



UNODC

United Nations Office on Drugs and Crime

PATROL

Partnership Against Transnational crime
through Regional Organized Law enforcement

Understanding Transnational Crime Threats Along the Borders of Lao PDR: a baseline for improving law enforcement capacity to counter cross-border crimes

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DISCLAIMER: The results from the survey reflect the perception of participants, and they are not the results of specific investigations by UNODC or PATROL partners - Freeland Foundation, TRAFFIC and UNEP. Any error in the interpretation of these results cannot be directly attributed to an official position of any of the organizations involved.

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1. Executive Summary

UNODC has been engaged with law enforcement agencies in Southeast Asia for many years, working with governments to increase their capacity to address transnational challenges that impact people through the region. As part of its ongoing assistance, UNODC carried out a baseline survey and training needs assessment (TNA) with 79 law enforcement officers in the border regions of Lao PDR from 27-29 May 2013.

Based on the answers provided by these officials, the following issues and challenges were identified:

- Lao PDR is exposed to severe threats to security as an origin or transit country for human trafficking, migrants smuggling, drug trafficking and environmental crimes. The capacity of the frontline officers to respond to these threats is constrained by limitation in budget, human resources and infrastructures
- The main training needs for frontline officers are related to national legislations in various crime types such as migrants smuggling and environmental crimes. Nonetheless frontline officers claim to require more training in relation to Transnational Organized Crime and the related anti-smuggling techniques
- Drug trafficking, especially in amphetamine-type stimulants, is still perceived as the most relevant threat to security at the border as Lao PDR is believed to be a transit country in the drug routes. Reference material for the identification of drugs and precursors is needed
- In the South of Lao PDR, 87% of the respondents think that irregular migration is facilitated by smugglers, especially in the areas between checkpoints
- Border officers have very limited experience with cases of human trafficking and migrants smuggling and their understanding of the related legal framework is weak. Training on relevant national legal framework is needed.
- Concerning environmental crimes, timber smuggling is considered a priority in the South, but the general understanding of the illegal trade of wildlife and pollutants among the respondents is generally insufficient to mount a credible response. Training in identification techniques and legal frameworks are needed.
- The Border Liaison Office mechanism (BLO) is still existing along the borders of Lao PDR. In the past few years the BLO mechanism has largely relied on support from neighbours. Despite a successful history to tackle drug trafficking, in absence of sustainable and immediate interventions the mechanism will cease to operate, especially at the borders with Myanmar and China
- The main interventions to scale-up the role of BLOs require the identification of adequate premises to be equipped with computers, internet, fax-machines but also GPS cameras, radios and vehicles.

2. Introduction

With more than 5,000 Kms of border lines dividing it from five very diverse countries in terms of wealth and size, Lao PDR is exposed to a monumental challenge when it comes to border control. Police and customs authorities are the main enforcement agencies responsible for ensuring legality of movements of goods and people from and to the Country. While the Ministry of Defence retains control over the border areas between checkpoints, other institutions such as Immigration and Forestry Department work in cooperation with Police and Customs to provide specialized support at local and international checkpoints.

Since 2000, Lao PDR has cooperated with its five neighbours in the Greater Mekong Sub-region (Cambodia, China, Myanmar, Thailand and Viet Nam) to promote the Border Liaison Mechanism (BLO), with a view to foster inter-agency cooperation among frontline officers and combat the overwhelming flow of illegal drugs. Initially supported by UNODC, over time this initiative has received more support also through bilateral agreements between governments. In particular Lao PDR has received support from Thailand, China and Viet Nam to open BLOs along their borders. Although in the past 13 years more than 15 BLOs have been established all over Lao PDR today it is difficult to assess the real operational capacity of each of them. During this survey, representative from 12 BLOs have been interviewed in order to understand what the state of the BLO mechanism is and what the main challenges to increase its effectiveness are.

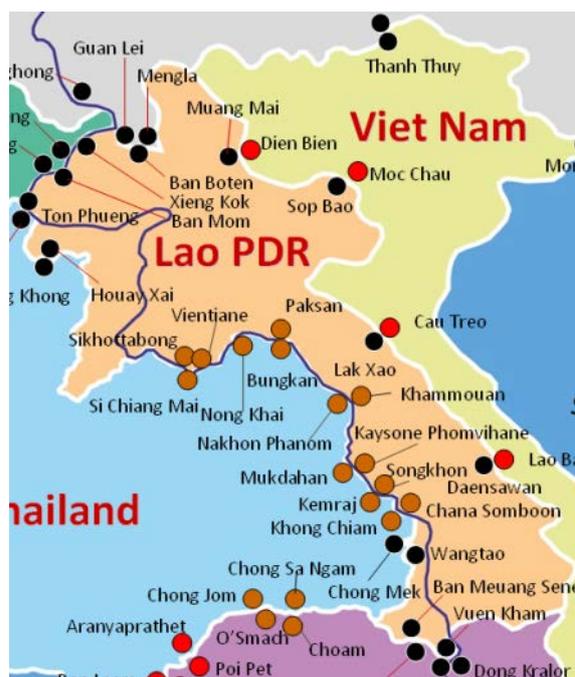


Figure 1. Map of Lao PDR and location of existing BLOs. Red dots identify BLOs that have received support by PATROL over 2012-13. Brown and black dots identify BLOs that have received support respectively by UNODC and neighbouring countries over 2000-2007

2.1. Background and Context - The PATROL Project

The Partnership against Transnational Crime through Regional Organized Law Enforcement (“PATROL”) project aims to assist countries in the Greater Mekong Sub-region fight against transnational organised crime (“TOC”) by helping them strengthen borders and expand cross-border cooperation.¹ To achieve this aim, the project relies on the Border Liaison Office (“BLO”) mechanism, which was established by the Memorandum of Understanding on Drug Control in 1993.² Although originally focused on illicit drugs and drug precursors, the mandate of BLOs has been broadened under the PATROL project to include migrant smuggling, human trafficking and the illicit cross-border movements of wildlife, timber, hazardous waste and Ozone Depleting Substances (“ODS”).

¹ The countries of the Greater Mekong Sub-region are Cambodia, Lao PDR, Myanmar, Thailand, Viet Nam and the Yunnan Province of China.

² UNODC and all countries in the Greater Mekong Sub-region endorsed the 1993 Memorandum of Understanding on Drug Control.

The PATROL project has made significant progress in the training of law enforcement and border officials associated with BLOs. Lao PDR marks the fifth baseline survey and training needs assessment (“TNA”) that has been conducted since the project began in January 2010, with the others being done in Cambodia, Viet Nam, Thailand and Myanmar. Customized training programmes have already been devised by the PATROL team and delivered to law enforcement and border officials in these latter countries. In cooperation with national authorities, the PATROL project will design and deliver a customized training programme also in Lao PDR.

Implementation of the PATROL project is led by UNODC and carried out in cooperation with Freeland Foundation, TRAFFIC and UNEP.

2.2. Objective of the Baseline Survey and TNA

The objective of the baseline survey and TNA is twofold:

- **Gather Baseline Information:** Assessing the understanding of law enforcement and border officials and their capacities forms a baseline against which it will be possible to measure improvement.
- **Assess Training Needs:** Identifying the awareness, knowledge gaps and training needs of law enforcement and border officials in four thematic areas helps to craft a customized training programme and package of technical assistance.



Figure 2. Group Picture in Luang Prabang



Figure 3. Group picture in Pakse

3. Methodology

The baseline survey and TNA in Lao PDR consisted of two phases. In the first phase, a survey was administered in the form of a structured questionnaire to 79 enforcement and border officials, representing 14 BLOs. This was followed by a Q&A session with select survey participants.

a) *The Survey*

The survey addressed five main components:

- 1) Migrant Smuggling and Human Trafficking
- 2) Illicit Drugs and Drug Precursors
- 3) Wildlife and Timber Trafficking
- 4) Trafficking of Hazardous Waste and ODS
- 5) Operations, Training and Integrity

The survey, translated into Lao, was designed in a self-completion format, using closed questions, such as multiple-choice and rank ordering. Each participant was asked to complete all components of the survey, regardless of their specific background and expertise. This was done in order to assess their basic understanding or perception of all components being surveyed.

