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**1. CAMBODIA**

**1.1 General situation**

*1.1.1 Drug use*

There are no consistent statistics as to the exact number of people who use drugs in Cambodia. However the general consensus among the Royal Government of Cambodia and international agencies is that there are currently between 12,000 and 28,000 people who use drugs.

Methamphetamine pills are the most widely used drug in Cambodia, although crystalline methamphetamine is becoming more widely available, with use on the rise, particularly in Phnom Penh and among unemployed youth.

Whereas illicit drug use was previously concentrated primarily in urban settings, in recent years it has been expanding into rural areas, in particular in the provinces adjacent to Lao PDR and Thailand (INCSR Cambodia 2012). Drug use among women and within prisons appears to be on the rise (UNODC 2013).

**Table 1. Rank of primary drugs of concern in Cambodia, 2008-2012**

Drug type	2008	2009	2010**	2011***	2012****
Methamphetamine pills	●	2*	1	2	2
Crystalline methamphetamine	●	1*	2	1	1
Ecstasy	●	●	●	6	●
Cannabis	●	●	4	4	4
Heroin	●	●	3	5	●
Inhalants	●	●	●	3	3
Opium	●	●	●	●	●

● = Not reported

Source(s): \*NACD 2010a. \*\*2010 rankings based on DAINAP data and Cambodia country reports. \*\*\*NACD 2012b. \*\*\*\*2012 rankings are based on data provided by the National Authority for Combating Drugs.

**Table 2. Trend in use of selected drugs in Cambodia, 2008-2012**

Drug type	2008	2009	2010*	2011**	2012***
Methamphetamine pills	●	●	↑	↑	↑
Crystalline methamphetamine	●	●	↑	↑	↑
Ecstasy	●	●	●	↑	↓
Cannabis	●	●	●	↑	●
Heroin	●	●	●	↓	●
Inhalants	●	●	●	●	●
Opium	●	●	●	●	●

↑ = Increase, ↓ = Decrease, ↔ = Stable, ● = Not reported

Source(s): DAINAP. \*2010 rankings based on DAINAP data and Cambodia country reports. \*\*NACD 2012b. \*\*\*2012 drug use trends are based on data provided by the National Authority for Combating Drugs.

### HIV and Injecting drug use

Injecting drug use, including of methamphetamine, in Cambodia, continues to be on the rise. According to the National AIDS Authority of Cambodia, HIV prevalence in 2007 was 24.1% for injecting drug users. In 2012, the ‘National Population Size Estimation, HIV Prevalence and Related Risk Behaviours’ (under the auspice of the NACD, Ministry of Health and HAARP), reported that HIV prevalence slightly increased among injecting users to 24.8%. The same study reported a significant increase of approximately 4% (from 1% in 2011) in HIV infections among non-injecting people who use drugs.

### *1.1.2 Drug production*

Large quantities of methamphetamine are domestically manufactured; however due to the paucity of data, the full extent of illicit drug manufacture in Cambodia is unknown. Over the last few years, Cambodian authorities have dismantled almost 20 facilities that were manufacturing methamphetamine or producing precursor chemicals used in the manufacture of methamphetamine and MDMA. Some of the dismantled facilities, including the seized consignments of precursor chemicals, were linked to Chinese drug trafficking organizations based in Taiwan. Illicit SRO harvesting, commonly used as precursors for ecstasy, remains a problem in Cambodia.

### *1.1.3 Drug trafficking*

Transnational organized criminal networks from Asia and West Africa continue to target Cambodia as a major transit country for illicit drug and precursor chemical trafficking. Large quantities of methamphetamine (in pill and crystalline form) and heroin from Myanmar continue to be trafficked into Cambodia across its north eastern border from Lao PDR. The majority of the drugs, particularly crystalline methamphetamine and heroin, are often repackaged for further trafficking via overland routes and with passenger plane couriers to neighbouring countries (primarily Thailand and Viet Nam) and to other markets, in particular Australia. In addition, international airports in Phnom Penh and Siem Reap are being increasingly used as key trafficking points for both inbound and outbound illicit drug operations.

Cocaine is smuggled into Cambodia by plane and by post from a number of countries in South America, North America, West Africa and Europe, to be exported onwards to a third country along overland and air routes. Many arrested drug couriers had been recruited by West African drug trafficking organizations. Some drug trafficking organizations from China and Taiwan are mainly involved in ATS and heroin trafficking.

## **1.2 Update on Cambodia's institutional framework**

Cambodia signed the United Nations Convention against Transnational Organized Crime (UNTOC) and the three UN Drug Conventions on 7 July 2005. The ratification process was completed in September 2007, when Cambodia acceded to the 1972 Protocol of the 1961 Single Convention on Narcotic Drugs.

Cambodia's previous Law on the Control of Drugs was enacted in 1997, but as the drug situation changed rapidly in Cambodia, lawmakers found that the law was inadequate to tackle the scale of the problem. The law was subsequently amended on two occasions in order to make it comply with the mandatory provisions of the UN Conventions. Those amendments still proved insufficient to address the situation and there remained a number of loopholes in the law which needed to be addressed. In January 2012, a new Law on Drug Control was adopted. It introduces new classification of addictive drugs, defines the anti-drug institutions and contains anti-money laundering provisions as well as recognising the right to voluntary access to drug treatment for people who use drugs and the respect of psychosocial and health care providers to provide assistance to people who use drugs, in health structures and in the community.

In 2013, the Government of Cambodia approved the New National Strategic Plan on Drug Control (2013-2015) which outlines the Royal Cambodian Government's (RCG) plan to further implement the Drug Law. The National Strategic Plan consists of 5 Strategies, 7 Strategic Measures, 35 Programmes, and 103 Activities. The 5 priority strategies include:

1. Drug Demand Reduction
2. Drug Supply Reduction
3. Treatment, Rehabilitation, and Re-Integration
4. Law Enforcement
5. International Cooperation

Law enforcement capacity remains limited in Cambodia. Corruption within a handful of law enforcement officials should be addressed with further efforts to reduce drugs trafficking and abuse. The Royal Government of Cambodia has sought to reform and enhance the capacity of law-enforcing institutions. It is working with concerned parties to take a multi-pronged approach to combat the domestic production and distribution of drugs. Cambodia is also seeking to improve the awareness, capacity, commitment, professionalism and accountability of law-enforcing institutions in order to improve implementation of the Law on Drug Control.

With growing understanding that solely focusing on law enforcement and punitive approaches alone cannot control the production, sale and use of drugs, the Cambodian Government is adopting strategies aimed at reducing demand. The Cambodian Government has conducted a public awareness campaign through the media and prevention activities in schools and started a community based drug treatment program. Under this program, law enforcement has been enabled to provide a supporting environment allowing differentiation between people who use drugs from drug traffickers. A methadone maintenance program for heroin users and needle exchange program has also been implemented by the Ministry of Health with UN technical support and funding from Australia.

### **1.3 Update on major bilateral and multilateral programs**

Donor assistance has largely focused on individual donors' strengths and priorities, rather than on a strategic or sector-wide approach. This also reflects the different development priorities of the donor partner agencies (law enforcement, health, NGOs) involved in delivering the assistance.

#### **UNODC- Supply reduction**

A UNODC survey demonstrated insufficient knowledge amongst Cambodia authorities about how to reduce supply at the primary border crossing points. To increase capacity and awareness to prevent drug trafficking at the border, UNODC has assisted the Royal Cambodian Government to establish seven Border Liaison Offices (BLOs) in smuggling hot-spots along Cambodia's land borders. The BLO programme promotes informal "horizontal communication" between agencies and across borders, as well as providing skills training and some communication and transport equipment under the UNODC-supported initiative "Partnership against Transnational-crime through Regional Organized Law-enforcement (PATROL)", and is meant to expand as more BLOs are needed to control transnational forms of crime along Laos and Vietnam.

#### **UNODC- Demand and Harm Reduction**

CBTx promotes a continuum of care and strengthened community mechanisms to provide services and referrals for drug prevention and treatment (including harm reduction interventions) and rehabilitation for all people who use drugs. By the end of 2013, CBTx provided ongoing treatment for over 1200 people who use drugs.

Additionally, the program has provided training to 170 health staff from four provincial referral hospitals and 15 health centres, as well as NGOs, to improve understanding of drug dependence and treatment options, patient assessment and treatment planning, counselling techniques and pharmacotherapy.

CBTx has facilitated stronger relationships between key national agencies such as the National Authority for Combating Drugs, Ministry of Health, UNODC and Provincial partners including the Provincial Health Department, local health and social service providers.

Partnerships have been established with law enforcement, which has increased their understanding of drug use and CBTx. Specifically, this has encouraged police to address drug dependence as a health concern that requires treatment rather than met with punitive responses. People who use drugs are now less likely to hide and are more likely to engage with NGOs and local authorities due to a more supportive law enforcement environment at the commune level (local government).

### **Australia**

The Australian Federal Police (AFP) in Cambodia works to build the capacity of the Cambodian National Police (CNP) by continuing to support a CNP Transnational Crime Team, which has had a number of recent successful anti-drug operations. The Transnational Crime Team comprises dedicated CNP personnel as well as one AFP adviser. In 2013-14, AFP capacity-building support included forensic crime scene examination training and the provision of forensic crime scene examination kits to five provinces. The AFP remains concerned about the alleged drug-related activities of West African criminal groups as reported by NACD.

Australia, through its Defence Cooperation Program, also continues to support Cambodia's efforts to secure its maritime borders and establish mechanisms to combat drug trafficking, illegal fishing, people smuggling, and threats against its natural environment. Australia was integral in supporting the establishment of the National Committee of Maritime Security (NCMS) in 2009 and has since then, in conjunction with the US, continued to support the NCMS through professional development training in Australia, command post exercises, formulation of operational orders and directives, ship visits, and continued logistical support to the NCMS and Royal Cambodian Navy, both in Phnom Penh and at the Naval Base in Ream.

In addition to its law enforcement and security cooperation, Australia also targets the reduction of the spread of HIV through injecting drug use in Cambodia through the HIV/Aids Asia Regional Program (HAARP). As part of the refocussing of Australia's aid program it was agreed with the Royal Government of Cambodia that HAARP would end on 31 December 2014 - six months earlier than originally planned. HAARP continues to produce a range of positive results including helping to introduce Cambodia's first methadone maintenance therapy program, taking positive steps towards integrating needle and syringe programs into the broader health system and supporting harm reduction within law enforcement agencies. For the remainder of 2014 the Australian and Royal Cambodian Governments will work together to ensure that these results are sustainable.

## **Japan**

The Government of Japan is, together with other donors, is supporting the Global SMART Program to assist with data collection and analysis of drug trends (production, drug trafficking and abuse) in Cambodia.

In 2014, the Government of Japan will provide seminar-styled short-term training for Cambodian senior officials from the drug law enforcement agencies such as NACD through the Japan International Cooperation Agency (JICA). The seminar, entitled the "Seminar on Control of Drug Offences", aims to share among international participants from various countries such as Vietnam, Thailand, the Philippines and Kenya, their knowledge and experiences regarding prevention of cross-border smuggling and means of tighter control of drug offences, so that they can improve investigation capability, and through which to establish international networking among competent authorities. The training programme will be conducted in Japan in collaboration with the Japanese National Police Agency for two weeks, in the summer of 2014, which will be followed by second and third seminars in 2015 and 2016.

Every year, Japan has hosted the Asia-Pacific Operational Drug Enforcement Conference (ADEC) in Tokyo, which started twenty years ago. This year, the ADEC-19th was held from 18 through 20 February and 34 countries including Cambodia and those from other regions and five organisations (ASEAN, ASEANAPOL, EUROPOL, ICPO and UNODC) attended. ADEC intends to be a region-wide platform to discuss the trends in drug offences in the Asia-Pacific region and to share information among competent agencies on effective measures against drug trafficking.

## **The United States of America**

The Government of the United States of America is helping Cambodian authorities to address a range of criminal activity, including drug trafficking, through focused capacity-building programs. Examples include training funded by the U.S. Joint Interagency Task Force-West (JIATF-West) for the Royal Cambodian Navy and the National Committee for Maritime Security to improve ship maintenance and vessel boarding procedures. JIATF-West also helps train Cambodian officials and private bank representatives on financial investigative techniques. In addition, the U.S. Drug Enforcement Administration is helping to train officials from the National Authority for Combating Drugs and the Cambodian Anti-Drug Department in advanced anti-money laundering techniques and is promoting regional cooperation among marine police agencies in Thailand, Cambodia, Vietnam, and Malaysia.

## **EU**

The EU is funding programmes active in Cambodia, related to law enforcement, anti-terrorism, fight against money laundering and illegal migration. Although, the EU does not fund actions specifically targeted at drugs, the delegation appreciates to be kept in the loop on this topic. Early March, UNODC informed the EU, at Headquarters' level, about their new project focussing on drugs from the perspective of treatment and care. HQ and Delegations are evaluating the possibilities of synergies with that project, in particular in the context of the on-going exercise of programming our new cycle of cooperation starting in 2014 and in the limits imposed by the policy of streamlining EU cooperation objectives.

## **UK**

The United Kingdom continues to work closely with the Royal Government of Cambodia on serious crime issues including drug smuggling, human trafficking and people smuggling, money laundering, and child abuse and exploitation. In February 2014, an important new Memorandum of Understanding (MoU) was signed between the UK's National Crime Agency and the Cambodian General Commissariat of National Police to increase co-operation in the fight against serious crime. Under the scope of cooperation, the MoU specifically identifies drugs crime as one of the priority areas for increased co-ordinated operations, increased information sharing and increased capacity building between the UK and Cambodia.

## **1.4 Place and date of the meeting of the mini-Dublin Group**

On the April 2nd 2014, the Mini Dublin group convened at the Embassy of Japan in Phnom Penh, Cambodia. Attendees included embassy officials from Australia, EU, France, Japan, and US. Apologies were received from Germany, Sweden, and UK. The National Authority to Combat Drugs and the UNODC made presentations on the drug situation in Cambodia and their activities in the previous 12 months.

## **1.5 Prioritized identification of needs for external assistance**

For demand reduction, lacking of technical equipments, budget, and human resources in dealing with education program is a main problem. For supply reduction, information sources for assisting operations are not sufficient. For harm reduction, treatment, rehabilitation, vocational training, and re-integration, the lacking of human resources, equipments, capacity and budgets have resulted in a slow roll out of training and educational program as part of Community Based Treatment. For strengthening of law enforcement, officials for procedural investigation and collecting of evidences for the court institutions is still limited.

