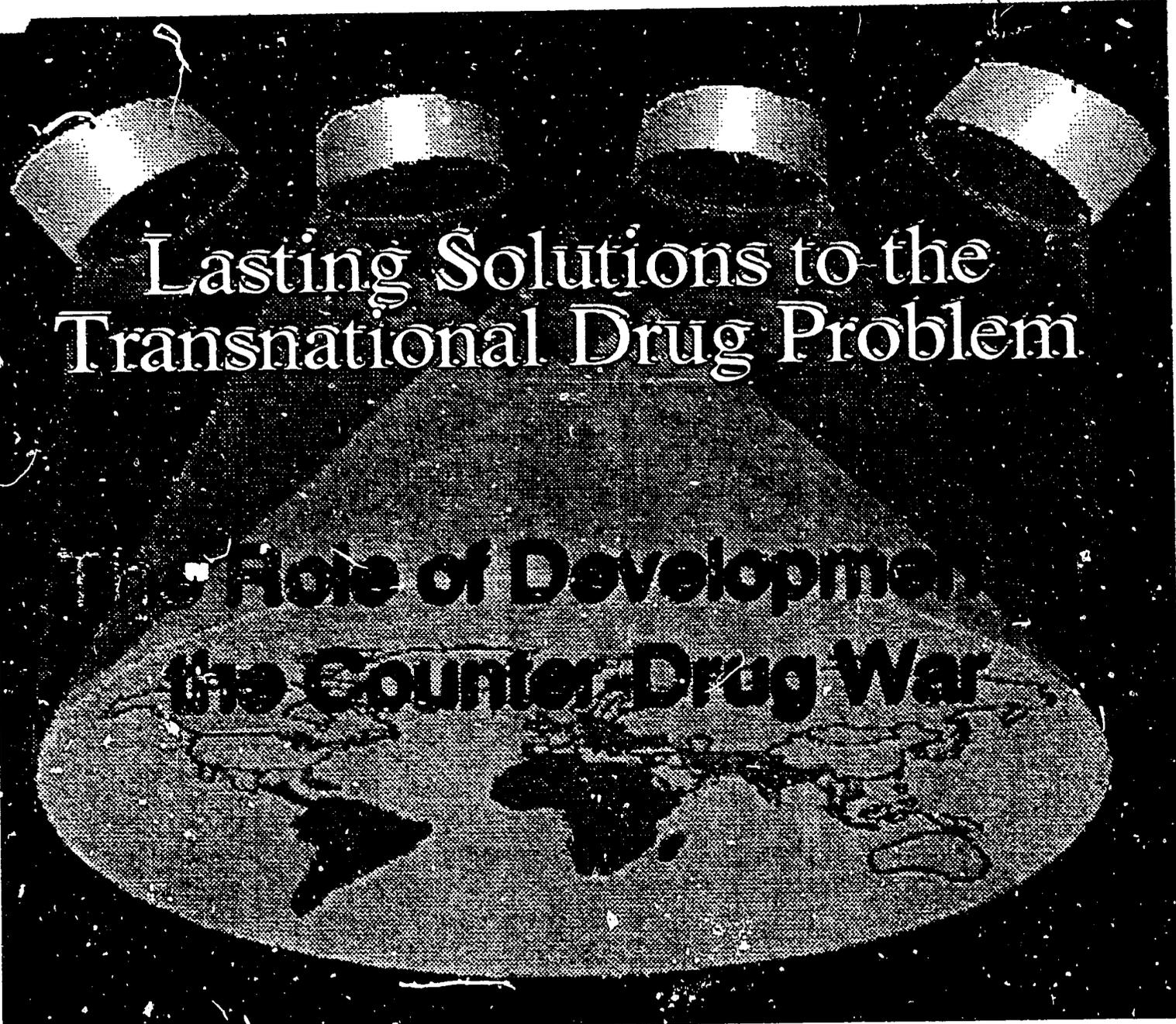


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# Lasting Solutions to the Transnational Drug Problem

## The Role of Development in the Counter Drug War

**U.S. Agency for International Development**

**July 1991**

**TABLE OF CONTENTS**

**The Evolution of A.I.D.'s Counter-Narcotics Portfolio**

**An Overview of A.I.D.'s Counter-Narcotics  
Program by Region**

**LATIN AMERICA AND THE CARIBBEAN**

**Andean Region  
Other South America  
Mexico and Central America  
Caribbean**

**ASIA REGION**

**Regional Asia Activities  
South West Asia  
South East Asia**

**EASTERN EUROPE**

**Some Lessons Learned from the A.I.D. Experience**

## The Evolution of A.I.D.'s Counter-Narcotics Portfolio

The United States Agency for International Development (A.I.D.), the principal provider of United States overseas development assistance, has been involved with international counter-narcotics activities since the late 1960s. From that time until the early 1990s, A.I.D. has actively financed counter-narcotics activities in more than 25 developing countries. A.I.D. funding for counter-narcotics in the 1980s exceeded \$100 million; annual spending for narcotics programs in FY 1991 alone is double the entire 1980s level and is expected to be nearly \$300 million in FY 1992. (See Figure 1). This significant increase in funding is primarily the result of new resources arising from President Bush's Andean Initiative.