The complete list of questions from the survey is available in Annex I.

b) *The Q&A Session*

The Q&A session attempted to obtain more information about the general perceptions towards BLOs and their importance for border security. Participants were asked questions about the different agencies operating at the border, the expansion of the BLO mandate under the PATROL project and the main constraints in their functioning. This was done to provide additional insight into the situation at borders in Lao PDR and bring to the fore some of the outstanding challenges and substantive issues.



Figure 4. Interviews with heads of BLOs in northern Lao PDR

3.1. Basic Statistics of the Sample

The criteria for the selection of the participants proposed by UNODC were the following:

- frontline officers from Police, Customs or any other relevant border authority
- officers stationed in proximity of existing BLOs

It was further discussed and agreed that the participation of some officers from provincial and central authorities would have provided a more encompassing assessment due to their broader view on criminal flows.

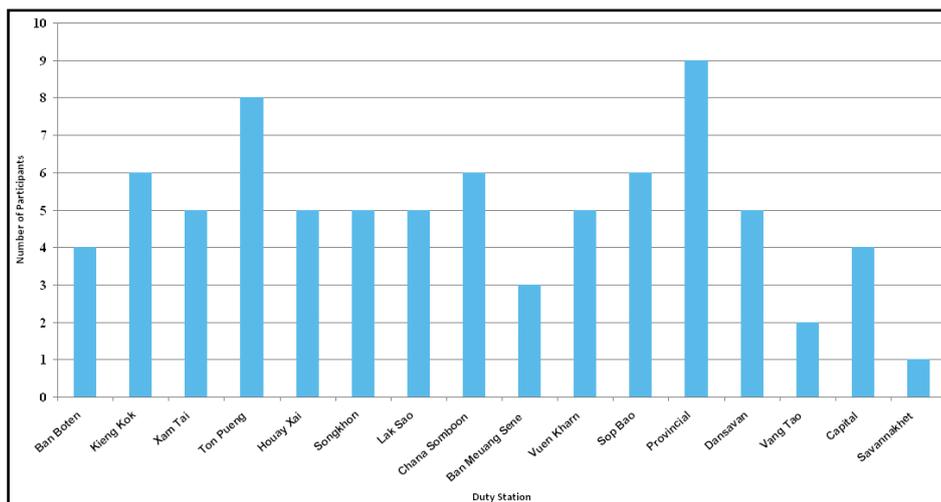


Figure 5. Composition of the sample by duty station of the respondents

3.2. Limitations of the Methodology

There are few limitations to the survey that need to be kept in mind when reading its findings. An important limitation is represented by the composition of the sample, which sees a dominant majority of police officers – with experience in drug cases – as opposed to Customs, Forestry or Immigration officers dealing with other crime types. This unbalance is mainly related to the fact that the Government has appointed for this exercise officers with previous experience with the BLO mechanism. Due to the history of the BLO projects in Lao PDR, such officers have generally worked in the area of anti-narcotics and belong to the Police Force. Arguably the role and the representation of other authorities at the border are larger than what emerges from the sample of this survey. This could have influenced the results in areas that are usually more the domain of specialized organizations, such as Immigration or Customs.

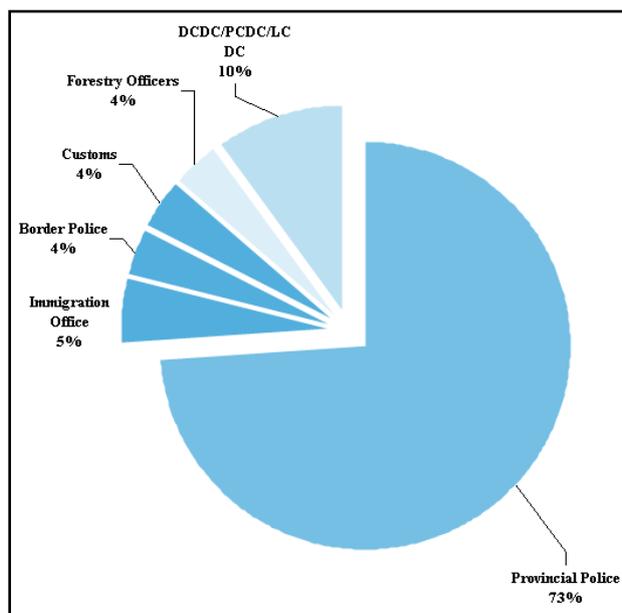


Figure 6. Composition of the sample by agency

Another issue that arose while conducting the survey was a certain unfamiliarity of the respondents with surveys as a social research tool, which manifested itself especially in questions that required scaled answers. Instead of the usual phenomenon of having a high number of respondents who on an uneven scale chose the middle, the respondents predominantly opted for the extremes, ignoring everything but the outermost values of the scale. On aggregate, this behaviour led to slightly more pronounced values for questions where there was a clear majority opinion among the respondents, but yielded similar results to a middle of the road response pattern for more controversial questions.

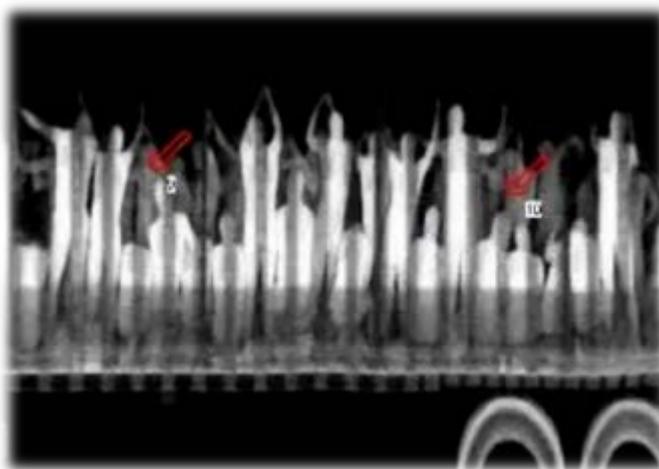
4. Major Findings

The section starts by providing a short overview of the major findings from the survey. This is followed by a summary of discussions that occurred during the Q&A session. The complete results from the survey are available in Annex I and select geographical analysis is available in Annex II.

4.1. Smuggling of Migrants and Trafficking in Human Beings

Lao PDR from the perspective of its border officers is predominantly a country of origin or transit, for migrant smuggling as well as for human trafficking. Around 63% of the respondents claim to be aware of the difference between these 2 different crimes, although some of the follow-up questions suggest a much lower level of awareness. This is partly due to the fact that only 10-21% of the respondents have ever dealt with a case of either migrant smuggling or human trafficking.

In particular only 41.5% of the respondents think that if someone crosses the border legally he/she could still be a victim of human trafficking. A similar lack of training was revealed with regards to relevant legislation. While a majority of respondents are aware that national legislation criminalizes migrant smuggling as well as human trafficking (79.2% and 93.8% respectively), a high degree of confusion persists as to the related



penalties. While only 39% are aware of the penalty associated with migrant smuggling, this number drops to a mere 13.4% for human trafficking. Most respondents assume that migrant smuggling and human trafficking carry the same sentence, reinforcing the impression that there is a lack of understanding of the differences between the two concepts.

Different patterns in these crimes seem to emerge in different regions of Lao PDR: in particular in the north of the country the most common form of trafficking is associated to the illegal movements of women for sexual exploitation. In the south instead, the most common form of trafficking is associated to the illegal movements of male labour. Furthermore, respondents from the south generally (76.3%) think that irregular migrants cross the border with the help of a smuggler, while in the north of the country it seems that irregular migrants tend to cross the border without external help. Mainly affected by these crimes is the border to China in the north, the central part of the border to Vietnam and to a lesser degree the central part of the border to Thailand. These different borders are also associated with different migration and trafficking patterns. While Lao PDR is seen mainly as a country of origin for smuggling and trafficking by officers at border posts to Vietnam and Thailand, officers at the border to China report that Lao PDR is mostly a country of transit.

