

Report
Workshop portion of the International Workshop and Conference on Alternative
Development ICAD
Chiang Rai and Chiang Mai Provinces, Thailand
6 – 11 November 2011

I. Summary

The present report has been prepared pursuant to Commission on Narcotic Drugs resolution 53/6 entitled “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” and resolution 54/4, entitled “Follow-up on the proposal to organize an international workshop and conference on alternative development”. The resolution welcomed the proposal of Peru and Thailand to host an international workshop and conference on alternative development in order to gather inputs and contributions and to assess past and ongoing efforts for the future endeavor of developing a set of international guiding principles to serve as guidelines for more effective alternative development programmes in drug-producing areas, to be considered by the high-level representatives attending this Workshop and Conference. This report conveys the outcome of the Workshop portion of the two part event and complies with the request to the Executive Director of the United Nations Office on Drugs and Crime to report to the Commission at its fifty-fifth session.

II. Background

The International Workshop on Alternative Development was held in Chiang Rai and Chiang Mai, Thailand, from 6 – 11 November, 2011, in compliance with Commission on Narcotic Drugs (CND) resolutions 53/6 and 54/4. The objective of the event was to gather inputs and contributions and to assess past and ongoing efforts for the future endeavor of developing a set of international guiding principles to serve as guidelines for more effective alternative development programmes in drug-producing areas, to be considered by the high-level representatives attending this workshop and conference.

As the first part of the International Workshop and Conference on alternative development, Thailand organized a Workshop in association with the Government of Peru and in close collaboration with the United Nations Office on Drugs and Crime (UNODC) dated 6-11 November 2011

The closing plenary session was co-chaired by H. E. Mrs. Nongnuth Phetcharatana, Ambassador and Permanent Representative of Thailand to the United Nations (Vienna) and H.E. Mr. Antonio Garcia Revilla, Ambassador and Permanent Representative of Peru to the United Nations (Vienna).

The Workshop was attended by 104 participants composed of experts and government representatives in the field of alternative development from 28 countries. The following countries were represented: Afghanistan, Bangladesh, Bolivia, Cambodia, Colombia, China, Ecuador, Egypt, Finland, France, Germany, India, Indonesia, Jamaica, Lao PDR, Myanmar, Netherlands, Nigeria, Pakistan, Peru, the Philippines, Singapore, South Africa, Sudan, Thailand, United States of America, Viet Nam, and Yemen.

The Workshop was held in the form of working groups and plenary sessions. It was a good opportunity for experts to discuss perspectives, share experiences and best practices in open debate with a view to identifying inputs for international guiding principles. The Workshop consisted of field visits to various programme sites in the Doi Tung Development Project, Chiang Rai Province, and the Royal Agricultural Station in Angkhang, Chiang Mai Province, former major opium poppy growing areas in the Golden Triangle. This arrangement of the Workshop provided opportunity for the participants to engage directly with former opium poppy growing communities and enhance understanding of the realities and complexities of the problems, as well as the strategies and programmes on how this was overcome.

III. Deliberations

The Workshop discussions covered a number of important issues relative to alternative development, particularly; balanced approach and proper sequencing; promotion and protection of human rights; security, governance and the rule of law; strengthening research, data collection and assessment tools; international cooperation, coordination and funding; shared responsibility, social entrepreneurship, marketing and trade; and sustainability, ownership and participatory approach.

The following are the most salient points arising from discussion in the working groups and the plenary sessions:

- i. Poverty and the inadequate enforcement of the rule of law are some of the root causes of the illicit cultivation and therefore need to be addressed when designing, implementing, monitoring and evaluating alternative development programmes.
- ii. Alternative development programmes should be mainstreamed as part of the broader national development strategy.
- iii. Development assistance in areas with illicit cultivation must be undertaken in full compliance with the overall aims of the promotion and protection of human rights.
- iv. Assessment of quantitative and qualitative impacts of alternative development programmes should include the use of human-development indicators and reflect the Millennium Development Goals.
- v. International financial institutions and the broader development community should allocate sufficient financial and other resources to alternative development programmes.
- vi. Alternative development programmes should take due account of traditional licit uses where there is historic evidence of such use.
- vii. Alternative development programmes should be based on a market driven approach with an initial emphasis on local and domestic consumption, before aiming for national and international markets. The programmes should include rural economy models that strengthen local markets.
- viii. Environmental conservation, the promotion of rational natural resource management, the protection of fauna and flora and biodiversity are also key elements of alternative development strategies.
- ix. Monoculture generates a number of risks for the local communities including environmental degradation, dependence on market demands and prices, and reduction in agricultural areas affecting food security and other livelihoods.
- x. Alternative development and strategies should take into account a sense of ownership and community participation.

