

1 Social exclusion and re-integration

1.1 Definitions and concepts

Social integration means the release from an integration in certain socially respected living conditions. This can concern individual persons as well as certain groups. This is connected with a removal of an entire social value and norm system, and thus causes a number of negative consequences, for example, a limited participation in social life and the reduction of life opportunities (as social preconditions of life organisation) (Weber 1967). This situation increases the cause and solidification of prejudices, and pushes the concerned in a peripheral position.

The life organisation of hard drug addicts is characterized by an accumulation of specific problems. In particular the reduction of chances related to work and profession including the reduction of chances related to income and health push them in disadvantageous life situation. Often there are considerable gaps in educational and professional training. To make a professional, and thus a social re-integration possible qualifications must be made up. Frequently a new orientation concerning the profession is necessary. Moreover addicts of illegal drugs are often concerned of consequences related to the criminal law which are followed by exclusions. This is resembled in the rates of imprisonment of people who take drugs (see 12.3.1). Imprisonment rather reduces than increases acting competences, and finally leads the concerned in a progressive disintegration instead of a social and professional re-integration (see Stöver 2000).

1.1.1 Current discussions related to social integration and exclusion

The chances of integration of criminal drug users are to be supported by suitable help measures in order to counteract their marginal position. The intention of avoiding imprisonment is expressed in the drug policy "help instead of imprisonment. For carrying out this objective in a practical manner the direct co-operation between the drug help and justice was intensified. It is planned to extent the alternatives for imprisonment by opening out-patient treatment facilities. Up to now there are primarily in-patient offers which focus on abstinence for replacing imprisonment (AG DROPO 1999). In North Rhine Westphalia the objectives of avoiding imprisonment and supporting shortening of imprisonment were stipulated in the Laender programme against addiction (1999).

In July 2002 a conference on the topic of "city milieu and drug consumption" was carried out by the Bavarian Academy for Addiction Matters in Research and Practice. The meeting was based on the observation that different statistics concerning prevalence and problematic structures of drug consumption showed significant differences in cities or regions, respectively. Experts in entire Germany reported about the situation of data in their cities having the objective to develop indicator models and hypotheses related to the causes of differences in prevalence and to establish the basic structures of a research project.

Important questions in this context are: Are there effects related to living in town which cause initially the emergence of drug use as a reaction to life conditions or as a part of life style and

can subsequently be seen as a chronic problematic drug use and addiction as answer to the social situation and location in life.

Furthermore in the communities it has to be discussed whether urban structures or life conditions can cause psychological problems or can be identified as direct risk factors of drug use. So far this topic has been observed only basically. Structures and risk factors of this kind can cause or increase social exclusion.

In the framework of the above mentioned discussions the already developed "social index" is taken as a useful indicator besides other town features like the towns' size or the population development related to the municipal districts. The "social index" includes demography and household structures, education, professional life, income and health condition and is to provide conclusions about social problems depending on the municipal districts (Heineberg 2001).

1.1.2 Groups seen as particularly vulnerable regarding drug use

The increase in drug-related deaths among young emigrants from the former Soviet Union from 36 in 1999 to 162 in 2000 shows a relatively high risk of drug use among young emigrants. The integration in the German society is not easy for the young people who have immigrated from the succession states of the former Soviet Union during the last several years. Problems are caused by social, cultural and political differences. An insufficient knowledge of the German language leads to bad professional prospects. In addition it complicates the participation in social life and causes their exclusion within their own group. Partly the emigrants live primarily in certain towns or municipal districts and stay in their groups.

The Bavarian federal criminal office stated an increase in offences committed by young emigrants during the last 3 years, whereas in general the number of offences committed by foreigners decreased. It was found out that the group of 11- to 13-year old emigrant children was more conspicuous than the group of 11- to 13-year old foreign children (Sueddeutsche Zeitung 3./4.02.02).

Basically the willingness among women compared with men to take legal or illegal drugs has decreased in the last few years. In the case of addiction to pharmaceuticals one third of women and one third of men are concerned. In September 2002, the first Federal Women Congress on Addiction took place which is to support the improvement of conditions and help offers for women.

There is a special risk for children of drug addicted parents. It is estimated that 1.8 to 2 million children to the age of 18 live with the alcohol and/or drug addiction of one or of both of their parents. Similar to other problems there are also in the field of addiction families, which pass on with his problem-cluster from generation to generation

Meanwhile there are some projects which have special offers for addicts with children. In the in-patient field there are about 20 therapy facilities which accommodate drug addicted parents with their children. Some of them have developed special facilities for children and some of these guarantee with the approval according to the children and youth help law the

accompanying support of the children in schools and kindergartens. So far the financial problem of integrating the children has not been solved sufficiently (Federal Drug Commissioner 2002).