When combining these aspects, the following picture emerges for the border posts most affected by human trafficking and migrant smuggling: Ban Boten at the border to China is mainly a stopover for trafficked women not originally from Lao PDR, the same is true for Houay Xai at the northern border to Thailand, while women trafficked through Lak Sao, at

the border to Vietnam are predominantly Laotian. For the trafficking of men for labour the data does not show such a clear pattern, making the identification of hotspots more difficult.

Approximately 70% of the respondents have never received training on these issues and the most commonly identified training needs are in the area of:

- difference between trafficking in persons and migrants smuggling
- national legislations both on trafficking and smuggling

4.2. Illicit Drugs

The trafficking of illegal drugs is seen as a universal issue along all borders of Lao PDR. A large majority of 80% of all interviewed officers have had personal experience with drug trafficking cases and the issue consistently rates as the most serious crime at every border section (scoring an average 4.4 out of 5). An overwhelming majority of 92% state that Lao PDR is a country of transit with regards to drug trafficking, while only 4.7% think of it as a country of origin.

The most common drugs transiting through Lao PDR are amphetamine-type substances (ATS). Even though this is a universal trend, there are some hotspots at which ATS trafficking is seen as particularly frequent. Among those hotspots are mainly southern border posts along the borders with Thailand, Cambodia and Vietnam.



Other drugs have a distinct regional focus, with heroin trafficking – number two in the overall ranking – being highly concentrated along the northern to central border with Vietnam. It comes as some surprise however, that there are no correspondingly high values to be found along the borders with traditional producing countries such as Myanmar or China. This would suggest that the Heroin trafficked along the northern borders with Vietnam might be produced within Lao PDR itself or – less likely but still possible – Vietnam.

Cannabis – number three in the overall ranking – has an even more pronounced concentration at certain border posts, namely Lak Sao at the border to Vietnam and Veun Kham at the border to Cambodia. All other border posts report very low to low frequencies of Cannabis trafficking. Why the trafficking of Cannabis seems to be concentrated around these two posts is unfortunately not apparent from the data of our survey.

Opium follows a similar pattern as Heroin, being mainly trafficked at the northern border to Vietnam. The overall frequency of Opium trafficking is seen as rather low, with no border post reporting it to be a major issue. Cocaine trafficking is almost unheard of at the borders of Lao PDR, reflecting its general lack of presence in South-East Asian markets.

Training needs as reported by the respondents focus mainly on identification of drugs, drug precursors and best practice in searching suspects or their vehicles for hidden drugs.

4.3. Wildlife and Timber Trafficking

The illicit trade of wildlife across the borders of the Lao PDR is generally thought of by our respondents as being one of the smaller issues in their daily work. Illicit wildlife trade as well

as timber smuggling is seen at a rare occurrence by most of the respondents (46% and 63% respectively). However, this could be related to a lack of knowledge, which leads to the issue being severely underestimated, rather than an accurate reflection of the situation. Speaking to this point, the concept of wildlife trade already proves problematic for the respondents, with only 10% being able to correctly identify wildlife trade as “trade in wild plants and animals and their parts and derivatives”. The most common misconception being that wildlife only includes animals.

The interpretation that there is a severe lack of training on wildlife and timber trade is corroborated by the fact that only 30% can point to the Wildlife and Aquatic Law as the relevant legislation criminalizing “the unlawful import, export and transshipment of plants and animals” and that only 27% are aware that export of unprocessed logs from Lao PDR is generally illegal.



A similar picture emerges concerning knowledge of CITES, with only 21% of respondents being able to say what exactly CITES is. Which is not surprising considering that only 2% of the respondents ever received training on CITES and that only 11% of them report that they have the latest CITES Appendices at their place of work.

The actual trade in wildlife and timber is very regionalized. The most commonly traded species are pangolins, snakes and orchids in the North and monitor lizards in the south, with Ban Boten at the Chinese border and Lak Sao at the border to central Vietnam being the most common transit points. Trading of tigers and turtles is almost exclusively an issue at the border to North Vietnam, with all other borders reporting a very low frequency of trade in these species or even none at all. Orchid trade seems to center almost exclusively around Sanasomboon, a border post in the south of Lao PDR at the border to Thailand. Other species and their parts, such as monkeys, bears, rhino horn, are not commonly traded through the borders of Lao PDR, according to the respondents.

As to the question whether wildlife and timber flowing through the borders of Lao PDR originate in Lao or are just passing through, different standpoints emerged among the respondents. While most of them see Lao PDR primarily as a country of transit for wildlife, border officers at the border to Vietnam think of it also as a country of origin. Regarding timber trade however, Lao is seen mostly as a country of origin, while consensus in the south of Lao PDR is that it is a transit country as well.

As with human smuggling, a minority of 41% of the respondents report having had personal experience with cases of illicit timber or wildlife trade at their border post. Yet, this incidence peaks to 59.5% in the southern part of the country, where 56.7% of the officers think that illegal wildlife trade occurs at least once a month. Most officers would like to receive training in detection of smuggling methods and information on commonly traded species to thwart smuggling attempts at their border post more effectively in the future. Reflecting the poor levels of familiarity with CITES, a large number of officers would also appreciate training on the roles and responsibilities of different agencies in the CITES framework.

4.4. Trafficking of Hazardous Waste and ODS

With the issue of trafficking in hazardous wastes and ozone depleting substances (ODS) being a relatively recent phenomenon in South-East Asia, a lower degree of familiarity compared to other items of the survey was to be expected. This lack of familiarity is reflected in a particularly high number of respondents opting for the answer “Don’t know” throughout this section of the survey. This applies especially to questions concerning ODS and relevant international legislation.

The general concept of the ozone layer and hazardous wastes are familiar to around 50% of the respondents and most are able to successfully identify one or more types of such wastes. However, confusion reigns as to what ozone depleting substances are. While 41.5% of respondents say that they know what they are, most of them actually wrongly identify carbon dioxide and hydrocarbon as ODS and none of them can correctly identify all ODS on the list. Similarly, only 18% know that the Montreal Protocol is an “environmental agreement that regulates ODS”.

With only 5% of the respondents claiming to have had experience with cross border movement of hazardous wastes or ODS, this is perceived as the least pressing issue covered by the questionnaire. Although, as with timber and wildlife trade, this might be more a result of a lack of awareness and training. More than half of the respondents are not familiar enough with the issue to have an opinion on if Lao PDR is a country of transit or of origin for ODS and hazardous wastes and only 8.5% say that they have ever received any training in the area. This makes the issue the one with the lowest levels of training among the topics covered in the survey.



Even without training there is a high degree of intuitively right answers when officers are asked how they would react to a shipment containing hazardous waste or ODS at their border post. More than 90% would stop the shipment and most would contact competent authorities to ask how to proceed. However, there are two problems recognized by the respondents that make such a reaction less likely on the ground: difficulties identifying the substances in question and a lack of knowledge on which the competent authorities are. This is on one hand a reflection of the lack of training, but on the other hand also points to a lack of familiarity with the relevant legislation. Consequently, most respondents request training on national and international legislation as well as substance identification.

4.5. State of the Border Liaison Office Mechanism

In order to properly assess the state of BLOs in Lao PDR some interviews have been conducted with selected BLO officials, while some general questions have been asked to all participants through the questionnaires, since 75% of the respondents are somehow linked to the work of the BLOs. Interviews in the north of the country were conducted with BLO representatives from the borders with Thailand, Myanmar, China and Viet Nam. Those in the south of the country were conducted with representatives from borders with Cambodia, Thailand and Viet Nam.

Some common views expressed by all interviewed participants are that the BLO mechanism in the past has generated significant interaction among different agencies within the country and it has also promoted a very beneficial cooperation with neighbouring countries. Such an improved flow of information resulted ultimately in the interdiction of many illicit trades

within the region. As a consequence, more affluent countries like China, Thailand and Viet Nam entered into bilateral agreements with Lao PDR to open more BLOs.