A.I.D.'s portfolio in counter-narcotics activities has evolved significantly over the last two decades from crop substitution to more recent comprehensive alternative development programs and economic policy reform such as those in Bolivia, Colombia, and Peru. Initially, A.I.D. provided counter-narcotics assistance toward crop substitution and public-safety programs. By 1975, however, the U.S. Congress prohibited A.I.D. from providing assistance in the areas of public safety and law enforcement. Subsequently, the U.S. Department of State absorbed the law enforcement components of A.I.D.'s counter-narcotics portfolio.

In 1981, Congress amended the Foreign Assistance Act, which serves as A.I.D.'s legislative mandate, by directing A.I.D. to "give priority consideration to programs which would help reduce illicit narcotics cultivation by stimulating broader development opportunities." In 1982, the Administrator of A.I.D. issued a policy determination paper on counter-narcotics, officially establishing the Agency's position. Among the chief mandates of that policy determination were that A.I.D. would:

### A.I.D. Administrator's Statement on Narcotics - 1982

- Provide economic alternatives to farmers in narcotics growing areas, including support for appropriate local non-governmental organizations (NGOs)
- Obtain assurances from host-country governments that narcotic crops will not be permitted within A.I.D. project areas

# A.I.D.'s Counter-Narcotic Resources

208



Figure 1

- Coordinate with the Department of State on a yearly narcotics analysis and in obtaining the necessary commitments from host-country governments
- Encourage other bilateral and multilateral organizations to provide assistance to narcotics-producing areas

Since the Administrator's statement in 1982, A.I.D. involvement in counter-narcotics has evolved to include a wide-ranging set of new activities responsive to country economic and counter-drug needs. The increasingly comprehensive nature of A.I.D.'s narcotics portfolio is part of an explicit strategy for selected major supply countries to focus not only on illicit crop growing areas, but entire countries and subregions. This strategy, based on A.I.D.'s experience in previous projects, reflects a preventative approach to counter-narcotics by improving economic opportunities for those within and outside growing areas.

In June 1991, the A.I.D. Administrator issued a new policy statement on counter-narcotics that further underscores the Agency's commitment to the international dimensions of the War on Drugs and President Bush's National Drug Control Strategy. A.I.D.'s international efforts complement other U.S. Government efforts to aggressively reduce domestic demand for narcotics. The A.I.D. Administrator stated that A.I.D. is in the "forefront in assisting countries as they struggle to:

#### A.I.D. Administrator's Statement on Narcotics - 1991

- Stimulate broad-based, sustainable economic growth
- Develop sound macroeconomic policies
- Create innovative alternative development programs including agricultural as well as other income-generation activities to replace lost drug-related revenues

- Foster improved administration of justice programs, particularly in drug producer, transiting, and trafficking countries
- Provide support for drug education and awareness programs to help create the "political will" and institutions for countries to confront the drug industry and to respond to their own domestic use problems

A.I.D. has continued to support international counter-narcotics initiatives through an expanded and improved program. The Administrator also stated that the U.S. foreign policy concerns of narcotics shall be reflected in A.I.D. country strategies and programs where illegal production, trafficking, domestic use or money laundering exists.

By the late 1980s and the early 1990s, A.I.D.'s Narcotics Portfolio included:

- |                         |                          |
|-------------------------|--------------------------|
| ■ Drug Abuse Prevention | ■ Judicial Strengthening |
| ■ Financial Markets     | ■ Export Promotion       |
| ■ Rural Infrastructure  | ■ Economic Policy Reform |
| ■ Employment Generation | ■ Enterprise Development |

The matrix on the following page provides a synopsis of A.I.D.'s portfolio by country and program.

**A.I.D.'s Counter-Narcotics Portfolio by Country  
and Program Area\*\***

Country	Administration of Justice	Alternative Development	Awareness & Education
Afghanistan		■	■
Argentina	§		
Belize			■
Bolivia	■	■	■
Brazil			■
Bulgaria			■
Chile	§		
Colombia	■	***	■
Costa Rica	§		■
Czechoslovakia			■
Dominican Rep.			■
Ecuador	§		■
El Salvador	§		■
Guatemala	§		■
Haiti			■
Honduras	§		■
Hungary			■
India			■
Indonesia			■
Jamaica			■
Mexico			■
Nepal			■
Pakistan		■	■
Panama	§		■
Paraguay			■
Peru	■	■	■
Philippines			□
Poland			■
Romania			■
Sri Lanka			■
Thailand			■
Uruguay	§		

Note: non-official A.I.D. countries with Awareness & Education projects: Brunei, Laos, Malaysia, and Singapore.

§ Development Assistance funded Administration of Justice projects in these countries are not explicitly counter-narcotics related, although they support counter-narcotics aims indirectly.

\*\* This matrix represents only A.I.D. projects that explicitly address counter-narcotics issues. Many of these countries are involved with other A.I.D. projects related to alternative development, such as economic policy reform, export promotion, employment generation, financial market development, etc.

