



ANNEX I. EVOLUTION OF THE DRUG CONTROL TREATIES

This annex addresses how the concept of “alternative development” has evolved in drug control treaties, particularly in terms of the changes that have led to the inclusion of socioeconomic elements and indicators.

Early drug control conventions

The concept of “alternative development” was not part of the early drug control treaties. This applied not only to the first Opium Convention of The Hague (1912) and the three subsequent opium conventions passed under the auspices of the League of Nations in 1925, 1931 and 1936, but also to the 1961 Single Convention on Narcotic Drugs as amended by the 1972 Protocol. The latter Convention asked Member States to prohibit the cultivation of the opium poppy, the coca plant and cannabis plant other than for medical and scientific use or, in the case of the coca plant, for the preparation of a flavouring agent, and, in the case of the cannabis plant, for industrial or for horticultural purposes.

Violations against these rules entail sanctions. In article 22 paragraph 2 the 1961 Convention explicitly asked parties “...to seize any plants illicitly cultivated and to destroy them” and in article 36 (a) the Single Convention obliges Parties to adopt measures which should ensure “that cultivation ... of drugs contrary to the provisions of this Convention, shall be punishable offences... and that serious offences shall be liable to adequate punishment particularly by imprisonment or other penalties of deprivation of liberty”. There was thus an obligation to punish persons illegally cultivating narcotic crops. A possible exception only covered drug addicts. Paragraph (b) of the same article stated: “Notwithstanding the preceding subparagraph, when abusers of drugs have committed such offences, the Parties may provide, either as an alternative to conviction or punishment or in addition ... that abusers shall undergo measures of treatment, education, after-care, rehabilitation and social reintegration”. By contrast, there was no obligation for the authorities to provide narcotics producing farmers with assistance to find alternative sources of income for their livelihoods.

1981 International Drug Abuse Control Strategy

Despite the 1961 Single Convention on Narcotic Drugs (and the 1972 Convention on Psychotropic Substances), illicit drug production and use continued to rise sharply in the 1970s. Against this background, under the direction of the United Nations General Assembly, in 1981 the CND designed and launched a new, comprehensive strategy, based on the establishments of master plans, dealing

with every aspect of drug control, from abuse, treatment and rehabilitation to various supply reduction interventions, including “crop substitution”.¹

1988 Convention Against Illicit Traffic in Narcotic Drugs and Psychotropic Substances

Although mainly concerned with international cooperation in combatting drug trafficking and the control of precursors, the United Nations Convention Against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988 introduced the concept of “integrated rural development” at the global level. At the time, however, this was primarily seen as a complementary strategy to ensure the long-term effectiveness of eradication.

Article 14 paragraph 2 of the 1988 convention obliges Parties to “take appropriate measures to prevent illicit cultivation of and to eradicate plants containing narcotics or psychotropic substances, such as the opium poppy, coca bush and cannabis plants...”. In paragraph 3 of the same article it promotes international cooperation to “increase the effectiveness of eradication efforts” and spells out that “such co-operation may, inter alia, include support, when appropriate, for integrated rural development leading to economically viable alternatives to illicit cultivation.” It also highlights that “factors such as access to markets, the availability of resources and prevailing socioeconomic conditions should be taken into account before such rural development programmes are implemented.”

Although this article per se did not create a legal obligation to engage in alternative development efforts, it drew attention to the need for programmes of integrated rural development to rebuild a local economy hitherto partly or entirely based on illicit cultivation. Access to markets, appropriate resources and prevailing socioeconomic conditions were considered particularly important, notably by countries where illegal drug production was taking place as they expressed a kind of “moral obligation” that drug-consuming countries should take an active part in the provision of resources to enable drug-producing countries to “introduce alternative crops or other licit activities” and that “they should guarantee, or at least place not obstacles in the way of access to markets for such alternative products”.²

1 United Nations International Drug Control Programme, *The United Nations and Drug Abuse Control*, November 1992. pp. 70-71.

2 United Nations, *Commentary on the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances 1988*, Article 14 – Measures to eradicate illicit cultivation and to eliminate illicit demand, p. 302, New York 1998.



1998 Political Declaration on Countering the World Drug Problem

While the 1988 Convention spoke of “integrated rural development leading to economically viable alternatives to illicit cultivation”, the 1998 Political Declaration, passed unanimously by the General Assembly in June 1998, used the term “alternative development” instead.³

The first reference to the concept of alternative development in the Political Declaration is found in paragraph 18 where all States Members of the United Nations “reaffirm the need for a comprehensive approach to the elimination of illicit narcotic crops in line with the Action Plan on International Cooperation on the Eradication of Illicit Drug Crops and on Alternative Development... [and]... stress the special importance of cooperation in alternative development, including the better integration of the most vulnerable sectors involved in the illicit drug market into legal and viable economic activities...”.

Action Plan on International Cooperation on the Eradication of Illicit Drug Crops and on Alternative Development (1998)

The 1998 Political Declaration was followed by a number of Action Plans. In the preamble of the “Action Plan on International Cooperation on the Eradication of Illicit Drug Crops and on Alternative Development”⁴ the latter was defined as “a process to prevent and eliminate the illicit cultivation of plants containing narcotic drugs and psychotropic substances through specifically designed rural development measures in the context of sustained national economic growth and sustainable development efforts in countries taking action against drugs, recognizing the particular sociocultural characteristics of the target communities and groups, within the framework of a comprehensive and permanent solution to the problem of illicit drugs”.

3 The term “alternative development” was introduced by the United Nations Fund for Drug Abuse Control (UNFDAC) in the late 1980s. The first reference to “alternative development” at the international level in the form of a resolution can be found in the “Political Declaration and Global Programme of Action” adopted by the General Assembly at its seventeenth special session, devoted to the question of international cooperation against illicit production, supply, demand, trafficking and distribution of narcotic drugs and psychotropic substances (23 February 1990). Paragraph 43 states: “States should endeavour to obtain the support of international, regional and national financial institutions (...) with the goal of identifying alternative development (...) programmes (...) so that they can carry out sound economic policies and effective programmes against illicit drugs (...). In this regard, those institutions should consider availing themselves of assistance from and cooperation with the United Nations Funds for Drug Abuse Control”. It was later also found in CND resolution 2 (XXXV) of 1992 on “The initiative ‘debt for alternative development’ and in several subsequent CND resolutions.

4 United Nations, General Assembly, Resolution S-20/4, “Measures to enhance international cooperation to counter the world drug problem” (8 September 1998), Part E, “Action Plan on International Cooperation on the Eradication of Illicit Drug Crops and on Alternative Development”.

It recognizes that “the problem of the illicit production of narcotic drugs and psychotropic substances is often related to development problems and that those links require, within the context of shared responsibility, close cooperation among States, the competent organs of the United Nations system, in particular the United Nations International Drug Control Programme, regional bodies and international financial institutions” while highlighting that the reduction of the production of narcotic drugs and psychotropic substances was a means “to contribute to sustainable human development”.

The Action Plan then states in paragraph 4 that “national drug crop reduction and elimination strategies should include comprehensive measures such as programmes in alternative development, law enforcement and eradication.” The Action Plan goes on to ask States (paragraph 5) to develop appropriate institutions and a suitable legal, economic and social framework for alternative development and to assure (paragraph 6) that alternative development programmes are consistent with national drug control policies and national sustainable development policies.

Paragraph 8 makes it clear that “alternative development is an important component for generating and promoting lawful, viable and sustainable economic options to illicit drug crop cultivation and is one of the key components of the policy and programmes for reducing illicit drug production that have been adopted within the comprehensive framework of the global strategy of the United Nations. The development and implementation of alternative development is primarily the responsibility of the State in which illicit drug cultivation takes place. However, States with illicit drug crops will need continued funding, on the basis of shared responsibility, to support national efforts to eliminate drug crops.”

Paragraphs 10-14 deal with proposals to improve funding for alternative development, including via improved cooperation with other United Nations institutions, national and international financial institutions, NGOs, the private sector and other countries. Paragraph 15 stresses the need “to provide greater access to domestic and international markets for alternative development products”.

Paragraph 17 of the Action Plan highlights that “alternative development is an important component of a balanced and comprehensive drug control strategy and is intended to create a supportive environment for the implementation of that strategy. It is intended to promote lawful and sustainable socioeconomic options for those communities and population groups that have resorted to illicit cultivation as their only viable means of obtaining a livelihood, contributing in an integrated way to the eradication of poverty”.

Paragraph 18 stipulates that alternative development programs should:

- (a) Be adapted to the specific legal, social, economic, ecological and cultural conditions prevailing in a given project region;
- (b) Contribute to the creation of sustainable social and economic opportunities through integrated rural development, including infrastructure development, that will help to improve the living conditions of the communities and population groups affected by the existence of illicit cultivation;
- (c) Contribute to the promotion of democratic values to encourage community participation, and promote social responsibility to develop a civic culture that rejects the illicit cultivation of crops;
- (d) Include appropriate demand reduction measures where there is drug abuse in the targeted communities;
- (e) Incorporate the gender dimension by ensuring equal conditions for women and men to participate in the development process, including design and implementation;
- (f) Observe environmental sustainability criteria, taking into account the objectives of Agenda 21. “Programmes and projects of alternative development are efficient instruments used to avoid any expansion or displacement of illicit cultivation to ecologically fragile areas”.

In order to ensure that alternative development is sustainable, paragraph 19 calls on Member States to apply “participatory approaches that are based on dialogue and persuasion and that include the community as a whole, as well as relevant non-governmental organizations... Local communities and public authorities should develop commonly agreed goals and objectives and commit themselves by community-based agreements to reducing illicit crops until they are eliminated”.

“Institution-building at the regional and local levels should be regarded as a factor that will contribute to improving the level of participation in activities fostered by alternative development” (paragraph 20).

“States should design alternative development programmes, taking into account the regional context. States should cooperate through bilateral, regional and multilateral means to avoid displacement of illicit cultivation from one area, region or country to another” (paragraph 21).

None of these proposals or commitments have been controversial at the meta level even though there may still be a number of areas where improvements are needed in their implementation.