Many statements coming from the practice of addiction help lead to the assumption that one of the essential health problems of asylum seekers and refugees is addiction. In addition these migrants show due to the traumas which they suffered in their home countries and their legal and social unstable life conditions a particular risk of taking drugs. Out-patient addiction help facilities in North Rhine Westphalia, for example, report constantly of problems related to addiction within these groups. North Rhine Westphalia is a Land which has a relatively high percentage of foreigners (6.5%) in population (the percentage of foreigners in entire Germany is 8.8%). Refugees and asylum seekers are often placed in rural regions.

Besides the mentioned groups it is difficult to define precisely groups which have a high risk of taking drugs; however it is possible at regional and local level.

Since the connection between problematic drug use and absence was proven epidemiological various times the new figures about a remarkable increase of pupils playing hooky in Germany demand new discussions. Studies concerning the extent and the consequences of this phenomenon are available (Reißig 2001). In this group there are obviously various risk factors for the development of children and adolescents which might cause social exclusion:

- educational passive or relatively incompetent parents who do not pay enough attention to the school attendance of their children or do not have enough authority to send their children to school,
- schools which have an increasing number of problematic cases,
- a great extension of drugs in individual schools.

The increasing number of private schools, and thus the segregation of schools in schools which are mostly attended by middle class pupils and in state schools which obtain increasingly less money could support social exclusion.

1.2 Drug use patterns and consequences observed among socially excluded population

1.2.1 Patterns of use and problematic drug use

According to reports from detoxification facilities Russian migrants with a German background are considerably younger than German opiate addicts and they heroin is more often mentioned as a starting drug among them (Drug and Addiction Report 2002).

From 1st October 2000 to 31st March 2001 the community association Lippe conducted together with six European countries the project "SEARCH" - addiction prevention for refugees, asylum seekers and illegal immigrants. The town Soest was chosen for the German part of the project. The collection of information about conspicuous aspects caused speculations about the drug misuse among Tamils and Kurds. Thus the study focused on people of this target group. The German project team found out that the observed Kurds showed a broad use of heroin and cocaine and that there were individual cases of addiction which needed treatment. The high risk group includes primarily young single men at the age of 14-35, this corresponds to the situation in the general population.

Lacking of social contacts and stable relationships, exclusion and open disapproval, financial dependency, isolation in the host country, legally insecure conditions concerning the residence permit consumption patterns as well as a broad willingness for substance use were particularly conspicuous aspects of the observed target group. Kurds who live as refugees in Germany come often from regions of their home country where drugs are cultivated. Federal Criminal Office (BKA) estimates that Kurds are highly involved in drug trafficking in Germany. It was also observed by the police that activities of the PKK were financed by drug trafficking. The initial drug trafficking results in consumption. This is influenced, for example, by traumatic experiences in the home countries and also by liberal drug policies in the host country - compared with the home countries drug policies - which reduce the scruples of taking drugs (Landschaftsverband Westphalen-Lippe 2002; community association Westphalen-Lippe 2002).

1.3 Relationship between social exclusion and drug use

A link between social exclusion and drug use is principally possible into both directions. On the one hand it is plausible to assume that taking drugs as an attempt of dealing with situations can be the response to social exclusion. Initially normal consumption on a testing or occasionally basis can thus result in substance addiction. On the other hand taking drugs can be the cause of the consumer's exclusion from relevant social fields. Only longitudinal studies, which observe over a longer time of period, can prove which direction is the decisive one. Such longitudinal studies are in particular work intensive because frequently many of the interviewed cannot be contacted again or it requires intensive work to contact them again. Socially integrated people are generally easier to contact. Moreover, qualitative studies can supply important conclusions about the biographic process of the drug users who are often not very approachable. Thus the drug career can be recorded as a process

consisting of many possible stages of decision making. In every stage the social surroundings has its effects

- by the norms and availability of drugs (peers)
- by chances and risks (job, income)

and influences or causes social exclusion processes.

1.3.1 Indicators of social exclusion amongst drug users compared to the general population

Many studies have proven that work and profession an important element of social integration in our performance-orientated society, and thus plays a major role for developing an identity and for the people's self-confidence (Jahoda et al. 1997). Unemployed avoid central social activities not only because of lacking financial resources, but also because of the feeling to have failed or that it is their own fault. Social demographic data from the help system for addicts and drug addicts show still high rates of unemployment among illegal drug users: 18% of the clients were officially registered as unemployed in 2001, 15% were unemployed, but not officially registered (Strobl et al. 2002a), compared to 9,4%, related to all officially registered unemployed people in Germany (see 4.1).