\*\*\* Local currency

## A.I.D.'s Counter-Narcotics Program By Region

### LATIN AMERICA AND THE CARIBBEAN

The Latin America and Caribbean (LAC) region has been the primary focus of A.I.D.'s recent counter-narcotics activities. The LAC Region, and the Andean sub-region in particular, has increased in importance as a result of the surge in cocaine production, and U.S. consumption in the 1980s. The two major trends of A.I.D.'s counter-narcotics programming in the 1990s are the vastly increased funding for Andean nations and the widespread implementation of narcotics awareness and prevention programs in most A.I.D. countries in the hemisphere. The Andean counter-drug approach is an integrated program that includes interdiction, eradication, and alternative development.

#### Andean Region

As producer of most of the world's cocaine, the Andean subregion has become the primary focus of the Agency's counter-narcotics efforts. (See Figure 2). On February 16, 1990, President Bush met with the presidents of Bolivia, Colombia, and Peru at Cartagena, Colombia to forge the Andean Counter-Drug Initiative, a cause to which the United States has pledged \$2.2 billion over a five-year period. A.I.D. will provide roughly half of this assistance. The goal of the Initiative is to strengthen the Andean nations economically, socially, and politically so that they can pursue broad-based economic growth in a democratic society without the scourge of narcotics production and trafficking. (See Figures 3 and 4). In order to monitor program accomplishments, A.I.D. is installing a management information system to provide extensive data for improved program management and impact analysis.

#### Bolivia

A.I.D. has financed counter-narcotics programs in Bolivia since 1975. For most of the 1980s, A.I.D.'s counter-narcotics efforts focused on the coca-growing region of the Chapare Valley. Preliminary results from the Chapare effort to date indicate opportunities for crop production and effective marketing of such products as pineapples, bananas, and common spices. Since the late 1980s, A.I.D. has expanded its alternative development activities to encompass a wide range of projects. (See Table 1).

COLOMBIA

PERU

BOLIVIA

ANDEAN  
REGION

# Andean Initiative

Figure 2

The Andean Initiative established the coca-producing countries of Colombia, Bolivia and Peru, as the priority of U.S. international counter-drug efforts.

-7-

Table E: USAID/Bolivia, Narcotics-Related Economic Assistance

Project Title	Start-End Dates	Annual Obligations	Annual Obligations	LOP Obligations	Expected Expenditures	Expected Expenditures
		FY 1991 (\$000)	FY 1992 (\$000)	(\$000)	FY 1991 (\$000)	FY 1992 (\$000)
Chapare Regional Development	FY 83-92	0	0	38,500	16,147	completed
Export Promotion	FY 89-94	4,778	7,000	28,545	4,600	7,716
Strengthening Democracy	FY 93-96	0		8,000	0	0
Narcotics Awareness	FY 86-91	0	0	1,900	248	completed
Microenterprise Development	FY 88-94	2,043	2,500	10,000	2,600	5,357
Strengthening Financial Markets	FY 88-94	1,756	0	6,200	2,527	1,560
Economic Recovery	FY 91	66,000	81,000	66,000	66,000	81,000
Justice Sector	FY 88-92	500	0	2,038	1,086	704
Democratic Institutions	FY 88-92	500	250	1,200	710	300
Rural Electrification II	FY 91-95	1,000	5,000	15,000	500	3,000
Rural Roads for Alternative Development	FY 92-96	0	1,550	8,000	N/A	1,000
Drug Awareness and Prevention	FY 91-95	2,500	3,000	9,220	750	2,000
Cochabamba Regional Development	FY 91-95	7,280	26,954	80,000	5,500	20,500
MIS-Andean Counter Narcotics	FY 91-92	250	100	350	100	250
<b>Totals</b>		<b>86,607</b>	<b>127,354</b>	<b>274,953</b>	<b>100,768</b>	<b>123,387</b>

