



# MYANMAR

2004 - 2007

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Strategic Programme  
Framework

The United Nations Office on Drugs and Crime (formerly the Office for Drug Control and Crime Prevention) was set up in 1997, combining the United Nations Centre for International Crime Prevention and the United Nations International Drug Control Programme. It was established by the Secretary-General of the United Nations to enable the Organization to focus and enhance its capacity to address the interrelated issues of drug control, crime prevention and international terrorism in all its forms. The mandate of the Office derives from several conventions and General Assembly resolutions, and the Office's technical cooperation programme aims to help improve the capacity of Governments to execute those international commitments. The Office is headed by an Executive Director, appointed by the Secretary-General, and is co-located with the United Nations Office at Vienna, of which the Executive Director also serves as the Director-General.

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Elaborated by: Jean-Luc Lemahieu, UNODC Representative, Myanmar  
Nikolas Win Myint, Consultant  
Lars Pedersen, Programme Management Officer

## I. PRIORITY PROBLEMS

### A. Substantive problems and driving factors

**1: Extensive cultivation of illicit opium and related opium abuse:** Myanmar is the second largest illicit opium producer in the world after Afghanistan, with its potential 2003 opium production of 810 tons accounting for 17% of total global opium production. Cultivation is closely linked to poverty: opium is cultivated primarily to generate cash to offset food deficits and to buy clothing and medicine. In the absence of medical care, opium is also widely used as a substitute for medicine, fuelling addiction among the local population. However, opium cultivation has declined significantly in the recent past, with statistics showing a 62% decrease in the area under opium cultivation from 1996 to 2003. About 90% of Myanmar's opium is grown in the Shan State, much of it in the mountainous, inaccessible areas under the control of ethnic minority groups, where opium historically has fuelled warfare between ethnic minorities and the central government in Yangon. Ceasefire agreements reached between these groups and the central government over the past 15 years have brought peace to the region and made drug control and alternative development possible, enabling dramatic reductions in opium cultivation. Within the Shan State opium cultivation is particularly widespread in the Wa and Kokang regions. In 2003, the Wa accounted for about 42.3% (343 tons) of Myanmar's total opium production, the Kokang for about 5.6% (46 tons).

**2: Escalating spread of HIV/AIDS due to heroin abuse:** The UN Reference Group on HIV/AIDS prevention and care among IDUs and in prison settings, estimates the number of IDUs in Myanmar at 195,000, with HIV prevalence at 37 – 63 %. About 30% of all new HIV/AIDS infections in Myanmar are attributed to injecting drug use. UNAIDS estimates that between 170,000 and 620,000 people are infected with HIV in Myanmar. HIV/AIDS prevalence is particularly high in areas with highly mobile populations – especially seasonal gem mining areas and major transportation hubs. In this respect, the area ranging from Myitkyina in the Kachin State to Lashio in the northern Shan State is particularly vulnerable.

**3: Trafficking in human beings:** Trafficking in human beings appears to be on the increase, partly a result of poor information and awareness of its dangers among the at-risk population, but also because of the bleak job prospects and economic hardships facing much of the population. Although not exclusively, especially young women are trafficked, primarily to China and Thailand. Many victims are trafficked for the purpose of sexual exploitation, rendering them particularly vulnerable to HIV/AIDS. Regional and domestic legal structures offer few protections to victims.

**4: Extensive production and trafficking of heroin and Amphetamine-Type Stimulants (ATS):** Due to the large availability of opium, Myanmar is the main producer country of heroin in South East Asia, with most heroin laboratories located in the Shan State near the borders of Thailand and China. Myanmar is also a main source country of methamphetamines and is experiencing an increasing production of ATS, which is less dependent on weather conditions, cheaper to manufacture, and easier to conceal than opium. Cross-border trafficking networks play a significant role in the smuggling of incoming precursor chemicals and outgoing illicit drugs across porous borders.

