

NATIONAL DRUG CONTROL STRATEGY



TRANSITIONAL ISLAMIC STATE OF AFGHANISTAN

**5-YEAR STRATEGY (1381-1386)
FOR TACKLING
ILLICIT DRUG PROBLEMS IN AFGHANISTAN**

18 May 2003

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COUNTER NARCOTICS DIRECTORATE
March, 2003

STATEMENT BY THE PRESIDENT

Due to the conflict which has beset our country for the past 20 years, most of Afghanistan's social, financial and physical infrastructure has devastated. health and education services are very limited. the rates of rural poverty, illiteracy, and infant and maternal mortality are among the highest in the world. During the war, agricultural production suffered severely affection negatively 80% of the population whose livelihoods are dependent on farming. in addition, due to restrictions imposed by the Taliban on female mobility and a highly limited definition of women's role in society, women have been particularly at risk. finally, there are millions of Afghan refugees in neighboring countries.

These factors have left us with an environment ripe for poppy cultivation, drug trafficking and drug abuse. it is in this context that this comprehensive and essential National Drug Control Strategy was developed.

I call upon all Afghans and, specifically, all Ministers and relevant government officials, as well as our international partners to implement the Strategy to allow Afghanistan to maintain its standing as a member of the community of nations, free of an illicit drugs economy.

Hamid Karzai

President

Transitional Islamic State of Afghanistan

STATEMENT BY THE NATIONAL SECURITY ADVISER

Drug control, crime and terrorism have figured on the top of the political agenda of all international forums related to the recovery, rehabilitation and reconstruction process of Afghanistan:

- a. UN Security Council Resolution 1378 of 14 November 2001 expressed strong support to the efforts of the Afghan people to establish a new and transitional administration leading to the formation of a government, which: "...should respect Afghanistan's international obligations, including cooperation fully in international efforts to combat terrorism and illicit drug trafficking within and from Afghanistan"
- b. the "Bonn Agreement" of 5 December 2001 emphasized the drug issue by stating: "The Interim Authority shall cooperate with the international community in the fight against terrorism, drugs and organized crime"
- c. The conclusions of the International Conference on Reconstruction Assistance to Afghanistan. Tokyo, 21 January 2002, mention that: "...Assistance will be conditional on all Afghan parties particularly contributing to the process and goals agreed in Bonn with the aim of establishing peace, representative governance and eliminating terrorism and narcotics production and trafficking". The Conference recognized the vital importance of security and counter narcotics issues to the success of reconstruction and placed special emphasis on providing systematic follow-up and

sufficient assistance to ensure steady and irreversible progress.

- d. The Joint Appeal for Afghanistan in Geneva in March 2002 clearly recognized drugs as a cross-cutting priority that will underpin the activities of all agencies working in Afghanistan, to be incorporated at all stages of programming, from design to evaluation.

On 17 January 2002, the Afghan Interim Administration <AIA> issued a decree (# 67) banning cultivation, production, processing, drug abuse and illicit trafficking of narcotics drugs. the validity of the decree was reiterated in September 2002.

The National Drug Control Strategy is, therefore, the natural culmination of various international and national debates and discussions that called for a coordinated framework for action. The Strategy provides a description of the economic and social situation, the current drugs problems, and the institutional and legal framework within which Afghanistan now finds itself after years of instability and war. The Strategy then sets out its goals, objectives and five primary components: institution building, judicial reform, law enforcement, alternative livelihoods, and demand reduction.

Finally, the Strategy builds on the decree of President Karzai issued on 7 October 2002, appointing the National Security Adviser to coordinate all activities related to preventing drug production, consumption and trafficking. Subsequently, the Counter Narcotics Directorate was established within the National Security Council to facilitate and monitor all counter narcotics activities of the Government and to take lead responsibility in seeing that the Strategy is implemented in a coherent manner by all relevant ministries and international partners.

Dr. Zalmay Rassoul

National Security Adviser

Transitional Islamic State of Afghanistan

EXECUTIVE SUMMARY

The National Security Council (NSC) has led the process of drawing up a national Afghan drug control strategy. This has been developed in consultation with line ministries and the international community. The overall goal of the strategy is to eliminate the production, consumption and trafficking of illicit drugs in Afghanistan. The five key elements of this strategy are: the provision of alternative livelihoods for Afghan poppy farmers, the extension of drug law enforcement throughout Afghanistan, the implementation of drug control legislation, the establishment of effective institutions and the introduction of prevention and treatment programmes for addicts.

In October 2002, a Counter Narcotics Directorate (CND) was established under the National Security Council. The objective of the CND is to implement the national drug control strategy and to coordinate drug control activities throughout the Government, its budget and programs. The CND liaises with the concerned ministries and other Government agencies, provincial administrations, drug control institutions of other countries and with representations of the international community. It closely cooperates with the drug control units of the Ministry of Interior. Moreover, the CND reports to the President and advises the NSC and the Cabinet on drug control matters, coordinates joint drug control programmes with neighboring countries, and acts as clearing house for all project proposals related to drug control.

Working groups have been established under the chairmanship of the relevant Afghan institutions to consider implementation plans for each of the five key elements of the strategy. These plans are included as annexes to the strategy. It is important that these plans are coordinated in order to maximize their collective impacts. The CND in collaboration with line ministries will be responsible for setting benchmarks, indicators and time frames to guide the implementation of the strategy and to monitor the progress.

Goals and Objectives of the National Drug Control Strategy

The overall goal of the National Drug Control Strategy for Afghanistan is to eliminate the production, consumption and trafficking of illicit drugs into, within, and from, Afghanistan.

Specific objectives:

1. Long term elimination of opium cultivation, with the aim of seventy percent reduction by the year 1386, and complete elimination by the year 1391. The Government will make every effort to achieve complete elimination of illicit drug cultivation before the set target in areas where alternative livelihoods have been made sufficiently available.
2. Countering the trafficking, processing, and distribution of narcotic and psychotropic substances into, within and out of the country through vigorous interdiction and prosecution measures. Similarly strict measures should be taken against the trafficking, use and distribution of precursor chemicals into and within the country.
3. Increasing efforts to forfeit drug generated assets and checking money laundering.
4. Reducing the problematic use of legal and illegal substances through prevention, treatment, rehabilitation and social integration.
5. Enhancing regional and international cooperation to facilitate the elimination of illegal drug production and trafficking, and the reduction of drug abuse.

