



Projects 2001

Drugs and Development

Development-oriented
drug control
within the framework of
German Technical Cooperation

ADE

Drugs and Development
Programme



Deutsche Gesellschaft für
Technische Zusammenarbeit (GTZ) GmbH

INTRODUCTION

The connection between drugs and development is complex. These days developing and transition countries not only produce drugs, as in the past, but themselves suffer more and more from the effects of drug use and dependency among their populations. Development problems and poverty nurture not only the production but also the trafficking and consumption of illegal drugs. Drug problems thus intensify other problems, such as poverty and health and development problems, thus adversely affecting the frame conditions for the sustainable improvement of human life.

This is where the Drugs and Development Programme (ADE) comes in. GTZ has been implementing this programme since 1990 on behalf of the German Federal Ministry for Economic Cooperation and Development (BMZ). The programme's purpose is to help governmental and non-governmental organisations improve their measures for development-oriented drug control and prevention of drug dependency. The issue of drugs is to be systematically integrated into development cooperation.

Development-oriented drug control is implemented as part of development cooperation through three strategies:

- alternative development (an integrated rural development approach that includes reducing the cultivation of illegal drug crops)
- reduction of dependency and substance abuse through prevention and promotion of good health, with contact centres for treatment, rehabilitation and drug damage control
- strengthening of good governance through promotion of governmental and non-governmental drug control organisations and the self-help capacity of the civil population.

This brochure offers a survey of current technical cooperation projects in the field of drugs and development. The measures presented are taking place in Laos, Thailand, Peru, Colombia and El Salvador, and also in two ADE-supported projects in Pakistan and Thailand.

LAO-GERMAN DRUG CONTROL PROGRAMME

Laos is after Afghanistan and Myanmar the world's third-largest producer of opium. The cultivation of opium poppies is the only chance that a number of small-scale farmers have to make a little cash income. Opium has traditionally been consumed by older members of the population, but in recent years younger people have taken it up increasingly. The use of amphetamines has radically increased among youth in urban and also of late in rural areas. In the past few years, the Laos government has been stepping up efforts to control the drug problem. Part of this effort is the Lao-German Drug Control Programme (LG-PDC), which has been active since 1999 in the fields of alternative development, drug prevention and rehabilitation and institutional capacity-building. Alternative development aims to reduce economic dependence on opium cultivation and to improve the situation of the population in regard to income, nourishment and other basic needs. Village associations and local authorities are also being given support in their efforts to cope with drug use and dependency and to implement drug prevention measures.

The project operates in the northern part of Laos among the population of the hill communities, including opium-producing and non-opium-producing small-scale farmers and communities that are affected by problems related to drug use. Drug use leads to both greater family expenditure to purchase drugs and lower family income as drug-users become less productive. As a rule it is women who must close the gap by working more, so it is their interests that are particularly taken into consideration.

The LG-PDC is made up of drug-control components that are implemented in GTZ-supported rural development projects in the provinces of Bokeo, Luangnamtha and Xienhkuang. A project coordination unit in Vientiane supports programme planning and implementation, promoting institutional capacity-building, developing curricula and offering training sessions. The project executing organisation is the Lao National Commission for Drug Control and Supervision (LCDC). The increase in staff numbers in this organisation since the project began is an expression of the government's political will to undertake effective drug repression.

THE THAI-GERMAN DRUG CONTROL PROGRAMME

The government of Thailand has for decades fostered cooperation with the international community to counteract the growing drug problem in that country. The German government has been supporting the Office of Narcotics Control Board (ONCB) since 1980: specifically the Thai-German Highland Development Programme, TG-HDP, until 1998, and starting in 1993 the Thai-German Narcotics Control Programme (TG-NCP). This programme seeks to increase the efficiency of drug-control institutions, which it does by training the staff of these organisations and institutions in human resources development, training methods, prevention and law enforcement. The aim of this concept is primarily to strengthen local authorities in all aspects of drug control. A great achievement of the TG-NCP was its contribution to making these approaches an integral part of national development planning and implementing them throughout the country.



Photo: C. Berg
An opium farmer in Northern Laos



Photo: TG-HDP
Community-based drug abuse control in Thailand

THAILAND: MUNICIPALITY-ORIENTED CONTROL OF DRUG ABUSE

Socio-economic and cultural changes in recent decades have led in Thailand to the abuse of more and more drugs – not only cannabis and heroin but, increasingly, amphetamines. The Thai government is looking for new ways to reduce drug use. Integrated, community-oriented approaches to prevention, treatment and rehabilitation have proved more successful than individual detoxification measures.