## **1.6 Mini-Dublin group assessment of needs**

### *1.6.1 Emerging threats/trends*

- The manufacture, trafficking and use of illicit drugs represent a significant problem in Cambodia.
- Cambodia has become a favoured transit and storage location for international drug traffickers. In 2013, a significant number of seizures of illicit drugs – including methamphetamine, cocaine and heroin – were recorded in Cambodia. Most of this was related to transnational organised criminal activity.
- Methamphetamine use continues to expand. Illicit drug use was previously concentrated primarily in urban areas, but has expanded into rural areas in recent years, in particular in the provinces adjacent to Lao PDR and Thailand.
- Drug trafficking organisations from China and Taiwan are involved in the trafficking of ATS and heroin. West African networks are involved primarily in the trafficking heroin and cocaine through Cambodia to markets in the region.

### *1.6.2 Political initiatives*

There appears to be strong political will to tackle drug trafficking and production with multiple approaches addressing production, supply and demand. After the adoption of new law on Drug Control in 2012 as part of the National Strategic Development Plan (NSDP), the Royal Government of Cambodia approved the New Strategic Plan on Drug Control (2013-2015), as noted above. In 2014, the Government plans to (1) continue to promote the drug education and awareness, (2) strengthen the Community Based Treatment, (3) promote efficient law enforcement operation, (4) increase good cooperation among Ministries and Institutions, (5) promote and enhance cooperation with the neighbouring countries, including continuously strengthening Border Liaison Office (BLO), (6) promote and enhance international cooperation, (7) strengthen institutions concerning all related authorities.

### *1.6.3 Recommendations*

Although last year's recommendations have been implemented steadily, they are still valid. So, while mentioning last year's main accomplishments, participants have agreed that the previous recommendations remain current. These are:

- Continuing support for the Royal Government of Cambodia to implement the seven strategic measures under the newly adopted 2013-2016 National Strategic Plan.
- The Royal Government of Cambodia, with support from relevant partners, should aim to develop procedures and initiatives to implement the Law on Drug Control. This includes development of Sub decrees as per the articles of the Law, and awareness campaigns regarding the law for all stakeholders (including law enforcement, prosecutors, judiciary, and the general public).
- Cambodian authorities should strengthened border control and provide increased capacity building for officials working at the land border, including in Border Liaison Offices. There should also be more capacity building in technical skills for law enforcement personnel, including training in improved investigation techniques, collection/handling of evidence, forensics methods/techniques.

- The Royal Government of Cambodia should build on its initial leadership on community based treatment initiatives by dedicating more resources to this effort. Donors should look at supporting the Royal Government of Cambodia’s commitment community based treatment initiatives. The Ministry of Health should identify community based treatment as a high priority for donor funding in order to have the best chance of attracting donor funds committed in the health sector.
- The drug situation in Cambodia needs to be better monitored. A national system to collect accurate and reliable data should be created with the input of the different ministries concerned (Ministry of Interior, Ministry of Justice, Ministry of Health, etc.). The statistics generated by the database would help to inform the design future drug policies and consequently a better response to needs. The development of a national database would provide reliable statistics to monitor the trends in drugs use.
- Donors should look to harmonise and coordinate their assistance to the Royal Government of Cambodia through increased information sharing and meetings with relevant stakeholders.

## **2. LAO PEOPLE’S DEMOCRATIC REPUBLIC**

### **2.1 General situation**

The Lao PDR is located at the hub of the Mekong sub-region and shares porous land borders with five neighboring countries. With enhanced transport infrastructure and developing connectivity in the region towards the establishment of the ASEAN Economic Community in 2015, there is concern over an increase in narcotics trafficking, production, use, and drug-related crime including people smuggling and money laundering.

Countering drug use and related crime is an important priority of the government of the Lao PDR since the threat from illicit drugs is a critical challenge if domestic and regional security and socio-economic development are to be ensured.

**Table. 1 Drug seizure statistics 2008-2013**

Year	Heroin (Kg)	Opium (Kg)	ATS (tablets, millions)	ICE (Kg)	Cannabis (Kg)	Cocaine (Kg)	Arrested foreigners	Arrest cases
2008	17.5	11.8	1.2	0	805	2	6	222
2009	29.3	49.9	2.3	0	976	0.1	20	473
2010	84.3	86.5	24.5	0	3,521	0	16	581
2011	43.4	63.9	4.6	0	1,617	0	77	1,037
2012	45.0	87.6	10.1	0	2,836	0	41	1,223
2013	287.8	89.7	15.1	26.5	5,484	10.5	44	1,434

Source: LCDC

A joint two-month operation was carried out to crack-down on drug-related crimes on the Mekong River in the so-called Golden Triangle region. The operation involved the authorities of the Lao PDR, China, Myanmar and Thailand, and lasted from 20 April to 20 June in 2013. At the same time, 2013 saw a sharp increase in seizures of some drugs such as heroin and Amphetamine Type Stimulants (ATS) in the Lao PDR as shown at table 1. of particular concern, the figures in 2013 incorporate a very large increase in heroin seizures, and for the first time ever substantial seizures in the Lao PDR of both cocaine and ice.

Although transnational crime in the Lao PDR includes trafficking, corruption, and other criminal activities, the use of ATS and opium poppy cultivation are recognized as particularly serious challenges.

Abuse of ATS continues to spread over the country, especially among Lao youth, and remains that the Lao PDR's highest-priority drug concern. Given the country's geographic location and its role as a transit country for illicit drugs, there is an urgent need for counter-measures as well as law-enforcement cooperation with neighboring countries. According to the Lao Government, it is estimated that there are over 40,000 ATS users in the Lao PDR; of these it is estimated that around 11 per cent are addicts. Methamphetamine tablets can be purchased cheaply in the Lao PDR for around 20,000 kip (US2.50) each.

According to the 2013 Opium Crop Survey 2013 conducted by the UNODC and the Government of the Lao PDR and funded by the United States, opium cultivation declined from 6,800 ha in 2012 to 3,900 ha in 2013 as shown in table 2. For 2014, production may have declined slightly, through the 2014 survey’s final results have not yet been tabulated.

**Table. 2 Estimated areas under opium poppy cultivation in the Lao PDR**



Source: UNODC

Phongsali province seems to have the highest cultivation, but poppy-growing was also observed in Houaphan, Xiengkhouang provinces and elsewhere. For 2013, the potential production of dry opium was estimated at 23 tons. The average price of opium in 2013 rose to US\$1,840/ kg and it remained attractive to farmers in remote mountainous areas where there are few alternative income sources. There is a vast difference in opium prices among the regions. The lowest price was US\$720/kg in Bolikhamxai province while the highest was US\$3,014/kg in Xiengkhouang province.

The Lao government sees no evidence of heroin or ATS production in the Lao PDR to date. However, heroin and ATS are trafficked from Myanmar through the Lao PDR into China, Vietnam, Cambodia, Thailand and then to other markets.

## **2.2 Changes to the country's institutional counter-narcotics programs**

At the meeting of 8<sup>th</sup> Mini-Dublin and the Illicit Drug Sector Working Group (IDSWG) in October 2013, the chair of the Lao National Commission for Drug Control and Supervision (LCDC), Mr. Kou Chansina, proposed to extend the National Drug Control Master Plan 2009 – 2013 up to the end of 2015 to enable more work to be done and to bring it into line with the timing of the 7<sup>th</sup> National Socio-Economic Development Plan which is the national comprehensive development policy 2011-2015.

The LCDC proposed a focus on the following priority activities:

- i) enhanced demand reduction through ongoing awareness-raising and advocacy against drugs, particularly through the education system;
- ii) continued development of alternative and improved treatment options for addicts and users, including outpatient services;
- iii) improved law enforcement against traffickers; and
- iv) continued cooperation with neighboring countries and with the international community, including the strengthening of border liaison offices.

According to the Supreme Public Prosecutors Office, around 80 per cent of all court cases in the Lao PDR are drug-related. Most of the people incarcerated for drug offences are serving long sentences, including life sentences. A significant number have received the death penalty, although no one has in fact been executed. According to the LCDC, Lao authorities are frequently unable to identify or capture major traffickers because their resources and capacity are minimal compared to those of the criminal syndicates. The Lao PDR would welcome further international assistance in this area.

## **2.3 Update on major bilateral and multilateral counter-narcotics programs**

The IDSWG forms part of the broader Round Table and sectorial framework for donor coordination in the Lao PDR. The IDSWG is chaired by the LCDC, and co-chaired by the Mini Dublin Group Chair (Australia or Japan on a rotational basis) and UNODC. The IDSWG met most recently on 3 October 2013, at which time developments and donor support to the sector were reviewed. In addition, a field trip to the northern part of the Lao PDR was conducted to observe the current situation in local areas in March 2014.

Recent developments in counter-narcotics assistance to the Laos PDR include:

- i) Germany is continuing to support an alternative development project closely cooperated with the Thai Royal Project Foundation in Oudomxay province, which has seen income of some former opium poppy farmers increase 8-fold through alternative agricultural production;
- ii) A Partnerships against Transnational Crime through Regional Organized Law Enforcement (PATROL) Project, agreed between UNODC and the Lao Ministry of Public Security, is supporting border liaison offices (BLOs) to address transnational crime issues. Ministry of Public Security in the Lao PDR prioritized 13 BLOs in the Lao PDR;
- iii) The EU continues to fund a project promoting licit crop production and small farmer enterprise development in Houaphan Province implemented by UNODC; the project started in 2011 but has already shown positive impacts on the ground with licit agricultural production on the rise and a number of villages being declared drug-free.
- iv) Luxembourg has funded a sub-project to transfer innovative alternative development technologies to ensure food security in two northern provinces. In addition, a livelihood improvement project funded by Luxembourg was recently completed in Phonsaly province in December 2013;
- v) UNODC and the United States have for some time been supporting a community-based opium addiction treatment and civic awareness; and UNODC, the United States and Australia have supported a pilot project on community-based treatment for ATS users that started in 2012;
- vi) Japan is constructing schools in remote districts on the basis of pledges from school principals that the schools will remain drug free. JICA is also supporting a 5-year project supporting human resource development in the legal sector;
- vii) Australia extended its harm reduction project for Laos aimed at preventing HIV among vulnerable communities including injecting drug users;
- viii) Several donors are providing training and other assistance to Lao counter-narcotics officials, sometimes through police-to-police channels;
- ix) UNODC, with US funding, is conducting a project in evidence-based approaches to investigation and prosecution.

## **2.4 Identification of needs for external assistance**

The Master Plan contains a range of pipeline projects that have been identified however up until not, have not received adequate funding. More broadly, key challenges where the Lao PDR is seeking further external counter-narcotics assistance include the following;

- i) increasing Lao agencies' capacity to deal with significant increases in ATS use, as well as the emergence of crystal meth and other new psychotropic substances;
- ii) building technical capacity across all dimensions of counter-narcotics work, including in the legal sector;
- iii) reducing remaining illicit opium cultivation, including through alternative development and poverty reduction in vulnerable areas;
- iv) supporting the expansion of outpatient treatment options; and
- v) strengthening and expanding regional and interagency partnerships, including to strengthen border control.

## **2.5 Mini-Dublin Group coordination**

### **(i) Mini-Dublin Group's assessment of emerging threats / trends**

The widespread and growing use of ATS among Lao youth is the key threat in the Lao PDR. In addition to the direct and obvious impact on health and crime rates, it is impacting directly on productivity and on the ability of the Lao PDR to meet Millennium Development Goals. The significant increase in heroin seizures, the appearance for the first time of substantial shipments of ice in the Lao PDR, and the continuous opium poppy cultivation, are also of concern.

### **(ii) Mini-Dublin Group's assessment of political will and counter-narcotics initiatives**

The Lao Government recognizes the challenges of increasing ATS use and addiction and places a high priority on counter-narcotics efforts. This can be seen through high-level political statements and in recent high-level discussions with the Lao Government.

The Lao PDR has been cooperating increasingly with neighboring countries in cooperative counter-narcotics activities, including through the joint two-month operation mentioned in Section 1 above, working with China on satellite surveys of opium production for eradication, and through regional meetings and activities such as the ASEAN Senior Officials Meeting on Drug Matters and the ASEAN China Cooperative Operations in Response to Dangerous Drugs (ACCORD). Regular bilateral and trilateral consultations also occur with such neighbors as Thailand, Myanmar, Cambodia and Vietnam.

The lack of allocated budget funding and capacity limitations are key constraints on the ability of the Lao Government agencies to meet the objectives of the national master plan.

### **(iii) Mini-Dublin Group’s recommendations for strengthening counter-narcotics initiatives**

The Mini Dublin Group in the Lao PDR considers that the Government’s anti-drug priorities should remain current for the next reporting period to allow it to build on progress. The Mini Dublin Group makes the following recommendations;

- i) Recommendation 1 – Encourage and support the Government in its efforts to realize core priorities under the current National Drug Control Master Plan.
- ii) Recommendation 2 – Continue to encourage and support the Government in its efforts to develop evidence-based addiction treatment programs for ATS users (e.g. community-based treatment and, for full-blown addicts, medically-sound systems at treatment centres) and place emphasis on rehabilitation and vocational training.
- iii) Recommendation 3 – Continue developing a more comprehensive and better coordinated approach to anti-narcotics activities, inter alia by including anti-narcotics strategies and messages in development projects in at-risk areas, even where those projects are not primarily focused on narcotics outcomes.
- iv) Recommendation 4 - Consider options for providing and encouraging further donor support to narcotics-related work, including capacity building for relevant Lao Government agencies.
- v) Recommendation 5 – Support collection of data and reporting of statistics on drug law enforcement, including arrests, prosecutions and convictions, as well as gender-disaggregated figures.
- vi) Recommendation 6 - Encourage the Government to exchange intelligence on drug arrests, wherever possible, with regional international law-enforcement partners including the Dublin Group countries to ensure they are able to tap into international police intelligence networks and achieve more success against high-level drug smugglers.