Implementation of the Strategy

The strategy will be implemented through:

- Vigorous enforcement action against drug traffickers;
- Provision of development assistance to opium poppy growing areas in the framework of national development programmes;
- Treatment and rehabilitation for drug abusers, particularly those using opiates and psychotropic drugs, and intravenous

drug users at risk of transmitting HIV/AIDS and other blood borne viruses;

- Involving social organizations and individuals such as Ulema and community elders in prevention and rehabilitation programmes;
- Increasing the role of local and provincial governments and their public administration to promote and implement drug control activities, particularly in opium poppy eradication and law enforcement activities.

CHAPTER 1

PRESENT SITUATION

Economic and Social Situation

Two decades of war has left Afghanistan with some of the highest rates of rural poverty, illiteracy, and infant and maternal mortality, and an average life expectancy of only 44 years. Due to the conflict, most of Afghanistan's social, financial and physical infrastructure has been devastated. Health and education services are very limited. More than 80% of the population is dependent on agriculture as a source of livelihood, with few off-farm income opportunities available. However, the farming sector is structurally weak, with poor marketing, small landholdings, an absence of formal credit facilities and a shortage of irrigation. Environmental degradation, drought, low quality inputs and poor agronomic practices have led to extremely low production, resulting in annual food deficits of between two and seven months. Moreover, more than twenty years of war has led to extensive damage to the nation's physical and administrative infrastructure with a concomitant loss in social, legal and economic services. The demise of state and local government in the past two decades was accompanied by a breakdown in the rule of law and increasing economic and political uncertainty.

Afghanistan's grain production has fallen by more than 50% in the past two years, its livestock herds are severely depleted and its irrigation systems extensively damaged. The primary road network is seriously deteriorated – 1,700 km of 3,000 km needs re-building. Over 800 sq km of land unable to be put to productive use due to being contaminated by landmines and unexploded ordnance, while 150 to 300 new casualties occur each month as a result of such accidents.

The devastation caused by two decades of war, missed development opportunities, and widespread human rights abuses, compounded by three years of drought will necessitate sustained humanitarian action over the next years to meet the needs of an estimated 6 million vulnerable people in Afghanistan. At the same time, it is vital that immediate steps are taken to promote a return

to normal life and stability and to prepare for longer term development.

The Drugs Problem

The prolonged war in Afghanistan turned the country into a fertile environment for an explosion in illicit opium cultivation and illicit drug production.

For many years, Afghanistan has been the source of illicit drugs trafficked to its neighboring countries and ultimately to Europe and North America. For most of the 1990s, Afghanistan was the main source of the illicit opium and heroin produced, trafficked and consumed in the world. In 1999, Afghanistan produced about 79 percent, and in 2000 about 70 percent of the illicit opium worldwide. This production and trafficking of illicit drugs threatened the security and stability of the entire region. Criminal activities associated with drug trafficking and terrorism financed by illicit drugs money increased the threat to the stability of the whole world, and particularly neighboring countries.

Twenty years of war have left Afghanistan devastated and most Afghans are living at extremely low subsistence levels. The absence of non-farm income opportunities forced most Afghans back into agriculture to secure their survival. But the agricultural sector is structurally weak, with poor marketing, small land holdings and a shortage of agricultural inputs such as improved seeds, fertilizers, basic agricultural tools and access to water and to formal credit. Environmental degradation and poor agricultural practices lead to low productivity and widespread food shortages.

Under such conditions of high uncertainty, the cultivation of opium poppy provided Afghan farmers the chance of a relatively secure and substantial cash income. The decision by the farmers to grow opium has been made mainly to minimize their short-term risks. Especially for poor farmers opium has a number of advantages. There is relatively short time of six months between planting and harvesting. There is no major natural disease and it has a high cash value. Opium can be stored with minimal risk of perishing, is easy to transport, and can be traded throughout the year, making it an ideal saving deposit for farmers. Further, opium poppy is one of the very few crops for which farmers received advance credit at times of hardship and need.

Opium cultivation and harvesting is labor intensive and provide poor itinerant agricultural laborers, internally displaced people and returning refugees significant opportunities to gain additional incomes. These itinerant harvesters come from all over Afghanistan. They often follow the harvesting seasons starting in the low lands in May to move to higher lying fields in the mountains where the harvest can be as late as August. They are typically paid a share of the final yield. These itinerant harvesters might also be the main reason for the spreading the know-how of opium poppy cultivation throughout the country, and a key factor in the spread of opium abuse.

Although only at its peak, about 2.6% of agricultural land is believed to be used for the cultivation of opium poppies, the proportion of Afghan families who derive at least parts of their annual income from opium is much higher. Much of this income supports poor rural families.

Bearing in mind that most of the profits of the drugs trade goes into the pockets of national and international drugs traffickers, many farmers are the victims of the drug trade and most cultivate opium poppy for reasons of poverty, there are also Afghan beneficiaries. These include large landowners and regional leaders who receive the illegal proceeds from the drugs business. Generally, Afghan farmers involved in opium poppy cultivation can not be considered a homogenous group, thus a differentiation has to be made between different groups of farmers. Accordingly, different strategies are required to address these groups of farmers as they have different needs, priorities and interests.

On 3 April 2002, the Afghan Interim Authority issued a decree outlining an eradication programme for the 2002 harvest starting in April 2002. The programme offered financial assistance for farmers that destroyed their poppies but threatened enforced eradication, and ultimately confiscation of land, for those that fail to comply. The programme was completed in mid June. It succeeded in eradicating over 16,500 hectares of poppy fields.

The bulk of heroin produced from Afghan opiates goes to meet the high demand in the neighboring countries.