Despite these positive views by all representatives, it must also be recorded that nearly all of them report a severe lack of support from the provincial and central authorities, which resulted in a relentless decline of BLO activities. Only 44% of the respondents claim that the BLOs are still working regularly, while 54% of them indicate that more support from central authorities is needed. In fact, most of the BLOs are reported to be short-staffed, ill equipped and hosted in inadequate premises provided often by Customs or Immigrations. The permanent staff of the BLOs generally comes from either the counter-narcotics department of the District Police or by the provincial branches of the Lao National Commission on Drug Control and Supervision (LCDC).

As reported in the table below, meetings with BLO representatives from the other side of the border happen on quarterly basis. Based on the findings of the questionnaires such meetings happen more regularly (i.e between 1 and 5 times a year) than those among BLO agencies within Lao PDR. BLOs in the southern part of the country seem to hold inter-agency meetings more often than those in the north, mostly because cooperation with Myanmar and China has significantly decreased.

<p>The BLOs facing Myanmar lament lack of space, old equipment and shortage of staff. Since 2005, a MoU is in place to regulate the cooperation among Laos, Thailand, Myanmar and China, recommending regular meetings on 3-month basis. Yet, the official meetings with Myanmar Police takes place only once a year. The upcoming opening of a new international checkpoint between the two countries in Xieng Kok is indicated by some participants as a high-risk spot for illegal activities.</p>	<p>The BLO facing China has been quite operational until 2007, when the support from China shrunk and many frontline officers were rotated to other locations.</p>
<p>The cooperation with Thailand at BLO level takes place both in the northern and in the southern part of the country. Despite the fact that communication should be easy due to strong language similarities, official meetings between the two countries take place only once or twice a year. Cooperation among BLOs has been particularly strong over the period 2002-05, when the Thai Government supported a cooperation initiative over the Mekong. Yet in 2006 the initiative lost its financial support and as a result the extent of the joint operations has dramatically declined. Also the level of basic equipment and the quality of the premises where the BLOs are hosted has significantly deteriorated. Representatives from the southern part of Lao PDR report that human trafficking and migrants smuggling towards Thailand represent a major security concern.</p>	<p>The BLOs facing Viet Nam meet with their counterparts across the border every 3 months. These meetings take place largely thanks to the support of the Vietnamese authorities, specifically Provincial Police and Border Army. More informal communication occurs quite frequently, mainly through mobile phones. Viet Nam supported the establishment of the BLO in Xam Tai, which was identified as a hot-spot for the flow of drugs and to some extent of irregular migrants. It is clear that even if the core function of the BLOs is the fight against drug trafficking, the surge of other forms of transnational crimes have naturally promoted a shift of the attention towards other crime areas, too. In particular, the interviewed participants reported that in the south of the country a very relevant illegal flow is the one related to timber and wildlife.</p>

The **BLOs with Cambodia** are hosted in the Customs premises and they seem to be provided with basic, albeit outdated, equipment. Meeting with counterparts in Cambodia are still taking place on 3 months basis and the exchange of information is quite regular, especially if it has to do with the arrest of nationals in a different territory. Meetings among police and customs authority within these BLOs take place on monthly basis.

Cooperation with Viet Nam at BLO level seems to be the strongest, while the BLOs facing Myanmar seem to be the ones suffering the worst limitations. All of the interviewed representatives consider the BLO mechanism as the best instrument to foster cooperation with neighboring countries but they recommend establishing clearer standard procedures to conduct effective and efficient operations.

Financial shortages are a strong disincentive to cooperation on transnational investigations: one officer reported that a **shipment of 100 elephant tusks from Africa** was recently intercepted at the border with Viet Nam and hence seized. When asked why a controlled delivery was not conducted in order to identify the broader criminal network involved, the officer replied that if they allowed the cargo to cross to the border they would have lost the potential revenues associated to the seizure.

In conclusion, it seems clear that Lao PDR is not endowed yet with a sustainable mechanism to support the BLOs. While enforcement officers still seem to believe in the idea of the BLOs to address Transnational Organized Crime, the lack of staff, specialized training, adequate premises and proper equipment are considered to be serious obstacles to cooperation.

4.6. Operations, training and integrity

This section of the questionnaire analyzed issues that are necessarily linked to a specific crime type but rather to the generic set up of law enforcement at the border.

From the analysis of this section it emerges that 8 out 10 respondents have been based in the current duty station for less than 3 years, which indicates a quite high level of staff rotation at border posts.

As shown in the table below, there is general convergence of opinion in considering drug trafficking as the most serious threats to security at the borders. Interestingly respondents from the southern part of the country generally assign much higher level of seriousness for each the illegal flows than those from the North. This could signify either a much higher incidence of cross-border crimes in the southern part of the country or simply a different way of interpreting “seriousness” among the two groups of respondents.

Q. 5.7 – Which of the following do you consider the most serious for of crime at your border point? (1 not serious; 5 very serious)	South	North
Drug trafficking	4.6	4.0
Smuggling of timber	3.3	2.0
Smuggling of migrants	3.1	2.4
Smuggling of arms	2.6	2.1

Table 1: Top 3 threats to security at the border. Complete list available in Annex I

It is somehow difficult to establish a clear pattern in the smuggling techniques, although it seems that the smuggling of migrants takes place predominantly in the border areas

between checkpoints. This tendency is confirmed for the smuggling of timber too. On the contrary the smuggling of wildlife seems to be taking place predominantly through local – and to some extent remote – checkpoints.

When asked which equipment would be required to improve the detection capacity of the border authorities, the top three items – out of a list of 15 items – were (video-)cameras, vehicles and IT equipment.

The table below shows that there are some urgent training needs to be addressed. In particular, it seems that the vast majority of the respondents have received little or no training at all related to the suppression of cross-border crime. Moreover, those that actually have received some training seem to be asking for more advanced learning.

Q. 5.8 - What further training do you require?	Not relevant to my position	No need, already received	Received, but require more advanced	Require Training
Transnational Crime Investigation	9.5%	0.0%	23.8%	64.3%
Checkpoint Anti-Smuggling	5.3%	3.6%	18.4%	73.7%
Intelligence Collection and Analysis	2.3%	0.0%	27.0%	67.6%
Field Border Patrolling	5.4%	0.0%	27.0%	67.6%
Transnational Crime Awareness	0.0%	0.0%	21.1%	78.9%
Computer Training	0.0%	11.9%	40.5%	45.2%

Table 2: Additional Training Needs

The last aspect of the questionnaire explored the attitude of border officers towards issues related to code of conducts and ethics (see questions 5.12 to 5.15). Although this survey cannot provide conclusive evidence on this complex matter, a tendency seems to emerge: in particular border officers seem to be more prone to apply their personal judgment to evaluate potential smuggling cases rather than strictly abiding to rules and regulations. Furthermore, this kind of behavior does not receive moral stigmatization from nearly half of the respondents. Finally, 83% of the respondent claim to know that there are rules regulating the acceptance of presents while on duty but 98% of them has never been trained on such rules.

5. Conclusions and Recommendations

The borders of Lao PDR are exposed to a tremendous pressure from any form of Transnational Organized Crime. The picture that emerges from this survey is the one of a country that is mainly origin and transit for various criminal flows.

Border officers are severely constrained in the performance of their duties by the lack of human, physical and financial resources. The border liaison office mechanism has proven to be a valid tool to maximize the effectiveness of the limited resources available. Yet, in the past 5 years the capacity of the BLOs to catalyze cooperation among law enforcement agencies has declined and it is currently in a critical state.

In the context of ASEAN Connectivity 2015, further resources need to be channeled to a country like Lao PDR that has a strategic position in most of the movements of goods and people within the region.