### B. Political and institutional constraints

**1: Limited government capacity for sustainable opium elimination.** The commitment to elimination of opium production is very strong among the government and local authorities with whom responsibility for implementation rests. However, since sustainable opium elimination requires alternative livelihoods for farmers, a certain institutional capacity at village and district/township levels is needed to develop economic alternatives. This capacity is severely underdeveloped. As a result, the lack of resources and of technical knowledge among the local authorities threatens to turn poppy eradication efforts into a humanitarian crisis and open the door to human rights abuses in the process, ultimately endangering the sustainability of substitution programmes.

**2: Lack of data and information.** Lack of information systems and poor information on the real scale of illicit drug cultivation and manufacturing, drug abuse and the related spread of HIV/AIDS hamper the effectiveness of government efforts. It constrains the government's ability to assess the drug situation in

the country, monitor and evaluate progress, and create and implement appropriate nation-wide programmes.

**3: Rigid legal framework.** The current national legal framework treats drug abuse as a criminal, rather than a public health problem. Similarly, opium bans edicted by local authorities provide for tough measures against opium farmers, who are most often impoverished farmers lacking other alternatives to meet their basic needs. Such an approach fails to address the roots of drug production and abuse in Myanmar, and often deters those who need assistance the most from coming forward.

**4: Limited law enforcement capability and corruption.** Law enforcement officials, especially at the local level, have limited expertise in enforcement techniques and laws, especially in more complex areas such as money laundering and human trafficking. Judges and prosecutors have limited technical skills to implement new legal provisions in areas ranging from mutual legal assistance to money laundering and human trafficking. Moreover, salaries are low and the policy of self-reliance opens the door for cross-border corruption.

**5: Limited time window for interventions due to political fragility.** The opportunity for opium eradication may be lost if local governments become too weak as a result of poppy eradication and see their authority challenged by criminal networks.

**6: Political stalemate limits international assistance.** The continuing detention of Nobel laureate Aung San Suu Kyi and the exclusion of the main opposition party to the constitutional dialogue severely limits the willingness of donors to consider substantial amounts of technical cooperation to the country, focussing assistance on humanitarian aid on a limited scale.

## II. STRATEGIC OBJECTIVES

### A. Strategic objectives

**1: By 2014, to have eliminated or substantially reduced cultivation and production of illicit opium and related opium abuse.** In 1999, the Government formulated a 15-year plan for the elimination of opium. The target is a total elimination of opium cultivation in Myanmar by 2014. In 2003, opium was banned in the Kokang region. In 2005, an opium ban will go into effect in the Wa region. Meeting the basic needs of poppy farmers in the two regions and averting a humanitarian crisis following this ban in the absence of viable income alternatives will be the main challenge for UNODC in the planning period. To achieve this, partnerships with UN agencies, national and international NGOs and government departments need to be created. **By 2008, UNODC aims at having contributed to a sustainable elimination of opium in the Kokang and Wa Regions.**

**2: By 2008, to have reduced significantly the spread of HIV/AIDS through injecting drug use in targeted intervention areas.** The government has declared stopping the spread of HIV/AIDS one of its top national priorities. UNODC is working together with other UN agencies, government counterparts, and NGOs to achieve this goal.

**3: By 2008, to have started reducing trafficking in human beings from Myanmar.** In March 2004, Myanmar signed and ratified the Convention against Transnational Organized Crime as well as the Protocol on Trafficking in Persons. With support of UNODC, the government is currently drafting a new law against human trafficking. Increased law enforcement, protection of victims, and prevention of human trafficking would lead to a reduction in human trafficking by 2008.

In pursuing these objectives, UNODC will address or take into account the political and institutional constraints identified above.