- xi. Land tenure and other related resource management issues are also key components of building licit and sustainable livelihoods.
- xii. Social entrepreneurship – the practice of using business profits from value-added, locally manufactured goods to generate social benefits – should be encouraged in order to promote faster gains in socio-economic sustainability and social security.
- xiii. Appropriate resources to initiatives that include the reduction of both illicit demand and illicit supply are necessary to maintain a balanced approach and to achieve maximum effectiveness in the fight against drug abuse.

There were, however, diverse views among participants which require further discussions. These are outlined below.

- i. Individuals engaged in small drug trafficking due to poverty should also have access to alternative development assistance.
- ii. At the moment of adoption the delegation of Bolivia stressed the point that efforts should be made to explore the potential for an increase of licit uses in order to decrease the share of cultivation currently destined for the illicit market.
- iii. Promoting increased cooperation between the security and development sectors should adhere to the principles of human rights protection and explore the impact of potential militarization in the area in question.
- iv. The need to consider developing strategies to control excess coca crop cultivation through mechanisms of community control (social control) with the active participation of all relevant stakeholders.

This report is the outcome document from the “Workshop portion of the International Workshop and Conference on Alternative Development ICAD” to be further considered at the International Conference in accordance with the operational paragraph 3 of CND resolution 54/4.

IV. Inputs for the draft International Guiding Principles on Alternative Development

The Workshop agreed on the inputs for the draft International Guiding Principles as attached in Annex.

ANNEX I

Inputs for the Draft International Guiding Principles on Alternative Development

Preamble

1. Resolution 53/6 of the Commission on Narcotic Drugs welcomed, inter alia, the proposal of Peru and Thailand to jointly host an international workshop to be held in Thailand consisting of visits to various alternative development sites and discussion on best practices and lessons learned in alternative development with practitioners in the field, back to back with an international conference on alternative development among all stakeholders, to be organized in close collaboration with the United Nations Office on Drugs and Crime.
2. Resolution 54/4 of the Commission on Narcotic Drugs noted that the aim of the above-mentioned events was to gather inputs and contributions and to assess past and ongoing efforts for the future endeavor of developing a set of international guiding principles to serve as guidelines for more effective alternative development programmes in drug-producing areas, to be considered by the high-level representatives attending the above-mentioned international conference.
3. In this context, it should be recalled that the *Action Plan on International Cooperation on the Eradication of Illicit Drug Crops and on Alternative Development* adopted by the General Assembly at its Twentieth Special Session (UNGASS) in 1998 defines “alternative development” 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”.
4. Sustainable crop control strategies targeting illicit cultivation of crops (including opium poppy, coca bush, and cannabis plant)¹ used for the production of narcotic drugs require international cooperation based on the principle of shared responsibility and an integrated and balanced approach.
5. Development oriented drug policies and programmes should be undertaken in accordance with the Charter of the United Nations and international law, in particular, respect for the sovereignty and territorial integrity of States, human rights and fundamental freedoms and the principles of the Universal Declaration of Human Rights, and the principle of shared responsibility, as well as the United Nations Millennium Development Goals, also taking into account the rule of law, the specific situations of countries and regions and, where appropriate, security concerns.
6. The *Political Declaration and Plan of Action on International Cooperation Towards an Integrated and Balanced Strategy to Counter the World Drug Problem* and the *Action Plan on International Cooperation on Eradicating the Illicit Cultivation of Crops Used for the Production of Narcotic Drugs and Psychotropic Substances and on Alternative Development* adopted by the High-Level Segment of the Commission on Narcotic Drugs at its 52nd Session in 2009 represents a significant advance as it promotes alternative development within a framework of broad national rural development,