Based on the findings of this report – and in the framework of a new Regional Programme – UNODC will consult the Government of Lao PDR to take concrete actions in the following areas:

- Upgrade the human and physical capacity of frontline officers such as Police, Customs and Immigration to understand, interdict and act upon the illegal movements of goods and people across land borders
- Revitalization of the Border Liaison Office mechanism, especially in the northern part of the country, in order to promote a multi-agency response to border crimes
- Up-grade the BLOs through the procurement of adequate premises, basic IT and communication equipment including internet connection
- Anti-smuggling training opportunities for border officers with a view to improve the understanding of all forms of transnational organized crime, especially migrants smuggling and environmental crime
- Establishment of a multi-agency committee at central level to oversee the functioning of the BLOs and to empower the frontline officers to cooperate along and across the borders
- Development of standard operating procedures at bilateral and multilateral level to regulate the work of BLOs in the context of Transnational Organized Crime

Annex I – Results of the Survey

Baseline Survey and Training Needs Assessment in Lao PDR, May 2013

Please tick your duty station:	Ban Boten	4
	Kieng Kok	6
	Xam Tai	5
	Ton Pueng	8
	Houay Xai	5
	Songkhon	5
	Lak Sao	5
	Sanasomboon	6
	Ban Meuang Sene	3
	Veun Kham	5
	Sop Bao	6
	Provincial	9
	Dansavan	5
	Vang Tao	2
Capital	4	
Savannakhet	1	
Total		79
Please tick your agency/unit/department:	Provincial Police	73.8%
	Immigration Office	5.0%
	Border Police	3.8%
	Customs	3.8%
	Forestry Officers	3.8%
	DCDC/PCDC/LCDC	10.0%

1. Smuggling of Migrants and Trafficking in Human Beings Component

1.1	Are you aware of the difference between migrant smuggling and human trafficking?	Yes	63.0%
		No	37.0%
1.2	Have you dealt with migrant smuggling cases?	Yes	21.0%
		No	79.0%
1.3	Have you dealt with human trafficking cases?	Yes	11.3%
		No	88.8%
1.4	Based on the information provided in the following case studies, which of the scenario describes a migrant smuggling case, which describes a human trafficking case and which of these cases cannot be clearly identified?		
1.4.1	In Cambodia, a young man worked in the fields growing rice. Mrs. Kunthey promised him higher wages for factory work in Thailand and helped him to cross the border illegally. Once in Thailand, a factory owner took his passport and forced him to work day and night slicing fish and repairing torn nets. He was paid no salary.	Migrant smuggling case	8.6%
		Human trafficking case	60.5%
		Based on the given information it is not possible to decide whether it is a smuggling or a trafficking case	9.9%
		Don't know	21.0%

1.4.2	Mr. Chok. gives Mr. Kunthey money to drive him across the border.	Migrant smuggling case	29.9%
		Human trafficking case	5.2%
		Based on the given information it is not possible to decide whether it is a smuggling or a trafficking case	41.6%
		Don't know	23.4%
1.4.3	With the help of a relative who asked for 200US\$ payment, Mr. and Mrs. Kunthey cross a country border by avoiding the official border checkpoint without having the required documents to enter the destination country.	Migrant smuggling case	69.1%
		Human trafficking case	6.2%
		Based on the given information it is not possible to decide whether it is a smuggling or a trafficking case	3.7%
		Don't know	21.0%
1.4.4	Prasert is an 11 year old boy living with his peasant parents on a plantation. One day his father falls sick. One week later a man comes to the farm and offers his parents 100\$ for their son. They agree and Prasert has to start working for the man as a beggar in the nearby city.	Migrant smuggling case	3.7%
		Human trafficking case	66.7%
		Based on the given information it is not possible to decide whether it is a smuggling or a trafficking case	7.4%
		Don't know	22.2%
1.5	Can a person who legally crosses the border be a victim of trafficking?	Yes	41.5%
		No	43.9%
		Don't know	14.6%
1.6	Does your national legislation criminalize smuggling of migrants?	Yes	79.0%
		No	11.1%
		Don't know	9.9%
1.7	What is the penalty for facilitating irregular migration?	A fine of 50m Kip	9.8%
		6 months to 5 years imprisonment and a fine	39.0%
		5 years to 20 years imprisonment and a fine	2.4%
		Don't know	48.8%
1.8	Does your national legislation criminalize trafficking of human beings?	Yes	93.8%
		No	1.3%
		Don't know	5.0%
1.9	What is the penalty for trafficking in human beings?	A fine of 50m Kip	1.2%
		6 months to 5 years imprisonment and a fine	40.2%
		5 years to 20 years imprisonment and a fine	13.4%
		Don't know	45.1%
1.10	Do you consider your country more as a country of origin, transit or destination	Country of origin	43.0%
		Country of transit	43.0%

	for smuggled migrants?	Country of destination	0.0%
		Nothing at all	3.2%
		Don't know	10.8%
1.11	Do you consider your country more as a country of origin, transit or destination for victims of trafficking? Please tick as many answers as you consider appropriate.	Country of origin	45.3%
		Country of transit	38.9%
		Country of destination	0.0%
		Nothing at all	2.1%
		Don't know	13.7%
1.12	According to your own experience, how do illegal migrants cross the border?	Illegal migrants mostly cross the border on their own	30.9%
		Illegal migrants mostly cross the border with the help of a human smuggler	50.6%
		Don't know	18.5%
1.13	What is the most common method employed by migrant smugglers that you have come across in your work?	They cross the border through unofficial land crossings / by avoiding official checkpoints / without documents	55.8%
		They cross the border by hiding smuggled migrants in the vehicles	9.1%
		They cross the border by boat over the river	18.2%
		They cross the border with fraudulent documents	0.0%
		They cross the border through negotiation with border officers	0.0%
		Don't know	16.9%
1.14	Which form of trafficking in persons do you consider to be more common across your border area? Please rank the options in order of importance by using the numbers 1 to 5 (1 being the least common; 5 the most common).	Trafficking of man for labor	1.7
		Trafficking of women for sexual exploitation	1.8
		Trafficking of children	1.2
		Don't know	36.4%
1.15	Did you ever receive any of the following trainings? Please tick as many answers as you consider appropriate.	Never received any training in this area	69.9%
		Training on how to detect, handle and interview a trafficked person	5.4%
		Training on national legislation concerning smuggling of migrants	6.5%
		Training on national legislation concerning trafficking in human beings	7.5%
		Training on how to identify fraudulent documents	6.5%
		Training on how to detect, handle and interview a smuggled migrant	4.3%

1.16	With regard to migrant smuggling and human trafficking, what kind of training do you think would be most useful to you? Please select at most three of the given options (max. 3).	Training on the difference between smuggling of migrants and trafficking in persons	21.0%
		Training on national legislation concerning trafficking in human beings	18.8%
		Training on national legislation concerning smuggling of migrants	17.0%
		Training on how to appropriately deal with illegal migrants	11.2%
		Training on how to detect, handle and interview a smuggled migrant	10.3%
		Training on how to identify fraudulent documents	11.6%
		Training on how to detect, handle and interview a trafficked person	9.8%
		No training needs	0.9%

2. Illicit Drugs and Drug Precursors Component

2.1	Have you dealt with cases that involved drug precursors?	Yes	60.5%
		No	39.5%
2.2	Which of the following substances are drug precursors? Please tick as many answers as you consider appropriate.	Sulphuric Acid	1.9%
		Ephedrine	6.3%
		Acetone	1.1%
		Acetic Anhydride	1.9%
		Methamphetamine	12.2%
		Pseudoephedrine	1.9%
		Toluene	0.7%
		Morphine	21.5%
		Cocaine	25.9%
		Cannabis	24.8%
Don't know	1.9%		
2.3	Have you dealt with drug trafficking cases?	Yes	78.8%
		No	21.3%
2.4	Did you ever receive any of the following trainings? Please tick as many answers as you consider appropriate.	Never received any training in this area	30.3%
		Training on how to search potential drug traffickers and their respective transport vehicle	23.9%
		Training concerning drug legislation	17.6%
		Drug identification training	12.7%
		Training on how to interview a suspect drug/precursors trafficker	9.9%
		Precursor identification training	5.6%
2.5	Do you consider your country more as a country of origin, transit or destination for drugs? Please tick as many answers as	Country of origin	4.7%
		Country of transit	91.8%
		Country of destination	0.0%