The Drugs and Development Programme (ADE) promotes the project

Regional Information and Action Networking on Community-Based Drug Abuse Control (RIAN CB-DAC), drawing on a special BMZ fund.

RIAN helps communities to systematise and consolidate available knowledge and skills for municipally-supported drug control. The municipalities then set up networks, exchange information, learn from one another, and thus expand their successful approaches. Information is gathered and systematised in a resource centre. Media such as videos are made available via databases. Thus institutions, projects and experts can further develop methods and concepts that have proved successful, and make policy recommendations. Among the project's target groups are drug-affected municipalities that are attempting to control drug use, political decision-makers and organisations with a need for advisory services. The project executing organisation is the Thai Office of Narcotics Control Board (ONCB). Key beneficiaries include Lao-German development cooperation projects that focus on drug control.

Following termination of the two projects in Thailand in September 2001, publication is planned of the main concepts that have been formulated and the experience that has been gained in the course of these projects.

COLOMBIA: ALTERNATIVE DEVELOPMENT THROUGH MUNICIPAL DEVELOPMENT

Soil conditions in **Bota Caucana**, the project region, and the local population's precarious economic and social circumstances both indicate that drug crops (coca and opium poppies) are still being cultivated illegally. This practice leads not only to social but also to considerable ecological damage. For these reasons, the project aims to create alternatives to drug cultivation and at the same time to promote environmental conservation and the sustainable use of natural resources in this ecologically key region. To this end, municipalities and technical organs are being given the support they need to carry out their tasks according to sound social, economic and ecological principles – that is, autonomously and using participatory methods. But the municipalities and regional bureaucracies have much to contend with: they must make do somehow with very limited economic resources; and they are under pressure from guerrilla organisations on the one hand and paramilitary forces on the other.

The **Alto Patia** region is very poor, and state institutions there are not efficient. The region is known as a drug cultivation area. The project is helping Alto Patia communities initiate independent and environmentally sound economic and social practices that will lead to financially and administratively independent development in this region. The project is making an important contribution to reducing the problems caused by poverty and the growing of drug crops. It addresses primarily the region's poorer population groups, made up for the most part of small-scale farmers.



*Photo: Proyecto DR Bota Caucana
Production and marketing of alternative products in
Colombia*



*Photo: CEDRO
Vocational training of young people in Manzanilla*

PERU: STRENGTHENING MUNICIPAL AND GRASSROOTS ORGANISATION EFFORTS TOWARD ALTERNATIVE DEVELOPMENT

The coca tree has been domesticated for at least a thousand years. Cultivation and traditional forms of consumption were long tolerated by the Peruvian government. Most of the vast increase in coca planting that has taken place since the 1980s is now illegal, however. The government's strategy to reduce illegal cultivation is based on a two-pronged approach of repression and alternative development in regard to drug production and trade. The government's strategy includes drug prevention, and treatment and rehabilitation of drug users. The core problems for alternative development proved to be weak institutional capacities, a lack of infrastructure and inadequate coordination between the public and private sectors. The project is now out to improve the capacities of municipalities and grassroots organisations, to plan and implement – using participatory methods – alternative development measures, and thus to reduce poverty caused by dependence on the illegal drug economy. Selected municipalities in the Alto Huallaga region were chosen for this project and are being supported with information and awareness-raising campaigns. Grassroots organisations are being helped to articulate their interests and needs better. Development experts will draft development plans to be implemented in collaboration with self-help projects. The project's executing organisation is the national drug control commission *Contradrogas*, which is also receiving support (through the *KfW* – German financial cooperation) for alternative development measures in the *Tocache-Uchiza* region (in Alto Huallaga) as part of debt conversion.

PERU: DRUG PREVENTION IN MANZANILLA, LIMA

In Manzanilla II, a district of Lima with major social problems, the NGO CEDRO is being supported in its efforts to develop and implement a drug prevention programme. The programme targets primarily the children and young people in this municipality, but it also reaches out to their parents and other persons close to them. The programme is meant to improve the prospects of local youth for a better life and to reduce drug use. Activities so far have been enthusiastically supported by the target group and have created general awareness of the drug problem and possible solutions. Additional training measures in technical trades have improved young people's employment prospects and their potential for earning a living. At the end of 2001, after four years of operation, this approach is to be applied in other municipalities as well.



