



UNITED NATIONS  
*Office on Drugs and Crime*

# LAO PDR

2006-2009

January 2006

Strategic Programme  
Framework

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## **Mandate of the United Nations Office on Drugs and Crime (UNODC)**

The United Nations Office on Drugs and Crime (formerly called the Office for Drug Control and Crime Prevention) was set up in 1997, combining the United Nations International Drug Control Programme and the United Nations Centre for International Crime Prevention. 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, organized crime, trafficking in persons, economic and financial crime, corruption, illicit manufacturing and trafficking in firearms and terrorism in all its forms<sup>1</sup>. The mandate of the Office derives from the three Drug conventions<sup>2</sup>, conference declarations<sup>3</sup>, United Nations General Assembly Resolutions, Security Council Resolutions and Economic and Social Council 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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<sup>1</sup> A/55/6Rev.1

<sup>2</sup> Single Convention on Narcotic Drugs (1961), Convention on Psychotropic Substances (1971), UN Convention against illicit Traffic in Narcotic Drugs and Psychotropic Substances (1988)

<sup>3</sup> Declaration and Comprehensive Multidisciplinary Outline of Future Activities and Drug Abuse Control as adopted by the International Conference on Drug Abuse and Illicit Trafficking held from 17 to 26 June 1987

## INTRODUCTION

The Strategic Programme Framework for the Lao PDR 2006 – 2009 was formulated in light of the fact that from being the third largest producer of illicit opium in the world, the Lao PDR is close to reaching its goal of eliminating opium. In the context of UNGASS, opium cultivation has been reduced by 93% over the past seven years. While this is a very significant achievement, external alternative development assistance has reached less than 50% of former opium poppy cultivating communities and there is concern regarding the sustainability of elimination and the impact of elimination on former opium poppy cultivating communities. To address anticipated issues arising in the immediate post-opium setting, UNODC and the Government of the Lao PDR have drafted a new national programme strategy for the post-opium scenario entitled “*The Balanced Approach to Sustaining Opium Elimination in the Lao PDR*” (2006-2009). The aim is to integrate the latter with the Lao National Growth and Poverty Eradication Strategy (NGPES). The Strategic Programme Framework supports the new national programme strategy, which is a national priority, and is being integrated with the UN Development Assistance Framework (UNDAF), as well as the Millennium Development Goals.

Laos is at a critical juncture. The risk of not providing timely, sufficient, and appropriate assistance could result in the reversal of successes achieved. The possible scenario of opium poppy farmers and addicts reverting to opium cultivation in order to survive - together with increased cross-border ATS, heroin and human trafficking, leading to corruption and crime - could affect national security and stability that are prerequisites for poverty alleviation and development. Unchecked escalation of such a situation would threaten the development and economy of the region. Drug control has been identified as a major crosscutting issue in the upcoming UN Common Country Assessment for the Lao PDR.

### I. PRIORITY PROBLEMS

#### A. Substantive problems and driving factors

##### **1. Lack of alternative livelihoods for former opium farmers could result in a return to opium cultivation:**

The fact that opium elimination has outpaced the provision of alternative development has not improved an already difficult situation. The total area under opium poppy cultivation in the Lao PDR for the 2005 season was estimated at between 900 and 2,900 ha with a mean value of 1,800 ha - a decrease of 73% compared to the 2004 estimate of 6,600 ha. According to government reports, all opium cultivated was eradicated in 2005. With the Lao PDR practically in a post-opium setting, it is estimated that more than 50% of the opium poppy growing communities do not yet have the means or time to develop new cash crops or staple food crops<sup>4</sup>. Many of these currently opium-free communities may revert to opium poppy cultivation for lack of alternatives.

The question remains how opium elimination can be sustained while ensuring continued improvements to the living conditions of former opium farmers. More than half of the opium produced is consumed locally - the Lao PDR having had one of the highest rates of opiate abuse in the world. There is a need to continue treatment and rehabilitation of remaining opium addicts, as well as the prevention of relapse. Official reports from the Government of Laos indicate that there were over 20,000 opium addicts by the middle of 2005 (down from 63,000 in 1998). It is estimated that it will take at least another three years before the National Growth and Poverty Eradication Strategy (NGPES) is able to integrate most of the former opium producing communities into its programmes. Urgent assistance is crucial in this transitional, immediate post-opium setting to prevent a return to cultivation of illicit opium and ensure national stability and security.

##### **2. Increased cross-border transit-trafficking of heroin, Amphetamine-Type-Stimulants (ATS), chemical precursors, risk of ATS manufacturing, and increase in related corruption and crime:**

Since the mid 1990s heroin and methamphetamine trafficking have become an increasingly serious problem. Government reports indicate an alarming increase in heroin and ATS transit trafficking in the country. ATS seizures have increased by 62% in 2004 compared to 2003. Heroin trafficking increased by

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<sup>4</sup> UNODC-LCDC Annual opium survey and elimination impact study 2005.