	you consider appropriate.	Nothing at all	0.0%
		Don't know	3.5%
2.6	From your own experience, which kinds of drugs are more commonly trafficked across your border area? Please rank the options listed below in order of importance by ticking the number 0 (not trafficked in the area) or 1 to 5 (1: least trafficked; 5: most trafficked).	Synthetic Drugs (Ecstasy, Methamphetamine Pills, Crystalline Methamphetamine [Ice])	2.9
		Heroin	1.7
		Opium	1.1
		Cannabis	1.2
		Cocaine	0.3
		Don't know	18.2%
2.7	According to your own experience, how are drugs mostly trafficked across the border? Please rank the options in order of importance by using the numbers 1 to 5 (1: being the least common; 5: the most common). 0 if it does not occur.	Hidden in cars, trucks, motorbikes or other vehicles	3.1
		Through unofficial land crossings	3.0
		By human mules or couriers on foot	2.7
		By boat over the river	2.6
		Don't know	18.2%
2.8	With regard to drug trafficking, what kind of training do you think would be most useful to you? Please select at most three of the given options (max. 3).	Training on how to identify drug precursors	20.3%
		Training on how to identify different drugs	20.3%
		Training on how to search potential drug traffickers	19.9%
		Training on national legislation concerning drug trafficking	18.2%
		Training on how to proceed after a major drug seizure	17.4%
		Training on how to identify fraudulent documents	3.8%
		No training needs	0.0%

3. Wildlife and Timber Trafficking Component

3.1	What is wildlife trade?	Trade in wild animals, parts of wild animals, or derivatives made from them	65.8%
		Trade in wild plants and animals and their parts and derivatives	10.1%
		Don't know	10.1%
		Trade in wild plants, parts of wild plants, or derivatives made from them	7.6%
		None of the above	6.3%
3.2	Which law criminalizes the unlawful import, export and transshipment of plants and animals?	No law considers this act a criminal offence	2.7%
		The Law on the Conservation of Natural Resources	39.2%
		The Wildlife and Aquatic Law	29.7%

		The Penal Code	8.1%
		Don't know	20.3%
3.3	What is needed to export a shipment of logs from Lao PDR?	Export of logs from Lao PDR is generally illegal	15.1%
		A certification from the Department of Forest Inspection	28.8%
		A valid Customs declaration	20.5%
		All of the above	12.3%
		Don't know	23.3%
3.4	What do you think CITES is?	An international convention which regulates international trade in endangered species of animals and plants	21.0%
		Don't know	39.5%
		An international convention which regulates international trade in certain wild endangered species of animals	18.5%
		An international organisation which gives money for conservation projects	16.0%
		A non-government organisation (NGO)	4.9%
3.5	Are permits and/or certificates needed to trade wild animals or plant species and their parts and derivatives that are listed in CITES?	Yes	35.8%
		No	4.9%
		Don't know	59.3%
3.6	Which are the most commonly traded species across your border area. Please rank the options in order of importance. Please use the numbers 1 to 5 to show often wildlife is smuggled (1: being the least common; 5: the most common).	Pangolins	1.5
		Snakes	1.4
		Monitor Lizards	1.2
		Orchids	1.3
		Turtles	1.0
		Resin	0.8
		Aloe Wood	0.7
		Bears	0.5
		Tigers	0.5
		Monkeys	0.5
		Don't know	45.5%
		Elephant Ivory	0.4
		Rhino horn	0.1
3.7	Do you need permits and/or certificates to trade in protected or CITES-listed timber?	Yes	52.4%
		No	4.9%
		Don't know	42.7%
3.8	Do you consider your country more as a country of origin, transit or destination	Country of origin	29.5%
		Country of transit	48.4%

	for wildlife?	Country of destination	0.0%
		Nothing at all	8.4%
		Don't know	13.7%
3.9	Do you consider your country more as a country of origin, transit or destination for timber	Country of origin	52.7%
		Country of transit	35.5%
		Country of destination	0.0%
		Nothing at all	1.1%
		Don't know	10.8%
3.10	Did you ever receive any of the following trainings?	Never	89.0%
		Yes	11.0%
		<i>Detection of smuggling and smuggling methods</i>	23.1%
		<i>Case studies of some commonly smuggled species in your country</i>	15.4%
		<i>Timber identification</i>	19.2%
		<i>How to apply CITES</i>	7.7%
		<i>Roles of responsibilities of different agencies involved in the implementation of CITES</i>	7.7%
		<i>Plant identification</i>	19.2%
		<i>Wildlife identification</i>	7.7%
3.11	How often do you think wildlife is illegally traded across the borders of Lao PDR?	Rarely	45.7%
		Every month	24.7%
		Every week	16.0%
		Never	6.2%
		Every day	7.4%
3.12	How often do you think timber is illegally traded across the borders of Lao PDR?	Rarely	63.0%
		Every week	12.3%
		Every month	9.9%
		Never	7.4%
		Every day	7.4%
3.13	Have you ever encountered cases where attempts have been made to smuggle wildlife (and/or wildlife products) or timber across your border area?	Yes	40.7%
		No	59.3%
3.14	Which is the most common way wildlife is smuggled across your border area? Please rank the options in order of importance by using the numbers 1 to 5 (1: being the least common; 5: the most common). 0 if it does not occur.	Hidden in cars, trucks, motorbikes or other vehicles	2.5
		By human mules or couriers on foot	2.3
		By boat over the river	2.2
		Through unofficial land crossings	2.0
		Don't know	26.2%
3.15	Which is the most common way timber is smuggled across your border area. Please rank the options in order of importance	Through unofficial land crossings	2.5
		By concealing illegal timber with legal shipments	2.3

	by using the numbers 1 to 5 (1: being the least common; 5: the most common). 0 if it does not occur.	By boat over the river	2.2
		At night, when checkpoints are closed	1.8
		By faking certificates/permits	1.4
		Don't know	63.6%
3.16	A shipment of turtles is accompanied by a CITES permit which states that there are 150 turtles in the shipment. When you check the shipment some animals are dead. There are 150 live turtles and 50 dead turtles. What should you do?	Nothing, the number of living animals matches the permit	7.6%
		Stop the shipment, the total number of animals does not match the permit	92.4%
3.17	Please select the government agency or agencies you would contact to help determine the legality of a shipment that contains plants and animals:	Department of Forest Inspection, Ministry of Agriculture and Forestry	26.6%
		Ministry of Agriculture and Forestry	21.9%
		Ministry of Natural Resource and Environment	15.6%
		Environmental Police, Ministry of Public Security	14.1%
		General Police Department, Ministry of Public Security	4.7%
		Customs Department, Ministry of Finance	4.7%
		CITES Management/Scientific Authority, Ministry of Science and Technology	1.6%
		ASEAN-Wildlife Enforcement Network	2.3%
		UNODC	0.0%
Don't know	8.6%		
3.18	Do you have access to copies of legislation relevant to wildlife and timber trade at your place of work?	Yes	36.6%
		No	31.7%
		Don't know	31.7%
3.19	Do you have access to copies of the latest CITES Appendices at your place of work?	Yes	11.3%
		No	43.8%
		Don't know	45.0%
3.20	What kind of training do you think is the most important for you in your role as a border enforcement officer working on wildlife trade and timber issues? Please select at most three of the given options (max. 3).	Detection of smuggling and smuggling methods	22.3%
		Roles of responsibilities of different agencies involved in the implementation of CITES	18.3%
		Wildlife identification	13.8%
		Case studies of some commonly smuggled species in your country	14.7%
		Plant identification	10.7%
		Timber identification	10.7%

		How to apply CITES	9.4%
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4. Trafficking in Hazardous Waste and ODS Component