Perhaps more interesting from a policy perspective, the Action Plan also provides guidelines about when to use alternative development together with or without eradication:

- Paragraph 7 of the Action Plan makes it explicit that “in cases of low-income production structures among peasants, alternative development is more sustainable and socially and economically more appropriate than forced eradication.” Thus, alternative development is no longer seen as merely a complementary measure to be used in the process of eradication (the underlying concept in the 1988 Convention), but can also serve as a supply reduction strategy *sui generis* to be applied to low income peasants, instead of eradication.
- At the same time, paragraph 28 makes it clear that “States with problems of illicit drug crop cultivation should ensure that alternative development programmes are complemented, when necessary, by law enforcement measures”. For instance, “law enforcement measures are required as a complement to alternative development programmes in order to tackle other illicit activities such as the operation of illicit drug laboratories, the diversion of precursors, trafficking, money laundering and related forms of organized crime...” (paragraph 28(a)).
- In particular, “when there is organized criminal involvement in illicit drug crop cultivation and drug production, the measures, such as eradication, destruction of illicit drug crops and arrests, called for in the 1961 Convention as amended and the 1988 Convention are particularly appropriate” (paragraph 29).
- Moreover, “in areas where viable alternative sources of income already exist, law enforcement measures are required against persistent illicit cultivation of narcotic crops” (paragraph 30).
- On the other hand, the Action Plan also states that (paragraph 31) “in areas where alternative development programmes have not yet created viable alternative income opportunities, the application of forced eradication might endanger the success of alternative development programmes”.

Thus, the Action Plan provides for a very nuanced application of alternative development with and without eradication. In short, the use of law enforcement – in addition to alternative development – is suggested if organized crime is involved, if value-added activities such as the processing of narcotic plants in laboratories is taking place, or after alternative development measures have proved “successful” (definition of “successful”: the establishment of legitimate viable income).⁵

⁵ Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung, DSE, ZEL, GZT and United Nations Office for Drug Control and Crime Prevention, “The UNDCP Action Plan: A Summary of Consensus Views”, in *The Role of Alternative Development in Drug Control and Development Cooperation*, International Conference 07-12 January 2002, Feldafing (Munich), Germany, pp. 12-13.



Finally, the Action Plan calls for improved monitoring, evaluation and information sharing (paragraphs 22-26). In particular, “government in the producing areas should design efficient and accurate monitoring and verification mechanisms using the most efficient, cost-effective and accessible data collection methods available” (paragraph 23). “Governments should implement follow-up and evaluation systems that will enable them to monitor the qualitative and quantitative impact of alternative development programmes...” (paragraph 24). In this context “the *sustainability of illicit crop reduction*” was considered to be the “most important *assessment criterion* of alternative development” (paragraph 24). In addition, the Action Plan stipulates that “assessments should also include information about the causes and effects of narcotics production, including linkages to other development problems” (paragraph 25).

2009 Political Declaration

In the 2009 Political Declaration and Plan of Action on International Cooperation towards an Integrated and Balanced Strategy to Counter the World Drug Problem, the 1998 Political Declaration and the Action Plan on International Cooperation on the Eradication of Illicit Drug Crops and on Alternative Development were reaffirmed (paragraph 5).

In paragraph 24 of the 2009 Political Declaration it is made explicit that crop control strategies include (i) alternative development (and, where appropriate, preventive alternative development),⁶ (ii) eradication and (iii) law enforcement measures. Such strategies require international cooperation based on the principle of “shared responsibility” and an integrated and balanced approach, taking into account the “rule of law”, the “principle of non-intervention” in internal affairs, as well as “human rights” and “fundamental freedoms”. Moreover, such strategies should give “due consideration to the protection of the environment.” (paragraph 24 (c))

Most of the points made in the 2009 Political Declaration and its Plan of Action were already contained, in one way or another, in the 1998 Political Declaration and its Action Plan – and thus do not need to be repeated here.

2009 Political Declaration’s Plan of Action – International cooperation on eradicating the illicit cultivation of crops for the production of narcotic drugs and psychotropic substances and on alternative development

The Plan of Action of the 2009 Political Declaration has a whole chapter on “International cooperation on eradicating the illicit cultivation of crops for the production of

narcotic drugs and psychotropic substances and on alternative development”. It contains proposals to (1) strengthen research and data collection (paragraphs 42-43), (2) promote international cooperation (paragraphs 44-45), (3) provide for a balanced, long-term approach to addressing illicit drug cultivation (paragraphs 46-47), and (4) design innovative strategies to support alternative development (paragraphs 48-49).

While the overarching goal of a sustainable reduction of illicit crops has not changed, a number of additional factors appear to have gained in importance in the Plan of Action, notably “human rights” and “poverty eradication”. Thus, paragraph 47 (c) e.g. obliges Member States to “ensure that development assistance provided to communities in areas affected by illicit cultivation of crops used for the production of narcotic drugs and psychotropic substances takes into account the overall aims of “human rights protection and poverty eradication”. Similarly, paragraph 45 (d) states that Member States should “consider, where appropriate, including in their national development strategies, integrated and sustainable alternative development programmes, recognizing that poverty and vulnerability are some of the factors behind illicit drug crop cultivation and that poverty eradication is a principal objective of the Millennium Development Goals” and paragraph 45 (h) calls on Member States to “promote plans, strategies and guiding principles among members of the development community, in particular international financial institutions, to integrate measures to address the causes of the illicit cultivation of crops used for the production of narcotic drugs and psychotropic substances and to incorporate alternative development strategies into their wider development agendas ...”. Paragraph 47 (a) asks Member States to (a) tackle alternative development in a larger development context through a holistic and integrated approach, taking into account the Millennium Development Goals, with the priority of “eradicating poverty”.

Moreover, “protection of the environment” plays a significant role. Thus, Member States should “implement, where there is illicit cultivation of crops ... comprehensive multi-sectoral interventions that take into account social, cultural, economic, political, educational and environmental aspects while incorporating, where appropriate, demand reduction measures (paragraph 47(m)). Similarly, paragraph 48(e) calls on development partners and affected States to “examine innovative ways to promote alternative development programmes, including preventive alternative development programmes, where appropriate, that are environmentally friendly”.

A further focus in the Plan of Action is on the mainstreaming drug control and alternative development approaches into the broader “development agenda” while encouraging the international financial institutions to incorporate drug control approaches into their wider development agendas (paragraph 47 (n)).

⁶ In accordance with Economic and Social Council resolutions 2006/33, 2007/12, annex, and 2008/26, the concept of alternative development includes preventive alternative development.

Another new focus in the Plan of Action is the emphasis on the “proper sequencing” of policy interventions. Paragraph 46 makes ill-sequenced policy interventions, together with corruption and inadequate international development assistance to address the causes driving illicit crop cultivation responsible for the inability of Governments to sustain locally achieved gains. Thus, paragraph 47 (f) explicitly asks Member States to “ensure the proper and coordinated sequencing of development interventions when designing alternative development programmes...” and paragraph 47 (g) urges Member States to “ensure, when considering taking eradication measures, that small-farmer households have adopted viable and sustainable livelihoods so that the measures may be properly sequenced in a sustainable fashion and appropriately coordinated”.

Finally, more emphasis is given to the strengthening of data collection, research and the development of appropriate assessment tools as a consequence of the identified “lack of reliable and up-to-date data”, including on “the drivers of illicit crop cultivation” while lamenting the “ineffective utilization of data on human development and socioeconomic aspects and insufficient sharing of best practices and lessons learned ... in alternative development.” (paragraph 42). Thus, Member States were urged to:

- “Undertake research, strengthen data collection and guide better alternative development programmes (paragraph 43(a));
- “Conduct research to assess the factors leading to the illicit cultivation of drugs crops...” (paragraph 43(b));
- “Provide the necessary financial and political support ... to survey, monitor and verify the extent of coca bush, opium poppy and cannabis cultivation, both in indoor and outdoor cultivation sites...” (paragraph 43(c)) and to;
- Design and improve “systems to monitor and assess the qualitative and quantitative impact of alternative development and drug crop eradication programmes with respect to the sustainability of illicit crop reduction and socio-economic development...” (paragraph 43(d)).

2013 United Nations Guiding Principles on Alternative Development

In March 2013, the Commission on Narcotic Drugs passed the *United Nations Guiding Principles on Alternative Development* which were subsequently also approved by the General Assembly on 18 December 2013.⁷ These Guidelines were based on the 2009 Political Declaration and its Plan of Action as well as on CND resolutions 53/6,⁸ 54/4⁹ and 55/4.¹⁰ With the support of UNODC,

⁷ A/RES/68/196.

⁸ United Nations, Commission on Narcotic Drugs, Resolution 53/6, “Follow-up to the promotion of best practices and lessons learned for the sustainability and integrality of alternative development programmes and the proposal to organize an international workshop and conference on alternative development” (12 March 2010).

Thailand and Peru both played a leadership role in driving the process of and international consensus on the *Guiding Principles*. As outcome of the above-mentioned resolutions, an International Seminar Workshop and Conference on Alternative Development¹¹ was held in Chiang Rai and Chiang Mai, Thailand, in November 2011, followed by the high-level International Conference on Alternative Development, held in Lima in November 2012. The latter conference was an important step as it adopted both the Lima Declaration as well as the *Guiding Principles*. These contain the accumulated knowledge of several decades of work in this area and detail most of the previously agreed aspects of alternative development.^{9,10,11}

The main innovative element is the suggestion to couple human development and crop reduction indicators in order to “measure the success of alternative development efforts”. Paragraph 17 of the United Nations Guiding Principles on Alternative Development explicitly states that “the impact of alternative development programmes should be assessed by taking into account their contribution to the control of illicit crop cultivation, including the eradication of such crops, and through estimates based on human development indexes, socioeconomic and environmental indicators and impartial and accurate evaluations. Similarly, paragraph 18 (v) asks Member States, the United Nations as well as other international and regional organizations, development agencies, donors, international financial institutions as well as civil society to “apply, in addition to estimates of illicit cultivation and other illicit activities related to the world drug problem, indicators related to human development, socioeconomic conditions, rural development and the alleviation of poverty, as well as institutional and environmental indicators, when assessing alternative development programmes in order to ensure that the outcomes are in line with national and international development objectives, including the Millennium Development Goals, and that they reflect accountable use of donor funds and truly benefit the affected communities”.

Paragraph 18 (w) urges Member States, the United Nations as well as other international and regional organizations, development agencies, donors, the international financial institutions as well as civil society to “utilize objective impact evaluations that examine a broad range of social, economic and environmental factors and incorporate the lessons learned from these evaluations in future

⁹ United Nations, Commission on Narcotic Drugs, Resolution 54/4, “Follow-up on the proposal to organize an international workshop and conference on alternative development” (25 March 2011).

¹⁰ United Nations, Commission on Narcotic Drugs, Resolution 55/4, “Follow-up on the proposal to organize an international workshop and conference on alternative development” (16 March 2012).

¹¹ See the report on this Workshop and Conference: United Nations, Commission on Narcotic Drugs, “International Workshop and Conference on Alternative Development in Chiang Rai and Chiang Mai, Thailand, 6-11 November 2011”, document E/CN.7/2012/CRP.3 (5 March 2012).



projects to ensure that the design and implementation of alternative development programmes are based on a reliable and evidence-based evaluation and thorough analysis of local socioeconomic, geographical and cultural realities, as well as the assessment of benefits and risks”.