Education is closely related to unemployment. In particular people with low or missing final certificates from educational establishments are threatened by unemployment. Drug users have frequently no solid school education or professional training due to the early start of their drug career, and this deteriorates the prognosis for social re-integration. The results of the German Drug Help Statistics (2001) show that more than 50% of the clients who started treatment because of problems related to illegal drugs have a lower final certificate from educational establishments. The highest certificate of 51.1% of the clients was a completion of compulsory basic secondary schooling, 2.5% had a certificate below this level. 22.1% finished junior high school and only 5.2% passed the A-levels. 18.7% had no final certificate from educational establishments or were still in school. In April 2000, 43.5% of the German population at the of 15-65 completed compulsory basic secondary schooling, 17.5% finished junior high school or had a similar final certificate, 17.9% passed the A-levels, 2.4% had no final certificate from educational establishments and 4.2% were still school (Statistisches Bundesamt 2001a). Since the demand for treatment among young adults is very high in the treatment facilities, which are recorded by the addiction help statistics, the average age in this group differs from the population. Thus a comparison is only limited. Most people are within the age group of the 20-24 years old, followed by the age group of the 25-29 years old.

The psychic co-morbidity is of importance for the course of the drug career and is also related to social exclusion strategies. In the framework of a 5-year longitudinal study psychic disorders and symptoms were gathered among 350 opiate addicts from Hamburg at the start of the study. Among the participants of the study used the CIDI showed a life time prevalence of disorders of 55% according to ICD-10. Primarily it were neurotic, strain or somatic disorders (43%) and affective disorders (32%). Schizophrenic and eating disorders were diagnosed each among 5% of the participants (Verthein et al. 2000). Precursor studies

showed already that psychic disorders are much more common among drug addicts than in the general population (Wittchen et al. 1992). Moreover this study proved a higher strain in important fields of life (EuropASI) of those who suffered more from psychic disorders. However, there were no certain statements about a link between the extent of drug use and the burden of symptoms. Furthermore the study shows that the extent and quality of social relationships as well as the legal status are linked negatively with the course of psychic disorders. For participants with a negative course of disorders the job and income situation was worse than for those who showed only slight psychic symptoms or did not show any at all. The study makes the accumulation of specific problems and psychic diseases related to drugs clearer. The concerned end up in a peripheral situation and need professional help get out of it again.

1.3.2 Research

Since December 2001 a scientific study concerning the re-integration of young, female drug users who are prostitutes is carried out on the behalf of the Diakonisches Werk (a German association for social welfare) in Hamburg. The Institute for Interdisciplinary Addiction and Drug Research (ISD) in Hamburg was given the task of carrying out the study. Many facilities of the youth and drug help in Hamburg participate in the study. So far there is only little empirical knowledge about the need of this group its expectations related to help offers. Besides recording the situation and problematic constellations of underage prostitutes as well as examining the problems and needs the risk factors related to prostitutes taking drugs are to be identified, too. Moreover, resource orientated approaches and recommendations on improving the supply are to be developed (www.isd-hamburg.de). In the meantime the gathering of the data was finished. The results of the study are not expected to be available before the project is finished in May 2003. In the framework of the research project a conference is carried out which will be taking place in Hamburg in June 2003.

1.4 Political issues and re-integration programmes

1.4.1 Policies around social exclusion issues

The ninth book of the Code of Social Law (Sozialgesetzbuch) – rehabilitation and participation of handicapped people – which came into force on 1st July 2001 is also beneficial for drug addicts. It stipulates the rights for rehabilitation and participation of handicapped people. An important objective are the equal rights for the participation in social life for handicapped or people who are threatened by a handicap. The access to the required treatment is accelerated by the ninth book of the Code of Social Law because the decisions of the responsible bodies about rightful payments have to be made within few weeks.

Learning the German language is a central prerequisite for foreigners in order to be integrated in social life. Supporting the learning of the language is a main aspect of the integration policies of the Federal Government. According to the new immigration law, which came into force on the 20th June 2002, integration courses consisting of language and culture classes are to be compulsory for foreigners who stay in Germany permanently. Besides the

language knowledge about the German law, society and culture are to be taught. The costs are to be shared by the Federal State and the Laender (Bundesgesetzblatt Nr. 38, 2002).