24%<sup>5</sup>. The Lao PDR lacks both human and financial resources to effectively police its 4,800 kilometre long porous border with five countries: Vietnam (1,957 km), Thailand (1,736 km), Cambodia (492 km), China (416 km), and Myanmar (230 km). Most drug smuggling takes place in the Northern region and across the Mekong River in transit from Myanmar on its way to other countries. It was estimated that only 35% of the opium trafficked was produced domestically. The country is also being used as a transit point for precursors from China to clandestine laboratories in other countries. Precursors from China enter Laos through official border crossings, as well as across the long land border.<sup>6</sup> The Lao PDR is also used for trans-shipment purposes (re-exports) of chemicals, to disguise their true origin and the final destination. Tighter law enforcement in China and Thailand has contributed to the Lao PDR's rapid emergence as a key transit and storage country for ATS and heroin from Myanmar to neighbouring countries in the region and then onwards to other countries, and for precursors going in the opposite direction. This situation is causing very serious concerns

Illicit drug trafficking is linked to transnational criminal groups. Drug traffickers are becoming more sophisticated and organized in carrying out cross-border and transit trafficking operations. The availability of precursor chemicals, technical chemical expertise and growing ATS local demand raises the risks of domestic manufacturing of ATS and heroin in the remote and difficult to access border areas. Government and law enforcement officers are poorly paid, lack equipment, training and funds to be effective. The Government has expressed its concerns on related issues, such as the increase in corruption and drug-related crimes. Crime-related information is not available but there are increasingly visible incidences and reports of drug-related crimes. Without effective assistance, cross-border and transit trafficking, as well as corruption and crime, are expected to rise.

### **3. Increasing ATS abuse and risk of HIV/AIDS infection in the Lao PDR:**

ATS abuse was initially reported to be concentrated to the urban areas of the country, but recent UN reports indicate a spread throughout the provinces. The apparent 'spill-over' from the location of the Lao PDR as a transit country has already created conditions for a potential abuse epidemic. Surveys in educational institutions in three major urban areas revealed that ATS was commonly abused - 15-19 year olds being the most susceptible age group. Other surveys conducted in 2002 indicated high ATS lifetime prevalence for unemployed youth (42%), disco clients (34%) and service girls (14%). Rates among vulnerable children and ethnic minorities are also reportedly on the increase.

The emergence of ATS and poly-drug abuse patterns among youth is leading to increased health and mental problems and growing complexity in the treatment of addiction. Sample urine tests conducted on 14,260 students from 99 schools in 17 provinces have shown an alarming increase of ATS abuse, from an average of 3.7% in 2003 to a high of 27.6% in 2005. Although not conclusive, the tests give a good indication of trends and prevalence. There is no information on the HIV/AIDS and drug abuse situation in prisons, detention facilities and among trafficked persons. The absence of conclusive data makes it difficult to assess the full impact this problem has on the Lao society as a whole.

With ATS abuse increasing, it is highly possible that HIV/AIDS infection rates will increase dramatically from their current low level of 0.1% in 2004. ATS usage can cause risky sexual behaviour and increased HIV/AIDS infection rates. A National Surveillance Study carried out in 2001 found no intravenous drug use occurrences. However, the risk of IDU emergence remains very serious due to Laos' close proximity to countries that have a high prevalence of IDU use.

According to government statistics, 1,670 cases of HIV had been confirmed in June 2005. Of these, 279 developed AIDS and 556 died. Comparatively, Laos still has a low rate of HIV/AIDS infection. Yet the country is very vulnerable as it is located at the hub of countries that have some of the highest rates of drug abuse and related HIV/AIDS in the region. Without effective efforts to address rising ATS abuse and increase HIV/AIDS awareness, Laos could face a serious HIV/AIDS epidemic in the years to come.

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<sup>5</sup> Lao country report to the 10<sup>th</sup> Asia Pacific operational drug law enforcement conference for the furtherance of international cooperation in drug law enforcement 1-4 /2/2005, Tokyo, Japan.

<sup>6</sup> Terminal Report "Precursors in East Asia" Project.

#### **4. Increasing problem of human trafficking:**

Laos has a population of 5.5 million inhabitants with 45% under the age of 15, and 55% younger than 19 years of age<sup>7</sup>. Approximately 60,000 young people try to enter the labour force each year, but employment opportunities are very limited<sup>8</sup>. Laos is an ethnically diverse country with 49 recognised ethnic groups. Economic and educational indicators are low and almost 80 percent of the working population are dependent on subsistence farming. The lack of public awareness of laws and legislation makes potential migrants vulnerable to exploitation. Human trafficking is not only a cross-border phenomenon but also occurs within the boundaries of the Lao PDR. This criminal phenomenon is difficult to evaluate and statistics of human trafficking in the Lao PDR are very poor. The number of people trafficked in Laos, Vietnam, Thailand, and Cambodia is estimated to be 250,000 - 400,000<sup>9</sup>. Human trafficking, along with illegal migration, has been linked to the spread of HIV/AIDS in the region. More than 50% of the HIV positive cases within Laos have been located among Lao migrant workers who return from neighbouring countries (UNAIDS).

#### **5. Weak specialized law skills and weak national legislation:**

Terrorism, organized crime and illicit drug activities are threats to security and stability. The national legal devices supposing to respond to these challenges are limited or lacking. Since the year 2002, the Lao PDR has made an effort to become party to UN Conventions responding to these global threats. The legislative work however, is very slow and necessary expertise about laws and judicial processes is limited. The requirements of a *State of Law*<sup>10</sup> are not yet met. Professional and public awareness of the existing legal instruments and their application is weak. This situation could attract criminal elements to take advantage of the country's weak legislature structures and undermine political, social and economic institutions.

### **B. Political and institutional constraints**

**1. Limited Government capacity for sustainable opium elimination:** Sustainable opium poppy elimination requires alternative sustainable livelihoods for former opium producing communities, institutional capacity at village and district levels and a certain level of socio-economic infrastructural development. This capacity is still at an initial stage of development and requires strong government leadership, training, continuity in staffing, and operational funds - all of which are limited.