## Acronyms

LCDC: Lao National Commission for Drug Control and Supervision

UNODC: United Nations Office On Drugs and Crime

### 3. BURMA/MYANMAR

#### 3.1 General situation

##### 3.1.1 *Opium and opiates*

Myanmar is considered to be the second largest producer of opium in the world, behind Afghanistan. East Asia illicit opiate industry value is estimated at \$16.3 billion per year, and majority of which is driven from Myanmar opium/heroin. In 1999 the Myanmar Government and local authorities engaged in a 15-year plan to eliminate opium poppy cultivation by 2014. This Plan has now been extended a further five years and will conclude in 2019. Until 2006 there was a considerable decrease in the total area under opium poppy cultivation in Myanmar, as a result of efforts to eradicate opium poppy cultivation as well as the imposition by local authorities of an opium ban in the Wa region in June 2005 and in the Kokang Special Region in 2003. However, illicit opium poppy cultivation has since increased although it is still well below the levels reached in the 1990s. After reaching a minimum level in 2006, opium cultivation began to gradually increase again in 2007. According to the UNODC Opium Poppy Survey report<sup>1</sup> on Myanmar, poppy cultivation in Myanmar rose **13%** from the previous year to **57,800 hectares**, more than doubling since 2006. The combination of an increase in both cultivation and yield of opium poppy in Myanmar in 2013 resulted in a rise in opium production of some **26%** in comparison to 2012. The best estimate for 2013 opium production in Myanmar alone is some **870 tonnes**, the highest since assessments by UNODC and the Government began.

In addition to the increase in production, it is important to note the sophistication in cultivation. The farmers use irrigated fields and fertilizers to increase productivity, while planting in lowland paddy and use intercropping such as with beans, and multi-stage planting to mitigate eradication.

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<sup>1</sup> UNODC (2013) South-East Asia Opium Survey 2012: Lao PDR, Myanmar

Geographically, opium poppy cultivation still appears to be confined largely to the highland areas of Shan State, with smaller areas of cultivation reported in other states such as Kachin, Kayah and Chin. According to the UNODC survey, poverty and food insecurity are major drivers of poppy cultivation for most poppy farmers. Average income of opium farmer and non-opium farmer in the same area are approximately \$2,300; however, without opium, opium farmers can make only 60% of income of non-opium households in the same area.

### *3.1.2 Amphetamines (ATS)*

Countries in East and South East Asia have seen an increase in the manufacturing, trafficking and consumption of amphetamine-type stimulants (ATS), with a large volume of these ATS being produced in the eastern border areas of Myanmar. The most common type of ATS produced is methamphetamine. East Asia illicit ATS industry value is estimated at \$15billion per year.

The illicit production of methamphetamine is aided significantly by the use of precursor chemicals which are trafficked into eastern Myanmar from India and China. Recently there has been a shift in the production practices for methamphetamine from sourcing raw precursor chemicals in bulk to sourcing these chemicals from processed, licit pharmaceutical preparations. Since 2009 there has been an annual increase in the seizure of licit pharmaceutical preparations, such as cold and flu medications containing ephedrine or pseudo-ephedrine, being trafficked into Myanmar to be used in the production of methamphetamine and other ATS. This shift reflects a broader global trend, however, and is not unique to Myanmar. A significant portion of these ATS pills produced in the eastern border regions of Shan State subsequently are trafficked via various routes directly to Thailand, China and Lao PDR. There is evidence also of new transnational trafficking routes for this ATS along Myanmar's western border with Bangladesh and India.

Based on the seizure volume, domestic production of ATS is estimated to be over 1 billion pills per year. In 2013, Myanmar recorded the seizure of over 10.2 million methamphetamine pills. The seizure in was the highest in 2009 at 23.8 million, while 2008 and 2007 were 1.1 million and 1.6 million respectively.

This fluctuation in volume of domestically-seized ATS pills does not indicate necessarily that methamphetamine production is fluctuating as well. It is important to note, for example, that Myanmar's neighbouring countries of China, Lao PDR and Thailand have seized significant amount of methamphetamine originating from Myanmar since 2009. Seizures of methamphetamine pills in Myanmar and neighbouring countries in 2011 was more than 140 million pills. The preliminary data suggests the total seizure in these four countries would surpass 150 million in 2012. This indicates the manufacture of methamphetamine pills in Myanmar remains high. In fact, the seizures of Myanmar meth (pills and crystal) in Northern Thai is multi-millions in the first 3 months of 2014.

With respect to crystalline methamphetamine, large shipments of this ATS destined for international markets were seized in Myanmar in 2009 and 2010. After recording the seizures of 124 kg and 226 kg in 2009 and 2010 respectively, the seizure dropped to only 33 kg in 2011. However, in 2012, Myanmar authorities seized more than 153kg of crystalline methamphetamine and 274 litres of liquid crystalline methamphetamine (or, semi-finished product). Most of the crystalline methamphetamine that has been seized in northern Thailand in recent years is alleged to have originated from the eastern border areas of Myanmar. The seizure of the first ever crystalline methamphetamine manufacturing facility in Lauk Kai, located in Eastern Shan State at the Myanmar-China border, in July 2012, may support this indication. A significant amount of finished product, semi-finished product and precursor chemicals also were seized together with equipment used in the production of crystalline methamphetamine.

### *3.1.3 Drug use and Treatment*

The prevalence of all three drugs, opium, heroin and ATS, was higher in 2013 than in 2012, with the greatest difference observed in ATS prevalence.<sup>2</sup> The UNODC estimates that there are between 300,000 to 400,000 drug users in the country, while the Government of Myanmar's estimate is 75,000-150,000. In Myanmar, heroin and opium maintain high usage rates, though ATS is now considered the primary drug of use by the Myanmar Police Force. Opiate use has decreased over the past six years, a reduction which coincides with a reported increase in the use of methamphetamine pills.

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<sup>2</sup> UNODC (2013) Patterns and Trends of Amphetamine-Type Stimulants (ATS) and Other Drugs - Challenges for Asia and the Pacific 2013

Of concern in relation to this reported increase in ATS use is the fact that, like other countries in this region, drug treatment facilities in Myanmar are vastly under-resourced, and possess no treatment facilities specifically designed to treat ATS dependency. Approximately 4,700 patients are on MMT, and another 1,500 are in drug treatment centers.

#### *3.1.4 Challenges in border areas*

As noted above most domestic opium cultivation, and heroin and ATS production, occurs in Shan State and, in particular, in the eastern areas along the border with China. These border areas, most of which are controlled by various armed ethnic groups, remain regularly affected by sporadic armed conflict between state and non-state actors, as well as between competing non-state groups. The continuing situation of human insecurity that is evident in many areas of Shan State – but specifically along the eastern border – is leading to increases in opium poppy cultivation, ATS production, and illicit drug trafficking. This is in turn leading to further deterioration in the security environment of these areas. Therefore unless the underlying security factors are addressed and resolved, Myanmar authorities will find it difficult, if not impossible, to achieve their stated goal of eliminating illicit drug production by 2019.

### **3.2 Update on Myanmar’s anti-drug strategy**

#### *3.2.1 Changes/additions to the counter-narcotic institutional framework*

There have been no significant changes to Myanmar’s counter-narcotic institutional framework over the last year.

#### *3.2.2 Legal/legislative changes including money laundering*

The Central Committee for Drug Abuse Control (CCDAC) is preparing a revision of the Narcotic Drugs and Psychotropic Substances Law of 1993. Currently, the law stipulates that an illicit drug user who fails to register at a medical centre recognised by the government or who fails to abide by the directives issued by the Ministry of Health for medical treatment shall be punished with imprisonment of 3 to 5 years. It is proposed that the law be revised to impose a less severe punishment in recognition that drug dependent individuals should be treated as patients rather than criminals.

### *3.2.3 Assessment of Myanmar's anti-narcotics strategy*

The Myanmar Government is implementing a three phase, 20-year drug control plan (1999-2019) aimed at a drug-free country by 2019. In the first phase, the main priorities were assigned to the eradication of opium poppy cultivation. The remaining phases will see the Government set priorities on: the rehabilitation of illicit drug users; the establishment of further special anti-narcotic task force units; local participation in the implementation of the drug control process; and, cooperation with international organisations. The drug control plan addresses 51 townships covering 55,112 square miles and a population of approximately 3.8 million inhabitants. During the past 10 years Myanmar authorities have achieved a significant decrease in opium cultivation in the first and second phases of the programme. More recently, however, cultivation has again begun to increase. After a 10-year low in 2006, poppy cultivation has steadily increased in Myanmar, with 2013 cultivation level 2.7 times that of 2006 (UNODC, SE Asia Opium Survey, 2013).

The Central Committee of Drug Abuse Control (CCDAC) under the Ministry of Home Affairs is the leading counter-narcotics agency. The CCDAC consists of a number of thematic work committees (crop substitution; livestock breeding; medical treatment; rehabilitation; youth education; law enforcement; administration of seized narcotic drugs; international relations; control of precursor chemicals; effective settlement of narcotic drug cases, and others) and currently operates 26 Anti-Narcotic Task Force (ANTF) units across the country. In September 2013, the Union Ministry for Home Affairs announced the name change of the Anti-Drug Department to Anti-Drug Police Force, which will be headed by a Police Brigadier General (as yet unannounced). The Union Ministry for Home Affairs also announced the creation of 24 new ANTF units, which will take the total number of ANTF units to 50. CCDAC coordinates law-enforcement activities of the Myanmar Police Force, the Customs Department and other relevant authorities, and alternative development activities in cooperation with the Ministry of Border Affairs.

According to data reported by CCDAC, the seizure of illicit narcotics and precursor chemicals significantly increased in 2012, in contrast to 2011, however was still lower than total seizures in 2009. In 2013, the Myanmar Government reported that it had seized 239 kg of heroin; 1792kg of opium; 467 vials of morphine injection vials; 10.2 million methamphetamine pills; 142 kg of crystalline methamphetamine (also called 'ice') & 274 litres of semi-finished crystalline methamphetamine; 80 kg of cannabis; 358 kg of ephedrine (ATS precursor chemical); and, 6,946 kg of cold/flu medicine tablets containing pseudoephedrine (ATS precursor chemical).

Other seizures of precursors in 2013 includes Pseudoephedrine (3,581kg), Ephedrine (170kg), and Caffeine (13,482kg), which are not domestically produced but smuggled across its porous borders from the neighbouring countries. In addition, the CCDAC has reported the eradication of 12,257ha (2012/2013) and 12,774 (2013/2014) of opium poppy field, and the arrest of almost 6,000 persons for illicit narcotic-related offences.

Being party to a number of bilateral and multilateral agreements on counter-narcotics cooperation in the region, Myanmar cooperates with other countries in information sharing and other activities for the elimination of drugs. However, as the State budget for counter-narcotic activities is limited, international cooperation for the training of Myanmar officials and alternative development is crucial to achieve progress in combating illicit narcotics production.

### **3.3 Update on major bilateral and multilateral counter narcotics programmes**

#### ***UNODC***

The UNODC mandate is to assist Member States to address the salient threats posed by drugs, crime, corruption and terrorism. UNODC addresses rule of law problems by working in the following areas: trafficking, governance and criminal justice. UNODC tackles health and development challenges through its Drug Demand Reduction, HIV-AIDS and sustainable livelihood work.

Current interventions in Myanmar are being consolidated into a new UNODC Country Programme for Myanmar (2014-2017). The Country Programme has been conceptualized on consultations with Myanmar Government counterparts, civil society, and Member States meeting their needs. The Country Programme initially covers four years, from 2014 to 2017; however, it is anticipated that most of its outcomes and outputs will remain relevant over a much longer timeframe. Current Country Programme thematic areas of support include assistance in illicit trafficking and law enforcement; anti-corruption; criminal justice reform; HIV and drug demand reduction; and, alternative livelihoods for opium growing communities.

***Drug demand reduction, HIV/AIDS prevention and care:*** Currently, UNODC's HIV programming is implemented with support from the Three Millennium Development Goals (3MDG) Fund. Under this support intervention activities are implemented in Sagaing Region, Shan State, and Mandalay Region. 3MDG-supported and UNODC-delivered programming is implemented through drop-in and outreach modalities and provides access to HIV prevention, treatment and care services for thousands of injecting and non-injecting drug users.

**Alternative livelihoods:** Building on 30 years of work in the Greater Mekong Region, UNODC has been delivering alternative livelihood programming to populations in remote areas of the Northeast. Through a 10 year long project implemented in the Wa Special Region 2, UNODC provided assistance to ex-opium poppy farmers, enabling them to transform their agricultural livelihood following bans on opium poppy cultivation imposed by Wa authorities. Currently UNODC is supporting farming communities in Hopong, Loilen, and Pinlon townships in southern Shan State to transform farming practices that will see more of the communities resources spent increasing and diversifying food crop production and ultimately ending of opium poppy cultivation. This assistance is being expanded to communities in Mong Nai and Mong Pan townships in southern Shan in a programme being implemented collaboratively by UNODC, the Myanmar Government, the Myanmar Army, and the Restoration Council for Shan State/ Shan State Army (RCSS/SSA) ceasefire group. The programme is funded by the European Union, Japan, and Germany.

**Research and survey:** UNODC has been carrying out the Myanmar Illicit Crop Monitoring Programme (ICMP) in cooperation with the Myanmar Government since 2003. This programme produces annual opium surveys which provide verifiable estimates on the extent and trends of opium poppy cultivation in Myanmar to national authorities, regional and sub-regional bodies as well as the United Nations and the international community. The survey contributes to establish a comprehensive crop monitoring system in Myanmar. It builds on the experience acquired in previous years and further strengthens the capacity of the government to maintain such a system. This annual survey is supported by Japan and the United States. The 2013 Opium Poppy Survey report was released in December 2013.

Additionally, UNODC also monitors synthetic drugs through the UNODC Global Synthetics Monitoring: Analyses, Reporting and Trends (SMART) Programme, which was launched in September 2008. The overarching objective of the programme is to support Member States to make effective evidence-based decisions for designing responses to address the problems associated with illicit synthetic drugs. The programme supports this through three primary steps:

- Information is *generated* and *managed* by relevant agencies;
- Information is *analysed* and *reported* through various reports/fora;
- Information is increasingly *used* for the development of policy and strategic interventions.

Myanmar has been one of the priority countries for the SMART programme in this region, and in this country the programme focuses on:

- a) Increasing the information base on and analysis of the ATS situation in the country;
- b) Identifying existing formal/informal data-sharing mechanisms on ATS;
- c) Facilitating discussions on ATS data generation and data sharing between law enforcement, health and treatment agencies;
- d) Facilitating discussions on ATS data sharing between Government agencies and NGOs/INGOs;
- e) Initiating a process to establish a mechanism for information-sharing on ATS health and treatment aspects in the country.

A regional SMART report update will be released in October 2013. The current phase of the Global SMART Programme is being supported by Australia, Canada, Japan, Republic of Korea, New Zealand, Thailand, United Kingdom and United States.

Other relevant UNODC programmes include:

#### UNODC Computer-based Training (CBT) Programme

Since 2000, UNODC has been providing Member States with technical assistance to address a range of issues related to transnational organized crime through computer-based training (CBT). The existing UNODC CBT curriculum contains 78 modules and is available in 18 languages. It is currently being delivered via 300 Centres in 52 countries. More than 100 of these Centres are in South East Asia and the Pacific. The CBT Unit coordinates and implements operations from the Regional Centre in Bangkok.