¹ Political Declaration and Plan of Action on International Cooperation towards an Integrated and Balanced Strategy to Counter the World Drug Problem (General Assembly Resolution S-20/2) paragraph 36 (a).

emphasizes the need to address poverty as a driver of illicit crop cultivation, and suggests the coupling of both human development and crop reduction indicators to measure the success of alternative development efforts. In addition, the Political Declaration in paragraphs 24 (a), (b) and (c) recognizes that sustainable crop control strategies include, inter alia, “(i) alternative development and, where appropriate, preventive alternative development; (ii) eradication; and (iii) law enforcement measures”,... “taking due account of the traditional licit uses of crops where there is historical evidence of such use and giving due consideration to the protection of the environment.”

7. A balanced approach and the framework of sustainable development, with a specific focus on preventing and reducing the illicit cultivation and production of crops used for the production of narcotic drugs, is necessary to achieve effective and sustainable alternative development programmes and improved livelihoods. This must also include the allocation of appropriate resources to initiatives geared towards reducing both illicit demand and illicit supply. Although the international community is coming to recognize the need to deliver properly sequenced development assistance to targeted communities, the long delays in comprehensive programme design and long-term, on-the-ground project delivery are fomenting frustrations among the population and, at times, also social unrest, and, in some cases, fuelling support for violence and conflicts in and around the areas of illicit cultivation.

8. Member States, international organizations, the competent organs of the United Nations system, in particular the United Nations Office on Drugs and Crime, regional organizations, development agencies, donors and international financial institutions, as well as non-governmental organizations and civil society, must identify ways to strengthen synergy in bringing development-oriented drug policy to the forefront of their agendas. Increased efforts should be made to highlight the work accomplished and the benefits provided to affected and targeted communities, and best practices and lessons learned should be identified and shared, failures evaluated and conclusions disseminated to the broader development community. Long-term sustainable reductions in illicit cultivation are more likely to be realized if they are based on an integrated and balanced drug policy approach, jointly with actions addressing poverty reduction, social inclusion, environmental protection, food security and improved socio-economic conditions, as well as respect for human rights.

THEREFORE, the following guiding principles should be considered as international standards for the alternative development component of national and international development-oriented drug policies. They are also intended to assist Member States, international organizations, regional organizations, development agencies, donors and international financial institutions, as well as non-governmental organizations, in the design, formulation, monitoring and evaluation and implementation of effective alternative development programmes and strategies with the ultimate goal of securing sustainable alternative livelihoods for the affected farmers and communities.

I. Guiding Principles

1. Alternative development should be mainstreamed into a larger socio-cultural-economic development context with emphasis on the need to address poverty, inadequate enforcement of the rule of law in some areas, and other related social injustices reflecting also the United Nations Millennium Development Goals, and as part of sustainable strategies for the control of illicit crops.
2. Long-term cooperation, coordination and commitment are essential for a holistic and integrated approach involving multi-level and multi-sectoral stakeholders.
3. Local communities and relevant organizations should be involved in the design, implementation,

monitoring, and evaluation of all alternative development-related programmes in order to truly reflect the needs of the target communities.

4. Rural poverty, the existence of illicit crops and the vulnerability of other areas to the contagion of illicit crops are often caused by inadequate enforcement of the rule of law in the territory. As poverty and illicit crops go hand in hand when there are no institutional capacities to guarantee the fundamental rights of the population, the State should effectively provide the required development services.