Other innovative elements include the far greater importance being attributed to the “rule of law” (paragraphs 10, 15, 18 (a, c, t and u)), the greater role to be played by civil society in contributing to the formulation of effective and sustainable alternative development programmes (paragraph 7), the importance of such programmes to “diversify livelihoods” (paragraph 18 (c)), the promotion of farmer associations, microfinance schemes (paragraph 18 (ff)) and public-private partnerships including market-driven product development approaches (paragraph 18 (gg), the importance of access to land and enforcement of property rights (paragraph 5), and increasing South-South cooperation (paragraph 14) as well as the proposal to create an “international fund for alternative development programmes that could be used to face major emergency situations, in order to ensure continuity” (paragraph 18 (bb)). Lastly, an important new aspect is the guideline on diversification of alternative crops, as opposed to mono-cropping (paragraph 18 (e)). Expert group discussions have reiterated the “negative social and economic impacts of promoting monoculture (...)” within alternative development¹² and identified risks such as “(...) environmental degradation, dependence on market demands and prices, and reduction in agricultural areas affecting food security and other livelihoods”.¹³

Most of the other concepts developed earlier have been re-confirmed. These include: shared responsibility and thus improved cross-border collaboration; provision of livelihood opportunities; alleviation of poverty; participation of all stakeholders and fostering their empowerment; strengthening of relevant governmental institutions; long-term commitment; social development; protection of human rights; the gender dimension; environmental protection; the integration of marginalized communities into the economic and political mainstream; supporting access to roads, schools, primary health-care services, electricity and other services and infrastructure; the need for an integrated and complementary approach to alternative development programmes and strategies in concert with broader drug control policies while forming an integral part of an overall development strategy; proper and coordinated sequencing of alternative development interventions when designing such programmes; and enabling market access for alternative development products at the local, national,

regional and international levels. Some participants to the preparatory 2011 conference in Thailand thought that it was a missed opportunity that the concept of “proper sequencing” was not defined in more concrete terms in the process of drafting the Guiding Principles.¹⁴

12 United Nations, Commission on Narcotic Drugs, “Outreach to new Stakeholders in the Field of Alternative Development. UNODC-GIZ Expert Group Meeting, 11-12 November 2013, Berlin, Germany”, document E/CN.7/2014/CRP.7 (20 February 2014), p. 4.

13 United Nations, Commission on Narcotic Drugs, “International Workshop and Conference on Alternative Development in Chiang Rai and Chiang Mai, Thailand, 6-11 November 2011”, document E/CN.7/2012/CRP.3 (5 March 2012), p. 3.

14 Colleta A. Youngers, “UN International Guiding Principles on Alternative Development An Opportunity Lost?: Part I”, WOLA, Washington Office on Latin America, 9 November 2012. Available online at: http://www.wola.org/commentary/un_international_guiding_principles_on_alternative_development.

ANNEX II. SELECTED INTERNATIONAL ALTERNATIVE DEVELOPMENT EVENTS SINCE 2001

Selected international alternative development events since 2001

Name of event	Place	Date
International Conference on “The Role of Alternative Development in Drug Control and Development Cooperation”	Feldafing, Germany	7-12 January 2002
International Workshop on “Development in a Drugs Environment: Beyond Alternative Development?”	Berlin, Germany	29 May – 1 June 2006
Open-ended intergovernmental expert working group on “International Cooperation on the Eradication of Illicit Drug Crops and on Alternative Development”	Vienna, Austria	2-4 July 2008
Regional Seminar: Global Partnership on Alternative Development (GLOI44): “Sustaining Opium Reduction in Southeast Asia: Sharing Experiences on Alternative Development and Beyond”	Chiang Mai, Thailand	15-17 December 2008
First High-level “International Workshop and Conference on Alternative Development” (ICAD)	Chiang Rai and Chiang Mai provinces, Thailand	6-12 November 2011
Second High-Level “International Conference on Alternative Development” (ICAD)	Lima, Peru	14-16 November 2012
Fourth BMZ/TNI Southeast Asia Informal Drug Policy Dialogue on “The Future of Alternative Development in Southeast Asia”	Bangkok, Thailand	18-19 December 2012
UNODC-BMZ Expert Group Meeting on “Outreach to New Stakeholders in the Field of Alternative Development”	Berlin, Germany	11-12 November 2013
Second Expert Meeting in the Framework of Russia’s G8 Presidency on “Alternative Development for Drug Producing Regions”	Moscow, Russian Federation	25 March 2014
Joint BMZ/OSF Conference on “Exploring the Land-Drugs-Nexus	New York, United States	19-21 October 2014
Expert Group Consultation Meeting on the “Alternative Development Chapter of the World Drug Report”	Berlin, Germany	18 November 2014
UNODC-BMZ Expert Group Meeting on “Alternative Development”	Berlin, Germany	19-20 November 2014



ANNEX III. THE VIEW OF THE EXPERTS

For the preparation of the *World Drug Report 2015* chapter on alternative development, UNODC conducted a survey among alternative development experts between December 2014 and February 2015. Twenty-five experts replied, including alternative development policy experts (41 per cent), general drug policy experts (22 per cent), development experts (22 per cent) and field researchers (7 per cent). Most of those experts were working with international organizations (33 per cent) or governments (26 per cent) while others were employed by NGOs (19 per cent) or the private sector (19 per cent). The majority of respondents had experience of alternative development activities in Latin America (65 per cent), others in South-East Asia (20 per cent), South-West Asia (13 per cent) and Africa (one expert).

The majority of the respondents (80 per cent) had seen evidence of successful alternative development projects with a positive and sustainable impact. Most examples were in Colombia, Peru and Thailand, reflecting their countries of experience. When asked about the three key elements of alternative development projects that had contributed to those successes, a large variety of factors were mentioned. Half of the respondents included community engagement, participatory approaches and/or bottom-up planning among the key elements. The establishment of farmers' or producers' organizations, long-term funding, political commitment and access to markets were mentioned by 15-20 per cent of the respondents.

Many examples of crops that had successfully replaced illicit cultivation were given: cacao, coffee, palm oil, pepper, rubber and sugarcane (Colombia); saffron (Afghanistan); amaranth, annatto, banana, cacao, coffee, palm heart, pineapple and rubber (Plurinational State of Bolivia); cacao, coffee and palm oil (Peru); vegetables and nuts (Thailand); and banana, yucca, pineapple, rice and potatoes (Myanmar and Lao People's Democratic Republic). Handicrafts were also mentioned (Thailand), as were artisanal fishing, fish farming and beekeeping (Colombia). At the same time, experts confirmed that crop and income diversification was essential.

The experts had very different views on the main obstacles to achieving a sustainable impact in terms of the drug control and development objectives of alternative development. Insecurity, lack of rule of law and the presence of illegal armed groups were the factors most mentioned (34 per cent), bearing in mind that most experts referred to their experiences in Latin America, particularly Colombia. Other factors mentioned (20-25 per cent) were: lack of long term funding, lack of proper planning and coordination (including of law enforcement interventions), and lack of institutional and physical infrastructure. Replying to another question on the main challenges facing alternative development, many experts (40 per cent) indicated that there was a need to further refine the alternative development concept, moving away from the "silo approach" towards integrated rural development.

In addition, based on information gathered during the joint UNODC-Federal Ministry for Economic Cooperation and Development expert group meeting on alternative development, held in Berlin on 19 and 20 November 2014, and other information collected by UNODC, the following summary table on objective of alternative development projects was compiled.

 Objectives of alternative development projects in local communities

Short- to medium- term objectives related to “immediate needs”
1. Supporting drug control objectives by:

- (Voluntary) crop eradication (often prior to the implementation of alternative development)

2. Minimizing harm to local communities from illicit cultivation and production by:

- (Re)introduction of annual food crops where these have been replaced by illicit cultivation
- Provision of food assistance and other in-kind support (often following crop eradication)
- Income support and income generation (to offset income losses related to illicit crops)

3. Establishing, promoting and strengthening alternative livelihoods by:

- Trust-building through local participation and delivering on promises (by external entities)
- Recovery of natural resources (e.g. soil recovery)
- Provision of credit
- Technical and marketing assistance, along with transfer of information and skills
- Creation and strengthening of local farmers’ organizations
- Basic production-related infrastructure support (e.g. “quick-fix” projects related to canals or collection centres)
- Basic marketing infrastructure support (e.g. “quick-fix” projects related to roads or bridges)
- Ensuring of market access
- Creation or strengthening of small and medium-sized enterprises
- Support to farmers in acquiring secure access to land
- Support in areas related to human development (e.g. health care and education)

Long-term objectives related to “broader development and security”
4. Establishing conditions for sustainable development without illicit cultivation by:

- Enabling the effective functioning and support of local governance structures
 - Maintaining trust by keeping promises and showing local impact
 - Capacity building and empowering the local community to sustain its own development process
 - Turning local farmers’ organizations into multipliers to contribute to the creation and strengthening of other local organizations
 - Addressing drivers of illicit cultivation and local conflicts
 - Providing larger-scale production-related infrastructure support
 - Providing larger-scale marketing infrastructure support
 - Broadening marketing strategy with new or niche markets
 - Continuing technical and marketing assistance
 - Contributing to socioeconomic development of local communities (e.g. health care and education)
 - Promoting conservation and recovery of natural resources, the environment and biodiversity
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ANNEX IV. COMPENDIUM OF NATIONAL ALTERNATIVE DEVELOPMENT STRATEGIES

This annex contains summaries of a selected number of national strategies of alternative development, based on information provided by countries through the Annual Reports Questionnaires (ARQ), supplemented, where available, with other sources such as national strategy and project documents. The summary overviews are aimed at giving a general impression of national strategies, without going into the details and nuances of national projects and programmes.

Countries involved in alternative development (2010-2013)¹⁵

Countries with alternative development programmes or projects on their soil	Afghanistan, Bolivia (Plurinational State of), Colombia, Indonesia, Lao People's Democratic Republic Myanmar, Morocco, Peru, Philippines, and Thailand
Countries with a strategy or national plan to support alternative development abroad ¹⁶	Bolivia (Plurinational State of), Canada, China, Denmark, Ecuador, Finland, Germany, Iran (Islamic Republic of), Italy, Japan, Lithuania, the Netherlands, ¹⁷ New Zealand, Peru, ¹⁸ Saudi Arabia, Thailand, United Kingdom and United States
Countries that implement or support preventive alternative development	Afghanistan, Canada, China, Colombia, Denmark, Ecuador, Finland, France, Italy, Indonesia, Japan, Morocco, Peru, Thailand, Trinidad and Tobago, Tunisia, United Kingdom, United States, Uruguay, Venezuela (Bolivarian Republic of) and Viet Nam
Countries with a stand-alone national alternative development strategy	Bolivia (Plurinational State of), China, Ecuador, Germany, Guatemala, Indonesia, Morocco, Pakistan, Peru, Philippines and Thailand
Countries with an alternative development strategy within a broader national economic development plan	Colombia, Mexico, Myanmar, Trinidad and Tobago and Viet Nam
Countries planning to implement or support alternative development interventions	Albania, Côte d'Ivoire, Guatemala, India, Mexico, Nigeria and Russian Federation

¹⁵ Only countries that provided some details about their alternative development strategy, programme, plan or activities have been included.