Photo: I. Dietrich
Prevention of substance abuse as part of the education

EL SALVADOR: PREVENTING DRUG USE

The rate of violence is high in El Salvador as a result of the civil war; the drug trade, drug-related crime and drug abuse and dependency are contributing factors. A programme to prevent drug abuse is being carried out in cooperation with the NGO FUNDASALVA and the Ministry of Health. Information and counselling are being offered in health centres as preventive measures for youth who are susceptible to drug use. At the same time, media campaigns are sensitising the general population to the problem. The project targets primarily youth who are in danger of turning to drugs, but not necessarily drug users or their immediate social environment.

PAKISTAN: PREVENTION OF DRUG USE AMONG SUSCEPTIBLE YOUTH IN PESHAWAR

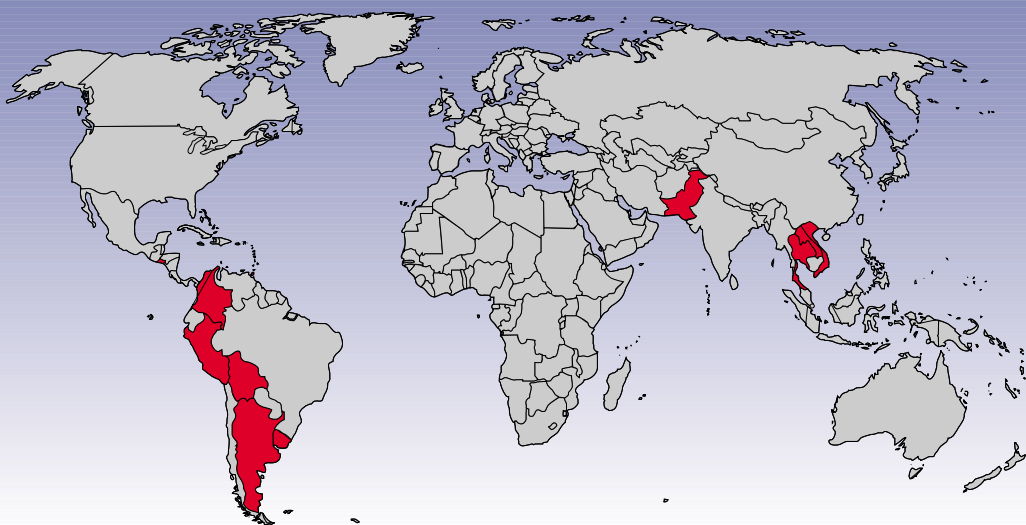
Pakistan has the largest number of heroin addicts in the world. Drugs can easily be obtained almost anywhere at little cost: the collapse of traditional value systems and social nets and steadily deteriorating social and economic conditions can be directly traced to high drug consumption. Drug use is an overwhelmingly great cause of a rise in poverty on both the individual and overall economic levels. Although many levels of Pakistan society are affected, the topic of drug use is socially taboo.

The project, which is being implemented by the non-profit therapeutical association DOST Welfare Foundation, seeks to address young people in settings relevant to them – for instance, at schools and universities, in their neighbourhoods, in leisure-time locations like parks or in prisons. It seeks to promote the founding of self-help-oriented youth groups as a drug-prevention measure. The young people are encouraged to pursue more wholesome leisure activities. They are schooled in early recognition of drug use and work with addicts, and they carry out prevention and intervention measures against drug use among their contemporaries. The project targets both the young men and, increasingly, young women as well who are either already drug-dependent or in danger of becoming so. It also addresses persons to whom young people relate. An extension of the project is being considered so that there is more time to professionalise the systemic approach and peer-group efforts.



Photo: Annegret Spelleken
Heroin addicts in streets of Peshawar

TECHNICAL COOPERATION PROJECTS IN THE FIELD OF DRUGS AND DEVELOPMENT; DRUGS AND DEVELOPMENT PROGRAMME MEASURES



PARAGUAY

- Advisory services to the project on integrated promotion of health among youth

ARGENTINA

- Support and co-financing of a study on drug use and sexual behaviour for the project on HIV prevention and promotion of sexual health among youth

BOLIVIA

- Regional rural development /conservation of natural resources in four provinces of the state of Santa Cruz (PRODISA)

PERU

- Strengthening of municipalities and grassroots organisations in alternative development
- Regional development Jaen-San Ignacio-Bagua
- Alternative development Alto Mayo
- Prevention of drug abuse in Manzanilla, Lima (CEDRO)

COLOMBIA

- Alternative development through municipal development in Bota Caucana
- Alternative development through municipal development in Alto Patia