Between 70% and 90% of the heroin found in Europe has been processed from opium produced in Afghanistan. According to Interpol estimates, a total of 120 metric tons of heroin of Afghan

origin reached Western Europe in 2000. The potential street value of those 120 metric tons would have been about 35 billion US Dollars. Almost all of the opiates consumed in Afghanistan's neighboring countries and most of the opiates found in the countries of the Arabian Peninsula and Africa originate from Afghanistan.

In the past decade, the structure of trade in opiates differed markedly between the southern and eastern regions of Afghanistan. In the southern region (Helmand and Qandahar), a relatively free market structure was found with many buyers and sellers. In the Eastern region (Nangarhar), the trade was more organized by larger traders.

Because of considerable price fluctuations over the years and the easiness of storage, large quantities of opium and its derivatives are thought to have been stockpiled inside Afghanistan. The abundant opium harvest and the existence of stocks create additional impetus for the traffickers to find new markets for their products.

Although no reliable data exists on the prevalence of drug abuse in Afghanistan, assessments made by UNODC in Jalalabad, Kabul, Qandahar, Herat and Afghan communities in refugee camps in Peshawar and Quetta suggest a general increase in drug abuse in recent years. Heroin, opium and hashish are the most commonly abused drugs, along with a wide variety of easily available pharmaceutical drugs such as analgesics, hypno-sedatives and tranquilizers. War and conflict-related economic, social and mental health problems, such as depression and post-traumatic stress disorder, are endemic in Afghanistan and considered as one of the main causes of the continuing increase in drug abuse. This highlights the potential danger that Afghanistan might suffer the high consumption rate experiences in the neighboring countries.

Institutional and Legal Framework

Successive Afghan governments have signed international drug control conventions. Afghanistan is a party to the 1961 United Nations Single Convention on Narcotics Drugs, the 1971 United Nations Convention on Psychotropic Substances and the 1988 United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances. In addition to international treaties,

Afghanistan has enacted national laws in an effort to control narcotics in 1957, 1969 and 1991.

The United Nations Security Council resolution 1378 of 14 November 2001 notes that both the transitional administration and the new Government “should respect Afghanistan’s international obligations, including cooperating fully in international efforts to combat terrorism and illicit drug trafficking within and from Afghanistan”. This resolution has been reflected in the final provisions of the “Bonn Agreement” of 5 December 2001 which requested the Afghan Interim Authority and the Emergency Loya Jirga to “cooperate with the international community in the fight against terrorism, drugs and organized crime.”

On 17 January 2002, the President of Afghan Interim Administration issued a decree banning cultivation, production, drug abuse and trafficking of narcotic drugs. Later on 3 April 2002, a decree was issued for the implementation of the eradication campaign by the Government. Again on 4 September 2002, a decree was issued for the enforcement of the ban on the cultivation, production, drug abuse and trafficking. On 7 October, the President announced that the National Security Adviser would have lead responsibility for tackling drugs.

Afghanistan has never before developed any coherent policy or national strategy to address in a comprehensive way the narcotic drugs issue. In the absence of an effective central government and drug control policy, enforcement of drug related laws has been generally weak. This national strategy, in the aftermath of the creation of a representative and internationally recognized Government in the country, is the first attempt by Afghanistan to have a coherent national policy on narcotics control.

CHAPTER 2

POLICIES AND STRATEGIES

Background

The National Drug Control Strategy for Afghanistan addresses all areas of drug control, including institution building for drug control, drug law enforcement, judicial reform, alternative livelihoods and drug demand reduction.

Implementing a realistic policy and strategy for countering illicit drugs and associated criminal activities in Afghanistan will need to take into account the political and economic realities in the country. The current strategy of the Government to eliminate the illicit opium cultivation takes into consideration the economic and social causes of illicit cultivation. The Government believes that first and foremost, attention should be given to establish security and rule of law in the country. It is necessary to establish a stable environment in order to accelerate the pace of reconstruction and assistance and to build up the institutions that will make this possible.

Political and economic reconstruction of the country is the foundation for a stable Afghanistan. The rehabilitation and reconstruction of Afghanistan needs to move in parallel with political reconstruction, and will require a substantial commitment of resources and attention.¹

There is the need to secure sustainable licit livelihoods, including outside agriculture, for the affected people, to address those landless people who have in the past relied on the work in the opium industry, to address the needs of the landowners who used

¹ In the Agreement on Provisional Arrangement in Afghanistan Pending the Re-establishment of Permanent Government Institutions (“Bonn Agreement” of 5 December 2001), it is stipulated that the United Nations, the international community, and regional organizations should cooperate with the Interim Authority to combat international terrorism, cultivation and trafficking of illicit drugs and provide Afghan farmers with financial, material and technical resources for alternative crop production.

to be self-sufficient by cultivating illicit poppy and will face difficulties providing for themselves without it.

Given the socio-economic character of the opium poppy cultivation in Afghanistan, its elimination can only be achieved through providing poor farmers and agricultural laborers with alternative sources of livelihood.

Goals and Specific Objectives

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3. Increasing efforts to forfeit drug generated assets and checking money laundering.
4. Reducing the problematic use of legal and illegal substances through prevention, treatment, rehabilitation and social integration.
5. Enhancing regional and international cooperation to facilitate the elimination of illegal drug production and trafficking, and the reduction of drug abuse.

The Government initiatives in attaining its objectives will be phased, supporting and reinforcing other parallel efforts.

It is recognized by the Government that the approaches to these objectives are inter-related. The individual interventions in each area therefore will need to be coordinated and integrated with each other in order to achieve the greatest overall impact on drug control objectives, in particular on reductions in the level of opium poppy cultivation.

In considering concerted measures in these areas, the following are also recognized as cross-cutting issues:

Security: No legal or economic system can develop without a secure environment;

Rule of law: Any effective counter-narcotics effort is dependent on respect for the rule of law, including intolerance towards corruption;

Protection of human rights: It is important that human rights are respected when developing counter-narcotics legislation and the practices of Afghan law enforcement. In particular, drug addicts should not be penalized by being imprisoned or punished, but should be provided with appropriate treatment and rehabilitation services.