¹⁶ Canada, Denmark, Finland, Iran (Islamic Republic of), Lithuania and the United Kingdom all report that at least part of this support is to address illicit opium poppy cultivation in Afghanistan.

¹⁷ The Netherlands has no specific alternative development strategy, but contributes to various projects that are part of wider economic development programmes to improve security and stability in regions with illicit cultivation.

¹⁸ Peru supports countries abroad through the regional framework of the Andean Community.

Countries where alternative development programmes are implemented

Afghanistan	
Afghanistan's national alternative development strategy	
Strategy documents:	- <i>National Alternative Livelihood Policy (March 2012)</i> . ¹⁹ - <i>National Drug Control Strategy (NDCS, January 2006)</i> . ²⁰ - <i>Ministry of Counter Narcotics Strategic Plan (June 2010)</i> . ²¹
Agencies involved in alternative development strategy	Ministry of Counter Narcotics, Ministry of Agriculture, Irrigation and Livestock, Ministry of Rural Rehabilitation and Development and the Ministry of the Interior, Ministry of Energy and Water, National Environmental Protection Agency. ²²
Definition used	Alternative livelihood: "strengthening and diversifying legal rural livelihoods by tackling the root causes and compulsions such as poverty, food insecurity, massive unemployment, inequities in access to natural resources (land and water), indebtedness to narco-entrepreneurs, and inequities in the level of national and international developmental assistance to a distinct geographic area". ²³ Also: "rural development activities that provide licit economic alternatives to farmers". ²⁴
Objectives	1. Mitigate short-term impact during transition; 2. Improve farm and off-farm opportunities (through access to credit; land; alternative employment opportunities; viable alternative crops, markets and infrastructure); 3. Enhance the policy and planning environment; 4. Increase engagement, financial and technical support from donors.
Embedding in broader policies	Within the "Economic and Social Development Pillar" of Afghanistan National Development Strategy (ANDS) and the "Alternative Livelihood Pillar" of the revised National Drug Control Strategy (NDCS). Alternative livelihoods objectives have also been incorporated in the National Priority Programmes 1 (National Water and Natural Resource Development Program) and 2 (National Comprehensive Agriculture Production & Market Development Program).
Management structure and lead agency	Centrally run strategy, with the Ministry of Counter-Narcotics leading, coordinated through the inter-ministerial Agriculture and Rural Development (ARD) Cluster.
Accompanying strategies	Eradication, interdiction (major traffickers and networks), precursor control, regional cooperation, strengthening of state institutions, and demand reduction.
Conditionality for beneficiaries	No official information found.
Beneficiary selection criteria	No official information found.
Conditions of intervention area	Poor areas where households depend heavily on the illegal opium economy.
Sequencing	With broader stabilization efforts and eradication. Where there are legal alternative livelihoods available, targeted (manual or mechanical) ground-based eradication is carried out.
Strategic pillars	1. Policy Formulation; 2. Technical assistance to farmers, labourers and rural communities; 3. Economic Development; 4. Infrastructure and Value Chain Development.
Cross-cutting themes	1. Improved Governance; 2. Institution Building; 3. Public Awareness; and 4. Regional Cooperation.
Sustainability strategy	Institution building and providing real access to sustainable alternative livelihoods
Average timeframe of projects	Both quick impact projects (1 to 12 months) and medium/long term interventions.
Impact assessment in terms of Millennium Development Goals	Eradication of extreme poverty, gender equality and women's empowerment, environmental sustainability.

19 Islamic Republic of Afghanistan, Agriculture and Rural Development (ARD) Cluster, "National Alternative Livelihood Policy", Part 1: Policy Document (12 March 2012).

20 Islamic Republic of Afghanistan, Ministry of Counter-Narcotics, *National Drug Control Strategy*, Kabul, January 2006.

21 Islamic Republic of Afghanistan, Ministry of Counter-Narcotics, *Strategic Plan*, Kabul, June 2010.

22 Islamic Republic of Afghanistan, Ministry of Counter-Narcotics, *Strategic Plan*, Kabul, June 2010, pp. 14, 15.

23 Afghanistan, Agriculture and Rural Development (ARD) Cluster, "National Alternative Livelihood Policy", Part 1: Policy Document (12 March 2012), p. 17.

24 Islamic Republic Afghanistan, Ministry of Counter-Narcotics, *National Drug Control Strategy*, Kabul, January 2006, p. 40.



Bolivia (Plurinational State of)	
Plurinational State of Bolivia's national alternative development strategy	
Strategy documents:	- <i>Estrategia Nacional de Desarrollo Integral con Coca 2011-2015</i> (June 2011), part of the broader <i>Política Nacional de Lucha al Narcotráfico y Revalorización de la Hoja de Coca</i> .
Agencies involved in alternative development strategy	Ministry of Productive Development and Plural Economy, Ministry of Rural Development and Land, Ministry of Foreign Affairs, Ministry of Culture, Members of the National Council of Revaluation, Commercialization and Industrialization of the Coca Leaf (CON-COCA).
Definition used	No official information found.
Objectives	1. Diversify productive and economic basis (employment, private sector investment, community involvement, developing alternative livelihoods); 2. Improve living conditions (strengthening institutional coordination, strengthening social and economic programmes and infrastructure); 3. Participation of the community and local institutions; 4. Contribute to the "Rationalization of the Coca Leaf" policy, preventing (social) conflicts; 5. Promote scientific research, agro-ecological production and control over marketing and industrialization of the coca leaf.
Embedding in broader policies	Within broader (rural) development plans, such as the <i>Plan Nacional de Desarrollo "Bolivia digna, soberana, productiva y democrática"</i> and the <i>Revolución Rural y Agraria</i> plan of the Ministry of Rural Development and Land.
Management structure and lead agency	Ministerio de Desarrollo Rural y Tierras, Viceministerio de Coca y Desarrollo Integral.
Accompanying strategies	Interdiction, law enforcement, drug demand reduction.
Conditionality of beneficiaries	No previous crop eradication or reduction necessary.
Beneficiary selection criteria	No official information found.
Conditions of intervention area	According to national legislation, alternative development should take place in areas with traditional coca cultivation and areas in transition where there is a surplus of coca cultivation. ²⁵
Sequencing	Public investments in infrastructure and social development come first (education, health-care, roads, land redistribution and institution building), before alternative development programmes are started. Within alternative development, sequencing starts with building a relationship of trust with beneficiaries, recognizing them as people having rights and investing in their human development to ultimately advance in the promotion of economic opportunities.
Strategic pillars	1. Reduction of coca cultivation; 2. Impact mitigation; and 3. Social Control.
Cross-cutting themes	Institutional development, revalorization of the coca leaf, natural resource management and environmental protection; gender-specific approach.
Sustainability strategy	Diversification of production, supporting farmers and farmers' organizations with technical assistance, capacity building and specific financial services.
Average timeframe of projects	No official information found.
Impact assessment in terms of Millennium Development Goals	Eradication of extreme poverty, gender equality and women's empowerment, reduction of child mortality, improvement of maternal health, environmental sustainability.

25 Plurinational State of Bolivia, "Ley del Régimen de la Coca y Sustancias Controladas, Ley N° 1008 (19 July 1988), article 8.

Colombia	
Colombia's national alternative development strategy	
Strategy documents:	- <i>Plan Nacional de Desarrollo 2014-2018</i> . ²⁶ - <i>Política Nacional de Erradicación Manual de Cultivos Ilícitos y Desarrollo alternativo para la Consolidación Territorial</i> (July 2010). ²⁷
Agencies involved in alternative development strategy	Department of Social Prosperity (DPS), Administrative Unit for Territorial Consolidation (UACT), Programme Against illicit Crops (PCI), Ministry of Justice and Law, Banco Agrario, Colombian Institute for Rural Development (Incoder), Ministry of Environment and Sustainable Development and local governments.
Definition used	"Alternative development": UNGASS 1998 definition. ²⁸
Objectives	Strengthen integral and sustainable processes of manual eradication and alternative development, in harmony with the consolidation strategy, in areas affected by illicit cultivation or at risk of becoming affected.
Embedding in broader policies	Within both the national development plan and national policy of territorial consolidation and reconstruction: - <i>Política Nacional de Consolidación y Reconstrucción Territorial</i> ; - <i>Plan Nacional de Desarrollo 2014-2018</i> .
Management structure and lead agency	Centrally implemented through the <i>Programa contra Cultivos Ilícitos</i> . The lead agency is the <i>Unidad Administrativa para la Consolidación Territorial</i> , part of the Department of Social Prosperity.
Accompanying strategies	Interdiction, law enforcement, (forced) crop eradication through <i>Grupos Móviles de Erradicación</i> (GME), the national army, navy and police force.
Conditionality for beneficiaries	Prior (voluntary or forced) eradication is always a precondition to enter (and maintain in) Colombia's two largest alternative development programmes: the <i>Programa de Familias Guardabosques</i> (until 2013) and the <i>Programa Proyectos Productivos</i> . Beneficiaries signed individual or communal contracts in which they promise to keep their lands free of illicit crops.
Beneficiary selection criteria	No official information found.
Conditions of intervention area	Minimum levels of security, social and organizational participation.
Sequencing	1. Territorial security; 2. Citizen protection; and 3. Social, economic and institutional development.
Strategic pillars	1. Post-eradication assistance during transition period in the form of support for food crops/food security and alternative production; 2. Livelihood support through technical assistance and economic incentives; 3. Organizational strategy focusing on establishing and strengthening farmers' and producers' organizations; 4. Environmental strategy, especially through sound agro-forestry programming; 5. Differential strategy, focusing on gender and ethnic minorities; 6. Rapid response, which consists of small infrastructure projects in zones that have been affected by illicit crops. These actions include communal houses, school kitchens and health centers.
Cross-cutting themes	Inter-agency cooperation, improving quality of information, fostering culture of legality; private sector participation through so-called "productive alliances".
Sustainability strategy	Creating basic security conditions that permit the strengthening of local institutions and good governance, the economic integration of target areas and citizen's participation; creation of first and second-tier farmers' organizations.
Average timeframe of projects	Alternative development programmes normally consist of short to medium-term interventions, with technical assistance and economic incentives provided over 1-3 years.
Impact assessment in terms of Millennium Development Goals	Eradication of extreme poverty, access to primary education, gender equality and women's empowerment, improvement of health, environmental sustainability, access to information and communications technology.