- Promotion of youth work in Medellín (PAISAJOVEN)

EL SALVADOR

- Prevention of drug use in El Salvador (FUNDASALVA)

TRINIDAD & TOBAGO

- Advisory services to the project for AIDS control in English-speaking areas of the Caribbean (CAREC)

PAKISTAN

- Prevention of drug dependency among susceptible youth in Peshawar (DOST Foundation)

THAILAND

- Thai-German Narcotics Control Programme (TG-NCP)
- Regional Information and Action Networking on Community-Based Drug Abuse Control (RIAN)

LAOS

- Lao-German Drug Control Programme (LG-DCP)

VIETNAM

- Workshops on the prevention of drug use at universities

SUPRAREGIONAL

- International conference on the Role of Alternative Development in Development Cooperation, Bangkok (June 2001) and

Feldafing, Germany, (September 2001) in cooperation with the German Foundation for International Development (DSE)

PROJECTS COMPLETED BETWEEN 1998 AND 2000:

REGIONAL LATIN AMERICA

- Promotion of the cultivation and marketing of organic coffee in coca cultivation regions
- Research focus on alternative development in drug cultivation regions (IICA)

PERU

- Promotion of the production and marketing of niche products in two coca cultivation regions in Peru
- Pilot project on the development of procedures for alternative development in security-sensitive zones (AIDIA)

BOLIVIA

- Development plan for tropical regions in Cochabamba, Bolivia

THAILAND

- Thai-German Highland Development Programme (TG-HDP)

PROSPECTS FOR THE FUTURE

The Drugs and Development Programme is now focussing on prevention of drug use and drug dependency. This new key activity area is systematically oriented and builds on experience gained from alternative development, strengthening of good governance and prevention work undertaken so far.

The concept of alternative development will continue to be elaborated and implemented in future as well, since development-oriented drug control is closely linked to issues such as poverty reduction, peace maintenance, and crisis prevention. There is, globally speaking, a direct connection between drug supply, trafficking and demand. In developing countries, the connection has been severed between drug use and what may once have been its cultural or religious context. It is now symptomatic of social and economic problems such as poverty, inadequate social integration and control and also new consumer patterns, as in the constantly rising demand for synthetic drugs. Because of the alarming scale of drug use in many development cooperation partner countries, the current phase of the Drugs and Development Programme is concerned with prevention of drug use and dependency, which is being further developed conceptually at the interface with rehabilitation, therapy and damage control.

Drug dependency and drug use are closely bound up with violence among youth and high-risk sexual behaviour with a concomitantly high risk of HIV/AIDS infection. Satisfactory answers must be found within German technical cooperation to these problems, which generate enormous social and economic costs. The conceptual clasp binding intersectoral cooperation in the fields of health, education, youth and HIV/AIDS control is the open, system-oriented health-promotion approach developed by WHO. In the framework of strategic cooperation, various topics can be tied together and taken up multi-professionally as part of participatory, integrative methods. One example is in the peer-to-peer and street work used in youth-support efforts; another is in systemic procedures in health-promoting settings such as schools, cities, neighbourhoods, etc. The target groups are young people of all social levels and other specific high-risk groups. In addition to the integration of primary prevention into bilateral projects, the development of cross-boundary, regional approaches and policy advising are gaining in significance (as in the HIV/AIDS strategy employed in Latin America). Moderating and mediation are integral to process supportive con-

sultancy and support for both tested and innovative forms of cooperation. This integrated approach is currently being applied in cooperation with partners in Argentina, Palestine, Paraguay, Russia and Trinidad.



Photo: CEDRO

IN CONCLUSION ...

- The staff of the Drugs and Development Programme, Christoph Berg (Programme Coordination), and Annegret Spelleken (Expert for Prevention of Drug Dependency) offer technical advisory services, refer experts and provide specific information and materials for either an introduction to or greater depth in this field.
- A BMZ position paper on preventing drug use and dependency as part of technical cooperation is in the process of being drafted.
- An initiative by relevant sectoral projects will be writing on „prevention of high-risk behaviour among youth“ and will pinpoint the significance of preventive approaches and methods in the face of an explosive mixture of drug use, dependency, violence and high-risk sexual behaviour. This document will be a useful addition to the technical cooperation „tool box“.
- You can access further information about the Drugs and Development Programme, its publications, projects and networks at the ADE homepage: <http://www.gtz.de/drogen/>
- or direct from Christoph.Berg@gtz.de and Annegret.Spelleken@gtz.de



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