## B. Overall strategy

The role of UNODC is to promote adherence by Myanmar to the drug, crime and terrorism conventions and protocols, and to assist in bringing about a level of technical capability in Myanmar to sufficiently meet the obligations under the conventions and related UN mandates. The main vehicles for this are advocacy and technical advice accompanied by supporting resources. UNODC has thus provided assistance to Myanmar in drafting legislation on anti-money laundering and mutual legal assistance, which came into effect in 2002 and 2004, respectively, and is providing support to the drafting of anti-human trafficking legislation.

UNODC aims to change the debate on drug policy from a traditional repressive focus with emphasis on top-down approaches, towards a participatory approach, developing and empowering local communities and strengthening civil society. Because current interventions are small compared to the scale of the priority problems in Myanmar, UNODC in all aspects of its work focuses on expanding expertise and assistance through partnerships with other UN agencies and non-governmental organizations (NGOs).

As the Government uses its law enforcement and judicial apparatus to suppress political dissent, UNODC is limiting and carefully targeting its operational assistance to these sectors to avoid unintentional support to political suppression. This severely reduces the possibilities to address manufacturing and trafficking of heroin and ATS. Therefore, a tangible UNODC objective has not been identified at the national level for this problem. Myanmar is, however, benefiting from UNODC support to counter illicit trafficking of drugs at the regional level. Given the transnational nature of Myanmar's drug and crime problems, UNODC works with the Myanmar government to strengthen regional agreements and mechanisms to enhance cooperation in law enforcement and alternative development. This includes the ACCORD Plan of Action, as well as support for the 1993 Greater Mekong Region MoU.

In the planning period (2004-2007), UNODC funds would be prioritised as follows: \$ 7.7 million towards achievement of objective 1 (eliminating opium cultivation and reducing opium abuse), \$ 1.6 million towards objective 2 (reducing the spread of drug related HIV/AIDS), and \$ 400,000 for objective 3 (reducing trafficking in human beings).

## III. UNODC OPERATIONAL TARGETS 2004-2007

Eighteen operational targets would be pursued by UNODC in the planning period. They are numbered consecutively below, identified by strategic objective and expected time of accomplishment.

### **Objective 1: By 2014, to have eliminated or substantially reduced cultivation and production of illicit opium and related opium abuse.**

At the central government level, UNODC is assisting in developing the capacity to formulate, prepare, implement and monitor projects to eradicate opium poppy and reduce the abuse of opium. On an annual basis, UNODC together with the Government carries out a survey of the extent of opium cultivation. As part of this work, UNODC is supporting the ongoing strengthening of the Government survey capacity.

Through the UNODC Wa project, which has been in operation since 1998, UNODC has provided direct support for alternative development and food security in the Mong Pawk district of the Wa special region, where 2.3% of opium in the Wa Region is grown. To cover both the Kokang and Wa regions, a partnership has been established (the Kokang and Wa Initiative or KOWI) in which UN agencies, international and domestic non-governmental organizations, and the Japanese International Cooperation Agency (JICA) coordinate their efforts. The KOWI partners coordinate their assistance activities on the ground, share data, and provide each other with logistical assistance where feasible. UNODC in particular is using its long experience operating in this remote and inaccessible area of Shan State to facilitate the entrance of new partners to it.

During 2004, the Wa project will be expanded – in coordination with the KOWI partnership – to cover most of the Wa region. Activities will involve development of governance capacities within the Wa administration

and at local levels, as well as community development down to the village level with a focus on basic human needs and food security. This will include a strong drug demand reduction component, incorporating prevention and reduction of opium addiction into health and education programmes and applying a community-based approach to treatment and rehabilitation. The aim is to help prepare farmers for the imminent ban on opium cultivation through improvements in food security. An exit strategy for UNODC has also been foreseen with specific tasks to be taken over by KOWI partners.

