek international support for 75%.

### PART III - INTERNATIONAL COOPERATION

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International cooperation is an important facet of the GOP's drug control policy. The Government is active in its regional and global cooperation and is a signatory to all UN drug control conventions, as well as the SAARC Convention on Drug Control. Pakistan has signed Memorandums of Understanding (MOUs) with 26 countries, extradition treaties with 28 countries, as well as an agreement with the Economic Cooperation Organisation (ECO). To date, the GOP's main partners in this field have been the USA, the UK and the UNODC; the GOP recognizes that it can contribute to and benefit from international best practices in many areas of this Master Plan.

Pakistan has ratified the Single Convention on Narcotic Drugs, 1954 as amended by the 1972 Protocol, the UN Convention on Psychotropic Substances 1971, the UN Convention -1988, the SAARC Convention on Narcotic Drugs and Psychotropic Substances-1990 and the Protocol on drug matters with the ECO countries. Pakistan has also signed bilateral narcotics agreements with Iran, the United Arab Emirates, Kyrgyzstan, Uzbekistan, China and India. Pakistan also is a party to the World Customs Organisation's International Convention for the Prevention, Investigation and Repression of Customs Offenses (the Nairobi Convention). The governments of Pakistan and Iran and UNODC signed a Memorandum of Understanding (MOU) on narcotics cooperation in May 1994. In the same year, an agreement was signed with India to control the cross border smuggling of precursors and narcotics. The development of regional plans for drug control under the auspices of ECO and SAARC should significantly enhance the extent of sub-regional cooperation.

Using such regional and international treaties/conventions, the GOP intends to seize their substantive opportunities for checking cross-border trafficking of drugs and precursor chemicals.



## OBJECTIVES AND IMPLEMENTATION STRATEGIES

### **Objective 4: Promote international cooperation in the fight against drugs**

#### *Implementation strategies:*

- ♦ Hold regular cross-border Inter-Agency expert level meetings and enhance the operations of the Joint Planning Cell between Afghanistan, Iran and Pakistan to share intelligence relevant to each others' law enforcement/border management activities.
- ♦ Encourage joint training programmes to develop and refine participant competencies required for the management of drug related problems.
- ♦ Develop ANF's training academy - drawing on domestic and international expertise - to provide drug law enforcement, drug demand reduction, assets investigation and other drug related subjects to personnel of national and international drug LEAs. Furthermore, it will also serve as a repository for drug related information for the region.
- ♦ Implement extradition treaties in both letter and spirit to limit organized criminal groups' expansion beyond national borders.
- ♦ Collaborate in regional and international forums to counter narcotics trafficking - including forums hosted by international LEAs and the UNODC by sharing information and considering joint initiatives.

## MONITORING & EVALUATION

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A drug control programme has significant quantifiable and non-quantifiable benefits. An assessment of the benefits not only provides justification for the allocation of funds to the drug control activity; it also provides feedback to the planners, decision makers and implementing agencies on the efficiency of various elements of the programme. Pakistan's drug control programme has helped to contain the prevalence of drug use over the past few years. An unchecked growth in the number of drug users would have serious social costs in terms of social problems, increased crime rate, drain on health services, and loss of productivity.

Primary responsibility for implementing the different components of the Master Plan - and the evaluation of its impact - will rest with the MNC. The MNC will plan, supervise, coordinate and arrange resources for executing the policies, programmes and activities listed in this document. To achieve these objectives the MNC will involve the ANF, other LEAs of the Federal, Provincial and District Governments, the concerned Government Departments, international donor agencies, the UN, NGOs, CBOs and the private sector.

### *Implementation strategies:*

#### *Establish a monitoring cell within the ANF Headquarters*

- ♦ Establish a monitoring cell within ANF HQ, with the assistance of UNODC, to monitor the implementation of the Drug Control Master Plan. The purpose of the Cell is to conduct impact studies, conduct research on drug abuse related issues, and to provide support to MNC/ANF and other related agencies. Regular evaluation will be the responsibility of the MNC.
- ♦ Responsibilities of the Cell will include, but not be limited to:
  - ♦ Serve as a secretariat for both the Policy Review Board.

- ♦ Assist the ANF in collection, collation, and analysis of the data generated by the regional offices of the ANF, and shared by other law enforcing/development agencies.
- ♦ Conduct research on emerging issues.
- ♦ Identify opportunities to draw on international expertise and support in execution of the Master Plan.
- ♦ Conduct monitoring and performance evaluation of partner NGOs.
- ♦ Collaborate with civil society in monitoring the harm reduction, and former drug addict rehabilitation programmes.
- ♦ Conduct case studies on relapse prevention.
- ♦ Assist the ANF in preparing presentations to various donor agencies.
- ♦ Conduct policy research as required by MNC/ANF and other relevant agencies.
- ♦ Conduct impact and monitoring studies of livelihood programmes,
- ♦ Provide training to ANF, other LEAs, health department staff, and NGOs in data collection, management, processing, and analysis of drug control related data.

*Utilize established forums to discuss monitoring and evaluation of the Master Plan*

- ♦ Major Policy Matters: Policy Review Board meeting annually under the chairmanship of the Prime Minister.
- ♦ Demand Reduction: Quarterly meetings of UNODC, Donor Agencies for Prevention, Treatment and Rehabilitation and NGO network, to be coordinated by the Drug Demand Reduction Directorates of the ANF.

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- ♦ Supply Reduction: a) Poppy Eradication: MNC-Provincial Government (Home Department). b) Elimination of Heroin Labs:MNC-Provincial Government (Home Department). c) Poppy Substitution Programmes: MNC-Provincial Government through the Planning Environment & Development Department/SDU (NWFP).
  - ♦ Suppression of Illicit Traffic and Forfeiture of Drug Assets: Narcotics Interdiction and Asset Seizure Committee meeting biannually with the Secretary, MNC presides.

***The main performance indicators of the strategy are:***

- ♦ The maintenance of poppy free status;
- ♦ Enhanced inter agency coordination;
- ♦ Adequate, well equipped and trained LEAs;
- ♦ Improved border control management;
- ♦ Timely availability of current statistical data on narcotics and psychotropic substances, amphetamine type stimulants and precursor chemicals available;
- ♦ Sale and distribution of psychotropic substances is fully regulated;
- ♦ Import regime of psychotropic substances, amphetamine type stimulants and precursor chemicals revised and implemented;
- ♦ Rigorous baseline of evidence on drug use established. Reduction in the number of illicit drug users by 50 percent, and number of Injecting Drug Users (IDUs) by 50 percent;
- ♦ Number of persons accessing treatment facilities increased by 50 percent;
- ♦ The quantities trafficked/transited through Pakistan reduced by 50 percent;
- ♦ Regular meetings of Policy Review Board, and Narcotics Interdiction Committee are held;
- ♦ Improved compliance by commercial banks in reporting suspicious transactions to the ANF;

- ♦ Cooperation between regional and national LEAs in sharing real time information on drug trafficking in place;
- ♦ Extradition procedures are negotiated, and expertise developed in seeking international cooperation.



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