Gender: Anti-drugs programs should reflect the potential contribution of women. Given the traditional role of women in educating future generations in the home they should be targeted as potential multipliers of key messages on drugs. They are also actively involved in the drugs chain, as a source of labor for developing/harvesting the crop and also as users.

Immediate Steps

1. Strengthening of the Counter Narcotics Directorate as the Government's main drug control body responsible for the coordination and monitoring of all drug control activities;
2. Establishment of effective drugs law enforcement with centralized authority;
3. Building up local Afghan law enforcement capacity to suppress local opium/heroin markets/processing labs, raid stockpiles, and interdict shipments;

4. Establishment of proper institutions to develop demand reduction facilities and services for those at risk of drug abuse and those already abusing/ misusing drugs.
5. Ensuring that the peoples previously dependent on opium cultivation are offered alternative livelihoods, not just in agriculture but also in other sectors;
6. Developing co-operation with neighboring countries to prevent the cross-border trade in drugs;

Elements of the Strategy

It is the policy of the Government to counter illicit trafficking of drugs. All Government agencies need to increase their capacities for interdiction and prosecution. The provincial governments, in particular, need to strengthen their capacity to deal with trafficking of illicit drugs.

Proper laws will be put in place to have the Ministry of Health operate a licensing and supervision system for the raw material imports for listed psychotropic and narcotic drugs as governed by Government rules and international conventions. Psychoactive medicines are to be sold strictly under verifiable doctors' prescriptions. The fact that most, of not all, of psychoactive medicines are freely available over the counter is one of the major reasons for their indiscriminate use and misuse.

Supply reduction interventions will be concentrated in poppy and cannabis growing areas throughout Afghanistan. A complete ban has been imposed on the cultivation of opium poppy on 17 January 2002. This was reinforced by an eradication programme for the 2002 harvest and a Presidential statement on 4 September 2002. The ATA has made it clear that it will not tolerate farmers who persist with opium cultivation where alternative livelihoods are sufficiently available. Law enforcement will target regions where rural reconstruction has already produced tangible results. Priority will be given to targeting the processing and trade in opiates so as to reduce the price, create market uncertainty, and thereby reduce the incentive to cultivate opium poppy.

Through the implementation of rural reconstruction, Government would seek to provide physical access to these districts some of which are remote and inaccessible in order to facilitate both the

development of districts and the enforcement some of that are remote and inaccessible the ban on poppy cultivation.

In each area, Government officials together with the community elders, representatives and Ulema will develop a dialogue with the Provincial and Central administration to decide on their developmental needs. The same group will be entrusted with highlighting to the people the dangers of narcotic drugs to their society and the long term benefits of development programmes to their areas and the need to curtail poppy cultivation.

The National Drug Control Strategy will adopt a balanced approach, addressing both the supply and demand for drugs. In the area of drug demand reduction, the strategy will focus on the establishment of prevention programmes for those at risk of drug abuse as well as the development of treatment and rehabilitation facilities and services for those already abusing/misusing drugs.

In carrying out law enforcement interventions, it will be important to balance the political risk of internal instability caused by counter-narcotics measures with the political desirability of projecting central authority over the entire country and to eliminate the cultivation and production of narcotic drugs.

The implementation of the strategy will be monitored by the CND. All activities outlined in the strategy will be subject to an operational plan to be drawn up annually by the respective line ministries. The strategy will be reviewed annually involving all relevant actors. While the overall responsibility for the preparation of updates of the strategy will lie with the CND, technical reviews will be undertaken by the responsible line ministries.

CHAPTER 3

COORDINATION, RESOURCES AND MONITORING

Coordination Mechanism

The establishment of an effective in-country co-ordination mechanism under the Counter Narcotics Directorate will be essential to ensure successful implementation of the strategy on the ground. This will be particularly important for the development of alternative livelihoods in regions currently dependent on drugs. The Government of the United Kingdom (the lead coordinator of international counter narcotics assistance to Afghanistan), UNAMA and UNODC will assist the Government of the Transitional Islamic State of Afghanistan in driving implementation forward. The overall co-ordination mechanism would usefully be supported by donors and/or aid agencies in all related areas. The active participation of the Government counterparts will be coordinated through the Counter Narcotics Directorate.

The co-ordination mechanism should ensure that bilateral and multilateral donors share the same objectives and avoid duplication/counter-productivity. There should be proper co-ordination both in-country and externally.

Coordinating with the international community against the drugs trade

Afghanistan can benefit in its efforts to tackle drugs from the experience of the international community. For example, Thailand and Pakistan have largely eliminated poppy cultivation. Iran is looking constructively at how it can address its high addiction rates. It has also concentrated a lot of effort and resources on interdicting illegal drugs that come from across the Afghanistan border. The international community is keen to assist Afghanistan. It recognizes that if it can help address the problem at source it will have a positive impact on the domestic circumstances of many countries across the world. There is also a need to engage regional partners constructively to tackle drugs.

Communications Strategy

It will be important to use whatever media channels are available to disseminate key anti-drugs messages, to increase awareness of the Government's efforts to eliminate illegal drugs and to draw attention to international support for this process. It will take time for Afghanistan's media infrastructure to develop. In considering how best to reach all communities within Afghanistan it should be borne in mind that literacy levels are low so audio-visual messages would have the greatest impact particularly those delivered by the radio. It will also be important to identify a sufficient range of social organizations/groups (Ulema, tribal leaders, rural schools) where drug-related information can be distributed so that all members/layers of society are contacted.

Resources

Tackling the illicit drug production in Afghanistan in five to ten years, will be a tremendous task. Other countries with a quarter of Afghanistan's level of opium production took twice as many years to eliminate the illicit drug production.

The work for rehabilitation and reconstruction of Afghanistan will be long and difficult. We can only be successful if there is the commitment of the international community to the political and economic reconstruction of Afghanistan so that it will never again be a safe haven for the terrorist networks with global reach, a source for illicit drugs and organized crime and a threat to the security of the countries in the region and beyond.