Achievement indicators for the operational targets under this objective would include: 1) the extent of opium cultivation as measured by annual surveys, 2) household incomes after poppy cultivation is phased out, 3) improvements in food security, as well as access to health and education services, and 4) number of opium addicts (also included in the annual opium surveys), rehabilitated addicts and relapse cases. Success criteria would encompass: 1) A reduction of opium cultivation to less than 20,000 ha by 2008 and less than 1,000 ha by 2014, without food deficits or a deteriorating situation with respect to health, education and income being experienced by former opium growing families, as compared to 2003. 2) A reduction of the number of opium addicts to less than 5,000 by 2014.

**By mid-2004:**

**1:** To have completed the Myanmar/UNODC opium survey for 2003/2004 and strengthened the Government survey capacity. Costs: \$ 270,000. No funding requirements.

**2:** (Sub-Target under the Wa project) To have established a structure for stakeholder planning, coordination, and management in the Wa Region.

**3:** To have supported elimination of opium poppy cultivation in the Wa Region by having enabled former opium poppy growing farmers (600 families) in Mong Kar Township, Mong Pawk District to achieve food security through sustainable rice production. This would have been attained through construction of irrigation systems, development of paddy fields and education and training. Activities commenced in July 2002. Total costs: \$ 1.17 million. (\$ 275,000 in the planning period) No funding requirements.

**By end-2004:**

**4:** (Sub-Target under the Wa project) Community development method agreed on by partners and established as basic mechanism for planning and implementation of village development work in the Wa Region.

**By mid-2005:**

**5:** To have completed the Myanmar/UNODC opium survey for 2004/2005 and strengthened the Government survey capacity. Costs: \$ 330,000. Funding requirements: \$130,000.

**6:** (Sub-Target under the Wa project) To have established a database incorporating socio-economic information from opium survey, as well as data collected by FAO's FIVMIS and other surveys.

**7:** (Sub-Target under the Wa project) Performance monitoring and evaluation system established for activities in the Wa Region.

**By end-2005:**

**8:** (Sub-Target under the Wa project) to have in place an operational drug demand reduction system in the Wa Region.

**By mid-2006:**

**9:** To have completed the Myanmar/UNODC opium survey for 2005/2006 and strengthened the Government survey capacity. Costs: \$ 300,000. Funding requirements: \$ 300,000.

**By mid-2007:**

**10:** To have completed the Myanmar/UNODC opium survey for 2006/2007 and strengthened the Government survey capacity. Costs: \$ 300,000. Funding requirements: \$ 300,000.

**By end-2007:**

**11:** (End target of the Wa project) To have ensured sustainability of the opium ban to be introduced by the Wa Authority in mid-2005 (2003: 21,300 ha opium) by having enabled the peoples of the Wa Region (on a selective and prioritized basis) to obtain sustainable livelihoods. This would have been achieved through joint development planning with the Government and the Wa Authority, providing coordinated multi-sectoral assistance linked to village-level participatory planning throughout the Wa Region – including extensive assistance from a range of UNODC partners. Accomplishments would have encompassed a sustainable increase in agricultural and livestock production, village-based income generating activities and social development services. Environmentally sound farming practices and forest and biodiversity conservation measures would be in place, as well as a drug demand reduction system. In addition, a system would have been established through which national and international partners could take over the assistance work in the Wa Region, allowing UNODC to focus its attention on other areas where opium is cultivated. This would be the outcome of activities launched in 1998 (the Wa project). Total costs: \$ 16.8 million. \$ 6.1 million in the planning period. Funding requirements: \$ 3.9 million.