# Coca Cultivation by Country 1990 (Hectares)

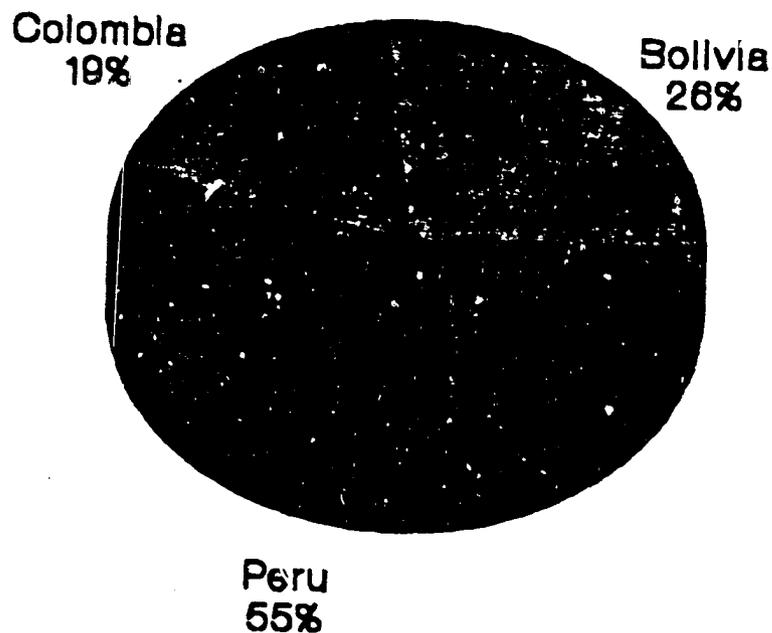


Figure 3

Peru is the world's largest cultivator of both legal and illegal coca leaf (about 121,000 hectares in 1990). Bolivia is second at 58,000 hectares and may also be the world's second largest producer of refined cocaine. Colombia is the third largest cultivator at 41,000 hectares but the world's largest producer of refined cocaine.

USAID/Bolivia works extensively in the area of narcotics awareness and education, mainly at the community level through a counterpart private voluntary organization, SEAMOS.

In addition to the projects enumerated in Table 1, USAID/Bolivia provides non-project policy advice and technical assistance on a variety of narcotics-related issues.

### Colombia

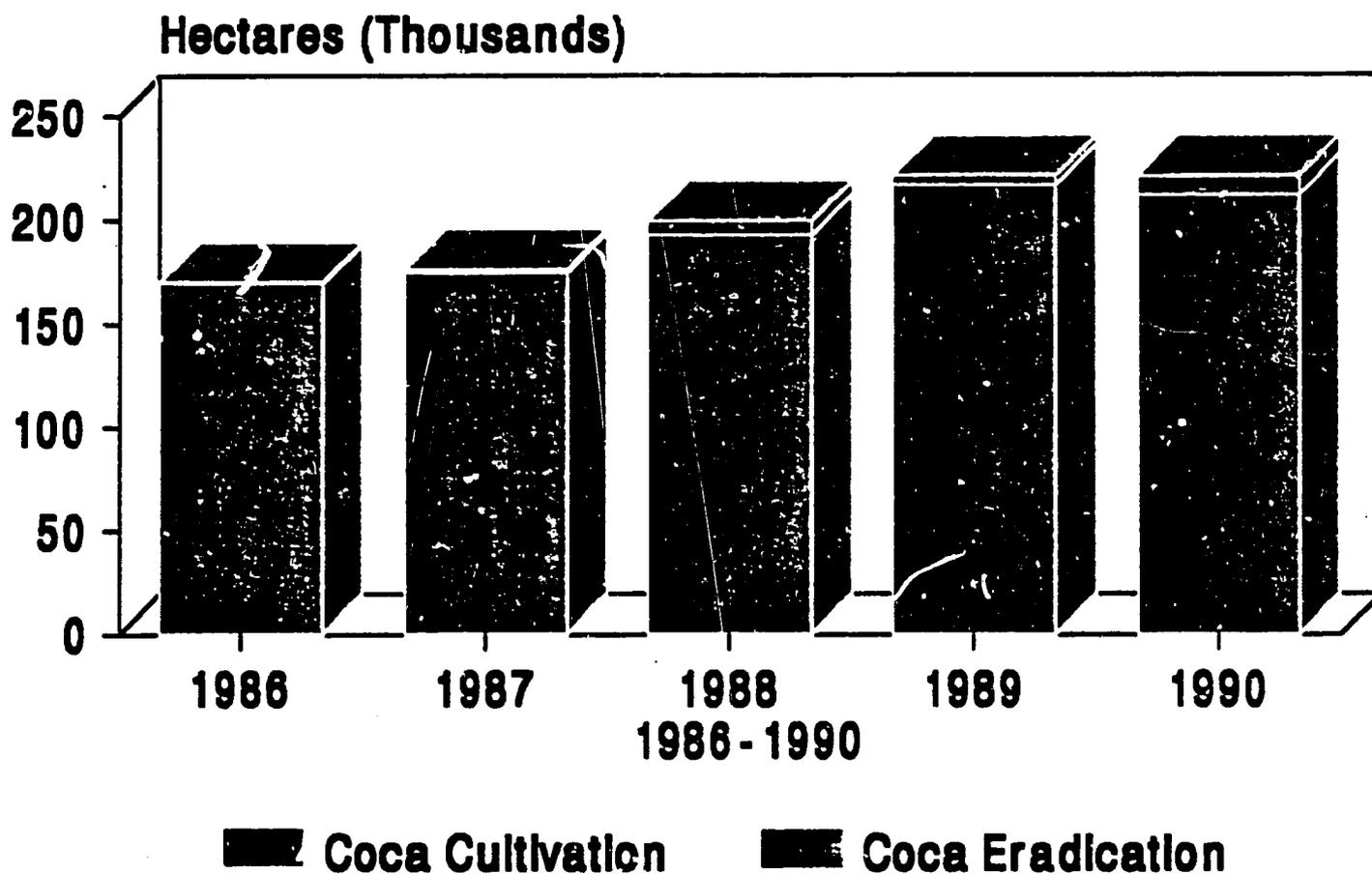
As a result of Colombia's rapid development under the Alliance for Progress, A.I.D.'s assistance to Colombia has declined steadily since the mid 1970s. In the late 1980s, however, A.I.D. increased its assistance to improve the Colombian judicial system. The goal of the judicial reform program in Colombia is to improve the administration, operation, and effectiveness of the country's judicial system. Achievement of this goal will contribute directly to two key objectives: strengthening democratic institutions, and improving the government's capability to bring narco-traffickers to justice. This program has included protection and training for judges, and more recently, a restructuring of the judicial system. A.I.D.'s counter-narcotics program also emphasizes narcotics awareness and education activities to better inform the Colombians of the negative consequences of the drug trade nationally and internationally. Educational and awareness activities are also designed to effectively address Colombia's own internal drug abuse program. (See Table 2).