The Government of the Transitional Islamic State of Afghanistan intends to discharge its treaty obligations in respect of international drug control and to support international collaboration in the fight against drugs. In order to achieve the objectives, the assistance of many Government agencies not normally involved in drug control matters would be required. In addition, the assistance of the international community, in particular the traditional donor countries and neighboring countries will be needed.

The Government of the Transitional Islamic State of Afghanistan is committed to fight against illicit drugs in all forms. With the assistance of the international community, Afghanistan intends to put in place all structures required and train the human resources needed to implement this Strategy.

Afghanistan is at a crossroad – After decades of civil strife and humanitarian crises the country needs major international support to embark upon sustainable development.

Monitoring

The overall mechanism for monitoring progress with implementation of the strategy will be managed by the Counter Narcotics Directorate.

Specific targets, benchmarks, indicators and time-frames will be set to guide and monitor implementation plans in consultation with the working groups of line ministries. Monitoring will need to take account of the impact of interventions on the lives and livelihoods of primary stakeholders, as well as drug control indicators, if results are to prove sustainable.

ANNEX

IMPLEMENTATION PLANS

The implementation plans for the five key elements of the National Drug Control Strategy are defining the initial steps to be undertaken by the Government. They set the institutional and technical framework necessary for the design of specific annual policies and programmes. The implementation plans are subject to semi-annual revisions by the CND.

Institution Building

The overall goal of the National Drug Control Strategy for Afghanistan is the elimination of the production, consumption and trafficking of illicit narcotics into, within, and from, Afghanistan. For each area of the work by governmental organizations, specific purposes have been identified as follows:

1. Enabling political and legal framework both at the center and the regions;
2. Enhanced capacity for counter-narcotics law enforcement;
3. Enhanced drug demand reduction capacity;
4. Sustainable development in the livelihoods of those rural people currently dependent on opium production.

The Government has realized that for counter-narcotics initiatives to succeed there is the need to establish the institutional mechanisms for coordinating counter drugs activities in Afghanistan covering production, trafficking and demand aspects. In this context, the establishment of an organization to coordinate counter drug activities, and reporting directly to the Head of Government was considered as essential.

The organization was envisaged to consider and coordinate all issues relating to drugs policy: law enforcement, drug legislation, demand reduction, and alternative livelihoods. This organization was considered to liaise with ministers relevant to counter narcotics efforts for the country, in particular the Ministry of

Interior, Ministry of Rural Rehabilitation and Development, Ministry of Agriculture, Ministry of Public Health, and Ministry of Education. Furthermore, it was considered essential to establish drugs focal point in each of the above-mentioned ministries to spearhead counter-narcotics initiatives and implement the policies adopted by the counter narcotics organization

On 7 October 2002, the President of Afghanistan issued a decree appointing the National Security Adviser in charge of all activities related to preventing drug production, consumption and drug trafficking. The decree furthermore called upon all national and international organizations working in drug control field to coordinate their activities through the National Security Adviser.

Subsequently, to establish an organization that would hold responsible for the implementation of National Drug Control Strategy the National Security Adviser announced the creation of the Counter Narcotics Directorate (CND) to coordinate all counter narcotics activities of the Government. The CND was delegated to have the following roles:

Policy and Strategy Design

- to prepare the National Drug Control Strategy subject to regular monitoring and review;
- to develop common programming and promote drug control as a cross-cutting issue;
- taking proper steps to ratify the 1972 Convention.

Coordination and Advice

- to ensure that the strategy is implemented on time by the line ministries and other relevant organizations;
- to ensure that ministry budgets are adequate to carry out the provisions of the National Drug Control Strategy;
- to coordinate efforts in compliance with the objectives of the National Drug Control Strategy at the international, national and provincial levels;
- to convene and chair drug control coordination committees consisting of focal points from line ministries, heads of

Government agencies and technical experts to coordinate activities in the areas of law enforcement, demand reduction, and alternative livelihoods.

- to advise ministries in order to ensure that the provisions of the National Drug Control Strategy are being carried out effectively;
- to enhance international cooperation against drug trafficking and money laundering, in particular with the neighboring countries;
- to expand the drug control structure after Kabul to satellite locations, initially to six key areas: Qandahar, Helmand, Nangarhar, Mazar-I-Sharif, Badakhshan, and Heart.

Monitoring and Reporting

- to keep the NSC regular informed of the work of line ministries and prepare an annual report for the National Security Adviser and the President on the achievements made by the Government and its agencies in implementing the National Drug Control Strategy;
- to establish an effective monitoring, survey and data collection unit to ensure the coordination and impact of implementation plans and development activities;
- undertaking studies on specific drug related subjects which can be used by other agencies to design and target their interventions;
- implementation of a comprehensive annual opium poppy survey and produce accurate assessments of the situation for the Afghan authorities and international community;

The CND has been structured to include units overseeing each of the main areas:

Judicial reform;

Law Enforcement;

Alternative livelihoods;

Demand reduction;

Public awareness;

Information technology/analysis;

Each unit would be responsible for liaising with the ministry designated single point of contact, governmental agencies, the provincial offices, the donors and the international community. They would do this under the direction of the Director of the CND, who would also be responsible for international liaison. Until further notice, the Director of CND will work under the direct supervision of the National Security Adviser.

Throughout the country representatives from local communities, the civil society, and the public administration will be encouraged to engage in drug control. At the districts levels, Anti-Narcotics committees will be established consisting of district officials, Ulema, community elders and NGOs to check drug trafficking and abuse and provide regular reports to the Provincial and Central Government authorities.

The activities for this sector are:

1. Effectively coordinated donor programmes on institutions/framework reform, integrated within mainstream development strategies and programmes.

- Ensure that focal point for institution-building advice is available to help develop programmes.
- Establishment of co-ordination mechanism.

2. Organizational development of the CND with responsibility for coordinating Afghan drug control strategies.

- Capacity building programme for cross-cutting institutions.
- Training of strategic drug control staff.
- Providing equipment for CND and cross-cutting institutions.