**2. Limited Government capacity for drug demand reduction:** UNODC has provided substantive support to opiate drug demand reduction programmes in the Lao PDR. However, there is a need to continue expansion of programmes for community-based treatment and rehabilitation of opium addicts that still require treatment. There is a need to develop a strategic and coordinated response to address the rapidly emerging ATS abuse problem. This includes capacity enhancement for data collection and analysis, planning, treatment and rehabilitation of drug abusers, increased awareness and prevention of both substance abuse and HIV/AIDS. The Government lacks and requires support for funding and provision of technical expertise.

**3. Lack of data and information on drugs and crime:** Across the drugs and crime sector, there is a need for data collection and analysis for monitoring, information sharing and planning purposes. There is still a lack of systematic and official information about ATS and heroin consumption patterns and trends in Laos. With ATS abuse having become endemic, there is a dire need of conducting studies to assess the full impact ATS abuse has had on the Lao society and economy, as well as generate data on trafficking and crime.

<sup>7</sup> United Nations (LAO PDR)

<sup>8</sup> "Broken Promises shattered Dreams" Child Trafficking and the Lao PDR - Selected Case Studies UNICEF/ Ministry of Labour and Social Welfare Lao PDR, page 12

<sup>9</sup> "Broken Promises shattered Dreams" Child Trafficking and the Lao PDR - Selected Case Studies UNICEF/ Ministry of Labour and Social Welfare Lao PDR, page 11

<sup>10</sup> "Evaluation of the Implementation of the Rule of Law in Lao PDR 1997-2003, Lessons and Challenges" UNDP/ The Government of the Lao PDR

**4. Weak drug legislation:** The Lao PDR is party to the 1988 *UN Convention against illicit Traffic in Narcotic Drugs and Psychotropic Substances* and is party to the three drug control conventions. However, the Lao PDR is yet not party to the 1972 Protocol amending the 1961 Single Convention. A new article incriminating drug related issues has been drafted but this does not fulfill the obligations set forth under international drug control treaties.

Limited legal expertise in drug legislation and weak drafting skills, combined with the fact that sessions of the Lao National Assembly take place only twice a year, make the drug law drafting procedure very difficult. Furthermore, it is not clear how dissemination of existing drug legislation has been carried out. Due to financial constraints, publication and dissemination of new laws is very poor, resulting in a lack of public legal awareness.

**5. Weak criminal - and criminal procedure legislation :** The Lao PDR recognizes the need of adhering to international treaties and has acceded over the past few years to a number of multilateral treaties<sup>11</sup>. The actual Penal Code of the Lao PDR and the Criminal Procedure Law do not contain all the dispositions set forth in these treaties. Moreover, there is weak expertise in the specificity of penal legislation, penal procedures, as well as of the principles of criminal law. The legal dispositions in force are often confusing, contradictory and present gaps.

**6. Limited judicial process capacity:**

Due to the weak legislative structure and the weak legal background of judges, the procedures and functioning of courts are not assured in a manner to guarantee the minimum standards for criminal proceedings. The Ministry of Justice has very limited financial resources, which severely slows down the progressive development of the legal system. This, in turn, has limited the availability of a sufficient number of judges with legislative and judicial expertise.

**7. Limited human resources development across the drug and crime sectors:** There is an immense need for training and other forms of capacity enhancement at national, provincial, district and village levels. Across the drugs and crime sectors, a low level of human resource capacity is a major limiting factor in Lao PDR. With infrastructure development improving the convenience of trafficking routes, law enforcement capacity is unable to respond to the large potential increase in smuggling throughout Laos. As trade steadily rises between Thailand, Vietnam and China, the challenges to law enforcement authorities are set to continue to increase in the foreseeable future.

**8. Lack of awareness on HIV/AIDS transmission among drug users and the general population:**

There is limited awareness among drug users and the general population concerning risks of transmission through sharing of infected needles and paraphernalia. The problem of human trafficking and migration could contribute to the spread of HIV/AIDS in the Lao PDR and the wider region.

**9. Limitations of the penitentiary system:** Prison and detention centers are in a general state of neglect, prison staff and personnel receive little or no specific training on penitentiary management and administration. Non-custodial sanctions need to be developed and applied to reduce overcrowding of prisons. More attention needs to be paid to the rehabilitation of prisoners, especially juveniles. Correctional health-care and substance-abuse treatment are limited or unavailable in Lao prisons. There is no prevention programme for HIV transmission among inmates while they are in the facility. Awareness has to be raised among prison staff and law enforcement personnel concerning the risks of HIV transmission.

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<sup>11</sup> *Protocol for the Suppression of Unlawful Acts of Violence at Airports Serving International Civil Aviation, 1971*(Lao PDR 07.10.2002) / *Convention on the Prevention and Punishment of Crimes against Internationally Protected Persons, 1973* (Lao PDR 22.08.2002) / *International Convention Against the Taking of Hostages, 1979* (Lao PDR 22.08.2002) / *International Convention for the Suppression of Terrorist Bombings, 1998* (Lao PDR 25.11. 2002) / *The United Nations Convention against Transnational Organized Crime and its Protocols, 2000*(Lao PDR 26.09.2003) / *Protocol to prevent, suppress and punish Trafficking in Persons, especially Women and Children, supplementing the United Nations Convention against Transnational organized Crime and its Protocol, 2000* (Lao PDR 26.09.2003) / *Protocol against the Smuggling of Migrants by Land, Sea, and Air, supplementing the United Nations Convention against Transnational Organized Crime, 2000* (Lao PDR 26.09.2003) / *Protocol against the illicit Manufacturing of and Trafficking in Firearms, their Parts and Components and Ammunition, supplementing the United Nations Convention against Transnational Organized Crime, 2000* (Lao PDR 26.09.2003) / *Convention on the Safety of United Nations and Associated Personnel, 1994* (Lao PDR 22.08.2002)



## II. STRATEGIC OBJECTIVES

In pursuing these objectives, UNODC will be addressing the political and institutional constraints identified previously and assist in overcoming them.