### Peru

A.I.D. has financed counter-narcotics activities in Peru since 1981. Progress there, however, has been greatly hampered by deep economic problems and the guerrilla insurgency in the Upper Huallaga Valley (UHV) where 60% of the world's coca is grown. Depending on improved security in the UHV and other coca growing areas, A.I.D. envisions a comprehensive counter-narcotics program there. That program includes development and marketing of alternate crops grown in the UHV with related infrastructure development. The program also includes improved administration of justice, macroeconomic policy reform, employment generation, investment, and export promotion.

Elsewhere, A.I.D. has maintained a successful relationship with the A.I.D.-financed and A.I.D.-established Peruvian Center for Information and Education for the Prevention of Drug Abuse (CEDRO) for the past several years. CEDRO, according to independent evaluations, already has proven to be an effective institution in awareness and education activities. (See Table 3).

## Trends In Coca Growth and Eradication Bolivia, Colombia and Peru



Source: INM Data

Figure 4

For the first time in a decade, there was a halt in the rise of coca cultivation. Total coca cultivation which had been increasingly annually--by as much as 10 to 20 percent--leveled off in 1990, and in Bolivia and Colombia it declined.

Table 2 USAID/Colombia, Narcotics-Related Economic Assistance

Project Title	Start-End Dates	Annual Obligations	Annual Obligations	LOP Obligations	Expected Expenditures	Expected Expenditures
		FY 1991 (\$000)	FY 1992 (\$000)	(\$000)	FY 1991 (\$000)	FY 1992 (\$000)
Economic Revitalization	FY 91,92,93,94	41,000	37,000	154,000	41,000	37,000
Justice Sector Reform	FY 91-96	6,500	10,500	36,000	200	6,300
Educ. Training	FY 91-95	1,250	1,500	5,750	0	1,100
Narcotics Public Awareness	FY 91-95	1,000	1,000	4,000	0	1,000
MIS -Andean Counter Narcotics	FY 91-92	250	0	250	100	150
<b>Totals</b>		<b>50,000</b>	<b>50,000</b>	<b>200,000</b>	<b>41,300</b>	<b>45,550</b>

Table 3 USAID/Peru, Narcotics-Related Economic Assistance

Project Titles	Start-End Dates	Annual Obligations	Annual Obligations	LOP Obligations	Expected Expenditures	Expected Expenditures
		FY 1991 (\$000)	FY 1992 (\$000)	(\$000)	FY 1991 (\$000)	FY 1992 (\$000)
Upper Huallaga Area Development	FY 81-91	1,200	0	27,900	2,711	3,150
Narcotics Educ./Public Awareness	FY 85-92	*957	0	**5,610	1,173	**1,135
Admin. of Justice	FY 86-92	250	0	3,100	550	500
Policy Analysis, Plan., & Impl.	FY 90-93	2,710	2,650	7,150	474	2,000
Economic Stabiliz. & Recovery	FY 91,92,93,94	50,000	70,000	260,000	20,000	100,000
Selva Economic Revitalization	FY 92-95	N/A	10,000	60,000	N/A	7,000
Investment & Export Promotion	FY 91-95	4,500	10,000	19,500	0	4,245
Small Business & Employment Expansion	FY 92-96	0	4,000	4,000	0	600
Judicial Reform	FY 92-96	0	1,000	5,000	0	800
Narcotics Education and Community Initiatives	FY 92-97	0	2,000	8,500	0	600
Program Development & Support	N/A	397	0	N/A	0	397
MIS-Andean Counter Narcotics	FY 92-94	0	350	350	0	350
Totals		*60,014	100,000	401,110	24,908	120,777

\* includes \$14,000 in re-programmed funds

\*\* includes \$150,000 for Abandoned Street Children (Private Sector, Energy and Environment Account)

## Ecuador

While part of that region, Ecuador is not part of the Andean counter-drug initiative because it is not a major coca producer, processor, or trafficking country. Nonetheless, A.I.D. has been working since 1987 with Fundacion Nuestros Jovenes, an Ecuadorian organization, to increase awareness of drug problems and to influence government policy on drug production, trafficking, and abuse through a program of research and information dissemination. Ecuador is particularly interested in quantifying the extent of its own drug abuse problem. A.I.D.'s strategy in Ecuador is essentially preventative, seeking to help Ecuador avoid the coca dependency of its Andean neighbors. Ecuador also has participated in an A.I.D.-sponsored Administration of Justice project which, in part, helps Ecuador achieve some of its anti-drug objectives.