Details of the CBT implementation in Myanmar are:

- 14 CBT Centres in Myanmar
- Key focal points include Police, Customs, Criminal Investigation Dept (CID)
- CBT operations have been conducted at :
  - The Central Training Institute of Myanmar Police Force, Mandalay;
  - Customs Department, Yangon;
  - Border Liaison Offices (along the borders of Myanmar).

Future CBT activities in Myanmar will include

- Establishing new/upgraded CBT Centres and Sites;
- Provision of training for assigned local CBT Managers;
- Developing and customizing new CBT Courses for Myanmar;

### *Japan*

The Japanese Government has conducted a crop substitution programme for the eradication of opium poppy cultivation and poverty reduction in northern Shan State since 1997 through the Japan International Cooperation Agency (JICA). From April 2005 to March 2011, JICA conducted a project for the comprehensive socio-economic development of Kokang Self-Administered Zone, which totalled about US\$11 million. This project covered infrastructure, agriculture, livelihood improvement, health and education aimed at the mitigation of the critical situation of the people in poverty after eradicating opium poppy cultivation in the Kokang Self-Administered Zone.

To cope with recent gradual increase of poppy re-cultivation, as succeeding alternative development activities in Northern Shan State, JICA and Ministry of Border Affairs had signed the MOU on a new five-year technical cooperation project in order to support ex-opium poppy farmers to stabilize their livelihood through strengthening farming skills and diversifying income sources. The project, which targets Kyaukme, Muse and Laukai districts, is expected to commence on mid-March 2014.

The Japanese Government has contributed US\$4.43 million (1996-2007 total) to the UNODC project for drug control and development in the “Wa” Self-Administered Division of the Shan State, and US\$2.5 million (2002-2014 total) to the UNODC project for illicit crop monitoring in Myanmar. The Government of Japan contributed US\$750,000 to WFP Food Assistance for Children and Mothers during the lean season through Protracted Relief and Recovery Operations (PRRO) in northern Shan State in 2009 and approximately US\$5 million to WFP PRRO in Myanmar including Northern Shan State in 2010. The Japanese Government funded in 2009 US\$130,000 to AMDA, a Japanese NGO, for their project for upgrading a rural health centre in Kokang Region.

In recent years, CCDAC officials participated in the Asia-Pacific Operational Drug Enforcement Conference in Tokyo hosted by the National Police Agency of Japan.

## ***World Food Program (WFP)***

WFP has continued providing food and livelihood support to vulnerable and food insecure communities in Shan State through its four sub-offices located in Lashio, Laukai, Pang Kham and Taunggyi. As a consequence of the Myanmar government poppy eradication efforts by destroying poppy fields throughout the country, the livelihood of the poppy farmers was severely affected. In cooperation with its partners, WFP had carried out food assistance to the ex-poppy farmers to alleviate the negative impacts brought by the opium eradication and enhance their resilience and coping capacity.

In February 2012, WFP restarted its partnership with UNODC to assist the ex-poppy farmers with general food distribution. The food assistance was initially provided to 45 villages in central Ho Pon and PinLaung Townships where farmers' poppy fields had been destroyed. In 2012, an emergency food security assessment had been conducted in 10 villages in Pekon and PinLaung townships in Southern Shan State. The objective was to assess the extent to which household food security status was impacted by the poppy eradication intervention. The main findings indicated that the food security situation of the communities affected was stable and no immediate assistance was deemed necessary. The majority of the impacted households have sufficient income for their basic food needs while few households were reportedly forced to purchase food on credit or borrow from friends and relatives. WFP had closely monitored the affected communities for their resilience and if assistance is needed, food or cash based programmes had been carried out for these vulnerable communities.

In 2013, WFP continued its assistance to the ex-poppy farmers through asset creation activities; pond renovation, water supply system which increase the agricultural production in the water-scarce and hilly mountain areas. WFP food assistance in partnership with UNODC reached over 16,500 people with 766 metric tonnes (mt) of food in Shan State since 2012.

In addition to assist vulnerable ex-poppy farmers, WFP continues to support the communities most in need through its asset creation, nutrition, education and emergency response activities. In 2013, WFP reached more than 1 million people across the country with over 61,900 mt of food which includes rice, fortified vegetable oil, pulses, iodized salt, nutrient-rich blended food for children under 5 and pregnant and lactating women, high energy biscuits for school children and cash US\$173,300 for asset creation activities.

WFP is currently providing food assistance to vulnerable communities in Magway Region, Chin, Kachin, Rakhine and Shan States. The areas of intervention will be expanding to South East Region in 2014.

### ***Australia***

Australia, through the Australian Federal Police (AFP), continues to support counter-narcotic efforts in Myanmar, through police-to-police cooperation and support to the World Food Programmes activities in Kokang, Wa and elsewhere in Shan State.

Australia is also a major contributor to efforts to counter HIV/AIDS in Myanmar through the 3 MDG Fund. The Fund is supporting HIV harm reduction projects in Sagaing, Magway, Shan and Kachin.

The Global Fund to Fight AIDS, TB and Malaria is also providing significant funding for HIV prevention treatment and care in Myanmar, including HIV harm reduction services.

Australia is also contributing to the Livelihoods and Food Security Trust Fund (LIFT). LIFT is funded by Australia, Denmark, the European Union, France, Ireland, Italy, the Netherlands, New Zealand, Sweden, Switzerland, the United Kingdom and the United States of America. Australia is the third largest donors to LIFT. Through LIFT approximately US\$200 million has been invested to improve the food and livelihoods security of the poorest and most vulnerable people in Myanmar. Shan State is one of the target regions for LIFT.

Australia is investing AUD12 million in livelihood and rural development research through the Australian Centre for International Agricultural Research (ACIAR). This research will eventually be incorporated into developing future livelihood activities throughout Myanmar.

### ***European Commission***

The European Commission (EC) has been supporting the activities of UNODC since 2003.

Two projects aiming at reducing injecting drug use and its harmful consequences were implemented in the period 2003-2008. They contributed to decrease the spread of HIV and mitigate the impact of HIV & AIDS in Myanmar by promoting safe behaviour and improved access to comprehensive services, specifically among intravenous drug users.

The EC is currently supporting two food security and crop substitution projects in Southern Shan State for the eradication of opium poppy cultivation and poverty reduction. Originally supposed to be implemented in Pinlaung Township, both projects had to be relocated to Hopong Township since UNODC was denied the MoU to operate in the proposed target areas. The new area of implementation shows similar needs for assistance.

The implementation of these projects has suffered from delays and activities on the ground only started in early 2011. The EC and UNODC have agreed to review the strategy following the decision from the Myanmar Government to intensify the poppy eradication campaign in Southern Shan State. Project support will be channelled in priority to villages (1) in which eradication has already occurred; and, (2) in which there is a high rate of household participation in poppy cultivation (either through direct planting of poppy, or through participation in wage labour in poppy fields), regardless of whether eradication has occurred in, or is planned for, these villages.

The EC is also one of the donors contributing to the LIFT fund and to the 3DF.

### **3.4 Place and date of meeting of Mini-Dublin Group in Myanmar**

Mini-Dublin Group meeting in Myanmar was held on 31 March, 2014 at Signature Garden Restaurant. The members shared the narcotic situation updates by UNODC, and discussed the planned and on-going projects of each donor.

### **3.5 Prioritized identification of needs for external assistance**

- Continued and enhanced international cooperation and capacity building with Myanmar law enforcement agencies on counter narcotics.
- Addressing food security issues, including the provision of food and development assistance for former poppy farmers facing serious food shortages.
- Continued programmes to improve the livelihood of former poppy cultivating communities including in newly-developed poppy cultivation areas.
- Continued surveys and research on opium and ATS production.
- Treatment and rehabilitation of addicts and former addicts with an emphasis on supporting methadone programs to treat drug addiction.

### **3.6 Mini-Dublin Group assessment of needs**

#### *3.6.1 Emerging threats/trends*

Opium poppy cultivation in Myanmar has continued to see year-on-year increases in cultivation area since 2006. Further, the production and trafficking of other illicit drugs, most notably ATS and its precursors, increased in 2013, with ATS now considered the primary drug of use in Myanmar by the Myanmar Police Force. Continued inaccessibility, due to security reasons, to the main areas where illicit drug crop cultivation and drug production occurs continues to represent a considerable challenge to the anti-narcotics efforts by the Myanmar Government and the international community.

Household food insecurity and its apparent relationship to household engagement or re-engagement with illicit drug cultivation and production is a significant, emerging threat in Myanmar.

Also of concern is the apparent tightening of controls to access for UN agencies and donors providing assistance for former poppy farmers in certain areas. Although this partly reflects ongoing security issues in these areas, members consider that the controls to geographic access may be going beyond what is necessary. The lack of access to these areas, which in some cases do not fall under regular government control, hinders domestic anti-narcotic efforts.

#### *3.6.2 Political initiatives*

The Myanmar Government continues to publicise their determination to tackle narcotics production through its extended 20-year narcotics elimination plan, and has revised the structure of CCDAC anti-narcotic teams across the country, which has included the creation of 24 new ANTF units. However, its activities have been hampered by insufficient funds and inaccessibility to many areas where illicit drugs cultivation and production takes place. The successful implementation of the 20 year plan will depend also on the situation in the Special Region border areas, the political will of the new government continuing through the 2015 election, and continued, expanded assistance from the international community.

### 3.7 Recommendations

- That the joint chairs, Japan and Australia, continue to update the document which outlines current and previous anti-narcotics programs in Myanmar and which can be used as a resource to avoid duplication of effort and identify key gaps, and that a draft of this document be available for comment at the next Mini-Dublin Group meeting.
- That the completed report of the Myanmar Mini-Dublin Group committee be forwarded to the Myanmar Government.
- That members urge Myanmar to provide greater access to UN agencies and INGOs into areas of illicit drug cultivation and production concern in order to provide assistance to opium poppy farmers, including through the timely provision of necessary visas and travel authorisations for international staff.
- That members encourage Myanmar and its neighbours, chiefly China, India and Thailand, at the bilateral level and, where appropriate, in multilateral fora to continue to work closely with each other on counter-narcotics strategies.
- That members encourage Myanmar's neighbours to work more closely with the international organisations engaged in counter-narcotics in Myanmar.
- That members seek to strengthen their assistance for alternative development (income substitution, community development, construction of infrastructure) in former poppy-growing areas, concentrating support in centres of opium production in southern and eastern Shan State. Other donor countries should be encouraged to look at strengthening their assistance in these areas.
- That members continue to support the provision of emergency assistance for the immediate needs of former poppy growers facing the loss of their primary income.
- That members continue support for building human resources capacity and to scale up HIV prevention and treatment services for people who use drugs in Myanmar, and in particular, people who inject drugs.
- That members remain alert to the impact of recent and future political developments on counter-narcotics efforts, particularly in Shan State.

**Current and Previous Anti-Narcotics Programs in Myanmar**

(Compiled by Mini Dublin Group Myanmar)

**As of: April 2014**

	<b>Donor</b>	<b>Recipient Agency</b>	<b>Project/Program Title</b>	<b>Budget (USD)</b>	<b>Other currency</b>	<b>Description</b>	<b>Region(s)</b>	<b>Start Year</b>	<b>End Year</b>	<b>Status</b>
1	Japan	Bilateral (Ministry of Progress of Border Areas and National Races Development Affairs)	Project for the Eradication of Opium Poppy Cultivation and Poverty Reduction in Kokang Special Region	\$11.000.000		Covers infrastructure, agriculture, livelihood improvement, health and education aimed at mitigation of the critical situation of the people in poverty after eradicating opium poppy cultivation and demonstration of model poverty reduction activities in the Kokang Region.	Kokang Self-Administered Zone	2005	2011	Completed. (Japanese experts were not allowed access to project sites since the Kokang Incident in Aug 2009; field activities of the project were carried out by local staff )
2	Japan	Bilateral (Ministry of Progress of Border Areas and National Races Development Affairs)	Project for Eradication of Opium Poppy Cultivation and Rural Development in Northern part of Shan State	\$5.500.000		To stabilize ex-poppy farmer's livelihood through support in substitute crops, strengthening farming techniques in close cooperation with Ministry of Agriculture and Irrigation, and diversifying their income sources by non-farm activities	Kyaukse, Muse and Laukai districts	2014	2019	To be commenced soon

	Donor	Recipient Agency	Project/Program Title	Budget (USD)	Other currency	Description	Region(s)	Start Year	End Year	Status
3	Japan	Bilateral (Ministry of Progress of Border Areas and National Races Development Affairs)	Buckwheat cultivation project as substitute crop of opium poppy	\$4.860.000		Introduced buckwheat cultivation as substitute crop of opium poppy, and supported its quality maintenance and marketing (export to Japan).	Northern Shan State (Kokang, Muse, Lashio, Kyaukme District)	1997	2005	Buckwheat cultivation component was merged into the Kokang Project (only technical support). Private sector (local company) took over the activities and is continuing in Kokang, Kyaukme and extended to PaO areas (Southern Shan State) .
4	Japan	Bilateral (Ministry of Progress of Border Areas and National Races Development Affairs)	The Increase of Food Production (2KR/Grant Aid)	\$5.770.000		Fertilizer and agriculture machineries (Tractor, thresher, etc) provided through 2KR was distributed to farmers of Northern Shan State through NaTaLa.	Mainly Kokang and Wa region	1998	1999	Completed

	Donor	Recipient Agency	Project/Program Title	Budget (USD)	Other currency	Description	Region(s)	Start Year	End Year	Status
5	Japan	Bilateral (Ministry of Progress of Border Areas and National Races Development Affairs)	The Project for Electrification of Kokang Region in Northern Shan State	\$1.714.000		Electric poles, transformers and electric grid from Tarshwetan to Kyasishu are installed. In addition, technical transfer on electrification was conducted for Myanmar and local electric engineers.	Kokang region	2001	2003	Completed
6	Japan	Bilateral (Ministry of Progress of Border Areas and National Races Development Affairs)	The Project for Improvement of the Road Construction Equipment for Kokang Region in Northern Shan State.	\$4.633.000		To renovate access road to mountain villages, road construction equipments (grader, wheelloader, vibration road roller, dump trucks, etc) were provided through NaTaLa with maintenance workshop. 10 km of demonstration road between Laukai and Tarshwetan was constructed.	Kokang region	2001	2003	Completed
7	Japan	Bilateral (Ministry of Progress of Border Areas and National Races Development Affairs)	Primary Health Care Project in Kokang Special Region	\$240.000		AMDA (Association of Medical Doctors of Asia) had implemented the project for improvement of community-based health programs, strengthen of function of border areas and improvement of hygiene conditions with JICA's Grassroot Technical Cooperation Program.	Kokang region	2004	2006	Although JICA's Grassroot Technical Cooperation Program was completed, AMDA is continuing the activities by own and other financial resources in Kokang region to date.