26 Republic of Colombia, Departamento Nacional de Planeación (DNP), "Bases Plan Nacional de Desarrollo 2014-2018, Preliminary version, Objective 5 (pp. 383-385).

27 Republic of Colombia, Departamento Nacional de Planeación (DNP), "Política Nacional de Erradicación Manual de Cultivos Ilícitos y Desarrollo Alternativo para la Consolidación Territorial", *Conpes 3669* (Bogotá: DNP, 2010).

28 Republic of Colombia, Departamento Nacional de Planeación (DNP), "Política Nacional de Erradicación Manual de Cultivos Ilícitos y Desarrollo Alternativo para la Consolidación Territorial", *Conpes 3669* (Bogotá: DNP, 2010), p. 8.



Ecuador	
Ecuador's national alternative development strategy	
Strategy documents:	- <i>Plan Nacional de Drogas</i> (18 June 2004). ²⁹ - <i>Plan Nacional de Prevención Integral y Control de Drogas 2013-2017</i> .
Agencies involved in alternative development strategy	Ministry of Public Health, Ministry of National Defense, Ministry of Interior, Ministry of Justice, Human Rights and Religion, Ministry of Education, Ministry of Economic and Social Inclusion, Ministry of Foreign Affairs, Consejo Nacional de Sustancias Estupefacientes y Psicotrópicas (CONSEP). In addition to the above-mentioned entities that form CONSEP, there are other collaborating entities and strategic partnerships involved in alternative development, such as the Ministry of Agriculture, the Ministry of Environment, the Ministry of Tourism, the Ministry of Sport, and other agencies.
Definition used	"Alternative development" is defined by the 1998 UNGASS definition. ³⁰ "Preventive alternative development" as "a State policy that enables a set of measures to enhance the incorporation of the community in productive, socioeconomic and environmental protection projects, to reduce their vulnerability to engage in illicit activities and promote human development". ³¹
Objectives	Dissuade families and individuals, who – attracted to better living conditions – get involved or collaborate with the networks of drug production and distribution. ³²
Embedding in broader policies	In line with the 2013-2017 National Plan for Good Living (Plan Nacional Buen Vivir), which works towards social and economic justice and equality, quality of life, respect of human rights and environmental sustainability.
Management structure and lead agency	The Consejo Nacional de Control de Sustancias Estupefacientes y Psicotrópicas (CONSEP) is the lead agency for drug control.
Accompanying strategies	Drug abuse prevention, treatment and rehabilitation, preventive substance control (prevention of controlled substances deviation, which include precursors and other chemicals), crop eradication, interdiction, anti-money laundering and legislative reforms.
Conditionality for beneficiaries	Given that the strategy for alternative development includes preventive measures, there is no conditionality for beneficiaries.
Beneficiary selection criteria	Communities settled in zones that are vulnerable to illicit activities related to drugs, are poverty and extreme poverty stricken, and have limited Government presence in terms of public health, education and access to credit.
Conditions of intervention area	Communities that are vulnerable or exposed to illicit activities related to drugs.
Sequencing	Intervention of alternative development starts in areas that have had some involvement with illicit activities related to drugs, such as illicit crops, processing laboratories, transit routes, chemical trafficking, etc. This prompts the technical team to conduct in situ investigations, which include, but are not limited to, poverty analysis, economic capabilities, skills of the people, agricultural possibilities, analysis of other possible means of support. Subsequently, all possible stakeholders are contacted and consulted, in order to determine an intervention strategy.
Strategic pillars	1. Supporting the social and territorial equality, cohesion and integration; 2. Improving capacity and potential of citizens; 3. Improve quality of life of the population; 4. Guarantee sovereignty and peace; 5. Safeguarding rights and justice; establishing social, solidary and sustainable economic systems; construct a democratic state in line with the National Plan of Good Living; 6. Alternative Development Certification (Global Stamp).
Cross-cutting themes	Environmental protection, gender, strengthening state institutions.
Sustainability strategy	Reducing poverty and creating more equal and sustainable socio-economic conditions. Alternative Development Certification through a Global Stamp for products from preventive alternative development programmes.
Average timeframe of projects	Three years.
Impact assessment in terms of Millennium Development Goals	Eradication of extreme poverty, gender equality and women's empowerment, environmental sustainability.

29 Republic of Ecuador, *Plan Nacional de Drogas, Decreto Presidencial No. 1777* (18 June 2004).

30 Republic of Ecuador, CONSEP, *Plan Nacional de Prevención Integral de Drogas 2012-2013* (24 January 2012).

31 http://www.consep.gob.ec/adstamp/antecedentes_desarrollo.php.

32 Republic of Ecuador, *Plan Nacional de Drogas, Decreto Presidencial No. 1777* (18 June 2004).

India	
India's national alternative development strategy	
Strategy document:	- <i>National Policy On Narcotic Drugs And Psychotropic Substance</i> (January 2012). ³³
Agencies involved in alternative development strategy	The Narcotics Control Bureau (NCB), under the Ministry of Home Affairs (MHA), coordinates actions by various Ministries, including the Department of Revenue, Ministry of Finance.
Definition used	Alternative development is a method of weaning away farmers who have traditionally cultivated opium poppy illegally and whose livelihood depends entirely on such cultivation.
Objectives	Training farmers and supporting them to develop alternative livelihoods in areas with traditional cultivation and high levels of dependency on illicit cultivation.
Embedding in broader policies	No official information found.
Management structure and lead agency	The Department of Revenue under the Ministry of Finance is the lead agency and coordinates any alternative development programme.
Accompanying strategies	Law enforcement, interdiction, identification and eradication of illicit opium and cannabis crops, and controlled licensing of opium in three traditional opium growing states: Uttar Pradesh, Madhya Pradesh and Rajasthan.
Conditionality for beneficiaries	No official information found.
Beneficiary selection criteria	1. The farmers must be dependent on illicit cultivation for their survival; and 2. It must have been their traditional practice and the farmers do not know of any other way of survival.
Conditions of intervention area	Only those areas where "where illegal cultivation has been a long tradition and the survival of the local population depends entirely on it, such areas will be identified through mutual consultations between the Central Government (Department of Revenue) the NCB and the concerned State Governments after a careful study".
Sequencing	No official information found.
Strategic pillars	1. Large infusion of funds as the entire sustenance of the local community depends on illicit cultivation; 2. Changing the lifestyle of the local population and hence takes a fairly long time; 3. Training and long-term assistance to farmers.
Cross-cutting themes	No official information found.
Sustainability strategy	No official information found.
Average timeframe of projects	Long-term approach is stressed in the strategy as also requires changing the lifestyle of local communities in traditional opium or cannabis growing areas.
Impact assessment in terms of Millennium Development Goals	No official information found.

33 Government of India, *National Policy On Narcotic Drugs And Psychotropic Substances* (January 2012).



Indonesia	
Indonesia's national alternative development strategy	
Strategy document:	- <i>National Counter Drug Strategy 2010-2014</i> . ³⁴
Agencies involved in alternative development strategy	Inter-ministerial National Narcotic Board, Ministry of Agriculture, Ministry of Environment and Forestry, Ministry of Social Affairs, Ministry of Maritime Affairs and Fisheries, Ministry of Transportation, Ministry of Home Affairs, Ministry of Political, Legal and Security Affairs, Ministry of Health, Ministry of Foreign Affairs, Ministry of Justice and Human Rights, Ministry of Finance, Ministry of Development of Underdeveloped Regions, Ministry of State Owned Enterprises, Ministry of Cooperatives and Small and Medium Enterprises, Ministry of Women Empowerment, the Local Narcotic Board of Aceh and the local Government of Aceh, Indonesia National Police.
Definition used	No official information found.
Objectives	To change (former) cannabis cultivation into other productive crops of high economic value. ³⁵
Embedding in broader policies	Within broader national development and poverty reduction strategies.
Management structure and lead agency	The lead agency is the National Narcotic Board (Badan Narkotika Nasional, BNN). The alternative development projects have been implemented with support of the Mae Fah Luang Foundation from Thailand (Doi Tung Development Project).
Accompanying strategies	Law enforcement, eradication, prevention, community empowerment, treatment and rehabilitation.
Conditionality for beneficiaries	No official information found.
Beneficiary selection criteria	No official information found.
Conditions of intervention area	The intervention area is mainly in the province of Aceh (since 2005) and involves communities growing cannabis. In some areas, cannabis has been traditionally used for industrial and medicinal purposes.
Sequencing	No official information found.
Strategic pillars	1. Urban alternative development (capacity building/skill training for youth related to prevention of drug trafficking); 2. Rural alternative development: addressing root causes of illicit cannabis cultivation (poverty, high selling price of cannabis, low quality of life, limited skills of farmers and fluctuating prices for commodities such as maize, chilli, vegetables, etc.); 3. Marketing support/access to markets through involvement of private sector.
Cross-cutting themes	Gender-specific approach in the planning and implementation of programmes; private sector involvement.
Sustainability strategy	Structural poverty alleviation as the basis for sustainable reductions of illicit cannabis cultivation.
Average timeframe of projects	Long term projects (several years).
Impact assessment in terms of Millennium Development Goals	Eradication of extreme poverty, access to primary education, improvement of health, environmental sustainability, access to information and communications technology; gender equality and women's empowerment.

34 Indonesia's Country Progress Report of Drug Control, Presented on the 9th Meeting of the ASEAN Inter Parliamentary Assembly (AIPA), Fact Finding Committee (AIFOCOM) (Yogyakarta Indonesia 2012).