## Other South American Programs

Besides the Andean Initiative, A.I.D. is actively promoting narcotics education and awareness programs in several other South American countries to retard the spread of drug abuse and sensitize other nations as to the negative ramifications of drug production and consumption.

## Brazil

Brazil is presently the site of limited coca cultivation but considerable narcotics consumption and trafficking. In FY 1991, A.I.D. plans to spend \$200,000 for drug abuse awareness and education activities with a special focus on schools and work places. A.I.D. finances the Brazilian counterpart of Partners of the Americas which, in turn, works with Brazil's Federal Council on Drugs in developing specialized materials for narcotics prevention education.

## Paraguay

The A.I.D. mission in Paraguay is providing technical assistance and program support for a national drug program, which is a joint effort of Paraguay's public and private sectors, called the National Anti-Drug Council. Two year funding is expected to reach \$400,000. Paraguay faces growing drug abuse problems and is a transit point for narcotics and precursor chemicals used in narcotics processing. A.I.D.'s activities in Paraguay complement earlier efforts by the United Nations Fund for Drug Abuse Control (UNFDAC).

## Mexico and Central America

Although Central American countries are not as deeply immersed in the international narcotics problem as their South American neighbors, the sub-region is the site of sizeable narcotics production and trafficking. Mexico and Belize are both marijuana producers, while Mexico and Guatemala are growers of opium poppy from which heroin is produced. Throughout Mexico and Central America, there is heightened concern about the increase in drug abuse, narcotics trafficking, and money laundering.

Besides the project activities discussed below, most Central American nations have benefitted from A.I.D.-sponsored activities to strengthen the isthmus's political and judicial systems. The improvement in the judicial systems through Administration of Justice projects is directly related to the ability of these countries to deal with growing problems of production, consumption, and trafficking of narcotics. Special police training by A.I.D. in Central America also has supported these same goals.

### **Belize**

A.I.D. has financed a drug awareness program in Belize for most of the 1980s with cumulative funding in excess of \$1 million. The program in Belize has a strong demand reduction component to educate Belizeans about the effects of alcohol and drug abuse. Belize is also a producer of marijuana, and awareness activities educate the public concerning the consequences of narcotics production, trafficking, and consumption. Until recently, the A.I.D.-funded awareness project in Belize was that country's only major drug education program.

### **Costa Rica**

USAID/Costa Rica currently funds a three-year drug awareness and education project through a grant to a local organization called the Professionals' Association for the Development of the Costa Rican Family. The project's philosophy is based on "training trainers," 800 of whom will be enrolled from more than 91 communities. Another organization has mounted a media campaign to pass on the anti-drug message.

### **Guatemala**

USAID/Guatemala is initiating a narcotics awareness and education effort in an attempt to deal with Guatemala's own drug abuse problems and to reverse recent growth in poppy levels there. The government of Guatemala has shown increasing interest in drug abuse education and prevention. A.I.D.'s involvement thus far has consisted of drug prevalence studies in three major urban centers.

## Honduras

Although not yet funded, A.I.D. hopes to provide technical assistance for the development of narcotics awareness activities in Honduras.

## El Salvador

USAID/El Salvador provides technical assistance and training in support of a national awareness and education campaign. The core of this support has been a \$2 million dollar grant to El Salvador's Anti-Drug Foundation, which is planning a national drug abuse survey.

## Mexico

Since the late 1980s, A.I.D. has funded a narcotics demand reduction program with cumulative funding well in excess of \$1 million. A.I.D. funds help the government's health secretariat analyze and disseminate the results of a 1988 national survey of addiction problems. In addition, A.I.D. works with numerous grassroots organizations which work at the community level in various Mexican cities to fight the pressing problem of adolescent drug abuse.

## Panama

The A.I.D. mission in Panama is about to undertake a drug prevalence survey to examine the utility of further narcotics awareness activities there. Based on the results of this study the A.I.D. Mission in Panama will provide a \$250,000 grant to assist Cruz Blanca, an indigenous private voluntary organization, in its campaign of narcotics awareness and education. In addition, the A.I.D. mission, in cooperation with other U.S. Government agencies, is working with the Panamanian government to address the problem of money laundering in Panama's extensive off-shore banking industry.

## Caribbean

Caribbean countries pose a particularly challenging problem for A.I.D. and other donor countries because of the vulnerability of these small island nations to powerful international trafficking organizations. Increased trafficking and money laundering throughout this region during the 1980s also has resulted in greater drug abuse problems. Some Caribbean countries, most notably Jamaica, produce narcotics, mainly marijuana.

## Dominican Republic

As with Panama, the Dominican Republic is presently funding a needs assessment to determine the importance of supporting a narcotics awareness and education program there. The A.I.D. mission is particularly interested in the extent of drug abuse and the ability of the public sector and private organizations to carry out an awareness and education program.