4.1	Do you know what ozone layer is?	Yes	49.4%
		No	44.4%
		I just know something about the ozone layer from common sense	6.2%
4.2	Do you know what hazardous wastes are?	Yes	50.6%
		No	35.8%
		I just know something about hazardous waste from common sense	13.6%
4.3	Do you know what Ozone Depleting Substances (ODS) are?	No	58.5%
		Yes	41.5%
		<i>Carbon dioxide</i>	33.8%
		<i>Refrigerant can labeled as HCFC-22 or R-22</i>	16.9%
		<i>Pesticide cylinder labeled as methyl bromide</i>	18.5%
		<i>Hydrocarbon (HC)</i>	15.4%
		<i>Refrigerant cylinder labeled as R-12 or CFC-12</i>	7.7%
<i>Fire extinguisher containing Halons</i>	7.7%		
4.4	Which of the following are hazardous wastes in your opinion? Please tick as many answers as you consider appropriate:	Waste drugs and medicines	23.5%
		Waste oils	20.7%
		Waste lead-acid batteries	18.0%
		Certain waste electrical and electronic assemblies	10.1%
		Waste computer monitor	9.7%
		Waste asbestos	6.9%
		Wastes paper	4.1%
		Don't know	6.9%
4.5	The <i>Montreal Protocol on Substances that Deplete Ozone Layer</i> is:	Don't know	63.3%
		An environmental agreement that regulates ODS	17.7%
		A convention on the control of trans-boundary movements of hazardous wastes and their disposal	6.3%
		An international organization	7.6%
		A non-governmental organization (NGO)	2.5%
		A book	2.5%
4.6	Do you consider your country more as a country of origin, transit or destination for illegal trade of ODS and/or hazardous	Country of origin	7.5%
		Country of transit	26.3%
		Country of destination	2.5%

	wastes? Please tick as many answers as you consider appropriate.	Nothing at all	7.5%
		Don't know	56.3%
4.7	If you encounter potential ODS or hazardous waste in a shipment when you are on duty, would you detain it?	Yes, you will:	90.9%
		<i>Contact competent authorities</i>	75.0%
		<i>Confiscate it</i>	21.1%
		<i>Check and handle it by yourself</i>	2.6%
		<i>None of the above</i>	1.3%
		No, because:	9.1%
		<i>You do not know what the substance was when you encountered it</i>	100.0%
		<i>You do not know how to handle it</i>	0.0%
		<i>No regulations</i>	0.0%
	<i>You are not aware of illegal trade in hazardous waste</i>	0.0%	
4.8	Have you encountered any cross border movement of ODS and/or hazardous wastes when on duty?	Yes	4.9%
		No	95.1%
4.9	Did you ever receive any of the following trainings? Please tick as many answers as you consider appropriate.	Never received any training in this area	88.2%
		Training on combating illegal cross border movement of ODS	2.4%
		Training on combating illegal cross border movement of hazardous wastes	2.4%
		Training on ODS and hazardous wastes legislation	3.5%
		Training on how to handle seized hazardous waste or ODS	3.5%
		Training on how to interview a suspect smuggler of hazardous waste and/or ozone depleting substances	2.4%
4.10	With regard to ODS and hazardous wastes smuggling, what kind of training do you think would be most useful to you? Please select at most three of the given options (max. 3).	Training on international treaties and laws concerning export and import of ODS and hazardous wastes	27.9%
		Training on national legislation concerning export and import of ODS and hazardous wastes	23.0%
		Training on how to identify ODS and hazardous wastes	14.6%
		Training on how to investigate ODS and hazardous wastes smuggling cases	13.7%
		Training on how to appropriately deal with ODS and hazardous wastes	11.5%
		Training on how to identify	5.8%

		fraudulent documents	
		Training on how to interview a potential smuggler	3.5%
		No training needs	0.0%

5. Operations, Training and Integrity Component

5.1	How long have you worked at this border section?	Less than 1 year	47.3%
		1 - 3 years	35.1%
		3 - 7 years	9.5%
		More than 7 years	8.1%
5.2	Does your agency have responsibility or jurisdiction for: (Please tick as many answers as you consider appropriate).	Recognised international border check point	32.8%
		Local border checkpoint	37.7%
		Demarcated international border between checkpoints	25.4%
		No jurisdiction in the border area	4.1%
5.3	What is your connection to the Border Liaison Office (BLO)	I am (or have been) an active member of the BLO	41.5%
		I have a colleague and/or supervisor who is directly involved with the BLO	31.7%
		I have never heard of a BLO in my area	13.4%
		I have heard of a BLO in my area, but I have never had any direct relationship with it	8.5%
		I have never been interested to work with a BLO	4.9%
5.4	Do you have regular meetings?		
5.4.1	Meetings with other agencies involved in the BLO mechanism:	No regular meetings	41.8%
		Once a year	30.4%
		2-5 times a year	17.7%
		Every week	3.8%
		around 12 times a year	5.1%
5.4.2	5.4.2. Meetings with agencies on the other side of the border:	6-9 times a year	1.3%
		No regular meetings	38.0%
		Once a year	32.9%
		2-5 times a year	21.5%
		6-9 times a year	3.8%
5.4.3	Meetings at the district / provincial level with other BLOs or provincial / district authorities:	Every week	0.0%
		Around 12 times a year	3.8%
		No regular meetings	42.1%
		Once a year	32.9%
		2-5 times a year	17.1%
		6-9 times a year	3.9%

		about 12 times a year	3.9%
		Every week	0.0%
5.5	In relation to the BLO close to your workstation, what do you think is its state?	The BLO is still working regularly	43.9%
		The BLO still exists, but its functions are quite weak	23.2%
		The BLO has recently expanded its functions	9.8%
		The BLO has stopped its functions few years ago	8.5%
		I am not aware of a BLO close to my workstation	14.6%
5.6	What do you think would help the BLO to better perform its functions?	More political support (budget, equipment, staff) from central authorities	54.1%
		More cooperation from other enforcement agencies along the border	20.3%
		More cooperation from authorities in neighboring countries	25.7%
		The BLO mechanism is not really useful	0.0%
5.7	In your opinion, which of the following forms of crime do you consider most serious for your border section? Please rank the options in order of importance. Use the numbers 1 to 5 to implicate the importance of your choice (1: not serious at all; 5: very serious). 0 if it does not occur.	Drug trafficking	4.4
		Smuggling of timber	2.7
		Smuggling of migrants	2.8
		Trafficking in persons	2.5
		Smuggling of arms	2.6
		Smuggling of counterfeit goods	2.4
		Smuggling of wildlife	2.2
		Smuggling of hazardous wastes	2.0
Smuggling of ozone depleting substances	2.0		
5.8	According to your experience, apart from the above illegal smuggling activities which other trans-boundary illegal smuggling activities is occurring in your border area? Please tick as many answers as you consider appropriate.	Vehicles (trucks, cars, motorbikes, etc.)	18.9%
		Counterfeit material (medicines, toys, electronics, clothes, DVD's, Computer software, etc.)	13.9%
		Goods of daily use	12.9%
		Poor quality food	10.0%
		Domestic animals (pigs, chicken, cows, etc.)	10.4%
		Medicines	8.2%
		Gas/Gasoline/ Petroleum Products	7.5%
		Fake currency	6.4%
		Persons of Interest / criminals avoiding the law	5.7%
		Weapons, including explosive or material used in the	3.9%

		manufacturing of explosives	
		Furniture	1.4%
		Artifacts / Antiques	0.4%
		Gems or other precious metals	0.4%
5.9	In your opinion, where do you believe a majority of the items are smuggled across the border?		
5.9.1	Trafficking in persons	Recognised International Check Point	19.0%
		Local Check Point	17.7%
		Border Area Between Check Points	15.2%
		Mixed	15.2%
		Unsure	32.9%
5.9.2	Smuggling of migrants	Recognised International Check Point	9.0%
		Local Check Point	17.9%
		Border Area Between Check Points	39.7%
		Mixed	17.9%
		Unsure	15.4%
5.9.3	Smuggling of wildlife	Recognised International Check Point	6.3%
		Local Check Point	32.5%
		Border Area Between Check Points	20.0%
		Mixed	16.3%
		Unsure	25.0%
5.9.4	Smuggling of timber	Recognised International Check Point	5.0%
		Local Check Point	18.8%
		Border Area Between Check Points	32.5%
		Mixed	16.3%
		Unsure	27.5%
5.9.5	Smuggling of hazardous waste	Recognised International Check Point	8.5%
		Local Check Point	5.6%
		Border Area Between Check Points	8.5%
		Mixed	4.2%
		Unsure	73.2%
5.9.6	Smuggling of ODS	Recognised International Check Point	9.6%
		Local Check Point	6.8%
		Border Area Between Check Points	6.8%
		Mixed	5.5%
		Unsure	71.2%
5.9.7	Drug trafficking	Recognized International Check Point	3.9%