Commentary/Implementation:

Member States, international organizations, regional organizations, development agencies, donors and international financial institutions, as well as non-governmental organizations, shall apply their utmost efforts to:

- (i) recognize that poverty and the inadequate enforcement of the rule of law in some areas are some of the root causes of the illicit cultivation and production of crops used for the production of narcotic drugs;
- (ii) tackle the links between poverty and the lack of essential basic services in the affected communities in a holistic and integrated development approach;
- (iii) build and maintain cooperation, dialogue, and trust with and between stakeholders- from people at the grassroots level and local authorities to leaders at the national level- to ensure participation and ownership for long-term sustainability;
- (iv) develop policies and programmes that take into account realistic assessment of potential impacts on illicit drug crop cultivation;
- (v) adjust the focus of development programmes and projects so that all stakeholders recognize and understand the real impact they might have on illicit cultivation of crops used for the production of narcotic drugs, and take steps to minimize negative consequences;
- (vi) implement long-term projects and programmes to provide realistic opportunities to fight poverty, enhance livelihood and strengthen governance and the rule of law;
- (vii) address with specific measures the situation of women and children, due to their vulnerability and exploitation in the illicit drug economy;
- (viii) due to the transnational nature of drug crimes, encourage and support transboundary alternative development activities where feasible; and
- (ix) provide assistance for the treatment of affected drug dependents to reduce local demand and to help them become productive citizens of their society.

II. Balanced Approach and Proper Sequencing

1. Proper sequencing of alternative development programmes and strategies are crucial. Viable alternative livelihoods for small-farmer households in the broader context of rural development should be set in place to ensure the reduction of crops used for the production of narcotic drugs, in accordance with broader drug control policies, including, as appropriate, demand reduction, law enforcement, preventive measures, and awareness raising.
2. Alternative development activities should be viewed as long-term commitments and carried out at a pace appropriate to each stage of socio-economic development, and in accordance with the cultural specificities of each country and region.
3. The effectiveness of alternative development programmes on the reduction of both, poverty and cultivation of illicit crops, depends on the achievement of structural transformations that promote economic, social and institutional integration. For these reasons, new opportunities should be created for the affected population, especially the poorest, to generate by themselves their economic, social and environmental progress.

Commentary/Implementation:

Member States, international organizations, regional organizations, development agencies, donors and international financial institutions, as well as non-governmental organizations, shall apply their utmost efforts to:

- (i) 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;
- (ii) recognize that alternative development requires the implementation of articulated short, medium, and long term plans and actions from all relevant actors to promote structural changes of the affected areas;
- (iii) ensure programmes or projects do not inadvertently encourage illicit cultivation of crops used for the production of narcotic drugs;
- (iv) promote coordination and encourage programmes to be complementary in their interventions, at local, regional and national level;
- (v) ensure the continuity and appropriate phasing of alternative development activities - with short-term measures leading into medium- and long-term measures - in order to allow the changes to be accepted and embraced by the communities;
- (vi) recognize that improperly sequenced drug control measures may trigger the migration of farming communities;
- (vii) take into consideration that eradication measures may result in the geographical shifting of illicit crop on national and regional level; and

- (viii) be realistic about what alternative development programmes can achieve concerning reducing illicit supply to the global drug market, as the effectiveness of any supply reduction strategy depends on the market dynamics of supply and demand.

III. Promotion and Protection of Human Rights

1. Development assistance in areas with illicit cultivation must be undertaken in full compliance with the overall aims of the promotion and protection of human rights, poverty alleviation, violence/conflict prevention, reconciliation and peace building.
2. The classification of crops should be interpreted according to the constitutional and legal norms of states.
3. Rights, values, religions, traditions and customs of local or indigenous communities and civil society should be taken into account in accordance with national policies and laws, including land rights and environmental protection, respect for human rights and youth and women involvement.

Commentary/Implementation:

Member States, international organizations, regional organizations, development agencies, donors and international financial institutions, as well as non-governmental organizations, shall apply their utmost efforts to:

- (i) respect the culture, aspirations, traditions, practices, and wisdom and skills of the local population when initiating and during the alternative development programmes; and
- (ii) support transportation infrastructure, schools, primary, health care, electricity, water, housing, means of communication, and other services addressing basic human needs, including support for the treatment of affected drug dependents, all within a framework of the promotion and protection of economic, social, and cultural rights, in order to promote the aspirations of marginalized and targeted communities.