**Objective 2: By 2008, to have reduced significantly the spread of HIV/AIDS through injecting drug use in targeted intervention areas.**

In pursuing this objective, UNODC benefits from the extensive collaboration between UN agencies, NGOs and the Myanmar government, which in 2002 led to the development of the “Joint Plan for HIV/AIDS in Myanmar 2003-2005.” The Joint Plan identifies five main areas of intervention and is financed through a joint funding mechanism, the Fund for HIV/AIDS in Myanmar (FHAM). One of the five areas identified by the Joint Plan is aimed at reducing HIV vulnerability from injecting drug use, an area in which UNODC has taken a leading role in coordinating the activities of implementing partners, reducing injecting drug use and its harmful consequences, and providing outreach activities for HIV/AIDS prevention in priority townships, as well as among the uniformed services. The emphasis of activities is on the most vulnerable areas of Myanmar, in particular the area ranging from Myitkyina in the Kachin State to Lashio in the northern Shan State. UNODC is carrying out these activities alongside other UN agencies, international and national NGOs, and government departments. Taking a holistic approach to the drug problem, UNODC is focusing not just on harm reduction, but also on reducing the demand for illicit drugs in Myanmar. UNODC is therefore carrying out primary prevention activities to raise awareness and educate people about the dangers of drug abuse, in particular targeting vulnerable youth. In selected townships and communities UNODC is providing treatment, counselling and rehabilitation for drug abusers.

Achievement indicators would include 1) reduced number of HIV/AIDS infections attributed to injecting drug use, 2) increased number of drug abusers who underwent treatment, and decrease in relapse rates and 3) increased awareness among high-risk populations of HIV/AIDS and its transmission mechanisms. Data will be collected through a drug abuse information and data collection system to be in place by early 2006. Success criteria would include a reduction by 30% or more of the number of HIV/AIDS infections due to injecting drug use in targeted intervention areas, by 2008.

**By end-2004:**

**12:** To have a system in place which is providing outreach activities for HIV/AIDS prevention among injecting drug abusers and activities for primary prevention of HIV transmission among youth in two pilot townships (Lashio, Northern Shan State and Myitkyina, Kachin State) by having established the capacity of mental health personnel and counsellors recruited among and from IDUs to carry out the activities. Activities started in June 2000. Total budget: \$ 47,000. (\$ 16,200 in the planning period.) No funding requirements.

**By mid-2005:**

**13:** To have institutionalized HIV/AIDS education and prevention and principles of harm reduction within the Myanmar Police Force and increased the knowledge, awareness and reported safer behaviour amongst new recruits in the police force (about 400) and police personnel (about 100) who would have been exposed to educational activities. As a basis for this, a tailored curriculum would have been developed and incorporated in the existing training programmes for police personnel and trainers who would have been trained and integrated in a network with other HIV/AIDS support groups and organizations working in local areas. Activities started in 2004. Total budget: \$ 56,810. No funding requirements.

**By end-2005:**

**14:** To have established the capacity of communities and local institutions in three townships (Lashio, Kutkai and Muse) in a corridor vulnerable to IDU-related HIV/AIDS transmission in the Northern Shan State (30 villages – approximately 800 addicts) to carry out community-based demand reduction programmes. These would have led to a permanent 50% reduction of the prevalence of heroin (as well as opium and ATS) abuse and improved basic socio-economic conditions of selected drug addict families. Activities started in September 2000. Total budget: \$ 414,000. (\$ 110,000 in the planning period.) Funding requirements: \$ 79,100.

**By early-2006:**

**15:** To have catalysed, coordinated and enabled monitoring of the activities of Government and UN agencies, and NGOs aimed at reducing the transmission of HIV/AIDS among injecting drug abusers and from IDUs to the general population, having led to a legal and policy environment conducive to harm reduction. This would have been accomplished within the framework of the Injecting Drug Use Component (2) of the Joint Programme by UN agencies on HIV/AIDS in Myanmar: 2003 – 2005. Activities commenced in May 2003. Costs: \$ 723,800. (\$ 691,000 in the planning period.) Funding requirements: \$ 300,000.