## Haiti

A.I.D. has funded a narcotics awareness and drug abuse prevention program in Haiti since the late 1980s. Through a cooperative agreement with the Association for the Prevention of Alcoholism and Other Chemical Dependencies, USAID/Haiti has conducted a national needs assessment to determine the prevalence of drug use, attitudes, and practices. The project has also developed numerous awareness and education materials for the awareness activities of the Haitian Association.

## Jamaica

For much of the 1980s, USAID/Jamaica has funded a narcotics awareness initiative to educate the Jamaican people on the ramifications of marijuana production and cocaine consumption and trafficking. Working with Jamaica's National Council on Drug Abuse and the Pan American Health Organization, USAID/Jamaica financed two household and school surveys on drug abuse in 1985 and 1989. The mission is presently providing \$500,000 in funding to Jamaica's National Council through the direct cooperation of the Prime Minister's office. This project will include 12 separate sub-projects aimed at a variety of youth groups.

## ASIA REGION

Most of A.I.D.'s previous interventions in counter-narcotics were focused on the Asia region. A.I.D. historically has been a key player in attempting to thwart the cultivation and trafficking of opium poppies in Asia. (See Figure 5). This has included A.I.D. programs in Turkey, Pakistan, Thailand, and Afghanistan. Previous A.I.D. projects in Pakistan and Thailand, in particular, represented major interventions that mobilized the resources of host-country governments, other multilateral and bilateral donors, and other U.S. government agencies. Although A.I.D. projects have yet to cause major reductions in opium poppy cultivation throughout Asian countries, they have accomplished their project objectives of substituting most poppy in designated project areas.

# World-wide Poppy Production

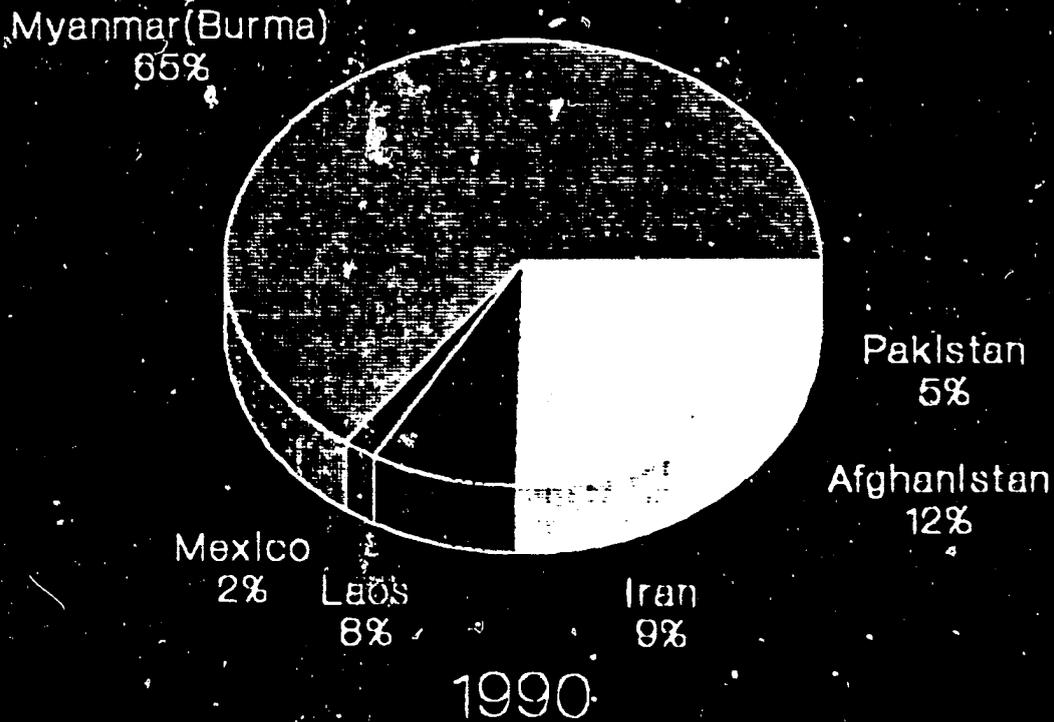


Figure 5

Of the heroin or poppy and opium source countries, the world's largest producer is Burma which produced about 2200 metric tons of opium in 1990. The second largest producer was Afghanistan at 400 metric tons. Iran produced 300, Laos 275, Pakistan 165, Mexico 62, and Thailand 42.

18

## Regional Asia Activities

Through a series of regional narcotics awareness conferences in Bangkok, Thailand, A.I.D. has been able to reach a growing number of countries in the Asia region on the narcotics issue. Countries involved in the regional program include Pakistan, Thailand, India, Nepal, Sri Lanka, Bangladesh, Malaysia, Singapore, Indonesia, Laos, Philippines, and Brunei. In the case of Laos, the Department of State funded the participation of Laos in an A.I.D.-funded regional workshop.