	Donor	Recipient Agency	Project/Program Title	Budget (USD)	Other currency	Description	Region(s)	Start Year	End Year	Status
8	Japan	Bilateral (Ministry of Progress of Border Areas and National Races Development Affairs)	The Kokang Region Opium Poppy Eradication Support Programme	\$400.000		World Vision had implementedThe Kokang Region Opium Poppy Eradication Support Programme in Konkyan township in sectors of health, livelihood improvement, agriculture with JICA's Grassroot Technical Cooperation Program.	Kokang region	2004	2007	Although JICA's Grassroot Technical Cooperation Program was completed, World Vision is continuing the activities by own and other financial resources in Kokang region to date.
9	Japan	UNODC	Drug Control and Development in the Wa Special Region of Shan State	\$4.430.000		Supported the transition to sustainable development by strengthening the Wa personnel capacity to plan and coordinate work to reduce poverty and sustain the elimination of opium in the Wa Region	Wa	1996	2007	
10	Japan	UNODC	2007 Food Security Programme for Burma/Myanmar (4 Village Tracts)	\$152.609		Focuses on poverty alleviation through improved food security. Targets interventions in the areas of i) food security and increasing legal production in agriculture ii) development of small famers' associations and cooperatives iii) prevention of opium production, consupmtion and treatment	Pinlon, Southern Shan State	2010	2010	

	Donor	Recipient Agency	Project/Program Title	Budget (USD)	Other currency	Description	Region(s)	Start Year	End Year	Status
11	Japan, USA, Italy	UNODC	Illicit Crop Monitoring in Myanmar	\$2.530.389		To provide verifiable estimates on the extents and evolution of opium poppy cultivation in Myanmar to national authorities, regional and sub-regional corporation mechanisms as well as UN and international community	Shan, Kachin and Kyah states.	2002	2014	On-going.
12	Japan	World Food Programme	Improving the food security, nutrition status and livelihoods of vulnerable groups (Protracted Relief and Recovery Operations (PRRO))	\$750.000		Food assistance was provided to highly food-insecure and vulnerable groups (children under five and pregnant and lactating women, as well as school-age children in Kokang)	Northern Shan State	2009	2009	755 mt of rice and 112.5 mt of blended food were procured.
13	Japan	World Food Programme	Improving the food security, nutrition status and livelihoods of vulnerable groups (Protracted Relief and Recovery Operations (PRRO))	\$650.000		Food assistance was provided to highly food-insecure and vulnerable groups	NFI for Northern Shan State	2006	2006	Completed
14	Japan	World Food Programme	Improving the food security, nutrition status and livelihoods of vulnerable groups (Protracted Relief and Recovery Operations (PRRO))	\$1.130.000		Food assistance was provided to highly food-insecure and vulnerable groups	Lashio, Kokang, Wa, Magway	2006	2006	Completed

	Donor	Recipient Agency	Project/Program Title	Budget (USD)	Other currency	Description	Region(s)	Start Year	End Year	Status
15	Japan	World Food Programme	Improving the food security, nutrition status and livelihoods of vulnerable groups (Protracted Relief and Recovery Operations (PRRO))	\$280.000		Food assistance was provided to highly food-insecure and vulnerable groups	Northern Shan State	2005	2005	Completed
16	Japan	World Food Programme	Emergency Operation	\$500.000			Northern Shan State	2004	2004	Completed
17	Japan	World Food Programme	Emergency Operation	\$300.000			Kokang	2003	2003	Completed
18	Japan	Japanese NGO	Upgrading a Rural Health Center in Kokang Region	\$130.000		Upgraded a rural health center in Kokang Region	Kokang	2009	2009	Completed
19	European Commission	UNODC	Reducing injecting drug use and its harmful consequences in the Union of Myanmar		951,570 Euro	To reduce injecting drug use and its harmful consequences, with a particular focus on reducing the transmission of HIV/AIDS among injecting drug users (IDUs) and their families and communities, through increased access to information and services for drug users.	Myanmar	2003	2006	Completed
20	European Commission	UNODC	Reducing injecting drug use and its harmful consequences in the Union of Myanmar		640,000 Euro	To decrease the spread of HIV and mitigate the impact of HIV & AIDS in Myanmar by promoting safe behaviour and improved access to comprehensive services, specifically among intravenous drug users.	Myanmar with special focus in Mandalay Division and Northern Shan State	2006	2008	Completed

	Donor	Recipient Agency	Project/Program Title	Budget (USD)	Other currency	Description	Region(s)	Start Year	End Year	Status
21	European Commission	UNODC	2007 Food Security Programme for Burma/Myanmar in 6 village tracts” Hopong Township, South Shan State	\$2.635.000	1,445,000 Euro	To contribute to the achievement of MGD 1 in Myanmar and reduction of opium poppy cultivation. Improve household food security and income from legal activities in three village tracts of Hopong Township.	Hopong, Southern Shan State	2009	2014	On-going.
22	European Commission	UNODC	2007 Food Security Programme for Burma/Myanmar in 4 village tracts” Hopong Township, South Shan State	\$2.325.000	1275000 Euro	To contribute to the achievement of MGD 1 in Myanmar and reduction of opium poppy cultivation. Improve household food security and income from legal activities in two village tracts of Hopong Township.	Hopong, Southern Shan State	2009	2014	On-going.
23	Germany	UNODC	Increasing Food Security and Promoting Licit Crop Production and Small Farmer Enterprise Development in Lao PDR and Myanmar	\$1.933.900	#####	Focuses on poverty alleviation through improved food security. Targets interventions in the areas of i) food security and increasing legal production in agriculture ii) development of small famers' associations and cooperatives iii) prevention of opium production, consupmtion and treatment	Loilen, Pinlon, Southern Shan State	2011	2013	Ongoing
24	Germany	Welthungerhilfe/German Agro Action	Improvement of Basic Infrastructure and Livelihoods in 49 Villages in Former Poppy Growing Areas		500,000 EURO		Wa Special Region Northern Shan State	2009	2012	Ongoing, expatriate access impossible since August 2010

	Donor	Recipient Agency	Project/Program Title	Budget (USD)	Other currency	Description	Region(s)	Start Year	End Year	Status
25	Germany	UNODC	Global Partnership on Alternative Development	\$220.600		Contributed to a sustainable reduction of illicit crop cultivation through integration of development counter narcotics objectives into broader development policies, plans and programmes		2007	2010	Completed.
26		UNODC	Support of Uprooted People in Loilen Township (11 Village Tract)	\$1.308.500		Improve sustainable livelihood as a whole, from improving livelihood assets of the farmers, as well as acting on livelihood process and structures.	Loilen, Southern Shan State			Secured government approval already.
27	3DF	UNODC	UNODC Partnership for the Reduction of Injecting Drug Use, HIV/AIDS and Related Vulnerability in Myanmar	\$3.324.800		To prevent and reduce injecting drug use, HIV/AIDS and related vulnerability through strengthening CBOs and Township Project Management Committees in priority townships in Myanmar.	Shan State	2007	2011	Completed
28	Australia	UNODC	Reducing the spread of HIV/AIDS among injecting drug users through the HAARP Country Flexible Programme in Myanmar	\$2.635.000		To reduce the spread of HIV related harm which is associated with injecting drug use.	State (Shan, Kachin) Division (Yangon, Mandalay)	2008	2012	On-going.
29	Australia	UNODC	KOWI (the Kokang and Wa Initiative)	\$1.200.000		UNODC's Kokang and Wa initiative in Shan State aims to provide for the basic human needs of poor farmers and their families to curb opium production	Kokang and Wa	2006-2007	2007	Completed

	Donor	Recipient Agency	Project/Program Title	Budget (USD)	Other currency	Description	Region(s)	Start Year	End Year	Status
30	UNAI DS	UNODC	Harm Reduction Review	\$66.380		Analysed present situation in the Union of Myanmar including best practices and provide possible strategies and recommendations for expansion of services.		2010	2010	Completed.
31	Multi-donors	World Food Programme	“Improving the Food Security, Nutritious Status, and Livelihoods of Vulnerable Populations in Myanmar” (Protracted Relief and Recovery Operation, PRRO 200032)	6,200,778 (January 2010 – March 2011)		The activities include the provision of food assistance to integrated livelihood activities for vulnerable people and to primary schoolchildren, as well as nutrition support to children under 3, pregnant and lactating women and HIV/TB patients under treatment.	Lashio, Kokang, Wa and Taunggyi	2010	2012	Completed
32	Multi-donors	World Food Programme	“Assistance to Vulnerable Families” (Protracted Relief and Recovery Operation, PRRO 10066.3)	\$15.961.000		Food assistance was provided to highly food-insecure and vulnerable groups, through food for work, food for training, food for education, and nutrition support to children under 3, pregnant and lactating women and HIV/TB patients.	Lashio, Kokang, Wa and Taunggyi	2007	2009	Completed
33	Multi-donors	World Food Programme	Supporting Transition by Reducing Food Insecurity and Undernutrition among the Most Vulnerable (Protracted Relief and Recovery Operation, PRRO 200299)	\$204,455,828 (total cost for 3 years)		Food assistance is being provided to highly food-insecure and vulnerable groups, through food/cash for work, food for education, and nutrition support to children under 5, pregnant and lactating women and HIV/TB patients.	Kachin, Shan, Chin, Rakhine, Magway Region	2013	2015	

## 4. THAILAND

### 4.1 General situation

Thailand's strengths as a regional connectivity hub and growing tourism market have also made it more susceptible to transnational organised crime. Its geographic location at the centre of mainland South-East Asia makes it a strategic hub for narcotics trafficking. Thailand has long land borders with neighbouring countries that have substantial illicit narcotic production and transshipment networks. In addition, in 2013 approximately 26.7 million tourists entered Thailand through numerous ports of entry. The growing scale of international visitors provides a means of concealment for transnational criminal groups and is a challenge for Thai counter-narcotics capacity.

The drug situation in Thailand remains serious. In 2013, there were substantial increases in seizures of 'Ya-ba', consistent with trends emerging in other South-East Asian locations. Thailand remains one of the largest consumers of 'Ya-ba' and other amphetamine-type substances (ATS) in the region. Thailand remains a key trans-shipment route, both from neighbouring countries and further afield, and a preferred geographic location for international syndicates organizing narcotics activities.

Narcotics continue to be trafficked in and out of Thailand via a variety of water, air and land routes. Significant quantities of ATS are concealed in shipments crossing formal land border checkpoints with Myanmar, Laos and Cambodia, while substantial quantities are smuggled into Thailand through green crossings (areas away from the formal border check points) from these countries. Narcotics are also smuggled along the Mekong River as well as through international water ways into major Thai sea ports. Greater Bangkok, as a regional air, land and sea transport hub, remains the main market, storage and transit hub in Thailand.

Traffickers continue to find new routes, including through Laos PDR, Cambodia, Vietnam and Malaysia to import drugs into Thailand and avoid detection by Thai law enforcement authorities. Thailand's position as a regional hub for international air travel at numerous airports cements its importance as a launch or facilitation point for the movement of illicit commodities.

According to the UNODC, international drug trafficking in Thailand continues increasingly to involve West Africans (especially Nigerians), Pakistanis and Iranians. ASEAN nationalities have increasingly been involved as drug couriers. There have been some reports of the emergence of Mexican crime groups in the region.

In line with regional trends, the consumption of ATS in Thailand has increased significantly over the past 5 years. The use of ATS continues to rise, with 'ya-ba' (methamphetamine) the most commonly-used illicit drug in Thailand. The majority of ATS continues to be imported into Thailand from Myanmar, with some shipments also being intercepted from Laos. Most ATS in Thailand is imported rather than manufactured locally.

Heroin is imported to Thailand from production centres in Myanmar and Laos. Domestic production in Thailand in the northern regions bordering Myanmar has declined. Domestic consumption is also believed to be in decline. However, Thailand is being used as a transit hub for other regional markets. Seizures of heroin increased more than 500% in 2013.

Cocaine – imported primarily from South America by West African groups - and 'ecstasy' are primarily used in expatriate circles but their use is also found among more affluent Thais. Demand for cocaine and other drugs in Pattaya, Samui and Phuket is potentially fuelled in part by the high volume of foreign tourists visiting these locations. Seizures of cocaine increased almost 300% in 2013, due in part to the interception of significant numbers of Thai females recruited by West African syndicates to import cocaine from Brazil, Peru, Bolivia and Columbia.

In the southern part of Thailand, the use of 'Kratom', a mildly hallucinogenic plant, remains common locally.

Cannabis continues to be cultivated domestically in Thailand as well as smuggled through Laos and other countries.

UNAIDS assesses that 25.2 per cent of Thailand's injecting drug users are infected with HIV. This is a higher percentage than most other South East Asian countries.

Volumes of drug seizures in Thailand, provided by the Thai Office of Narcotics Control Board (ONCB), is at Attachment A (on page 47).

## **4.2 Changes to Thailand's institutional counter-narcotics framework**

On 1 October 2012, the Thai government released a revised national drug control strategy, “Operation to Use the Kingdom’s Power for Sustainable Victory Over Drugs 2013”. This document updates Thailand’s “Kingdom’s Unity for Victory over Drugs” strategy, released in 2011.

The strategy seeks to improve the integration of all measures used in counter-narcotics. It aims to ensure greater coordination across all relevant agencies, including at the provincial levels, and ensure agencies adhere to the rule of law. The strategy empowers the Thai government to open provincial offices and drug control centres. The strategy has sought to encourage public participation, empowerment and awareness.

Implementation of the strategy is being conducted under the supervision of the National Command Centre for Drug Elimination (NCCDE) led by H.E. Police Captain Chalerm Yubumrung (Minister of Labor). NCCDE is responsible for periodic reports and review of the strategy.

Thai law enforcement agencies continue to make regular and large seizures at both land and air crossings. In 2012, there were fewer reports of seizures involving sea freight/shipping containers, potentially indicating this area could be lagging behind airfreight and passenger monitoring, and could therefore be a vulnerable point for Thailand. Law enforcement agencies are seeking to improve their capability to pursue more serious and organised crime networks.