One motto of the Federal Ministry of the Interior (BMI) is “the best prevention is integration” and it supports the social integration of foreigners in particular by

- establishing contact between foreigners and German
- introducing foreigners to the existing facilities like sport clubs, youth clubs, adult education centres
- strengthening the personality in order to avoid aggressions and the risk of addiction
- increasing the acceptance among the population in Germany.

This is why in particular these projects are supported which focus on community affairs and on aspects related to the living circumstances and thus serve for integrating the foreigners in the local community. More information about projects concerning the integration of emigrants are available on the homepage of the Federal Office of Administration (www.bva.bund.de/aufgaben/integration_spaetaussiedler/projekte/).

The programme of the Federal State and the Laender “municipal districts with special need of development – the social town” was developed in order to ease social problems, for example, ghettos in urban areas. In the meantime many towns participate in this programme. The financial state help for supporting measures of this programme are provided on the basis of the administration agreement concerning the promotion of urban renewal which was made by the Federal State and the Laender. The ministries of the Laender can be contacted for information. On Federal level there are two partner programmes which focus exclusively on the field of the social town: the programme “development and chances of young people in social focal points (E&C) carried out by the Federal Ministry of Family, Senior Citizens, Women and Youth and the programme “integration of emigrants” carried out by the Federal Ministry of the Interior. This is logical since in the areas, where the programme “social town” is carried out, live both a disproportionately high number of young people and of foreigners. The programme E&C has child and youth help specific priorities in order to improve the life conditions and chances of children and adolescents, to prevent the decline of municipal districts and to set lasting developments in motion.

1.4.2 Elements of treatment focusing on re-integration within general drug services

In many cases social integration of drug addicts is linked to a re-integration in job or employment. This requires effective and individually suitable support systems. In many cases basic qualifications have to be received belated due to the frequently early start of a drug career.

In the meantime integration is a firm part of the treatment concept for people who want to overcome their addiction with professional help. During this phase individual therapeutic methods are put back in favour of supporting an orientation related to an integration in work and society. Expert services of the job administration and the pension insurances support the

patient's efforts of social integration or re-integration, respectively. A detailed description of this concept can be found in chapter 11.3.

1.4.3 Specific re-integration programmes targeting former drug addicts

Work projects, for example, the workshops of the Drug Help Cologne offer programmes for professional and social integration for adolescents and adults who are unemployed and addicted to drugs. The institution focuses primarily on young people who have problems with illegal drugs and want to live without drugs in the future. Frequently the clients contact this institution after in-patient detoxification treatment. Clients have the opportunity to make up for missing qualifications as well as to find a new orientation in professional life. Moreover, during participation psychosocial counselling, support classes, application training, PC courses and practical training in companies are offered (Drug Help Cologne 2001). The institutions are financed by means of communities and Laender and EU funds.

1.4.4 Results from outcome evaluation

Data for a precise realization of re-integration measures are offered by some programmes (e.g., Drug Help Cologne). The central figure of results and the increasing number of people in the first or second work market are rarely evaluated. The Drug Help Cologne can provide internal clients statistics containing information of the whereabouts of 107 participants to the fixed date 31/7/02. Collecting the data was started on the 1st August 2000: 5 participants were in vocational training, 15 participants were permanently employed, 16 participants had a fixed-term job and 36 participants were in transition to other measures like retraining and/or rehabilitation, 1 participant was in an in-patient drug therapy, 9 participants in school, 1 participant in motherhood, 1 participant studied it was not known where 21 participants remained (frequently linked with a relapse). The actual successes can be seen in the 36 participants who were in retraining or rehabilitation, since these following measures lead to an integration in the first work market.

1.5 Methodical information

When describing exclusion processes of drug users primarily two different developments can be observed. On the one hand there are exclusion processes which are directly linked to drug use

- to choose living forms which are wilfully dissociated from general social values and norms,
- social exclusions due to drug use.

On the other hand there are minorities like Russians with German background or children of drug addicted parents which suffer from exclusion processes, and thus are susceptible to legal and also illegal drugs. Fighting the drug problem among this second group is extremely difficult and complex, since the drug use is a part of the entire problematic situation.

There are only few current studies which deal explicitly with social exclusion and drug use. In chapter 16.3.2 the current study concerning the opportunities of social re-integration and

psychosocial rehabilitation among young female prostitutes who take drugs is presented. Moreover, in the framework of describing drug consumption patterns the project SEARCH “Addiction prevention for refugees, asylum seekers and illegal immigrants” was presented with central observation results in chapter 16.2.

Quantitative data concerning the topic drug use among socially excluded groups are only occasionally available. There is no data available concerning the prevalence of drug use for these groups.