**By mid-2006:**

**16:** To have reduced injecting drug use and its harmful consequences among injecting drug abusers, their families and communities in three vulnerable townships in Kachin State (Myitkyina, Moegaung and Moehyin/Hopin) and in selected townships in Northern (Lashio, Kutkai, Muse), Southern (Taunggyi, Aungban, Pinlaung and Tiggitt) and Eastern (Tachileik) Shan State, as well as Yangon and Mandalay divisions. This would have been achieved through increased availability and quality of drug treatment, detoxification, maintenance, counselling, support and rehabilitation services to IDUs, and prevention of opportunistic infections and care to people living with HIV/AIDS in institutional and non-institutional settings. (Partnership between UNODC, Medecins du Monde and CARE International.) Activities started in May 2003. Total budget: \$ 1,003,700. (\$ 672,700 in planning period.) No funding requirements.

**Objective 3: By 2008, to have started reducing trafficking in human beings from Myanmar.**

UNODC is providing assistance to the Government in drafting an anti-trafficking law. To ensure effective application of the law UNODC would provide training for law enforcement and judicial sector personnel. To strengthen the legal response to trafficking UNODC would facilitate cooperation among government departments and between national agencies and their counterparts in neighbouring countries. Finally, UNODC would establish a mechanism to collect, analyze and share data on trafficking prosecutions.

Achievement indicators would be: 1) adoption of law against human trafficking, 2) better data on human trafficking, leading to understanding of its causes and mechanisms in Myanmar, 3) better enforcement against traffickers, as seen from trials and convictions, and 4) decreased number of persons trafficked.

**By mid-2005:**

**17:** Adherence to and integration into national legislation of the international convention against transnational crime and the trafficking protocol. Costs: \$ 100,000. Funding requirements: \$100,000.

**By mid-2007:**

**18:** To have strengthened the capacity of law enforcement and the judiciary to prevent and combat human trafficking in Myanmar through provision of training and the facilitation of contacts and cooperation networks with counterpart agencies in neighbouring countries to facilitate mutual legal assistance and exchange of information. Close cooperation expected with the UN Inter-Agency Project on Human Trafficking in the Greater Mekong Subregion (UNIAP). Costs: \$300,000. Funding requirements: \$ 300,000.

**MYANMAR - ONGOING PROJECTS**

<b>PROJECT</b>	<b>TOTAL BUDGET US\$</b>	<b>BUDGET 2004-2007 US\$</b>	<b>FUNDING NEEDS</b>
<b>Prevention and Reduction of Drug Abuse</b>			
<b>MYA/E76</b> Community-based Demand Reduction Project for Three Key Townships in the Northern Shan State.	413,500	110,000	79,100
<b>MYA/G27</b> Introducing Outreach Activities for HIV/AIDS Prevention Among IDU in 2 Pilot Townships of Northern Myanmar.	46,900	16,200	None
<b>MYA/G54</b> Reducing the Harmful Consequences of Injecting Drug Use in Myanmar.	1,103,650	672,700	None
<b>MYA/H08</b> Reducing Injecting Drug Use and HIV/AIDS Vulnerability in Myanmar: Technical Coordination Unit (TCU)	723,800	691,000	299,440
<b>MYA/H75</b> HIV/AIDS Prevention for Police Force in Myanmar	56,811	56,811	None
<b>Prevention and Reduction of Drug Abuse Total</b>	<b>2,344,661</b>	<b>1,546,711</b>	<b>378,540</b>
<b>Sustainable Livelihoods</b>			
<b>RAS/C25</b> Drug Control and Development in the Wa Region of the Shan State	16,797,200	6,180,300	3,888,090
<b>MYA/G45</b> Providing food security through irrigation and land development in the Mong Kar Township, Wa Special Region No. 2, Shan State, The Union of Myanmar	1,168,869	275,000	None
<b>MYA/G43</b> Illicit Crop Monitoring in Myanmar	600,000	600,000	130,000
<b>Sustainable Livelihoods Total</b>	<b>18,566,069</b>	<b>7,055,300</b>	<b>4,018,090</b>
<b>TOTAL</b>	<b>20,910,730</b>	<b>8,602,011</b>	<b>4,396,630</b>

**PIPELINE PROJECTS: Under development**