## **4.3 Update on major bilateral and multilateral counter-narcotics programs**

During the 11<sup>th</sup> ASEAN Senior Officials Meeting for Transnational Crime (SOMTC) held in Singapore in October 2011, Thailand was tasked to take the lead on illegal drug suppression activities in the region under the ASEAN Plan of Action to Combat Transnational Crime.

The meeting initiated an exchange of certified Field Training Officers (FTOs) in anti-narcotics operations among member countries as part of efforts to share information and knowledge among ASEAN law enforcement authorities.

Thailand has extended its international law enforcement liaison network with Thai officers now resident in a number of South East Asian locations.

Since April 2013, Thailand has been participating with Laos, Myanmar and China in a joint counter-narcotics operation along the Mekong River.

In May 2013, Thailand sent a high-level delegation, led by the Minister of the Ministry of Justice, to participate at the Ministerial Meeting held under the 1993 Memorandum of Understanding (MOU), signed between 6 Greater Mekong Sub-region countries and UNODC to tackle the illicit drug problem in the sub-region, in Nay Pyi Taw, Myanmar.

In July 2013, Thailand hosted a high-level consultation workshop in Krabi to prepare a new Sub-regional Action Plan for the regional cooperation between the Greater Mekong Sub-region countries and UNODC.

In September 2013, officials from Thailand, along with its Greater Mekong Sub-region counterparts, Cambodia, China, Lao PDR, Myanmar and Viet Nam, joined a study tour to observe the establishment and operationalization of the airport interdiction taskforce in the Philippines. Thailand has called for an ASEAN narcotics control board with enforcement powers to boost regional efforts to combat drug trafficking. It has offered to host the headquarters of any such regional drug enforcement agency. This proposal was made during the ASEAN Ministerial Meeting on Drug Matters held in Brunei Darussalam in early September 2013 and, subsequently, was discussed comprehensively at the 34<sup>th</sup> ASEAN Senior Offices on Drug Matters held in Yangon.

#### **4.4 Mini-Dublin Group meetings (place, date and attendees)**

A meeting of the Mini Dublin Group was convened on 27 September 2013 at the Australian Embassy in Bangkok. UNODC and ONCB made presentations. The following countries attended:

Australia (Chair and Host)

Japan (Co-chair)

Belgium

Canada

France

Germany

Japan International Co-operation Agency

Norway

Portugal

Spain

Sweden

United States

In 2014, Japan will chair the Mini Dublin Group in Bangkok.

#### **4.5 Identification of needs for external assistance**

We continue to assess that there is an identifiable need for assistance in establishing medically accepted mechanisms to treat drug addicts (rehabilitation) and in educating all levels of society about the harm of narcotics.

Thai authorities face challenges in implementing a comprehensive three-pronged policy approach of Harm Minimization which comprises:

Supply reduction (law and order)

Demand reduction (prevention education and drug treatment)

Harm reduction (reducing the wide range of physical, psychological and social harms associated with illicit drug use).

While there has been considerable domestic and international attention, support and resourcing in Thailand to address the first component – supply reduction – there remains substantial capacity and resource gaps in addressing demand reduction, and challenges ahead for Thais in implementing harm reduction.

*Assistance for demand reduction in Thailand requires:*

The establishment and maintenance of Community Drug Treatment Services for acute withdrawal and longer rehabilitation which utilize evidence-based practice and are informed by international standards; and the provision of well-targeted evidence-based health promotion strategies which educate vulnerable groups about the potential harms of illicit drug use (including narcotic drugs) and how to access further information, support, counselling and treatment as appropriate.

*Assistance for harm reduction in Thailand requires:*

Public education and advocacy to establish policy and legal environment to support harm reduction service provision.

The establishment and maintenance of a range of services to reduce the physical, psychological and social harms experienced by drug users and the general community as a result of illicit drug use.

These services include but are not limited to: education and behavioural change interventions, drug counselling, establishment of methadone maintenance, voluntary counselling and testing for HIV and hepatitis, hepatitis vaccination, referral for HIV treatment and referral broader health care.

## **4.6 Mini-Dublin group assessment of needs**

### *4.6.1 Emerging threats/trends*

In line with our May 2013 assessment, the continued increase in the import and use of ATS in Thailand has been identified as a key threat (see Attachment A). On the other hand, the rebounding trend of opium poppy cultivation in the Golden Triangle for seven years in a row also poses a threat.

Thailand's long borders continue to challenge prevention and detection of narcotics trafficking. Increased use of the Mekong River to traffic ice into Thailand will place increasing pressure on law enforcement resources. The scale of people movement to and from Thailand is providing criminal groups with the opportunity to engage in narcotics trafficking under the guise of legitimate tourism. Criminal groups are diversifying their activities to include multiple drug types, demonstrating high-level organisational skills, global networking and adaptability to market trends.

### *4.6.2 Political initiatives*

Thailand's ONCB continues to develop the national drug strategy aimed at supply reduction, demand reduction and harm reduction.

The increased focus on public awareness campaigns, rehabilitation, medical care and treatment of drug addiction by the Thai government should be further encouraged.

### 4.6.3 Recommendations

Mini Dublin Group members should continue to provide support through appropriate mechanisms for Thailand's counter-narcotics work. Given the wide range of activity that takes place through Thailand as the focal point for the region, it will be important to cooperate in order to avoid duplication and ensure assistance is well-targeted.

MDG members should plan and need to take consideration for the potential side effects of the regional integration plans such as improving road infrastructure in the GMS by the Asian Development Bank (ADB) and the ASEAN Economic Community by 2015. These plans are meant for facilitating trade and faster flows of licit goods and people around the region but it could also, inevitably, make the flow of illicit drugs better.

MDG members should encourage Thailand and its neighbours in the region to adopt Community Based Treatment (CBTx) and move away from the compulsory treatment system which is proved to be ineffective.

Thailand should also be supported, where appropriate, in its own efforts to become a learning centre in the region.

Ongoing support for regional programs which include Thailand, and for NGOs working in this field, to cover areas not funded through government resources, will continue to be important.

### Attachment A – THAILAND

Statistics on Narcotic Seizures in Thailand, 2005 – 2013 (updated March 2014 by ONCB)

TYPE	2005	2006	2007	2008	2009	2010	2011	2012	2013
Ya-ba (mill. tablets)	18.0	14.0	14.1	22.2	27.4	54.1	55.1	96.0	124.5
Ice (kg)	322.7	94.0	48.1	54.1	213.0	705.3	1241.0	1613.0	1363.0
Cannabis (kg)	13288.3	11573.3	14950.9	18894.7	18088.7	18029.8	12794.8	24529.0	25133.0
Cocaine (kg)	6.8	37.6	18.8	11.5	9.3	31.1	31.8	17.9	69.8
Heroin (kg)	955.0	93.0	294.0	199.8	143.1	137.6	541.0	127.2	776.0
Kratom Plant (kg)	1743.1	8544.0	42267.6	12716.3	21879.6	32704.5	22260.0	33586.0	27070.0
PSE Prep (mill. tablets)	NA	NA	NA	NA	NA	NA	36.0	NA	NA

Figures adjusted from initial source (ONCB annual report 2011)-updated statistics provided by ONCB March 2014

## 5. VIETNAM

### 5.1 General situation

#### 5.1.1 Drug trafficking

The United Nations Office on Drugs and Crime 2013 World Drug Report identifies New Psychoactive Substances (NPSs) as an emerging global problem, including South-East Asia and Viet Nam.

In the UNODC's Global SMART 2013 program it was indicated that: (1) a small but growing number of clandestine laboratories for the manufacture of methamphetamine and other synthetic drugs had been detected in Viet Nam over the last two years; (2) transnational organized criminal groups, in particular from West Africa, continue to traffic large quantities of illicit drugs and their precursor chemical through Viet Nam to international markets; and (3) the amphetamine-type stimulant (ATS) market in Viet Nam continue to expand and diversify. Crystalline methamphetamine use is becoming increasingly widespread and a number of new psychoactive substances (NPS) have emerged on the illicit ATS market.

Although synthetic drugs are increasingly prevalent in the country's illicit drugs market, heroin and opium are still the main drugs consumed or trafficked in Viet Nam. Recently, law enforcement agencies in Quang Ninh province identified criminal networks operating along the border with China. According to the report of the National Committee on AIDS, Drugs and Prostitution Control and Prevention, the law enforcement agencies seized in this operation about 90 blocks of heroin (29,808kg<sup>3</sup>), 115,000 tablets of synthetic drugs, 1.28kg of ICE<sup>4</sup>. The court sentenced 30 people to death, 13 life imprisonments, 44 sentenced from 6 month to 20 year imprisonment. The use of death penalty raised serious concerns by the international community.

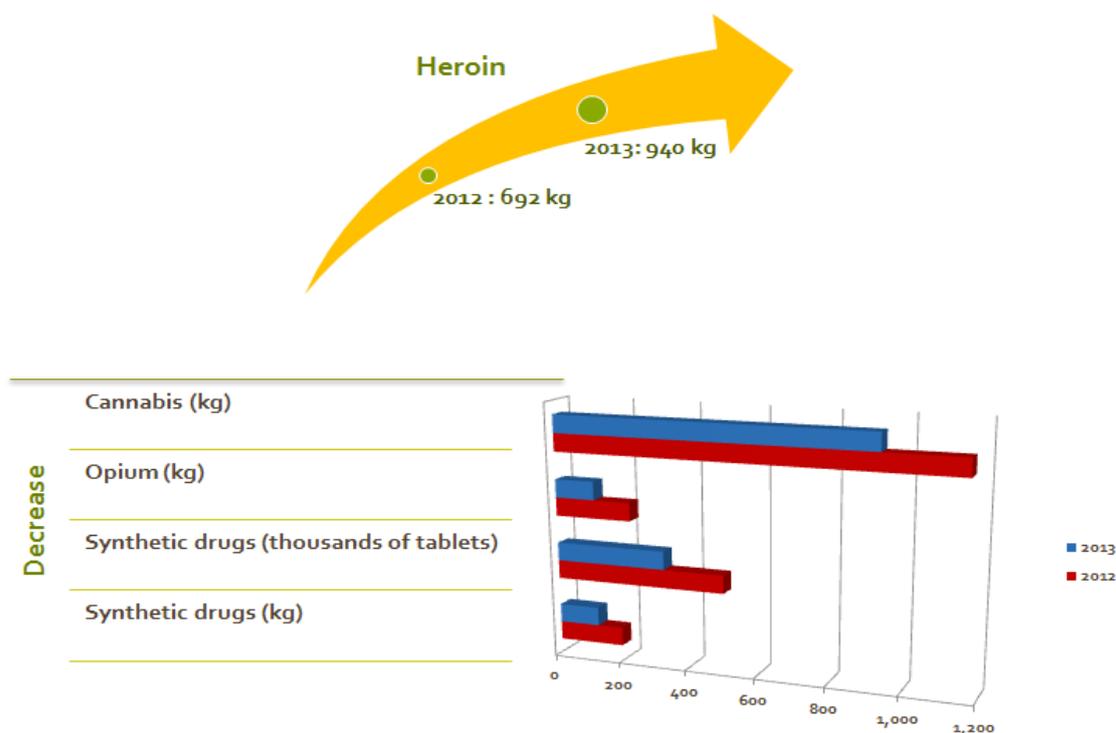
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<sup>3</sup> 1 block of heroin equivalent to 331.202 gram as indictment of Procuracy of Quang Ninh Province

<sup>4</sup> Report of the National Committee on AIDS, Drugs and Prostitution Control and Prevention, January 2014

According to the National Committee, in 2013, law enforcement agencies investigated 21,188 drug trafficking cases. They seized 940 kg of heroin, 117 kg of opium, 932 kg of cannabis, 118 kg and 323,772 tablets of synthetic drugs. These figures reflect an increase in a number of illicit drug trafficking cases as well as an increase in heroin seizure but a decrease in synthetic drugs, opium and cannabis when compared with 2012 (692 kg of heroin, 225 kg of opium, 1,164 kg of cannabis, 192 kg and 500,000 tablets of synthetic drugs)<sup>5</sup>.

Figure 1: Illicit drugs seized in 2012 & 2013



<sup>5</sup> Report of the National Committee on AIDS, Drugs and Prostitution Control and Prevention, January 2014

### 5.1.2 Drugs and health

As of December 2013, there were 181,396 registered drug dependent people, an increase of approximately 5% since 2012. By drug type, heroin users accounted for the largest proportion of illicit drug users (75%), followed by users of synthetic drugs (10%), opium (7%), cannabis (1.7%) and other drugs (6.3%)<sup>6</sup>. The Government estimates that the actual number of drug dependent people is much higher. Although the seizures of synthetic drugs were decreased, the number of synthetic drug users was increasing, that created a serious concern to the Government of Viet Nam.

Figure 2: Number of drug users 2012-2013

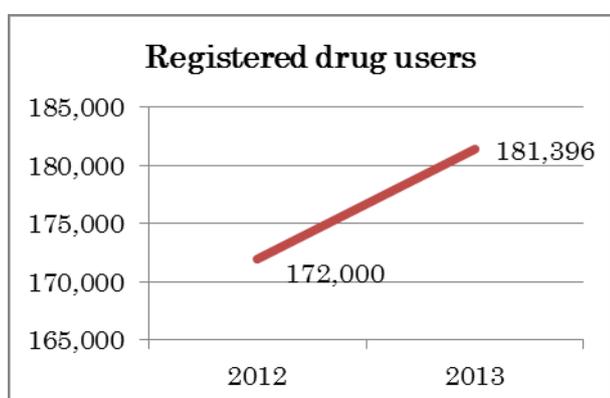


Figure 3: Percentage of total number of drug users by drug type

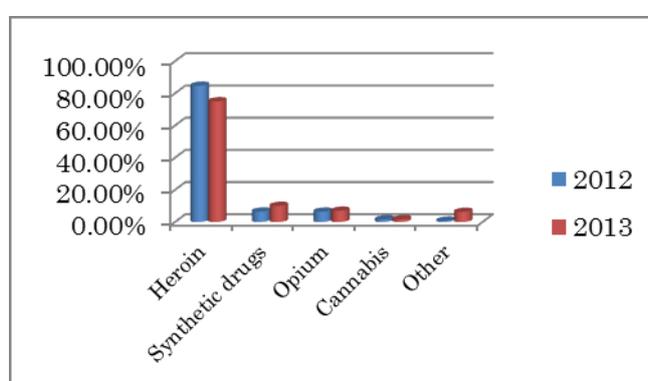
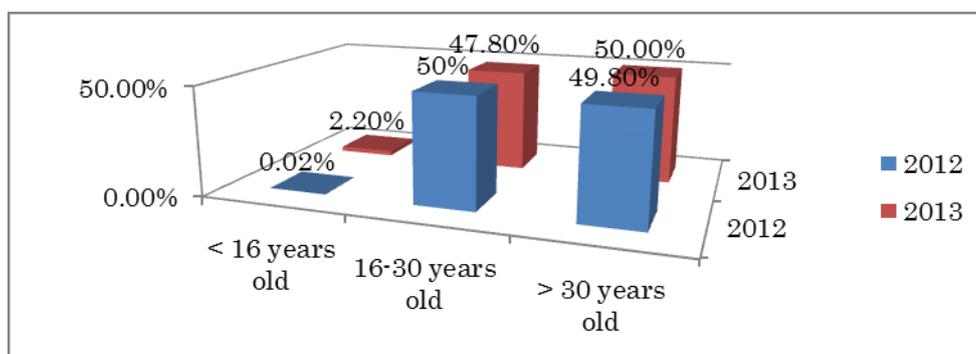


Figure 4: Age of drug users in 2012-2013



Injecting drug use (IDU) is widespread and highly correlates with heroin use. IDU is the major cause of HIV transmission in Vietnam. In 2013, the estimated HIV zero-prevalence among IDUs was 10.3%, a decrease compared to 2012 (11.6%)<sup>7</sup>.