### **1. Support the National Programme Strategy for the Post-Opium Scenario.**

In 2005, the Government endorsed a national programme strategy for the post-opium scenario. 'The Balanced Approach to Sustaining Opium Elimination in the Lao PDR' covers a period of four years (2006 – 2009). Support will be provided to special targeted assistance in the transition period before all former opium poppy cultivating areas are fully integrated within the National Growth and Poverty Eradication Strategy and national socio-economic processes.

The national programme strategy has four key components: Civic awareness to mobilize communities against drugs, Sustainable alternative development to replace the socio-economic incentive to produce opium, Demand reduction to eliminate the need of addicts for opium and Law enforcement to stop trafficking for internal and external markets.

The 'Programme Facilitation Unit' (PFU) that was established jointly by UNODC and Government of Lao (GOL) in 2000 will continue to play an important role in coordination, facilitation and monitoring of efforts related to sustaining opium elimination in the post-opium scenario. Special provincial based programmes will be supported that will contribute to the main objective of the national strategy programme to enable an environment that will ensure opium remains eliminated by stabilizing the situation in the immediate post-opium setting. Attention will be given to the need of ensuring food security and the provision of alternative development assistance. This will include the introduction of new farming techniques, increased non-formal and vocational training programmes, enhanced access to marketing and credit saving opportunities, and the development of diversified non-opium sources of income with particular attention to be given to vulnerable groups, such as women, young adults and children. Treatment will be provided for some 20,000 remaining addicts as well as the rehabilitation of already treated addicts.

A national drug monitoring system will be developed. The system will enable the Government to collect annual data that is harmonized with the international drug control regime. Internationally accepted methodologies will be used to ensure that elimination is sustained. Coping strategies of former opium poppy communities will be studied. The system will detect, monitor and provide information on shifts in trafficking, drug abuse, crime and HIV infection. Planning of appropriate responses will be strengthened and data will be incorporated into a national information database. Government staff will be trained on its applications.

### **2. Reduced opium and ATS abuse, and increased substance abuse and HIV/AIDS awareness.**

In 2003, the Government approved a drug demand reduction strategy to address drug abuse, including ATS. Under the strategy, drug demand reduction programmes in prevention, treatment and rehabilitation, and data collection, are operational by the end of 2005. By 2008, drug abuse, particularly of ATS and opium should be reduced. Assistance will be provided to developing a strategic and coordinated response to illicit drug abuse in Laos. This will include providing support to coordination of interventions, data collection, social and economic impact studies, capacity enhancement of relevant personnel including government staff and social workers, support to development of treatment guidelines and manuals as well as prevention awareness information, education and communication (IEC) material. Support will be provided to nationwide advocacy campaigns.

Continued provision of support will be provided to treatment and rehabilitation programmes for both opium and ATS abusers. This will include training and support for drug counseling services. Supported training programmes will also include relevant staff from other international organizations and NGOs. UNODC will work together with the Government in close collaboration with other UN agencies and international organizations to implement the national strategies on drug control and HIV prevention. Mass media and outreach programmes for prevention of drug abuse and HIV/AIDS with scientifically accurate messages and culturally valid approaches will be carried out by community-based organizations. Moreover, UNODC will

continue its collaboration with the sub-regional project AD/RAS/02/G22 "Reducing HIV vulnerability from drug abuse in East Asia" to assess IDU and HIV/AIDS prevalence in the country.

UNODC will work with other specialized UN agencies and international organizations to provide coordinated assistance in prevention and control of HIV/AIDS among high-risk populations. This will focus on the provision of support in comprehensive interventions for drug related problems in the affected communities. Culturally appropriate and adapted IEC material will increase awareness among drug users and the general population concerning HIV/AIDS transmission.

**3. Support to strengthen penal dispositions and penal procedures relating to illicit drug activities, transnational crime, corruption and terrorism. Support to increase public law awareness.**

Organized crime, illicit drugs, corruption and terrorism have been specified in the 2004 update of the Common Country Assessment (CCA)/UN Development Assistance Framework (UNDAF). UNODC will promote the accession and the implementation of the international instruments on terrorism, transnational organized crime and corruption in order to strengthen the legal regime and national mechanisms. Support will be provided to conduct legal assessments of relevant national laws. Furthermore, support will be provided to incorporate acceded drug treaties into domestic law. Further requests will be made for the accession or ratification of the "1972 Protocol", amending the "1961, Single Convention on Narcotic Drugs".

Assistance will be provided by UNODC's legal advisory programme to the national drug control body. Requests will be made for the promulgation and implementation of the UNODC Drug Law draft proposal, to strengthen the national drug control legislation and related penal law issues. A Drug Law Enforcement manual will be drafted and distributed to law professionals. Public awareness of drugs and drug law will be increased through the media and other means.