3. Establishment of a mechanism to coordinate activities including law enforcement as part of a national response to illicit cultivation.

- Assist in the identification of areas that have cultivated opium poppy but have also been the recipients of International development assistance that would enable farmers to move from illicit to licit cultivation.
- Identify the relevant Law Enforcement body/bodies that could take action against locations as identified in above and participate as directed by the Government.

Judicial Reform

Measures designed to improve the efficacy of anti-drugs law enforcement must be consistent with the development of an appropriate judicial framework. There is the need for establishment of an efficient and modern criminal justice system to address drug trafficking and other forms of criminal activity, including strengthening key components of the criminal justice system, such as courts, prosecution offices and correction centers.

Afghan legislation should build on the decrees already issued. In addition to prohibitions on the main features of the drugs trade (i.e. production, processing and trafficking), laws should also focus on and endeavor to disrupt the means by which this trade is promoted, e.g. by controlling the supply of precursor chemicals such as acetic anhydride. Proper laws will be enacted to ensure that the drug traffickers are punished severely to provide the required deterrence.

It will be important to build up the technical capacity of the Ministry of Justice to develop anti-drugs legislation. Respect for core values, such as the inviolability of basic human rights, should be factored into the relevant capacity-building programmes.

The activities identified for this sector include:

1. Effective coordinated donor programmes on judicial reform, integrated within mainstream development strategies and programmes.
 - Ensure that focal points for judicial reform advice are available to help develop programmes.

- Establishment of co-ordination group including the Government, international organizations and relevant donors.
2. Establishment of anti-drugs legislative system that meets international standards.
- Provision of expertise in drafting anti-drugs legislation to Ministry of Justice and the building up of capacity to draft and implement anti-drugs laws.
 - Development of the national law on drug trafficking and related offences.
 - Providing specialist anti-drugs training for investigators, prosecutors and judges involved in drugs cases.
 - Establish mechanism to promulgate/publicize drugs laws in basic form (i.e. offences/punishments).
 - Review of Afghanistan's adherence to international drugs conventions and plan for implementing international norms where appropriate.
3. Establishment of Law on the classification of drugs and on the regulation of the licit activities.
- Establishment of Law on the classification of drugs and their use.
 - Establishment of centralized and regulated system for handling and prescribing all pharmaceuticals.
 - Establishment of licensing regime for drugs precursors.
 - Public awareness campaign on dangers of pharmaceuticals/precursors.

Law Enforcement

The illicit drug flow through the neighboring countries to the markets as far as Europe and North America generate increasing levels of addiction, undermines economy and threatens the security of all countries, including Afghanistan. This has created

tremendous difficulties for our neighbors, especially in Iran, Pakistan and Tajikistan, with soaring number of drug addicts.

Increasing illicit drug production and trafficking in the region have also been identified as both a contributing factor to a number of serious security, political and socioeconomic problems in the region. The beneficiaries of the drugs trade will resist attempts to destroy it.

It is probable that a significant proportion of the opium poppy crop will enter the processing and trafficking chain in spite of the Government's eradication programme. It is important therefore that the Government, with the international community's support, follow up immediately the programme with law enforcement operations aimed at disrupting and dismantling the drugs trade beyond the farm gate, by enforcing closure of opium bazaars, destroying stockpiles and closing down processing laboratories.

A drug control unit is being established within the police under the Ministry of Interior with bureaus for intelligence, investigation and interdiction. The work of this unit will be regularly monitored and improvements will be made, as needed. Sufficient number of officials will be hired and trained to deal with investigation, prosecution, asset seizure and money laundering with adequate training at home and abroad.

Members of the criminal investigation and prosecution system should acquire the necessary expertise to deal with drugs crime. Scene of evidence procedures and forensic science practices should be developed which ensure that sufficient, objective evidence is identifiable to enable successful prosecution of drugs criminals in the courts. Internal security services should also develop a consistent and reliable system for collecting and analyzing key drugs-related data, such as seizures and drugs arrests, so that trends can be identified and the effectiveness of counter-narcotics law enforcement can be assessed.

A key component of the wider effort to increase the effectiveness of operational drug law enforcement will be building up the Government's ability to collect, analyze and use intelligence. In this area there should be an accent on constructive co-operation and exchanges with regional partners. In order for anti-drugs activities to achieve maximum effect, assistance should focus not just on central organizations, but consider also how best to roll-out

operational roles to regional bodies and border forces. Particular emphasis should be given to identifying and strengthening controls at land and air frontiers where the danger of trafficking is greatest. Afghanistan will also need to build up its customs capability to process legitimate cross-border trade. There will be scope within this capability for counter-narcotics roles. As different law enforcement agencies develop it will be important to ensure that their roles and powers complement, rather than compete with, each other. A drug law enforcement coordination committee under the chairmanship of the CND, consisting of the heads of law enforcement agencies and their focal points, will regularly meet to coordinate counter narcotic policies and activities.

For an effective law enforcement capacity, the Government plans to undertake the following activities:

1. Effectively coordinated donor programmes on counter-narcotic law enforcement.
 - Ensure the provision of professional drugs law enforcement advice to the relevant designated bodies.
 - Creation of a database on all bilateral and multilateral law enforcement projects that directly or indirectly contributes to counter-narcotics objectives.
 - Establishment of governmental co-ordination mechanism chaired by the CND.
 - Establish co-ordination group including the Government, international organizations and key donors to oversee international assistance to Afghan drugs law enforcement.
 - Review impact of law enforcement and security sector programmes/projects on counter-narcotics objectives.
2. Establishment of Directorate within the Ministry of Interior dedicated to drug law enforcement.
 - Assessment of existing counter-narcotics law enforcement in consultation with relevant Afghan agencies.
 - Development of transparent and effective drugs law enforcement structure with clear lines of responsibility between the centre and the provinces.