35 Ibid., p. 28.

Lao People's Democratic Republic	
Lao People's Democratic Republic's national alternative development strategy	
Strategy documents:	- <i>National Drug Control Master Plan 2009-2013</i> ³⁶ (extended until 2015). - <i>National Growth and Poverty Eradication Strategy</i> (NGPES, June 2004). ³⁷
Agencies involved in alternative development strategy	Lao National Commission for Drug Control and Supervision (LCDC), Ministry of Planning & Investment (National Statistical Center), Ministry of Defense, Ministry of Public Security, Ministry of Health, Ministry of Education.
Definition used	"Alternative development replaces opium production with alternative income sources and simultaneously develops irrigation, transportation, credit access, health, education and other economic and social services – including improved cropping and livestock production practices. Employment and income opportunities from outside traditional agriculture will be explored, such as forestry derived employment, processing of local products and other value-added activities such as handicraft production and tourism". ³⁸
Objectives	1. Address the socioeconomic needs that lead to opium production; 2. Address the special needs of communities involved in opium production
Embedding in broader policies	Within the National Growth and Poverty Eradication Strategy (NGPES): "The drug control programme is being mainstreamed into national development priorities. This includes identifying practical alternative development approaches for improving village livelihoods and linking these to mainstream national development efforts". ³⁹
Management structure and lead agency	The lead agency for implementing the National Drug Control Master Plan is the Lao National Commission for Drug Control and Supervision (LCDC).
Accompanying strategies	Trend analysis and risk assessment; Drug demand reduction and HIV/AIDS prevention; Civic awareness and community mobilization; Law enforcement; Criminal justice and the rule of law; Chemical precursor control and forensics capacity; International and national cooperation; Institutional capacity building.
Conditionality for beneficiaries	The strategy mentions that support is needed after crop eradication to make reductions sustainable.
Beneficiary selection criteria	No official information found.
Conditions of intervention area	Poor areas in the remote highlands of 10 Northern provinces, which account for 90 per cent of total production in the country, often involving ethnic minorities. Alternative development targets the poorest areas, as identified by the <i>National Growth and Poverty Eradication Strategy</i> . Cultivation is strongly related to drug abuse in these areas.
Sequencing	Crop eradication has often preceded alternative livelihood interventions.
Strategic pillars	1. Preventive alternative development; 2. Providing the necessary social and economic infrastructure and help establish income alternatives so that farmers do not have to resort to poppy cultivation. ⁴⁰
Cross-cutting themes	Poverty reduction and infrastructure (planning, management and technical skills); capacity building; community participation.
Sustainability strategy	Providing sufficient support for the critical period after opium elimination when assistance must be provided to make the elimination of opium cultivation sustainable; ⁴¹ capacity building at the district and village level.
Average timeframe of projects	No official information found.
Impact assessment in terms of Millennium Development Goals	No official information found.

36 Lao People's Democratic Republic, *National Drug Control Master Plan 2009-2013: A Five Year Strategy to Address the Illicit Drug Control Problem in the Lao PDR* (February 2009).

37 Lao People's Democratic Republic, *National Growth and Poverty Eradication Strategy* – NGPES (June 2004).

38 Lao People's Democratic Republic, *National Growth and Poverty Eradication Strategy* – NGPES (June 2004), p. 123.

39 Lao People's Democratic Republic, *National Growth and Poverty Eradication Strategy* – NGPES (June 2004), p. 124.

40 Lao People's Democratic Republic, *National Growth and Poverty Eradication Strategy* – NGPES (June 2004), p. 124.

41 Lao People's Democratic Republic, *National Drug Control Master Plan 2009-2013: A Five Year Strategy to Address the Illicit Drug Control Problem in the Lao PDR* (February 2009), p. 12.



Morocco

Morocco's national alternative development strategy

Strategy document:	Alternative development is an important component of the national drug control strategy introduced by Morocco in 2005.
Agencies involved in alternative development strategy	Members of the <i>Commission nationale des stupéfiants</i> : Ministry of Health, Customs, Development Agency of the Northern provinces, Ministry of Agriculture, Ministry of Foreign Affairs and Cooperation, Ministry of Youth and Sports.
Definition used	The national drug control strategy states that, as part of an overall vision, Morocco continues to implement multidimensional development activities in the medium and long term, seeking not only to promote income generating activities but also to profoundly change structures and attitudes through integrated social and economic development programmes in the areas and populations concerned.
Objectives	1. Developing high-value alternative livelihoods to replace cannabis (e.g. through fair trade products); 2. Strengthening of infrastructure and increasing access in the target areas; 3. Improving delivery of basic social and cultural services to the population; 4. Environmental protection.
Embedding in broader policies	Within an integrated rural development programme and linked with broader structural development projects in the northern part of the country.
Management structure and lead agency	The objectives listed in the alternative development strategy relate to the intergovernmental programmes of the framework convention signed in 2009 by several sectoral partners.
Accompanying strategies	Law enforcement/interdiction, crop eradication, demand reduction.
Conditionality for beneficiaries	No official information found.
Beneficiary selection criteria	No official information found.
Conditions of intervention area	The mountainous, poor and densely populated Rif region in northern Morocco with fragile ecosystems, threatened by deforestation and soil erosion. Illicit cultivation is often (but not always) linked to low levels of socio-economic development.
Sequencing	No official information found.
Strategic pillars	1. Income generation; 2. Capacity building; 3. Improving socioeconomic conditions and infrastructure (education, health, religion, transportation, water and sanitation, and environmental protection).
Cross-cutting themes	Gender-specific and participatory approach. The areas affected by cannabis cultivation are also part of the Green Morocco Plan 2020, which aims to facilitate a transition to modern agriculture with high added value and reduced susceptibility to climate risks.
Sustainability strategy	No official information found.
Average timeframe of projects	Long-term approach.
Impact assessment in terms of Millennium Development Goals	Eradication of extreme poverty, access to primary education, gender equality and women's empowerment, reduction of child mortality, improvement of maternal health, improvement of health, environmental sustainability.

Myanmar	
Myanmar's national alternative development strategy	
Strategy documents:	- 15-year Narcotic Elimination Plan (1999-2014). - 15-year Narcotic Elimination Master Plan (1999-2014).
Agencies involved in alternative development strategy	Central Committee for Drug Abuse Control (CCDAC), Ministry of Agriculture, Ministry of Health, Ministry of Livestock, Mae Fah Luang Foundation of Thailand.
Definition used	No official information found.
Objectives	The development and enhancement of the standard of living in the border areas and total eradication of opium cultivation; the elimination of illicit poppy cultivation and opium production.
Embedding in broader policies	No official information found.
Management structure and lead agency	The focal point of the national drug control strategy is the Central Committee for Drug Abuse Control (CCDAC).
Accompanying strategies	Law enforcement, demand reduction.
Conditionality for beneficiaries	No official information found.
Beneficiary selection criteria	No official information found.
Conditions of intervention area	Peripheral locations with difficult access, far from population and market centres, with high levels of poverty, food insecurity and other poor socioeconomic indicators. Beneficiaries are generally ethnic minorities (Akha, Lahu, Wa and Shan).
Sequencing	Due to relatively short time frame, in some regions the use of law enforcement to eradicate poppy cultivation was implemented first before working towards sustainable alternatives.
Strategic pillars	1. Healthcare, 2. Water system development, 3. Agricultural development, 4. Livestock development.
Cross-cutting themes	Capacity building and human resource development, community empowerment and participation.
Sustainability strategy	1. Community participation.
Average timeframe of projects	The projects supported by Thailand have run between 2 and 6 years.
Impact assessment in terms of Millennium Development Goals	No official information found.



Peru	
Peru's national alternative development strategy	
Strategy documents:	- <i>Estrategia Nacional de Lucha contra las Drogas 2012-2016</i> (February 2012). ⁴²
Agencies involved in alternative development strategy	Presidency of the Council of Ministers, Comisión Nacional para el Desarrollo y Vida sin Drogas (DEVIDA), Ministry of Agriculture, Ministry of Trade and Tourism, Ministry of Development and Social Inclusion, Ministry of Economy and Finance, Ministry of Education, Ministry of Energy and Mines, Ministry of Women and Vulnerable Populations, Ministry of Production, Ministry of Health, Ministry of Transportation and Communications, regional and local Governments, international development cooperation agencies and NGOs.
Definition used	1998 UNGASS definition, and "Sustainable and integral alternative development": is defined as a change of attitude of the population and local authorities towards licit development and a life without the influence of the economy linked to illicit markets and activities of drug trafficking, through a common effort by the population, local organizations and authorities, with support of the government, and emphasis on developing social capital and incorporating international and private sector investment, to obtain integral development based on social inclusion, environmental protection and the rational use of natural resources.
Objectives	1. Sustainable and inclusive alternative livelihoods to halt and reduce illicit cultivation; 2. Employment opportunities, especially for youth and impoverished populations to prevent migration to new coca growing areas or employment in the illicit drug industry; 3. Food security, healthcare, sanitation and access to basic services with emphasis on education and electricity; 4. Sustainable use of natural resources and environmental protection and restoration for future generations; and 5. Information systems about social and environmental factors and state presence in coca growing regions.
Embedding in broader policies	No official information found.
Management structure and lead agency	La Comisión Nacional para el Desarrollo y Vida sin Drogas (DEVIDA) implements the centrally run <i>Programa Presupuestal Desarrollo Alternativo Integral y Sostenible</i> (PIRDAIS).
Accompanying strategies	Interdiction, and sanctioning; drug demand prevention and rehabilitation.
Conditionality for beneficiaries	Prior voluntary or forced crop eradication in accordance with the law.
Beneficiary selection criteria	No official information found.
Conditions of intervention area	- Extent of the population's dependence on coca crops - Level of accessibility of licit development - Areas of strengthening of the programme and containment of new illicit crops - Areas affected by the dynamics of the illegal economy driven by illicit drug trafficking. ⁴³
Beneficiary selection criteria	Small-scale, coca-dependent farmers and farming families that produce, transform or market their crops in areas affected by illicit coca cultivation.
Sequencing	No official information found.
Strategic pillars	1. Participation of beneficiaries in project design and crop selection; 2. Technical assistance, training, and provision of (agricultural inputs); 3. selection of perennial crops with access to internal and external markets which favour settling of farmers and avoid migration; 4. Environmental sustainability aimed at conserving, protecting and rehabilitating the environment, promoting agro-forestry, organic production and reforestation; 5. Organizational strategy focusing on the promotion of farmers' and producers' associations; 6. Investment in basic infrastructure related to healthcare, sanitation and education; 7. Investment in physical infrastructure to improve roads, bridges and access to electricity; and 8. Support of local and regional authorities for the implementation of alternative development. ⁴⁴
Cross-cutting themes	Infrastructure development, good governance, education and environmental sustainability (reforestation, education, good agro-forestry practices), gender-specific policies.
Sustainability strategy	Strengthening local organizations to create social capital.
Average timeframe of projects	Three years.
Impact assessment in terms of Millennium Development Goals	Eradication of extreme poverty, environmental sustainability, gender equality and women's empowerment, access to information and communications technology.

42 Peru, Presidencia del Consejo de Ministros and Comisión Nacional para el Desarrollo y Vida Sin Drogas (DEVIDA), *Estrategia Nacional de Lucha contra las Drogas 2012-2016* (February 2012).

43 Budgetary Programme for Comprehensive and Sustainable Alternative Development (PIRDAIS).

44 Peru, Presidencia del Consejo de Ministros and Comisión Nacional para el Desarrollo y Vida Sin Drogas (DEVIDA), *Estrategia Nacional de Lucha contra las Drogas 2012-2016* (February 2012), pp. 15, 16.