**4. Support to strengthen the capacity of law enforcement officials to fight illicit drug activities, transnational crime, corruption and terrorism. Support to improve the penitentiary system. Support activities to increase awareness on drug and crime issues.**

In response to a request from the Government of the Lao PDR (GOL), a National Drug Law Enforcement Strategy will be formulated with UNODC support. The strategy will provide a coordinated response to deal with trafficking of illicit drugs, precursor chemicals, crime, corruption and other related issues. This will include support in the field of research on drug control and crime prevention legislation. Attention will be given to the issues of illicit drugs, terrorism, human trafficking, corruption, money laundering and prison administration. Assistance in criminal justice reform will include the improvement of the criminal justice processes in Lao PDR.

UNODC will work closely with other law enforcement agencies, as well as bi/multi-lateral donors and organizations to provide support to capacity enhancement of the detection, investigation and prosecution techniques of criminal law enforcement officials. Assistance will also be provided to set up a database for drug investigation and a coordinated approach to implementation and application of law enforcement measures between law enforcement officers from the immigration, customs, police and the judicial systems. UNODC will support coordination and strengthening of international cooperation to combat transnational organized crime.

To the extent possible, support will be provided to raise awareness among prison staff and personnel on penitentiary management and administration. Assistance in the development of non-custodial sanctions and ensuring their application to reduce overcrowding of prisons will also be provided. Attention will be given to the rehabilitation of prisoners, especially juveniles. In cooperation with UNAIDS and WHO awareness of HIV transmission among inmates, prison staff as well as law enforcement personnel in general will be supported.

### III. OVERALL STRATEGY

The GOL is strongly committed to eliminating illicit opium production in the country by 2005 and to fighting trafficking and abuse of illicit drugs as well as to combating crime and corruption. While poverty was a reason for growing opium, widespread availability leading to addiction is a limiting factor for productivity, leading again to poverty, with many trapped in this vicious circle. The GOL believes that poverty cannot be eradicated in northern Laos without the elimination of illicit opium production. The Lao PDR is party to the three international drug control treaties currently in force. The seventh party congress resolved to pursue transparency and accountability in Government and to combat corruption at all levels. In 2001, it established the State Inspection Authority to be responsible for prevention and suppression of corruption. The GOL has condemned all forms of terrorism and supports the global fight against terrorism. In September 2003, the Lao PDR acceded to the Trans-national Organized Crime Convention and its underlying Trafficking Protocol. The GOL has expressed its concern at the highest level to the need for stabilization of the situation in the immediate post-opium setting and the need to address the increase in trafficking and abuse of ATS and related increases in violence, crime and corruption, and therefore officially requesting UNODC to provide assistance.

Both financial and technical assistance must be provided to assist the Government the implementation of the government approved "National Programme Strategy for the Post-opium Scenario". UNODC will utilize its specialized expertise and comparative advantages to foster and strengthen both inter- and intra-agency partnerships to support the Government's efforts in the post-opium setting to enable an environment of sustainable development that will ensure illicit opium remains eliminated while ensuring that ethnic minorities enjoy a sustained human development process.

Joint projects have been developed with UNIDO and FAO. Furthermore joint working arrangements are being developed with the World Food Programme (WFP). Drug control has been identified as a major cross cutting issue in the UN Common Country Assessment and in achieving the Millennium Development Goals. Related activities have been integrated into the United Nations Development Assistance Framework.

The focus will continue on identifying and demonstrating alternative development best practices that can contribute to poverty reduction and sustainable development. These efforts will eventually be integrated into the Government's National Growth and Poverty Eradication Strategy and National Economic and Social Development processes.

Support will be provided to create a coordinated strategic response to illicit drug abuse focusing on community-based interventions for demand reduction. This will include support to the Government's nationwide civic awareness and community mobilization campaigns.

UNODC will promote the Government's adherence to the drug, crime and terrorism conventions and protocols, and assist in bringing about a level of technical capability in the Lao PDR to sufficiently meet international standards. The main vehicles for this are advocacy and technical advice accompanied by supporting resources. Interventions will include:

- Support for promotion of public awareness of international conventions and protocols
- Provide legal assistance on the accession and ratification of international conventions and treaties
- Provide assistance to incorporation and adoption of relevant provisions with national legislation
- Provide training of criminal justice officials in effective implementation of national legislation
- Support regional and global participation in regards of implementation of international conventions and protocols.

Technical advice and resources will be provided on a targeted basis, ensuring synergy and complementarity with other organizations and bilateral donors, and maximizing the effect of UNODC resources on drugs and crime problems. To develop joint partnerships with other actors, UNODC will involve international financial institutions, multilateral and bilateral donors in identifying common priority areas for joint practical action.

UNODC will support efforts to mainstreaming drug control issues with national priority programmes and strategies for poverty reduction and national socio-economic development processes.

In addition, Lao PDR will benefit from UNODC support at the regional level under the 1993 Memorandum of Understanding (MOU) for the six countries of the Greater Mekong Sub-region and under the ACCORD (ASEAN and China Cooperative Operations in Response to Dangerous Drugs) Plan of Action adopted in 2000 to achieve a drug free ASEAN by 2015.

At the seventh Ministerial meeting of the MOU countries from 23 to 25 March 2005 at Siem Reap, Cambodia, the signatories adopted the Siem Reap Declaration which focuses on collaboration in the areas of information exchange, the control of precursor chemicals and ATS, treatment and prevention of drug abuse, cross border cooperation and training, mutual legal assistance, sustainable development and technical and financial assistance.

Relevant national projects will be designed to ensure synergy, complementarity and integrability with sub-regional initiatives that address sustainable livelihoods, drug demand reduction, ATS prevention, data collection, HIV awareness, human trafficking, law enforcement, terrorism, transnational crime, and control of chemical precursors.