- Development of standard drugs law enforcement training course/curriculum.
 - Equipping and training of national and regional drugs units.
3. Enhanced intelligence capacity with capability to gather, analyze and act upon drugs intelligence including in cooperation with other countries.
- Assessment of role of drugs intelligence capability.
 - Equipping and training of drugs intelligence units, both at national and regional levels.
 - Establish co-ordination centre bringing together all relevant narcotics intelligence from all agencies.
 - Provide technical facilities to gather, distribute and exchange intelligence (both nationally and regionally).
4. Establishment of technical office for narcotic analysis.
- Establishment, equipping and training of drugs forensic science service.
 - Set up drugs forensic science laboratory.
 - Train forensic trainers.
5. Extension of law enforcement capacity to regions.
- Establishment of drugs units, both operational and intelligence, in key drug-producing regions.
 - Creation of model project for developing drugs unit in one province that might be replicated in other areas.
 - Creation of standardized training for all regions.
 - Identification of roles and responsibilities between all agencies with a potential drugs role.

Alternative Livelihoods

Eliminating opium on a sustainable basis will require an integrated strategy that addresses the different reasons why farmers cultivate poppies. Whilst rural recovery programmes on their own will promote the development of alternative livelihoods for poppy farmers, a coordinated and integrated strategy that targets and phases law enforcement and demand reduction interventions, as well as alternative livelihoods, will have a more significant impact. The role of women in developing alternative livelihoods should be encouraged.

Eliminating poppy cultivation will require substantial commitment to long-term development and poverty reduction strategies. It is essential that efforts to improve rural livelihoods are part of broad-based economic and social development. Poppy growing areas are already among the poorest areas of Afghanistan and, subject to access and security considerations, should be given priority in assistance for employment generating activities.

Alternatives for rural recovery should focus on options in sectors other than solely agriculture. In this regard it will be important for recovery programmes, in particular those likely to be labor-intensive, to be targeted on poppy-growing areas and areas from which labor for the harvest originates.

A separate issue relating to rural development is the establishment of legal micro-credit schemes. The 3 April 2002 decree by the President banned loans based on opium production, but many farmers are likely to have a legacy of debt. Their situation will be exacerbated by eradication efforts. An alternative scheme would need to address outstanding debts and provide former poppy farmers with access to finance for alternative forms of livelihood, both inside and outside agriculture.

It needs to be stressed that any meaningful and effective interventions in the area of drug control need to go beyond pure humanitarian assistance and would have to be seen in the context of longer-term rehabilitation and development.

The objectives in the alternative livelihood sector could be summarized as follows:

1. Developing sustainable licit livelihoods, improving food security and livelihoods especially considering the most

vulnerable groups, including female and child-headed households..

2. Reducing the dependence of communities on opium poppy cultivation.
3. Establishment of a rural credit system. In many areas, opium is the only source of credit which influences farmers' decision to grow opium poppy.
4. Implementation of food/cash-for-work schemes and the creation of off-and-non-farm income opportunities with a view to creating an income for those who would otherwise work as itinerant laborers during the opium harvest season.
5. Establishment of schools, provision of electricity, construction of roads, provision of improved seeds, fertilizers and water supply to communities, while enforcing the law on non-cultivation of illicit drugs.

For an effective alternative livelihood programme in support of drug control, the following activities have been identified by the Government:

1. Effectively coordinated donor programmes on livelihoods in poppy producing areas, integrated within mainstream development strategies and programmes.
 - National Strategy for Rural Development with focal programmatic areas prepared.
 - Alternative livelihoods expert group under the supervision of the CND and the Ministry of Rural Rehabilitation and Development (MRRD) established. Their outputs will be reviewed and endorsed by Inter-Ministerial Commission for Rural Development. The formation of an inter-ministerial commission for rural development will help the Government to present a coordinated vision for recovery. The intention is that it can address priority cross cutting issues such as the strategic allocation of resources, provincial level coordination mechanisms, sustainable reintegration of returnees and IDPs, disaster prevention and preparedness etc.

2. A conducive policy and regulatory environment to facilitate alternative livelihood opportunities and discourage poppy production and trafficking.

- Development of a rural development profile and strategic policy framework through a participatory process. To enhance accountability of rural institutions; enable rural growth; build democratic structures; enhance the individual assets of rural dwellers; promote more sustainable management of natural resources.; provide technical assistance to MRRD.
- Identification of logic underlying incentives that encourage continued opium production and prioritization / sequencing of policy reform: e.g. land and micro-finance policies to address sharecropping ties to landholder interests and poppy cultivation to ensure access to restricted resources such as land and credit. MRRD is working closely with other ministries to strengthen capacities for livelihood based vulnerability analysis through the establishment of a livelihood and vulnerability analysis unit. LVAU aims to bridge the gap between various initiatives relating to assessment, analysis and action. Analysis of the links between livelihood strategies for risk management and sharecropping arrangements involving access to land and credit may be crucial in determining priorities for policies and programmes.

3. Improved productivity and income, both on-farm and off-farm, through the development of alternative economic opportunities.

- Raising productivity through better technology and husbandry practices (through provision of inputs and advice);
- Increasing efficiency of resource use, particularly irrigation water;
- Improvements to farming systems, through diversification of cropping systems and the integration of livestock, horticulture, aquaculture, apiculture, sericulture and other appropriate income generating activities;

- Introduction of improved livestock husbandry and health practices;
 - Improved natural resource management at community and watershed level, including afforestation;
 - Establishment of agricultural extension services and training programmes for various target group;
 - Improved marketing for inputs and outputs through rehabilitation and creation of market facilities as well as advice;
 - Small-scale processing and value-adding to diversify and increase incomes.
4. Employment opportunities in construction or rehabilitation of infrastructure for poppy producers, returning refugees, demobilized soldiers etc. in poppy producing areas created.
- Effective geographical targeting and implementation of labor intensive public works programmes (in principal - Government preference for cash payments over food aid for a number of reasons);
 - Effective community based targeting, mainly through use of self targeting mechanisms (daily wage set at unskilled market rate) but with cash transfer mechanisms to be established for households identified as labor disadvantaged.
5. Increased awareness of the social costs of opium production and the Government's drug control policy.
- Participatory assessment of the perceived social impact of opium production undertaken among different groups of people.
 - National campaigns designed, planned and launched to increase awareness using a variety of appropriate communication channels through a range of institutions (schools, clinics, defense, community based organizations, tribal elders etc.)
6. Improved planning and targeting of assistance to opium poppy growing areas.