IV. Security, Governance and the Rule of Law

1. Implementation of alternative development should go hand in hand with efforts to uphold the rule of law, enhance governance, and promote security, given the links between drug trafficking, terrorism, corruption, and other forms of organized crime.
2. Since illicit cultivation may take place in remote and inaccessible areas characterized by inadequate enforcement of the rule of law, often susceptible to drug cartels and/or local warlords engaging in drug trafficking, corruption, financing of violent actions, and other forms of crime, measures that respond to the problems of inadequate enforcement of the rule of law should be properly included in any development-oriented drug policies in order to support farmers in their efforts to leave the drug economy.
3. Civil society participation in government policy-making should be encouraged.

4. Structural reforms to radically reduce poverty and reduce the incidence of illicit crops require the effective and efficient mobilization of the entire state institutions.

5. Alternative development is multifaceted and its implementation should respond to the unique political, cultural and sovereign characteristics of each state.

Commentary/Implementation:

Member States, international organizations, regional organizations, development agencies, donors and international financial institutions, as well as non-governmental organizations, shall apply their utmost efforts to:

- (i) promote increased cooperation between the security and development sectors and adopt an integrated approach which involves all relevant actors;
- (ii) ensure that the implementation of alternative development enhances synergy and trust among the national government, local administrations and communities in building local ownership and cooperation;
- (iii) promote reforms of the justice and security sectors as well as governance and anti-corruption measures in a manner conducive to enhancing alternative development efforts; and
- (iv) promote governance capabilities in order to strengthen the rule of law at the local level.

V. Strengthening Research, Data-Collection and Assessment Tools

1. The importance of reliable data collection and assessment in order to monitor and evaluate progress and impact should be emphasized. Alternative development projects and programmes should firstly address the deficits and development potential of the particular households, cooperatives, local governance and all relevant institutions, and production associations involved on the basis of a baseline and follow-up longitudinal studies.

2. Control of illicit cultivation should be based on people-centered development approach in order to address the underlying causes and insecurities that enable and encourage cultivation. Reductions in cultivation in an isolated manner alone are not adequate measures of real progress or long-term impact in drugs control. Thus, the impact of alternative development programmes must be measured by human development, socio-economic and environmental indicators, in addition to illicit cultivation estimates.

Commentary/Implementation:

Member States, international organizations, regional organizations, development agencies, donors and international financial institutions, as well as non-governmental organizations, shall apply their utmost efforts to:

- (i) apply human development, socio-economic, institutional, cultural and environmental indicators, in addition to illicit cultivation estimates in assessing alternative development programmes in order to ensure that the outcome truly benefit the targeted

communities, are in line with national development objectives, the Millennium Development Goals and the Development Assistance Committee (DAC) standards of the OECD, and reflect accountable use of donors' funds; and

- (ii) ensure that the design and implementation of development programmes are evidence-based and grounded in a thorough analysis of local socio-economic realities, practices, knowledge and customs.

VI. International Cooperation, Coordination and Funding

1. The most useful role for international cooperation development assistance should be to catalyze and stimulate the commitment and mobilization of the relevant state institutions, so that the required resources reach the targeted communities, framed in short, medium, and long-term plans of actions of effective impact.

2. Trilateral cooperation, utilizing the expertise of developing countries and the financial and technical support of developed countries in assisting other developing and least developed countries (LDCs), should be promoted.

3. South-South cooperation should be encouraged, particularly in regards to sharing of best practices and lessons learned in alternative development projects, supported by bilateral and multilateral donors, including through international seminars and workshops with a view to benefitting from them, where appropriate, in accordance with national and local specificities.

4. Alternative development programmes should be integrated, when circumstances require to do so, into broader regional, sub-regional and bilateral cooperation treaties and arrangements.

5. Development assistance should not be conditional on reductions in illicit cultivation.

6. Alternative development strategies and programmes should be based upon a broad coalition and coordination of executing parties and longer than usual commitment of national and international partners, including local institutions involved and personal efforts of their leaders. In addition, they should maximize synergies among all the executing parties.