#### **IV. UNODC OPERATIONAL TARGETS 2006 -2009**

##### **Objective 1: Support the National Programme Strategy for the Post -Opium Scenario.**

**By 2009 to have provided substantive support to the Government's Programme to sustain the elimination of illicit opium poppy cultivation in Laos while ensuring a sustained human development process for former opium producing communities.**

Eliminating illicit opium poppy cultivation and related poverty has been one of the main priorities of UNODC in Laos. The focus is now shifting to the post-opium scenario. The operational targets for this objective is two-pronged: one is to ensure that opium remains eliminated; the other is to provide sustainable livelihoods to former opium growers/abusers communities.

- Continue role of the 'Programme Facilitation Unit' (PFU) in the coordination, facilitation and monitoring of efforts related to sustaining opium elimination in the post-opium scenario.
- Support provided to the national programme strategy for the post-opium scenario.
- Develop relevant project ideas and project documents as well as seek necessary funding.
- Enhance understanding of the environmental impact of opium cultivation and unsustainable coping practices.
- Foster and strengthen both inter- and intra-agency partnerships to support the Government's efforts in the post-opium setting as well as integration with the National Poverty Eradication Programme.
- Implement development assistance activities in targeted areas.
- Continue to identify best practices, important income and market opportunities. Formulate recommendations on strategies, approaches and technologies that can contribute to sustainable livelihoods and increased household incomes.
- Exchange best practices and promote international cooperation through workshops and networking.
- Mainstream sustainable livelihoods development through cooperation with the Government, relevant UN agencies and NGOs, as well as UNODC's sub-regional project AD/RAS/H84 "Regional Collaboration on Community-based Alternative Development to Eliminate Opium Production in Southeast Asia".
- Develop human resource capacities to replicate the programmes.
- Provide drug addiction treatment under associated government programmes.
- Establish joint inter-agency projects with UNIDO, FAO and WFP that will develop activities for former opium addicts, as well as expansion of social and economic services.
- Establish a national monitoring system for opium and other illicit substances.

**Achievement indicators:** 1/ number of projects approved and funded; 2/targeted local government's capacity to provide improved social and economic services; 3/ at least 15,000 opium addicts rehabilitated; 4/ development of alternative income sources; 5/ annual opium surveys to verify sustained opium elimination; 6/ socio-economic impact studies to assess impacts and understand coping strategies of former opium growing farmers; 7/ Continued improvements to socio-economic conditions, sustainable livelihoods and reduced poverty of former opium poppy cultivating communities; 8/ Identified best practices exchanged

Total cost	\$16,401,100
Funding available or pledged	\$7,786,545
Funds to be raised	\$8,614,555

**Objective 2: Reduced opium, ATS abuse and increased substance abuse and HIV/AIDS awareness**

**By 2009 to have significantly reduced opium abuse, to have effective programmes for ATS abuse, and to have increased awareness of substance abuse and HIV/AIDS in the Lao PDR.**

- The capacity of targeted communities to resolve their own drug problems improved.
- Provide treatment to all remaining opium addicts who may be tempted to revert to opium poppy cultivation to satisfy their addictions.
- Implement outreach activities to address the issue of prevention of relapse and new addictions not only for opiates but also other illicit substances.
- Provide special treatment programmes for elderly addicts and those with severe underlying diseases.
- Cooperation continued with the Ministry of Health and the US Embassy Narcotics Affairs Section in drug control and drug demand reduction
- Enhance understanding of the impacts of Amphetamine-Type Stimulants on the socio-economic setting and the society of Laos through quantitative and qualitative studies.
- Strengthen government capacity to develop systems for data collection and analysis, provide training of staff in cooperation with the sub-regional ATS data collection initiatives (AD/RAS/01/F97 "Improving ATS Data and Information Systems"). Coordinate and develop linkages of drug data collection with HIV/AIDS data collection systems.
- Complete an assessment of ATS treatment approaches resulting in a more coordinated and strategic approach to the ATS problem.
- Strengthen Government's ability to mobilize, cooperate and collaborate with communities, non-governmental and international agencies to provide effective interventions related to prevention and treatment of ATS abuse as well as related HIV/AIDS.
- Strengthen government staff and relevant communities' capacities to deliver primary preventive initiatives including those related to HIV/AIDS.
- Improve national drug abuse treatment systems.
- Develop appropriate IEC material including related HIV/AIDS awareness.
- Address awareness of the problem of human trafficking and migration, as well as spread of HIV/AIDS in the Lao PDR and in the wider region through mass media and other means.

**Achievement indicators:** 1/ reduced number of opium addicts through the provision of treatment and rehabilitation; 2/ preventing number of relapses through follow-up and prevention activities; 3/ improved access to primary health care, clean water and sanitation in former opium-growing areas; 4/ availability of appropriate data and information on drug abuse; 5/ extent of ATS abuse contained and number of ATS abuser rehabilitated; 6/ national trends on ATS abuse and drug-related HIV/AIDS transmission assessed and analysed 7/ ATS prevention strategies prepared and delivered; 8/ a National ATS treatment protocol developed 9/ increased availability of information about the dangers of HIV transmission among the high-risk groups of injecting drug users and service workers; 10/ training in life skills provided to patients and staff

Total cost	\$767,000
Funding available or pledged	\$267,000
Funds to be raised	\$500,000

**Objective 3: Support to strengthen legislation, especially criminal law in the area of drugs, organized crime, corruption, money laundering and terrorism. Support to strengthen criminal procedure to meet international standards. Support to increase awareness of drug and crime issues.**

**By 2009 to have assisted the Government in strengthening the legislation especially criminal law in the area of drugs, organized crime, corruption, money laundering and terrorism and supported criminal procedure to meet international standards. Awareness of drug and crime issues will have increased.**

The UNODC Field office will emphasise the implementation of the 1988 Convention against illicit traffic in narcotic drugs and psychotropic substances.