- Development of national livelihood based surveillance system to strengthen information base and enhance complementarities of various agency surveys and assessment. The emergence of the national livelihood based surveillance system, bringing together best practice and partnership between key ministries and NGO partners at central and provincial level will enhance policy reform and programming design.
- Information gaps identified and vulnerability assessment and needs analysis undertaken to estimate actual and potential number of affected (disaggregated according to levels and nature of vulnerability) in order to design assistance accordingly and to enhance effectiveness of coordination for planning, implementation and review of assistance to opium poppy growing areas.

7. Provision of support services for livelihoods (micro-finance, advisory services, small business development services, access to input and markets etc.)

- Further assessment of demand for support services (extension, marketing, finance, input supply, business advice etc.).
- Creation of Afghanistan's first viable and sustainable micro finance institution to provide a range of financial services – including credit and savings – to the poor and underserved through a nationwide branch network. Expected outreach more than 50,000 within three years.
- Assessment of demand from entrepreneurs to inform planning and provision of demand driven enterprise support and vocational training services (e.g. to assistance to cooperatives).
- Local purchase of cereals piloted to strengthen producer price incentives.
- Targeted subsidies for agricultural inputs to diversify crop production profile.
- Preferential market access and removal of trade barriers, especially to the EU and Near & Middle East markets.

Demand Reduction

The citizens of Afghanistan need to become aware of the internal consequences of poppy cultivation. This might influence planting decisions. It is therefore important to devise drugs projects that address both supply and demand, particularly in poppy cultivation areas. Initiatives designed to encourage tribal leaders and the Ulema to make statements condemning poppy cultivation are useful in raising the social costs of being associated with opium. Opium poppy cultivation has now become a cultural norm in some parts of Afghanistan – children often begin participating in opium poppy cultivation from ages 8-10. This needs to be combated in national education and treatment programmes. Emphasis should be laid on educating women so that they can act as agents of change within the household.

The Government has voiced its concern that Afghanistan has increasingly become affected by drugs consumption as well as production/trafficking. There is evidence that amongst the Afghan community, both within Afghanistan and in neighboring countries, the consumption of opiates, cannabis and pharmaceuticals have increased. The incidence of intravenous drug use has also become a growing concern. Currently there are no effective preventive or treatment-based mechanisms within Afghanistan for dealing with addiction. These should be built into education, health and law enforcement programmes. At the same time, the social exclusion caused by drug abuse/misuse, in particular the arrest and punishment of drug addicts who should be diverted into treatment and rehabilitation services needs to be reduced.

Afghanistan's neighbors have experience of dealing with internal drug abuse. It would be useful to develop programs with the assistance of neighboring countries (especially Iran and Pakistan) so that they could share their experience with Afghanistan.

Drug demand reduction policies and activities of the Government will be coordinated by the CND. The CND will chair the drug demand reduction coordination committee, comprising of focal points and experts from ministries and Government organizations.

The activities in the demand reduction sector could be summarized as follows:

1. Effective coordinated donor programmes on Drug Demand Reduction, integrated within mainstream development strategies and programmes.

- Development of drugs demand reduction advocacy capacity.
- Establishment of task force with clear objectives, roles and responsibilities.
- Development of national strategy encompassing drug abuse/misuse prevention and the treatment, rehabilitation, aftercare and social reintegration of drug addicts.

2. Completed assessment of scale and nature of drug abuse and misuse.

- Assessment study of prevalence, patterns and nature of drug abuse/misuse.
- Assessment of options for addressing drug abuse/misuse.

3. Establishment of drug abuse/misuse prevention and treatment programmes (both community based and within suitable institutions) including the rehabilitation, aftercare and social reintegration of drug addicts.

- Identification of suitable prevention/treatment programmes for Afghanistan.
- Training personnel in healthcare, education, community development and social work for prevention/treatment programmes.
- Identifying, renovating and equipping suitable treatment centres.
- Developing community based prevention/treatment programmes.
- Integrating drug abuse/misuse prevention and treatment programmes into prison regimes.
- Integrating drug abuse/misuse prevention and treatment programmes into the regimes of other relevant institutions.

- Provision of harm reduction services to intravenous drug users as a public health measure to prevent the transmission of HIV/AIDS and other blood borne viruses.
4. Improved drug awareness, both generally in Afghanistan and specifically for identified at-risk target groups.
- Public awareness campaigns aimed at risk groups, e.g. rural communities in poppy growing areas, youth, women, returning refugees and IDPs.
 - Drugs awareness training for social multipliers, e.g. mullahs, teachers, police, community development workers, social workers and healthcare staff.
 - Programme for raising awareness of HIV, Hepatitis B and other blood borne virus transmission and links with drug abuse/misuse.
 - Development of realistic and culturally appropriate drug awareness resource material.
 - If sufficient resources are secured, the Government plans to implement the following immediately:
 - Creating mass awareness through the print and electronic media.
 - Adding drug education to the school syllabi and training teachers, doctors and health workers towards taking early remedial action. One teacher in each school should be the focal point for drug abuse prevention education and provided with comprehensive training in this regard.
 - Establishing ten mobile drug information teams to reach the rural areas and cities to create mass awareness and provide early intervention.
 - Provision of home-based health care, including detoxification and basic treatment for drug addicts.
 - Initiating drug prevention in the industrial and transport sectors.

- Establishing detoxification, treatment and rehabilitation facilities and services in hospitals with the assistance of provincial governments.
- Separating drug abusers, particularly juveniles, from the common criminals in the prisons and seeking to treat and rehabilitate them.
- Establishing one specialized treatment and rehabilitation centre in each province for drug addicts where literacy schemes, vocational training and income generating opportunities would be available.