Thailand	
Thailand's national alternative development strategy	
Strategy documents:	- <i>A Five Year Plan of National Drug Control (2015-2019)</i> . - <i>An Annual National Drug Control Strategy 2015, Chapter International Cooperation Strategy</i> .
Agencies involved in alternative development strategy	Office of the Narcotics Control Board, Ministry of Commerce, Ministry of Agriculture and Cooperatives, Ministry of Foreign Affairs, Ministry of Defence, Ministry of Natural Resources and Environment, Ministry of Transport, Ministry of Public Health, Ministry of Education, Ministry of Interior.
Definition used	The concept of "sufficiency economy" to help people achieve self-reliance and create balance in their livelihood and improve people's living conditions towards sustainable development. At the same time, prevent forest and watershed destruction, end the cultivation of illicit crops and ensure the betterment of quality of life by merging into socio-economic development plan.
Objectives	1. Survival, the immediate short term to ensure food security and basic needs; 2. Sufficiency, the medium term to increase living standards in a more substantial manner. Introduce market-driven alternatives and explore value adding to the original crop substituted products; 3. Sustainability in order to help community members to be independent to manage their own future and lives.
Embedding in broader policies	- Ministry concerned formulated their annual plan of action inclusive with the activities support alternative development work in the implementing areas. - Alternative development activities are mainstreamed into the broader context of the national socioeconomic plan.
Management structure and lead agency	The Office of the Narcotics Control Board of Thailand is a focal point on alternative development activities with close consultation with the two major implementing agencies, the Royal Project Foundation and the Mae Fah Laung Foundation, under Royal Patronage while regularly coordinating with concerned agencies.
Accompanying strategies	International Cooperation Strategy.
Conditionality for beneficiaries	No official information found.
Beneficiary selection criteria	No official information found.
Conditions of intervention area	Based on the statistic record of opium plantation found and the conditions of areas that need alternative development programme to apply.
Sequencing	Mainly, the project areas are carried out with development-oriented approach. Ground-based eradication is sometimes carried out.
Strategic pillars	International Cooperation Strategy.
Cross-cutting themes	1. Institution Building; 2. Public Awareness; and 3. Regional and International Cooperation.
Sustainability strategy	Institution building and providing real access to sustainable alternative livelihoods.
Average timeframe of projects	No limits.



Philippines	
The Philippines' national alternative development strategy	
Strategy document:	- National Drug Control Strategy (4-year plan). No strategy found.
Agencies involved in alternative development strategy	Through the Dangerous Drugs Board (DDB), the Departments of Justice, Health, National Defense, Finance, Labour and Employment, Interior and Local Government Units (LGUs), Social Welfare and Development, Foreign Affairs, Education; and the Commission on Higher Education, the National Youth Commission, the Philippine Drug Enforcement Agency and Fiber Industry Development Authority (FIDA).
Definition used	"Specifically designed rural development measures" that are aimed at providing lawful, economically viable and sustainable means of income as well as an improved livelihood of people in known cannabis cultivation areas". ⁴⁵
Objectives	a) the improvement of communities' living conditions, (b) decrease in the supply of marijuana, (c) lessening marijuana abuse, (d) improving peace and order situation, and (e) promoting harmonious relations within communities. ⁴⁶
Embedding in broader policies	Within broader concept of rural development aimed at improving the overall quality of life of the target population by addressing not only income but also education, health/safety, infrastructure and social services. ⁴⁷
Management structure and lead agency	The DDB is the policy-making and strategy-formulating body in the planning and formulation of policies and programs on drug prevention and control of the Philippine Government.
Accompanying strategies	Law enforcement, preventive education, drug treatment and rehabilitation, civic awareness and response, regional and international cooperation.
Conditionality for beneficiaries	No official information found.
Conditions of intervention area	Especially in mountainous areas of Northern Luzon, Eastern Visayas and Mindanao.
Sequencing	No official information found.
Strategic pillars	No official information found.
Cross-cutting themes	No official information found.
Sustainability strategy	No official information found.
Average timeframe of projects	No official information found.
Impact assessment in terms of Millennium Development Goals	Eradication of extreme poverty, access to primary education, improvement of health, environmental sustainability.

⁴⁵ Information taken from the website of the Dangerous Drugs Board (DDB), part of the Office of the President: <http://www.ddb.gov.ph/preventive-education/46-sidebar/13-alternative-development>.

⁴⁶ Information taken from the website of the Dangerous Drugs Board (DDB), part of the Office of the President: <http://www.ddb.gov.ph/preventive-education/46-sidebar/13-alternative-development>.

⁴⁷ Ibid.

Trinidad and Tobago	
Trinidad and Tobago's national alternative development strategy	
Strategy documents:	- "The National Drug Policy of Trinidad & Tobago 2014" ⁴⁸ - "Operational Plan for Drug Control in Trinidad and Tobago 2014-2018.
Agencies involved in alternative development strategy	Trinidad and Tobago Police Service, Strategic Services Agency, Financial Intelligence Unit, Customs and Excise Division, Ministry of Justice, Ministry of Health, Ministry of Finance, Ministry of National Security, the Ministry of the Attorney General and the National Drug Council.
Definition used	Integral and sustainable alternative development: departs from the "narrow" definition dealing with the "peculiarities of countries which feature simultaneously as transit points and drug consumer markets". ⁴⁹
Objectives	The objective of alternative development programmes is to redirect (at risk groups) engaged in any aspect of the illicit drug trade towards legal income generating activities.
Embedding in broader policies	Within national agenda of "Sustainable Development". This "includes initiatives which aim to mitigate the socioeconomic conditions which both give rise to, and are the consequences of the challenges posed by illegal drug trafficking and drug use and abuse". ⁵⁰
Management structure and lead agency	The National Drug Council is mandated to monitor, evaluate and co-ordinate the implementation of the national drug control strategy.
Accompanying strategies	Drug demand reduction, law enforcement, interdiction, education; poverty eradication and social justice; human security and the rule of law, information and communication strategy, business development, good governance and international cooperation.
Conditionality for beneficiaries	No official information found.
Beneficiary selection criteria	No official information found.
Conditions of intervention area	Areas (threatened to be) affected by illicit drug trafficking and related criminal activities.
Sequencing	No official information found.
Strategic pillars	Income generation, strengthening education, healthcare, infrastructure
Cross-cutting themes	Youth and women's empowerment, gender mainstreaming, creating healthy lifestyles.
Sustainability strategy	No official information found.
Average timeframe of projects	No official information found.
Impact assessment in terms of Millennium Development Goals	Eradication of extreme poverty, gender equality and women's empowerment, improvement of health.

48 The Republic of Trinidad and Tobago, *The National Drug Policy of Trinidad & Tobago 2014*.

49 The Republic of Trinidad and Tobago, *The National Drug Policy of Trinidad & Tobago 2014*, p. 10.

50 The Republic of Trinidad and Tobago, *The National Drug Policy of Trinidad & Tobago 2014*, p. 10.



Countries implementing or supporting alternative development abroad

China	
China's alternative development support strategy	
Target countries	Myanmar and Lao People's Democratic Republic
Strategy documents:	China supports the Sustainable Alternative Development component of the Sub-regional Action Plan in the framework of the Memorandum of Understanding (MOU) on Drug Control in the Greater Mekong Sub-region.
Definition used	"Opium Substitution Policy", assist the local communities creating alternative livelihoods (agricultural plantation) in former opium poppy cultivation areas.
Objectives	Substituting illicit opium crops by agricultural plantations, focusing on income generation through alternative livelihoods and infrastructure development, providing alternative employment opportunities.
Embedding in broader policies	Within the regional economic development policy of the border regions (a strategy to overcome the socio-economic divide between the centre and the periphery) and within China's international anti-drug policy.
Lead agency	The National Narcotics Control Commission is the central coordinating agency. Yunnan University is participating in the assessment and development of the programmes.
Accompanying strategies	Investments in infrastructure (local transportation, water and electricity, healthcare, education, etc.).
Conditionality	No official information found.
Conditions of intervention area	Areas suitable for agriculture plantations.
Strategic pillars	<ol style="list-style-type: none"> 1. Food assistance as a transition strategy. 2. Regional integration through bilateral contacts of authorities and businessmen; 3. Providing subsidies to Chinese companies if they invest in socioeconomic development at the local level; 4. Granting permits to import crops produced into China.
Cross-cutting themes	Private sector involvement, socioeconomic infrastructure development; environmental protection.
Impact assessment in terms of Millennium Development Goals	Eradication of extreme poverty, access to primary education, gender equality and women's empowerment, reduction of child mortality, improvement of maternal health, improvement of health, environmental sustainability, access to information and communications technology.

European Union	
European Union's alternative development support strategy	
Target countries	Various countries in Latin America and South-East Asia
Strategy documents:	- <i>EU Drugs Strategy 2013-2020</i> (7 December 2012). ⁵¹ - <i>EU Action Plan on Drugs 2013-2016</i> (6/7 June 2013). ⁵² - <i>European Union CORDROGUE 44</i> (18 May 2006). ⁵³ - <i>EU Presidency paper</i> (4 July 2008). ⁵⁴
Definition used	UNGASS 1998 definition for "alternative development".
Objectives	Supporting third countries with integrated approaches to the problem of illicit drug cultivation through effectively organized alternative development initiatives that support "sustainable, legal and gender sensitive livelihoods for people who were previously, or are currently, involved in illicit drug production". ⁵⁵
Embedding in broader policies	Within broader policies of economic development, human rights, human security, poverty reduction and conflict resolution. For example, assistance to Peru takes place in a broader framework of EU-Peru bilateral support fostering local development and inclusive economic growth. In Colombia, support has been embedded in a broader strategy of peace and stability. In Myanmar, the EU supports UNODC projects with a focus on food security.
Lead agency	The Council of the EU's Horizontal Working Group on Drugs (HDG) is the main coordinating body of EU drug policies. Financing of alternative development often takes place through Europe-Aid, as well as the financing for COPOLAD, the partnership cooperation programme between the EU and Latin America.
Accompanying strategies	Drug demand reduction, including risk and harm reduction, law enforcement, interdiction, promotion and protection of human rights, anti-corruption and anti-money laundering policies.
Conditionality	The EU and its Member States shall ensure that alternative development programmes are "properly sequenced" if crop eradication is scheduled. ⁵⁶
Conditions of intervention area	No official information found.
Strategic pillars	Alternative development programmes should be "non-conditional, non-discriminating and, if eradication is scheduled, properly sequenced, set realistic rural development-related objectives and indicators for success, ensuring ownership among target communities and support local development, while considering interactions with factors such as human security, governance, violence, human rights, development and food security". ⁵⁷
Cross-cutting themes	Exchange and transfer of knowledge, involvement of both state and non-state actors.
Impact assessment in terms of Millennium Development Goals	No official information found.