- The operational capacity of law professionals strengthened to draft a coherent *Penal Code* and *Criminal Procedure Code*.
- Advocacy made for the promulgation of a Drug law in compliance with the acceded international treaties. Emphasis will be put on international cooperation and information sharing.
- An assessment of the Lao Drug legislation conducted and a new Drug Law draft proposal in compliance with the international requirements elaborated with the government.
- New draft Drug Law presented for adoption by the National Assembly.
- Sustained advocacy provided for the adoption and promulgation of the new proposal.
- An overview conducted of the existing Penal Code and Criminal Procedure Code to identify the needs to fulfil the international commitments set forth by the international conventions to which the Lao PDR is party to
- Draft proposals presented.
- Support provided to the accession or ratification of treaties responding to *Global Challenges* and the integration of these treaties into domestic law and the implementation of the legislation at the national level.
- Awareness workshops conducted, especially on the issue of terrorism as stipulated by the SC/R 1373.

**Achievement indicators:** 1/ undertaking of workshops on criminal law and organized crime such as human trafficking, anti-corruption, and terrorism; 2/ increased expertise of law professionals; 3/ workshops on criminal law are held as well as 4/ workshops on organized crime, 5/ workshops on anti-corruption and 6/ workshops on international cooperation against terrorism; 7/ drafted Penal Code proposal, 8/ drafted Drug Law manual in compliance with the acceded international treaties is available; 9/ meeting minutes with concerned government officials made available and a report on the constraints of the possible adoption of amendments to the Penal Code and Penal Procedure Code made available.

Total cost	\$400,000
Funding available or pledged	0
Funds to be raised	\$400,000

**Objective 4: Strengthened capacity of law professionals and law enforcement officials to fight drug offences, crime, corruption and terrorism. Support to improving the penitentiary system.**

**By 2009 to have contributed to increased capacity of law professionals and law enforcement officials to fight drug offences, organized crime, corruption and terrorism. The Government assisted in improving the penitentiary system.**

The objectives of the Strategic Programme Framework will be pursued through a set of pipeline projects. Assistance is aimed at reducing crime and the risk of terrorism through the strengthening of judicial and law enforcement capacities.

- Consultations carried out with relevant government officials on the needs of a national drug law enforcement strategy
- A national drug law enforcement strategy drafted.
- Priority drug law enforcement issues identified and programmes developed.
- Workshops to train trainers of identified issues for customs, police, immigration and finance institution officials provided to enable required competences to replicate these at provincial and other levels.
- Support provided to training on investigation techniques, improvement of scientific support services, the establishment of data in support of drug investigation.
- Workshops conducted and advocacy provided to strengthen international cooperation to counter terrorism.
- Workshops held on criminal law and criminal procedures, issues of corruption, money laundering, organized crime such as human trafficking/migrant smuggling.
- Capacity of law enforcement personnel strengthened to identify organized crime offences.
- Public Awareness raised on corruption, organized crime and human trafficking.
- Corruption and money laundering identified as criminal offences and prosecuted.
- An assessment of the government's capacity to implement the Trafficking Protocol completed.
- The capacity of law enforcement officials to deal with human trafficking related issues strengthened. International cooperation networks established. Regional meetings organized to exchange best practices and crime trends.
- Cooperation with the sub-regional project AD/RAS/00/F34 "Precursor Control in East Asia" as well as other relevant projects continued. Training materials developed by the project continue to be used to raise awareness on precursors among law enforcement and customs officials, as well as relevant Ministry of Health/Industry staff, and the Private Sector.
- The judicial system assisted by UNODC through support to the penitentiary administration. Prison logistics strengthened and workshops including training on HIV awareness for prison administration as well as law enforcement personnel held. Regional meetings organized to promote international cooperation and exchange best practises.

**Achievement indicators** under this objective include 1/ number of drug seizures; 2/ number of arrests and prosecutions of drug traffickers; 3/ precursor awareness raised among law enforcement/customs officials, as well as Ministry of Health/Industry staff; 4/ key officials from law enforcement and law professionals trained in drug offences, anti- organized crime measures and corruption; 5/ amount of precursors and drug manufacturing and production related material seized; 6/ information exchange systems established; 7/ number of organized crime and corruption offences prosecuted and convicted 8/ number of AML/CFT offences prosecuted and convicted; 9/ drafted reports on national trends; 10/ conducted training for penitentiary authorities