### South East Asia

#### **Indonesia**

USAID/Indonesia is providing training, technical assistance and program support for epidemiological research, as well as for national awareness and education programs in the private sector. A.I.D. has supported the non-governmental organization, Institution for Cooperative Non-Governmental Organization Action Program for the Reduction of Illicit Demand for Drugs, to strengthen its documentation center and begin a public awareness campaign. A.I.D. also supports the efforts of the Indonesian Women's Congress in its community-based prevention program. Technical assistance to the Indonesian Epidemiology Network in the design of multi-city prevalence surveys is another major initiative.

#### **Philippines**

USAID/Philippines provides technical assistance and program support for national awareness and education activities in the private sector. This has included funding for the ASEAN Center for Drug Abuse Prevention Education, the Dangerous Drugs Board, and the University of the Philippines. Funding to the latter is to conduct a prevalence survey of high school and college students. The project also has provided technical assistance for awareness and education programs of several other organizations.

#### **Thailand**

USAID/Thailand completed the last phase of the crop substitution/area development project of its Mae Chem Watershed Project in 1989. As in Pakistan, A.I.D., buttressed by the intense support of the Royal Thai Government, recorded reductions in poppy cultivation within the project area.

Also like Pakistan, however, Thailand is now a net importer of opium. Consequently, A.I.D. is focusing its counter-narcotics efforts there on demand reduction and drug awareness to reverse the local drug abuse problems beyond solely narcotics production.

## South West Asia

### **Afghanistan**

A.I.D. presently funds a narcotics awareness and control project in Afghanistan, with a possible future project in full-scale alternative development. The present project aims at strengthening Afghan resolve against the production and use of narcotics. It involves a pilot income substitution activity to provide economic alternatives to poppy farmers. The project also supports new research to better define Afghanistan's opium problem in order to better monitor, analyze, and evaluate the impact of the project. At the time of publication, this project was still awaiting the results of Congressional consultations.

### **Pakistan**

A.I.D. has financed major counter-narcotics activities in Pakistan since 1983. This has included both narcotics awareness and education, and a substantial area development/alternative development in Pakistan's North West Frontier, its major poppy growing area. This multi-million dollar investment also encompassed considerable rural infrastructure development, a key component of the narcotics control strategy in this strategic growing and transiting region.

The Pakistan project, through excellent coordination among donors, was able to begin to reduce poppy cultivation in project areas. A.I.D.'s coordination with the UNFDAC has been particularly noteworthy. The project demonstrates the types of results that can be achieved when donors and host-country governments cooperate fully.

Since Pakistan faces a growing internal abuse problem, A.I.D.'s counter-narcotics efforts are also targeting demand reduction and awareness programs to complement alternative development projects.

### **Sri Lanka**

The A.I.D. mission in Sri Lanka has supported awareness and education issues through financial support and goods in-kind to the Sri Lanka Anti Narcotics Association and the National Dangerous Drugs Control Board. A.I.D. also has worked to help computerize these organizations, to strengthen their institutional capacity, and to improve their outreach programs. As in other countries, A.I.D. is financing a nationwide survey on public use and awareness of the narcotics problem.

## EASTERN EUROPE

A number of Eastern European countries are revealing substantial drug abuse problems as they move toward democracy. Poland alone is estimated to have as many as 500,000 heroin addicts. A.I.D. will soon perform a needs assessment for drug awareness and education activities in Eastern Europe, which will entail assessments and possible regional training workshops in Poland, Romania, Bulgaria, Hungary, and Czechoslovakia.

### **Some Lessons Learned from the A.I.D. Experience**

After more than two decades in counter-narcotics, A.I.D. has learned many important lessons from previous projects. This includes lessons learned from project failures. One of the fundamental lessons learned is that A I.D. will be only one of the key players whose activities will need to be well-coordinated to accomplish the objectives of counter-narcotics programs. The other players include other U.S. Government agencies, bilateral and multilateral donors, and, of course, host-country government institutions. The need for cooperation also spans numerous program areas, such as alternative development, awareness and education, law enforcement, judicial systems and economic policy reform. A synopsis of these and other lessons learned appears below.

### **A.I.D. Lessons Learned in Counter-Narcotics**

- **Comprehensiveness** - Projects need to be comprehensive, given the nature of the narcotics problem; this includes alternative development beyond illegal growing areas and opportunities outside of agriculture.
- **Coordination** - Active coordination is integral to counter-narcotics projects. Coordination must occur at many levels and involve host-country institutions, other donors, NGOs, and various agencies within the donor nation.
- **Flexibility** - Counter-narcotics activities require flexible, innovative, and timely project implementation. Projects also must be able to weather the strains of implementation and be flexible enough to change course when obstacles and failures arise.

- **Economics** - Substitution and alternative development projects will continue to face the challenge of identifying and delivering substitutes or incentives that can match those of narcotics. Demand, supply, and interdiction will all affect price trends.
- **Enforcement** - Effective enforcement by host-country institutions and appropriate bilateral agencies is key to program success, particularly in the short- and medium-term.
- **Impact** - The narcotics problem is immense, and the impact of one agency, even one bilateral donor, is likely to be limited, further underscoring the need for coordination.