51 European Union, *EU Drugs Strategy 2013-2020* (7 December 2012).

52 European Union, *EU Action Plan on Drugs 2013-2016* (6/7 June 2013).

53 Council of the European Union, "The EU Approach on Alternative Development", *CORDROGUE 44* (18 May 2006).

54 "Key points identified by EU experts to be included in the conclusion of the open-ended intergovernmental expert working group on international cooperation on the eradication of illicit drug and on alternative development", *EU Presidency Paper: Document UNODC/CND/2008/WG.3/CRP.4* (4 July 2008).

55 European Union, *EU Action Plan on Drugs 2013-2016* (6/7 June 2013), p. 13

56 European Union, *EU Drugs Strategy 2013-2020* (7 December 2012), paragraph 30.9.

57 European Union, *EU Drugs Strategy 2013-2020* (7 December 2012), paragraph 30.9.



Germany	
Germany's alternative development support strategy	
Target countries	Afghanistan, Bolivia (Plurinational State of), Colombia, Lao People's Democratic Republic, Myanmar and Peru.
Strategy documents:	- Development-oriented drug policy is a pillar of the <i>National Strategy on Drug and Addiction Policy</i> (2012). ⁵⁸ - BMZ strategy on Alternative Development: <i>Rethinking the Approach of Alternative Development. Principles and Standards of Rural Development in Drug Producing Areas</i> (2013). ⁵⁹
Definition used	Within the national strategy, the term "alternative development" is used, but under a broader concept that was initially called "development in drugs environment" ⁶⁰ but is now used to refer to an "integrated approach to rural development in drug producing areas." ⁶¹ It can be described as: "sustainable rural development in regions of drug cultivation and a transformation of the framework conditions that initially led to the establishment of drug economies". ⁶²
Objectives	Addressing the underlying factors and root causes of the appearance and flourishing of illicit drug economies, i.e. those related to fragile state institutions, chronic poverty, violence and conflict. Instead of primarily focusing on the short-term reduction of illicit cultivation, the German approach "targets the improvement of human development indicators and framework conditions in drug cultivation areas". ⁶³
Embedding in broader policies	Within broader development and security strategies; for example, the "Development for Peace and Security" strategy. ⁶⁴
Lead agency	Federal Ministry of Economic Cooperation and Development (BMZ); Deutsche Gesellschaft für internationale Zusammenarbeit (GIZ) GmbH on behalf of BMZ.
Accompanying strategies	Reform and strengthening of state institutions; Prevention of violence; Sustainable local economic assistance.
Conditionality	Alternative development is not conditional on prior drug crop eradication: Germany supports the idea that "the reduction of drug crops should be a consequence of development processes and not a requirement.
Conditions of intervention area	No official information found.
Strategic pillars	Based on a comprehensive approach to rural development, alternative development should reduce dependency on illicit crops over the long term, through targeting the broader institutional, legal, commercial and agricultural setting in which illicit economies flourish.
Cross-cutting themes	Environmental recovery, agricultural diversification.
Impact assessment in terms of Millennium Development Goals	Eradication of extreme poverty, gender equality and women's empowerment, environmental sustainability.

58 Germany, Drug Commissioner of the Federal Government, "National Strategy on Drug and Addiction Policy" (15 February 2012).

59 Germany, BMZ, "Rethinking the Approach of Alternative Development: Principles and Standards of Rural Development in Drug Producing Areas" (February 2013).

60 Germany, BMZ, "Development in a Drugs Environment: A Strategic Approach to "Alternative Development". A Discussion Paper by the Development-oriented Drug Control Programme (DDC)" (February 2006).

61 Germany, BMZ, "Rethinking the Approach of Alternative Development: Principles and Standards of Rural Development in Drug Producing Areas" (February 2013). p. 3.

62 Germany, Drug Commissioner of the Federal Government, "National Strategy on Drug and Addiction Policy" (15 February 2012), p. 60.

63 Germany, BMZ, "Rethinking the Approach of Alternative Development: Principles and Standards of Rural Development in Drug Producing Areas" (February 2013), p. 3.

64 Germany, BMZ, "Entwicklung für Frieden und Sicherheit. Entwicklungspolitisches Engagement im Kontext von Konflikt, Fragilität und Gewalt", BMZ-Strategiepapier 4 (2013).

Russian Federation	
Russian Federation alternative development support strategy	
Target countries	Afghanistan and Central Asia
Strategy documents:	- Rainbow 2 Plan for the Elimination of Afghan Drug Production, elaborated on in the "A New Generation of Alternative Development Programs for Elimination of Drug Production in Afghanistan" document. ⁶⁵
Definition used	The term "Alternative development" is used but as a broad strategy to boost "Afghan economic development to create employment", relying heavily on large-scale investment in energy infrastructure (e.g. hydroelectric power plants) and sectors such as mining, engineering, and the chemical industry. As such, the Russian Federation's concept of "alternative development" is quite indirect: not substituting crops or creating livelihoods directly at the farm level, but rather through the creation of economic development and alternative livelihoods in other sectors and settings.
Objectives	1. Rapid economic development of Afghanistan creating a dynamic legal economy of the country, overcoming social and economic distress, and disrupting the social base of the illicit drug economy.
Embedding in broader policies	Broader security framework of "Security Through Development".
Lead agency	Federal Drug Control Service.
Accompanying strategies	Security policy focusing on national reconciliation, law enforcement, crop eradication.
Conditionality	No official information found.
Conditions of intervention area	Both urban and rural areas, not necessarily the areas where illicit cultivation takes place.
Strategic pillars	1. Building basic infrastructure to support housing and economic development programs that will create new livelihoods; 2. Mass industrialization to provide jobs and increase income; 3. Enhanced access to socioeconomic infrastructure and services (healthcare and education).
Cross-cutting themes	Regional approach, linking countries through transport, trade and energy networks.
Impact assessment in terms of Millennium Development Goals	No official information found.

65 Institute for Democracy, Migration and Regional Development (Russian Federation) and Center for Strategic and Foreign Policy Studies (Republic of Belarus), "New Generation of Alternative Development Programs for Elimination of Drug Production in Afghanistan. An Analytical and Project Report" (Moscow 2014).



Thailand	
Thailand's alternative development support strategy	
Target countries	Indonesia, Afghanistan, Myanmar and Lao People's Democratic Republic.
Strategy documents:	MOU or Agreement between countries on project implementation.
Definition used	"Opium substitution", but not necessarily directly linked to areas where illicit cultivation takes place, but rather creating alternative livelihoods in other areas through development-oriented approach.
Objectives	Improve quality of life of the people and be sustained in development. No longer depends on illicit crop cultivation.
Embedding in broader policies	Within the MOU or agreement between countries.
Lead agency	The Office of the Narcotics Control Board of Thailand is a focal point on alternative development activities with the close consultation with the two major implementing agencies, the Royal Project Foundation and the Mae Fah Laung Foundation, under Royal Patronage.
Accompanying strategies	Investments in infrastructure (local transportation, water and electricity, healthcare, education, etc.). Contributions of technical assistance.
Conditionality	No official information found.
Conditions of intervention area	No official information found. In principles, it is based on the agreement upon countries concerned on project sites selection.
Strategic pillars	<ol style="list-style-type: none"> 1. Food assistance as a transition strategy. 2. Regional integration through bilateral contacts of authorities and businessmen; 3. Providing subsidies to Chinese companies if they invest in socioeconomic development at the local level; 4. Granting permits to import crops produced into Thailand.
Cross-cutting themes	Socioeconomic infrastructure development; environmental protection.
Impact assessment in terms of Millennium Development Goals	No official information found.

United States	
United States' alternative development support strategy	
Target countries	Afghanistan, ⁶⁶ Colombia, ⁶⁷ Pakistan, ⁶⁸ Peru (in recent years also Ecuador and the Plurinational State of Bolivia until 2013).
Strategy documents:	The United States has no central alternative development support strategy, but a separate strategy for each partner country, under a development cooperation strategy: - USAID/Peru's Country Development Cooperation Strategy 2012-2016. ⁶⁹ - USAID/Colombia's Country Development Cooperation Strategy 2014-2018: A Path to Peace (13 June 2014). ⁷⁰
Definition used	"Alternative development activities encourage the stimulation and viability of licit, rural economies". ⁷¹
Objectives	1. Reduce illicit cultivation and production; 2. Create an environment that will promote and enhance the viability of broader political, economic and social development; 3. Increase access to justice; 4. Protect human rights; 5. Promote good governance; 6. Improve social inclusion; 7. Strengthen natural resource management.
Embedding in broader policies	Within broader support for poverty reduction, socioeconomic development, general (rural) development, governance and rule of law strategies.
Lead agency	The United States Agency for International Development (USAID) is the agency responsible for most of the economic and development assistance related to alternative development. Overall foreign policy guidance is provided by the Secretary of State. Its Bureau for International Narcotics and Law Enforcement Affairs (INL) is also funding alternative development projects (e.g. in Afghanistan) through implementing partners.
Accompanying strategies	Law enforcement, crop eradication, interdiction, drug demand reduction (abroad).
Conditionality	Alternative development aid is generally conditional on the (prior) voluntary or forced eradication of illicit crops.
Conditions of intervention area	Generally focused on poor, marginalized areas.
Strategic pillars	1. Strengthen the culture of legality; social and economic development in areas vulnerable to or already affected by the production of illicit crops and narcotics trafficking.
Cross-cutting themes	Increase agricultural productivity; regenerate agribusiness by increasing linkages between farmers, markets and trade corridors; infrastructure (e.g. irrigation systems); good governance; environmental protection (e.g. reforestation); anti-corruption; education.
Impact assessment in terms of Millennium Development Goals	No official information found.

66 United States, Executive Office of the President, FY 2014 Budget and Performance Summary, Companion to the National Drug Control Strategy (April 2013), pp. 244, 245.

67 United States, Executive Office of the President, FY 2014 Budget and Performance Summary, Companion to the National Drug Control Strategy (April 2013), p. 246.

68 Support to Pakistan is mainly related to preventive alternative development by continuing to "improve the economic potential of current and former poppy growing lands", focusing on support for high-value alternative crops, training courses for farmers and their communities, and the construction of infrastructure such as related to roads, bridges, water and energy; United States, Executive Office of the President, FY 2014 Budget and Performance Summary, Companion to the National Drug Control Strategy (April 2013), p. 247.

69 USAID/Peru. 2012. "USAID/Peru Country Development Cooperation Strategy 2012-2016". Lima, Peru: USAID/Peru.

70 USAID/Colombia. 2014. "Country Development Cooperation Strategy 2014-2018: A Path to Peace". Bogota, Colombia: USAID/Colombia.

71 USAID, Office of the Inspector General, Audit of USAID/Colombia's Alternative Development Program, Audit Report No. 1-514-10-004-P (12 March 2010), p. 3.