Total cost	\$810,000
Funding available or pledged	0
Funds to be raised	\$810,000

## V. ONGOING AND PIPELINE PROJECTS

PROJECT TITLE	TOTAL BUDGET US\$	FUNDING SECURED	FUNDING REQUIREMENTS	STATUS/COMMENTS
<b>OBJECTIVE 1: Support the National Programme Strategy for the Post-opium Scenario</b>				
<b>AD/LAO/00/D35</b> Village-based development component in ADB Shifting Cultivation Stabilization Pilot Project in the Houaphan Province.	\$2,100,000	\$2,100,000	-	Ongoing. Expected end date is June 2006. Project extension in pipeline
<b>AD/LAO/00/F13</b> Creation of the Programme Facilitation Unit (PFU) to assist with eradication of opium through elements of law enforcement, demand reduction and alternative development.	\$4,691,100	\$3,076,545	\$1,614,555	Ongoing. Need of additional funds.
<b>AD/LAO/01/F12</b> Alternative development project in North Phongsaly.	\$3,410,000	\$2,610,000	\$800,000	Ongoing. Expected end date is December 2006. Need of additional funds. Project extension in pipeline
<b>AD/LAO/05/I28</b> Social and economic rehabilitation of opium-growing communities.	\$1,100,000	-	\$1,100,000	Joint 3 year project with UNIDO. The funding requirements listed are for UNODC's share.
<b>AD/LAO/xx/xxx</b> Sustainable livelihoods for crime and drug abuse prevention.	\$300,000	-	\$300,000	Pipeline project. One year project concurrently in El Salvador, Lao PDR and Senegal. The funding requirements are Lao PDR's share.
<b>AD/LAO/05/I32</b> Phongsaly Alternative Development Fund	\$1,000,000	-	\$1,000,000	Pipeline project. Approved as of 2005. Two year alternative development project.
<b>AD/LAO/06/H95</b> Luang Prabang alternative development project.	\$1,000,000	-	\$1,000,000	Pipeline project. Awaiting funding.
<b>AD/LAO/06/H98</b> Alternative development project in Houaphan.	\$1,000,000	-	\$1,000,000	Pipeline project. Extension of the on-going D35 project.
<b>AD/LAO/08/H99</b> Extension and expansion of existing alternative development project in North Phongsaly	\$1,000,000	-	\$1,000,000	Pipeline project.
<b>AD/LAO/06/IMET</b> Strengthening sustainable environmental practices jointly with FAO. Aims to understand environmental impacts and develop future sources of income.	\$500,000	-	\$500,000	Pipeline project. The \$500,000 is UNODC's share.
<b>AD/LAO/05/I03</b> Illicit Crop Monitoring.	\$300,000	-	\$300,000	Pipeline project. Approved as of 2004. Waiting for funding to be secured.
<b>Sub Total – Objective 1</b>	<b>\$16,401,100</b>	<b>\$7,786,545</b>	<b>\$8,614,555</b>	



PROJECT TITLE	TOTAL BUDGET US\$	FUNDING SECURED	FUNDING REQUIREMENTS	STATUS/COMMENTS
<b>OBJECTIVE 2: Reduced opium, ATS abuse and increased substance abuse and HIV/AIDS awareness</b>				
<b>AD/LAO/H06</b> Drug demand reduction project with focus on data collection, capacity building amongst health workers, and ATS awareness campaigns.	\$167,000	\$167,000	-	Ongoing and fully funded. An extension of this project is in the pipeline.
<b>AD/LAO/05/H96</b> Special programme for drug demand reduction targeting opium addiction in Lao PDR.	\$200,000	\$100,000	\$100,000	Pipeline project. Approved as of 2004. Sweden has made preliminary pledge.
<b>AD/LAO/xx/xxx</b> Prevention and reduction of demand for ATS abuse including development of best practices for government and other agencies staff.	\$200,000	-	\$200,000	Pipeline project. Focus on capacity building, prevention and treatment
<b>AD/LAO/H06 Extension</b> Capacity building in Lao PDR with a strong focus on data collection.	\$200,000	-	\$200,000	Pipeline project. Extension
<b>Sub Total – Objective 2</b>	<b>\$767,000</b>	<b>\$267,000</b>	<b>\$500,000</b>	
<b>Objective 3: Strengthened legislation, especially criminal law in the area of drugs, organized crime, corruption, money laundering and terrorism. Support to strengthen criminal procedure to meet international standards. Support increased awareness of drug and crime issues.</b>				
<b>AD/LAO/xx/xxx</b> Promotion of law reform and governance. Includes distribution of drug law manuals to professionals, and via the public media increase public awareness of drugs and drug laws.	\$200,000	-	\$200,000	Pipeline project.
<b>AD/LAO/xx/xxx</b> Advocacy and technical assistance for compliance and ratification of UN conventions.	\$200,000	-	\$200,000	Pipeline project.
<b>Sub Total – Objective 3</b>	<b>\$400,000</b>	<b>-</b>	<b>\$400,000</b>	
<b>Objective 4: Strengthened capacity of law professionals and law enforcement officials to fight drug offences, crime, corruption and terrorism. Support to improving the penitentiary system.</b>				
<b>AD/LAO/05/I02</b> Development of national drug law enforcement strategy.	\$200,000	-	\$200,000	Pipeline project. Approved as of 2004. Waiting for funding to be secured.
<b>FS/LAO/04/R76</b> Strengthening of the legal and law enforcement institutions to prevent and combat human trafficking.	\$410,000	-	\$410,000	Pipeline project. Endorsed as of 2005. Waiting for funding to be secured.
<b>AD/LAO/xx/xxx</b> Administrative penitentiary reforms related to management, training of staff, rehabilitation of prisoners, substance-abuse, and HIV/AIDS awareness training.	\$200,000	-	\$200,000	Pipeline project.
<b>Sub Total – Objective 4</b>	<b>\$810,000</b>	<b>-</b>	<b>\$810,000</b>	
<b>Grand Total – Ongoing and Pipeline Project</b>	<b>\$18,378,100</b>	<b>\$8,053,545</b>	<b>\$10,324,555</b>	