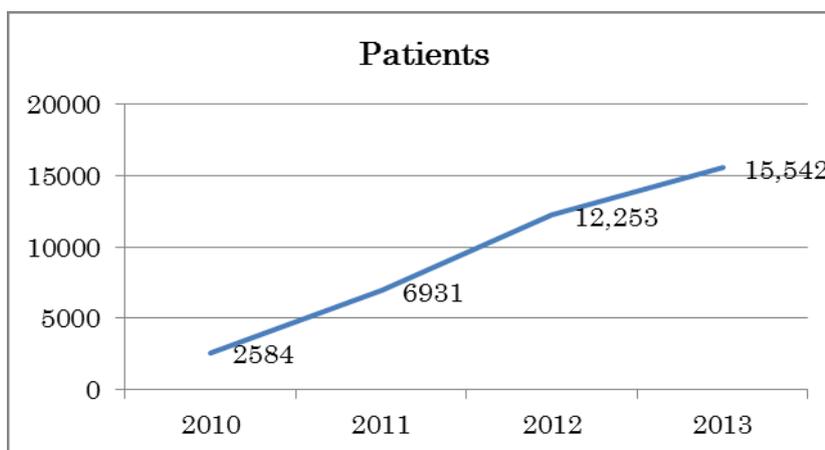
<sup>6</sup> Report of the National Committee on AIDS, Drugs and Prostitution Control and Prevention, January 2014

<sup>7</sup> Ministry of Health report at the Annual Review Meeting of the National Committee on HIV/AIDS, Drugs, and Prostitution Prevention and Control

According to VAAC, there were 216,254 people living with HIV/AIDS in the country by 30 November 2013<sup>8</sup>. The HIV epidemic remains highly concentrated, with the highest prevalence among men who inject drugs (18.8%).

By 31 December 2013, there were 80 MMT clinics in 30 provinces/cities with 15,542 people receiving treatment, an increase of 26.8% compared to 2012<sup>9</sup>. It is expected that by 2015, 245 methadone clinics will be operational in 30 provinces and cities and 80,000 opiate dependent people will receive treatment.

Figure 5: Number of patients receiving MMT 2010-2013



### 5.1.3 Cultivation of narcotic containing plants

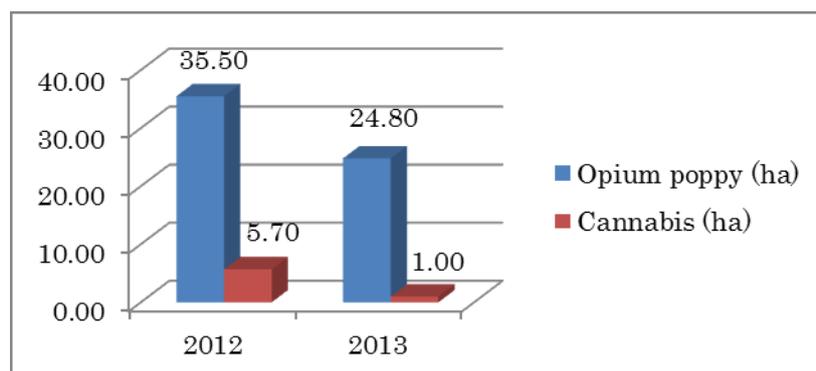
There was a decreasing trend in cultivation of narcotic containing plants in 2013 comparing to 2012 (8%). 25.8ha of narcotic containing plants were detected and eradicated in 2013, including 24.8ha of opium poppy and 1ha of cannabis<sup>10</sup>.

<sup>8</sup> Ministry of Health report at the Annual Review Meeting of the National Committee on HIV/AIDS, Drugs, and Prostitution Prevention and Control, Hanoi

<sup>9</sup> Ministry of Health report at the Annual Review Meeting of the National Committee on HIV/AIDS, Drugs, and Prostitution Prevention and Control

<sup>10</sup> Report of the National Committee on AIDS, Drugs and Prostitution Control and Prevention, January 2014

Figure 6: Total area of narcotic containing plants and crops, 2012-2013 (hectare)



## 5.2 Update on the country's anti-drugs strategy

The ‘National Strategy on Drug Control and Prevention in Viet Nam to 2020, with a Vision to 2030’ was approved by the Government in June 2011. Following this, in August 2012, the Prime Minister signed the ‘National Target Program on Drug Prevention and Control – 2012-2015’. The Government also issued Decree 96/2012/ND-CP, on ‘Regulating Substitution Treatment of Opioid Addiction’ (known as the Methadone Decree) in November 2012. The Decree provided for expansion of Vietnam’s MMT program. The Law on Administration Violation was approved by the National Assembly on 20 June 2012 and has come into effect since 1<sup>st</sup> July 2013. A Court Ordinance establishing court process for sanctioning compulsory treatment to drug dependent people and several Government Decrees guiding the implementation of this Law were also developed.

On 27 December 2013, the Government approved the Decision on Drug Rehabilitation Renovation Plan (Renovation Plan) for the period 2013-2020. The plan aims to diversify drug dependence treatment models, scale up community-based and voluntary treatment centres (including for MMT clinics) and gradually reduce the number of people who use drugs in compulsory “06 centres”. To that end, it introduced a phased approach with specific targets (in %) to be achieved in 2014-15 and in 2016-20. The plan describes responsibility of relevant national agencies, e.g. in increasing professional capacity for better treatment and care of drug dependent people, in establishing professional standards in drug treatment and care and in developing sufficient legislative and institutional frameworks to support these efforts. However, the Renovation Plan still foresees a number of 06 centers to exist in 2020, which is of serious concerns for the UN and the development partners.

Viet Nam ratified the United Nations Convention against Transnational Organised Crime and its supplemental Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (known as the Palermo Protocol) in 2012. MPS is in the process of developing a ‘National Strategy on Crime Prevention and Suppression-2020 – 2030’, which will set out national crime and drug control priorities.

The new Constitution has been recently passed by the National Assembly. It no longer includes a provision on compulsory treatment of “drug addiction and certain dangerous social diseases” (former article 61, para 4).

As part of a broader legislative review project, the Government is also in the process of revising Vietnam’s Penal Code, Criminal Procedure Code and other laws regulating drugs and organised crime issues. Drafting committees led by the Ministry of Justice for the Penal Code, and the Supreme People’s Procuracy for the Criminal Procedure Code are leading the review process.

### **5.3 Update on major bilateral and multilateral counter-narcotics programs**

#### *5.3.1 Australia*

The Australian Federal Police (AFP) has offices in Hanoi and Ho Chi Minh City (HCMC) and is actively involved with the Narcotics Investigations Department of the Vietnamese Police General Department for Crime Prevention and Suppression. Heroin remains the most trafficked commodity but the amount of methamphetamine and particularly precursor chemicals for the manufacture of methamphetamine being trafficked from Vietnam to Australia continues to rise.

The major trafficking route to Australia is via Ho Chi Minh City to the Vietnamese communities in Sydney and Melbourne, primarily because of the links between Vietnamese communities in Australia and southern Vietnam, coupled with direct air and sea cargo routes to Australia. As a result, HCMC acts as a funnel for illicit drugs and/or precursors trafficked from or through Myanmar, Laos, Cambodia and China.

Significant joint counter narcotics investigations continue to be conducted, highlighting the effectiveness of the working relationship between the AFP and the Narcotics Investigations Department. Where necessary, the AFP has brokered collaboration with police agencies in other countries to progress investigations. In this way, the AFP has helped the Narcotics Investigations

Department become a more active partner in transnational narcotics investigations, especially in countries with which Vietnam does not share a border.

The laundering of the proceeds of drug trafficking activity (including border controlled substances imported into Australia and as the result of domestic cannabis cultivation by Vietnamese groups in Australia) back to Vietnam is an area the AFP is progressing with their Vietnamese counterparts.

### *5.3.2 European Union*

The European Union currently has no specific cooperation programs on drugs or crime in Vietnam but maintains liaison contact with the authorities. One of the stated aims of the EU-Vietnam Partnership and Cooperation Agreement, signed in 2012, is collaboration in the areas of combating organised crime, money laundering and illicit drugs, so closer cooperation over the medium term is a possibility. Vietnam was included in the 2009-2012 EU-ASEAN Migration and Border Management Program, created to support the development of an efficient and coherent Integrated Border Management System at selected main border crossing points. One of its main objectives was to facilitate the legal movements of goods and persons, whilst combating transnational crime, illegal migration and people trafficking. The EU also funds targeted health programs empowering populations at higher risk of HIV infection, strengthening HIV care, prevention and treatment in the country. Vietnam is also part of the EU-UNODC Joint Initiative for Supporting Southeast Asian Countries to Counter Terrorism that delivers expertise and training in related activities, including combatting transnational organised crime and anti-money laundering.

### *5.3.3 France*

France has no specific programs on drug-related issues but regularly conducts training sessions, working visits and exchanges on crime-related matters and intends to strengthen its legal cooperation framework with Vietnamese authorities.

#### *5.3.4 Great Britain United Kingdom*

The UK has increased its law enforcement footprint in Vietnam, and is building on existing relationships in 2013. UK co-operation with Vietnam is currently very good but organised crime is a growing phenomenon and it is essential that the UK and Vietnam work even more closely to combat this increasing threat. To that end, the UK opened a National Crime Agency Liaison Office (NCA) in Hanoi in 2012, covering Vietnam, Cambodia and Laos. This has allowed for a more dedicated relationship with Vietnamese law enforcement to be developed.

Vietnamese dominate cannabis cultivation in the UK; however this dominance may be decreasing. Most UK cannabis farms are staffed or run by Vietnamese illegal immigrants, with the money generated by cannabis cultivation in the UK estimated to be between GBP 300 million and GBP 800 million per year. Much of this is known to be sent back to Vietnam through the use of individual couriers or via legitimate Vietnamese businesses. The laundering of the proceeds of crime generated by the cultivation and distribution of narcotics is a key area of work for NCA. NCA has identified opportunities for joint work with the State Bank of Vietnam's Anti-Money Laundering Department, as well as the MPS Economic Crime Command and Vietnam Customs, and is currently looking at other joint initiatives with UNODC.

Criminal vendettas and rivalry between crime groups involved in cannabis cultivation have also resulted in a number of kidnappings and murders in the UK Vietnamese community. NCA and the UK Human Trafficking Centre work closely with ACPO Forces in England and Wales, with support from Vietnamese law enforcement, to tackle this criminal threat.

#### *5.3.5 Japan*

There has not been a reported narcotics trafficking case from Vietnam to Japan since 2001. In Japan, most drug trafficking arrests relate to ATS cases. The recent increase in ATS trafficking cases in Vietnam is a trend to which we should pay attention.

Japan currently has no specific bilateral cooperation programs on drug-control issues. But the Government of Japan has been promoting "human security" as one of the main pillars of its development aid policy and considers drug control a matter of great importance. It continues to work closely with the Government of Vietnam in efforts to control drugs in collaboration with UNODC.

### *5.3.6 United States of America*

U.S. counter-narcotics objectives in Vietnam are aimed at improving cooperation in cross-border, regional, and international enforcement efforts and assisting Vietnam to expand the capacity of its domestic counter-narcotics law enforcement agencies. Operational cooperation between Vietnamese and U.S. authorities has improved, in particular between the Ministry of Public Security Counter-Narcotics Department and the Drug Enforcement Administration (DEA) Hanoi Country Office, but further progress is needed to achieve significant results.

The U.S. Government continues to use the International Law Enforcement Academy (ILEA) in Bangkok, in cooperation with the Thai Government, to provide law enforcement training to approximately 100 Vietnamese law enforcement officials each year.

The DEA engages in direct cooperation on specific counter-narcotics cases and engages in capacity-building efforts by supporting Vietnamese government participation at international and regional events and conferences, as well as conducting some basic training activities. In addition, the DEA and the Department of Defence Joint Interagency Taskforce - West (JIATF-W) partnered with the MPS Counter-Narcotics Department to construct a joint training facility in Vinh, Vietnam, culminating with a ribbon-cutting ceremony officially dedicating the facility in January 2013. DEA and the JIATF-W subsequently conducted two training seminars with the Ministry of Public Security's Counter-Narcotics Department, in June 2013 and September 2013, at the new facility. The seminars provided tactical and emergency medical training to 100 police officers.

The U.S. Department of the Treasury successfully completed in 2013 its work with the General Department of Vietnam Customs Training Academy to develop and incorporate financial investigative techniques courses into its curricula. The Department of Treasury's Office of Technical Assistance is helping Vietnam's Ministry of Finance implement new accounting and financial reporting objectives as part of the International Public Sector Accounting Standards (IPSAS) program.

The U.S. Department of State's Export Control and Related Border Security (EXBS) Program supports the comprehensive development of Vietnam's operational capabilities to deter, detect, interdict, and prosecute illicit smuggling of cargo and persons. EXBS engagement targets a range of threats to trade security, including narcotics trafficking, WMD proliferation, piracy, human trafficking, and contraband smuggling with special emphasis on "dual-use" or sensitive commodities. During 2013 and 2014, training and equipment was provided to the General Department of Vietnam Customs, Vietnam Coast Guard, VARANS, and other Vietnamese border security and law enforcement entities.