Commentary/Implementation:

Member States, international organizations, regional organizations, development agencies, donors and international financial institutions, as well as non-governmental organizations, shall apply their utmost efforts to:

- (i) enhance technical support, including exchange of expertise and resources, and long-term flexible funding for alternative development programmes, in order to attain self-sustainability;
- (ii) recognize that conditionality may be counter-productive and may generate perverse incentives to grow certain crops in order to get assistance;
- (iii) consider the possibility of creating a fund for alternative development programmes which could be used in order to face major emergency situations, in order to ensure continuity; and

- (iv) recognize that the international cooperation resources for alternative development programmes should be geared towards the efforts and determination of state institutions to reduce poverty, while preventing and reducing also illicit crops.

VII. Shared Responsibility, Social Entrepreneurship, Marketing and Trade

1. Access to market, appropriate infrastructure and a market-driven and value-added approach should be considered crucial in order to ensure the viability of products from alternative development programmes and to contribute to increased income and sustainable livelihoods for targeted communities.

2. Social entrepreneurship - the practice of using business profits from value-added, locally manufactured goods to generate social benefits - should be encouraged in order to promote faster gains in socio-economic sustainability and social security.

Commentary/Implementation:

Member States, international organizations, regional organizations, development agencies, donors and international financial institutions, certification bodies, as well as non-governmental organizations, shall apply their utmost efforts to:

- (i) consider measures to enable products of alternative development to have easier access to national and international markets, taking into account applicable multilateral trade rules, including the possibility of creating a seal of approval for alternative development products. In that sense, an international preventive alternative development certification could be an important way for guaranteeing the sustainability of alternative development projects;
- (ii) promote, where appropriate, the required socio-economic infrastructure and a conducive environment, including roads, the promotion and enhancement of farmer associations, micro-finance schemes or alternative finances and the use of special marketing regimes, for example those based on fair trade principles and the commerce of organic products and other existing standards;
- (iii) combine local wisdom, indigenous knowledge, and available resources with a market-driven product development approach, capacity building, skill training of the involved population, effective management, and entrepreneurship in order to lead to the creation of a viable value chain at the local level, when applicable;
- (iv) support policies conducive to the development of rural economy models and their management capacity in order to maximize value from primary production and to ensure their integration into national and international markets; and
- (v) promote the adaptation of public policies and institutional offers of development services, including financing, technical assistance and property rights.

VIII. Sustainability, Ownership, and Participatory Approach

1. The concept of sustainability and the sense of ownership and community participation should be mainstreamed in the development and implementation of alternative development programmes and strategies.
2. Poor and vulnerable communities should be properly empowered, in order to establish a socio-economic transformation process in a participatory manner.
3. Sustainability should be promoted through the creation of value chains, utilizing local wisdom, indigenous knowledge, capacity building, research, marketing and entrepreneurship.
4. Environmental conservation activities should be incorporated into development-oriented drug policies in order to adapt to the impact of climate change and to avoid negative consequences of damages to the biodiversity of the ecosystem.
5. Alternative development projects and programmes should be designed, implemented, monitored and evaluated according to the principle of ownership and taking due account, through participatory project planning, of local needs and specific conditions.

Commentary/Implementation:

Member States, international organizations, regional organizations, development agencies, donors and international financial institutions, as well as non-governmental organizations, shall apply their utmost efforts to:

- (i) promote ownership and participation in the design, implementation, monitoring and evaluation of alternative development projects and programmes;
- (ii) promote empowerment, including articulation, communication and participation of the community and local authorities and other actors to sustain achievements of the projects and programmes;
- (iii) take into account land rights and other related land management resources when designing, implementing, monitoring and evaluating alternative development programmes, including internationally recognized rights of the indigenous peoples and local communities;
- (iv) raise awareness among rural communities of the negative impacts that deforestation, unregulated use of natural resources and the poaching of wildlife have on long-term development and the activities of conservation of the environment should be incorporated in the strategies and programmes of drug policies, so as to contribute to the process of adaptation and mitigation of climate change; and
- (v) assure that alternative development programmes include locally appropriate aspects of environmental protection through the provision of incentives for conservation, so as to allow local communities to improve their livelihoods, including appropriate education and awareness-raising programmes.