Through the U.S. President's Emergency Plan for AIDS Relief (PEPFAR), Vietnam has received approximately \$69 million for implementation in 2014 for a targeted program of health systems strengthening and HIV prevention, care, and treatment among key populations including people who inject drugs (PWID), sex workers, and men who have sex with men (MSM). Injecting drug use plays a significant role in driving HIV transmission. Approximately 25% of all HIV infections in Vietnam are directly or indirectly associated with injecting drug use. The HIV prevalence rates in the country vary by province with some as high as 60% for this key population.

Among its prevention programs, PEPFAR promotes medication assisted therapy, including methadone, an intervention proven to stem the rate of HIV infection among people who use drugs. PEPFAR currently supports MMT for over 16,124 patients in 87 clinics in 31 of the 63 provinces (as of mid-February 2014). PEPFAR also supports HIV counselling and testing and community outreach for key populations. Among the 32 provinces supported by PEPFAR, there is a focus on nine provinces where the epidemic is having the greatest impact: Hanoi, Hai Phong, Quang Ninh, Ho Chi Minh City, Can Tho, An Giang, Nghe An, Lao Cai, and Dien Bien. Through PEPFAR, the U.S. Government also participates in the development and implementation of Vietnam's National Strategy on HIV/AIDS Prevention and Control.

### 5.3.7 UNODC

UNODC assistance to Viet Nam is provided through regional and national projects. The UNODC's Country Program for Viet Nam was signed by the Government of Viet Nam in August 2013. The Programme sets out priorities for cooperation with the Government from 2012-2017 under five sub-programmes: transnational organised crime and illicit trafficking; corruption and anti-money laundering; counter terrorism; criminal justice; and drug demand reduction and HIV/AIDS.

In the area of illicit trafficking, UNODC has helped enhance national capacities through organization of training courses, legal review and provision of office equipment to national agencies.

Through a dedicated program against money laundering, including training on basic investigative techniques, money laundering and financial investigation, UNODC has helped to increase the capacity of MPS's Economic Police Department to identify, investigate and prosecute economic crimes.

UNODC has supported the Government of Viet Nam in consultation process in formulation of National Strategies and Target Programs on drug control and crime prevention, and the National Program Against Human Trafficking addressing drugs, crime and illicit trafficking in persons. These documents set priorities for national action against drugs and crime, including establishing robust law enforcement measures, fostering cross border cooperation, addressing newly emerging crimes such as environmental and cyber-crime, and strengthening community-based treatment of drug users as an alternative to compulsory treatment.

UNODC aims to address the impact of drug dependence on individuals, families and communities, through diversification of evidence-based, voluntary, drug treatment and care services in communities.

UNODC is also implementing a project on addressing HIV/AIDS among injecting drug users, including in prisons, and is considering piloting MMT in prisons. Further information on these projects is available upon request.

#### **5.4 Place and date of meetings of Mini-Dublin groups**

In recognition of International Day against Drug Abuse and Illicit Trafficking, the Australian Embassy, in cooperation with UNODC, convened a meeting of local Mini-Dublin Group participants on 26 June 2013. The meeting included presentations from Assistant Commissioner Steve Lancaster, National Manager, Crime Operations, Australian Federal Police and UNODC Country Manager, Ms Zhuldyz Akisheva, who introduced participants to the United Nations' World Drug Report 2013.

## **5.5 Prioritised identification of needs for external assistance**

Advocacy, policy advice and continued technical assistance are needed to help the Vietnamese government pursue political, social and economic reform. Public administration and judicial reform processes in particular need to be promoted, to ensure protection of rights and access to justice for Vietnam's most vulnerable and disadvantaged people.

Mini-Dublin Group members may consider supporting:

- law reform, including the current Penal and Criminal Procedure Code review process;
- development of drug law enforcement agencies' interdiction, investigation, and intelligence collection and sharing capabilities in relation to serious trafficking criminal cases;
- human right approach in law enforcement
- improving drug analysis for forensic agencies to analyse all types of drugs, including impurity profiling and precursors.
- data analysis to identify trends in drug abuse and seizures;
- drug prevention activities, with an adequate focus on synthetic drugs;
- diversification of services for drug users at the provincial level and phasing out of compulsory treatment through closure of 06 centres; and
- HIV prevention and other harm minimisation measures for injecting drug users, including methadone maintenance therapy.

## **5.6 Mini-Dublin group assessment of needs**

### *5.6.1. Emerging threats/trends*

Illicit drug trafficking and other types of transnational organised crime have become more complex, with offenders adopting more organised and sophisticated modus operandi.

According to the UNODC's recently launched Transnational Organised Crime Threat Assessment (TOCTA), the region's main opiate problem involves the more refined form of the drug: heroin. Methamphetamine has been a threat in parts of East Asia for decades (in the form of yaba tablets), and the popularity of crystal methamphetamine has recently grown significantly.

The production of synthetic drugs in Vietnam, particularly “ice”, has decreased, however, the potentiality of domestic production remains high. In 2013, there were 3 laboratories dismantled in Ha Noi and Ho Chi Minh City compared to 9 labs in 2012.

Heroin is still the dominant type of drug in Viet Nam in terms of use and trafficking. Volume of cocaine trafficked into Viet Nam was not much, however, cocaine from South America trafficked into Viet Nam showed a trend that criminal syndicates in South America are trying to expand market to Southeast Asia, including Viet Nam.

## **5.7 Recommendations**

The Vietnamese Government should:

- further strengthen inter-agency coordination and cooperation (e.g. information sharing) in implementing action plans and activities under its new National Drug Control and Crime Prevention strategies;
- support cross-border cooperation activities (e.g. increased mutual legal assistance and cross-border operations with neighbouring countries);
- revise relevant legislation (e.g. Criminal Code and Criminal Procedure Code) and develop new laws on the treatment of drug dependent people based on the evidence and respect of human rights;
- abolish compulsory drug treatment and diversify services for drug users at the community level as alternatives; and
- increase involvement in supporting the Mini-Dublin Group in Viet Nam through information sharing, and keeping the group updated on national initiatives to address illicit drugs issues.

## 6. PEOPLE'S REPUBLIC OF CHINA

### 6.1 General situation in China

#### 6.1.1 Production

As in previous reports<sup>11</sup>, China remains one of the main global producers of precursor chemicals. There continues to be a growing chemical manufacturing industry throughout China with over 116,000 precursor chemical enterprises in operation<sup>12</sup> and organized crime has continued to take advantage of this situation to divert legitimately manufactured chemicals or manufacture illicit chemicals. There is a high demand for precursors for use in drug manufacturing in China, which includes the diversion of ephedrine and pseudoephedrine and derivatives such as ContacNT. Although Chinese authorities took various measures, the challenge still remains in China to prevent such chemicals being diverted domestically and internationally for illicit drug production.

Illicit manufacture of Crystal Methamphetamine and Ketamine was found in a number of provinces in China. In 2013, 773 drug manufacturing cases were cracked (increased by 33.5% from 2012), and 572 clandestine drug laboratories were dismantled (increased by 75.5% from 2012) by Chinese law enforcement authorities. Of the 572 clan labs dismantled, 233 were from the Guangdong province and 159 in Sichuan<sup>13</sup>.

#### 6.1.2 Trafficking

The Golden Triangle remains a major drug source to China. In the recent years there has been a trend toward increasing in the amount of opium production in the north of Myanmar. In 2013, the poppy cultivation in the Golden triangle was 40,900 hectares (decreased by 3.8% from 2012).<sup>14</sup> According to the National Narcotics Control Commission (NNCC), the amount of manufactured methamphetamine tablets also increased to 9.7 tons, a 8% increase from 2012. 6.4 tons of heroin (increased by 18.5% from 2012) was seized over the China-Vietnam border.<sup>15</sup>

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<sup>11</sup> Mini Dublin Group Country Report 2013

<sup>12</sup> NNCC Annual Report 2013 page 35

<sup>13</sup> NNCC Annual Report 2014 page 52

<sup>14</sup> Ibid page 51

<sup>15</sup> Ibid page 51

The Golden Crescent continues to be the world's largest source of opium production. Opium cultivation had decreased from approximately 157,000 hectares in 2008 to 123,000 hectares in 2010, but it has rebounded to 131,000 hectares in 2011 and 20,900 hectares in 2013 (increased by 36% from 2012).<sup>16</sup>

### 6.1.3 Demand

The demand for drugs, especially among the youth, remains high. The Government's Drug Control Strategy is broadcasted in various forms of media, including television and newspapers to ensure a wider distribution to its audience. Many drug prevention booklets and texts are published and distributed.

The NNCC monitors and records drug users and in 2013 identified a total of 2,475,000 registered drug abusers of which 1,358,000 are addicted to opiate and 1,084,000 to synthetic drug.<sup>17</sup>

Of these users, 242,000 drug dependants were under compulsory drug detoxification treatment and over 184,000 people involved in community-based treatment and rehabilitation. A total of 889,000 former addicts were identified as having not relapsed for at least three years<sup>18</sup>.

Analysis of drug abuse across China in 2013 is as follows<sup>19</sup>:

Heroin – 1,326,000 users – 53.6%

Methamphetamine – 847,000 users – 42.1%

Ketamine – 193,000 users – 7.8%

Other opioid drugs – 32,000 users – 1.3%

Other drugs – 77,000 users – 3.1%

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<sup>16</sup> NNCC Annual Report 2013 page 53; NNCC Annual Report 2014 page 52

<sup>17</sup> NNCC Annual Report 2014 page 19

<sup>18</sup> Ibid 19

<sup>19</sup> Ibid 19,52

#### 6.1.4 Statistics

NNCC published the following statistics in relation to drug control in China:

##### **-Seizures (2013)<sup>20</sup>**

Precursor chemicals – 5,740 tons (decreased by 1.4% from 2012)

Heroin – 8.55 tons (increased by 17.3% from 2012)

Opium – 1.46 tons (increased by 72.8% from 2012)

Methamphetamine, and tablets – 19.52 tons (increased by 20.8% from 2012)

Ketamine – 9.69 tons (increased by 205.4% from 2012)

Cannabis – 4.50 tons (increased by 6.4% from 2012)

Cocaine – no 2013 figures

As it can be observed here, there are no figures on cocaine issued by officials despite the fact that it is likely that cocaine trafficking has developed alongside new Chinese main towns.

Thus, just as a thumbnail insight from France, some “mules” carrying cocaine to China were intercepted at Roissy Charles de Gaulle airport (Paris) in 2013. The last one this year, was on March 14<sup>th</sup>, a Chinese national transporting 15,578 Kgs of cocaine from Sao Paulo (Brazil) to Shanghai via Paris. Meaning that at list a criminal network is operating on China.

TOTAL (not including precursors) – no 2103 figures

##### **-Other statistics (2013)<sup>21</sup>**

Drug criminal cases recorded – 150,943 (increased by 23.9% from 2012)

Drug suspects arrested – 168,296 (increased by 26.8% from 2012)

Precursor chemical cases reported – 1,054 (decreased by 6.6% from 2012)

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<sup>20</sup> NNCC Annual Report 2014 page 25,31

<sup>21</sup> Ibid page 25,31

## 6.2 Brief update on China's anti-drugs strategy

### 6.2.1 Changes/additions to the counter narcotics institutional framework

NNCC is the leading agency of narcotic control in China. The Commission is comprised of representatives from a range of key government ministries bringing a broad response to the issue of drug control. National coordination of drug control activities is the responsibility of the NNCC. The Ministry of Public Security (MPS) on behalf of the NNCC through the MPS Narcotics Control Bureau (NCB) undertakes narcotic enforcement. NCB also operates at provincial level. China Customs and the Anti Smuggling Bureau also enforce narcotics control.

### 6.2.2 Legal/legislative changes

China's narcotic legislation is based on the Criminal Law of China 1997 and the Drug Control Law. The major legislative changes in 2013 were:

- Modification of the regulations on the administration of New Psychoactive Substances (NPS)
- China and Australia signed an MOU on Precursor control.
- China and Lao PDR signed an MOU for promoting the Opium Poppy alternative cultivation

### 6.2.3 Assessment of the Government's political will to conduct a comprehensive and resolute anti-drugs policy

The overall drug problem China faces with manufacture, trafficking and drug use continues to be major concern for the Chinese Government. The government continues to tackle the issues of drug prevention and education, drug treatment and rehabilitation. China's resolve to tackle the issue of drugs can be seen in the following actions:

- Holding narcotic control conferences at provincial and municipal level during the year;
- Increased and continued public education campaigns;
- Several MOU and letters of intent signed along with significant international cooperation efforts
- Active participation in the UNODC and increase of China's financial commitment
- Increased participation and financial support to the Greater Mekong Sub-region Initiative

### **6.3 Update on major bilateral and multilateral counter narcotic programs**

China continues to work with international partners: The major bilateral and multilateral programs were:

- China and Australia signed an MOU on Precursor control.
- China and Lao PDR signed an MOU for promoting the Opium Poppy alternative cultivation
- China and Russia signed an MOI on cooperation in controlled delivery of narcotics.
- NNCC provided training programs for surrounding Asian countries with 220 foreign officers trained in total
- China, Lao PDR, Myanmar and Thailand “Safe Mekong” Joint Operation was launched with a focus on preventing overseas drug

### **6.4 Place and date of meetings of Mini-Dublin Groups**

As of April of 2014 there has not been Special Meeting of Mini Dublin Groups in China. However, we collaborated closely and exchanged information among members to make this report. And we shared information with NNCC through the meeting of Foreign Law-Enforcement Community in China, January 2014.

### **6.5 Prioritized identification of needs for external assistance**

NNCC views to continue to strengthen bilateral co-operation with foreign law enforcement agencies. They have expressed a need for:

- Increased intelligence training and exchange;
- Development of MOU in the area of precursor chemicals.
- Assistance with developing drug signature programs

### **6.6 Mini-Dublin Group assessment of needs**

#### *6.6.1 Emerging threats/trends*

The Mini Dublin group identified the following emerging threats and trends:

- Precursor chemicals originating from China is a major issue for all countries;
- The seizure of synthetic drugs from Golden Triangle surged over last three years;

- Heroin from Golden Crescent were mainly trafficked into China by air and postal service;
- The spreading of synthetic drugs within China arouse major concerns;
- Illegal trafficking and abuse of controlled narcotic drugs and psychotropic substances remain a concern;
- The increase of non-controlled substances mislabeled and trafficked overseas to countries where they are controlled; and
- The increased use of the Internet to purchase chemical based narcotics via parcel post and air freight.

#### *6.6.2 Political initiatives*

The Mini Dublin group assessed that the political initiatives currently put in place by the Chinese Government are appropriate and support the needs of the country.

#### *6.6.3 Recommendations*

No recommendations were put forward by the Mini Dublin Group.

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