		Local Check Point	15.8%
		Border Area Between Check Points	31.6%
		Mixed	32.9%
		Unsure	15.8%
5.10	What equipment do you require to be able to complete your duty requirements in the detection and suppression of transnational crime. <i>Answers are ranked between 1 (Not required) to 5 (Urgent)</i>	Camera and video camera	4.6
		Vehicle (Patrol vehicle, or motorbikes)	4.5
		Computer, printer and scanner	4.5
		Infrastructure – Office	4.3
		Radio Communication Systems	4.3
		Intelligence database	4.3
		Boat (for river patrol)	4.2
		Forensic and test kits	4.0
		Illegal Item Identification Manuals	4.1
		Navigation Equipment (Compass, map, GPS)	4.0
		All relevant National Laws	3.9
		Internet access	3.8
		Mobile telephone	3.9
		X-ray machine	3.8
Detection dogs	3.5		
5.11	What further training do you require to fully implement your duty in the interdiction and suppression of transnational crime?		
5.11.1	Transnational crime investigation	Not needed for my position	1.3%
		Not needed, I have already received training	0.0%
		Received training but require more advanced training	6.3%
		Require training	92.4%
5.11.2	Check Point Anti-smuggling	Not needed for my position	2.6%
		Not needed, I have already received training	0.0%
		Received training but require more advanced training	3.8%
		Require training	93.6%
5.11.3	Transnational Crime Intelligence Collection and Analysis	Not needed for my position	2.6%
		Not needed, I have already received training	1.3%
		Received training but require more advanced training	3.9%
		Require training	92.2%
5.11.4	Field Border Patrolling	Not needed for my position	2.6%
		Not needed, I have already received training	0.0%
		Received training but require more advanced training	5.2%

		Require training	92.2%
5.11.5	Transnational Crime Awareness	Not needed for my position	5.3%
		Not needed, I have already received training	2.7%
		Received training but require more advanced training	8.0%
		Require training	84.0%
5.11.6	Computer Training	Not needed for my position	4.9%
		Not needed, I have already received training	1.2%
		Received training but require more advanced training	6.2%
		Require training	87.7%
5.12	Imagine that Mr. Y is an old friend of your colleague Officer JK, working at the border. Mr. Y is a respectable family man who runs a small business that entails frequent border crossings. One day he arrives at the border to cross it with his minivan, and for the first time he does not have all of the necessary travel documentation. He apologizes and invites Officer JK for lunch. What do you think Officer JK will do?	Let him pass because he knows that Mr. Y is a respectable person	2.4%
		Let him pass but tells him the next time he has to bring all of the valid papers	20.7%
		Make a thorough inspection on Mr. Y's minivan and then decide whether or not to allow him to pass	69.5%
		Refuse him to pass	7.3%
5.13	If your colleague Officer JK decided to let Mr.Y pass, what would be your reaction:	He did the right thing: generally this should not be done but in specific cases exceptions are acceptable	11.0%
		He did the right thing only if he checked the vehicle first	35.6%
		He should not do these things	34.2%
		You would report Officer JK to your supervisor	19.2%
5.14	Are there any rules on being offered presents at your border section?	Yes	82.9%
		No	17.1%
5.15	Have you had any training for this kind of situation?	Yes	2.4%
		No	97.6%

Annex II – Select Geographical Analysis

		South	North
Please tick your duty station:	Ban Boten		4
	Kieng Kok		6
	Xam Tai		5
	Ton Pueng		8
	Houay Xai		5
	Songkhon	5	
	Lak Sao	5	
	Sanasomboon	6	
	Ban Meuang Sene	3	
	Veun Kham	5	
	Sop Bao		6
	Provincial North/South	6	3
	Dansavan	5	
	Vang Tao	2	
Savannakhet	1		
Total		38	37
Please tick your agency/unit/department:	Provincial Police	75.0%	86.5%
	Immigration Office	5.6%	5.4%
	Border Police	2.8%	2.7%
	Customs	2.8%	2.7%
	Forestry Officers	2.8%	2.7%
	Others	11.1%	0.0%

1. Smuggling of Migrants and Trafficking in Human Beings Component

		South	North	
1.2	Have you dealt with migrant smuggling cases?	Yes	21.1%	16.2%
		No	78.9%	83.8%
1.3	Have you dealt with human trafficking cases?	Yes	18.9%	0.0%
		No	81.1%	100.0%
1.10	Do you consider your country more as a country of origin, transit or destination for smuggled migrants?	Country of origin	43.2%	39.5%
		Country of transit	40.9%	44.7%
		Country of destination	0.0%	0.0%
		Nothing at all	4.5%	2.6%
		Don't know	11.4%	13.2%
1.11	Do you consider your country more as a country of origin, transit or destination for victims of trafficking? Please tick as many answers as you consider appropriate.	Country of origin	42.6%	46.3%
		Country of transit	40.4%	36.6%
		Country of destination	0.0%	0.0%
		Nothing at all	4.3%	0.0%
		Don't know	12.8%	17.1%
1.12	According to your own experience, how do illegal migrants cross the border?	Illegal migrants mostly cross the border on their own	18.4%	38.9%
		Illegal migrants mostly cross the border with the help of a	76.3%	25.0%

		human smuggler		
		Don't know	5.3%	36.1%
1.13	What is the most common method employed by migrant smugglers that you have come across in your work?	They cross the border through unofficial land crossings / by avoiding official checkpoints / without documents	54.1%	51.4%
		They cross the border by hiding smuggled migrants in the vehicles	10.8%	8.6%
		They cross the border by boat over the river	18.9%	20.0%
		They cross the border with fraudulent documents	0.0%	0.0%
		They cross the border through negotiation with border officers	0.0%	0.0%
		Don't know	16.2%	20.0%
1.14	Which form of trafficking in persons do you consider to be more common across your border area? Please rank the options in order of importance by using the numbers 1 to 5 (1 being the least common; 5 the most common).	Trafficking of man for labor	2.1	1.3
		Trafficking of women for sexual exploitation	1.9	1.6
		Trafficking of children	1.4	1.0
		Don't know	9.1%	24.2%

2. Illicit Drugs and Drug Precursors Component

		South	North
2.1	Have you dealt with cases that involved drug precursors?	Yes 76.3%	Yes 48.6%
		No 23.7%	No 51.4%
2.3	Have you dealt with drug trafficking cases?	Yes 76.3%	Yes 86.1%
		No 23.7%	No 13.9%
2.5	Do you consider your country more as a country of origin, transit or destination for drugs? Please tick as many answers as you consider appropriate.	Country of origin 5.1%	Country of origin 2.6%
		Country of transit 89.7%	Country of transit 94.7%
		Country of destination 0.0%	Country of destination 0.0%
		Nothing at all 0.0%	Nothing at all 0.0%
		Don't know 5.1%	Don't know 2.6%
2.6	From your own experience, which kinds of drugs are more commonly trafficked across your border area? Please rank the options listed below in order of importance by ticking the number 0 (not trafficked in the area) or 1 to 5 (1: least trafficked; 5: most trafficked).	Synthetic Drugs (Ecstasy, Methamphetamine Pills, Crystalline Methamphetamine [Ice]) 3.0	Synthetic Drugs (Ecstasy, Methamphetamine Pills, Crystalline Methamphetamine [Ice]) 3.0
		Heroin 1.0	Heroin 2.3
		Opium 0.9	Opium 1.2
		Cannabis 1.8	Cannabis 0.5
		Cocaine 0.3	Cocaine 0.2
		Don't know 6.1%	Don't know 9.1%

2.7	According to your own experience, how are drugs mostly trafficked across the border? Please rank the options in order of importance by using the numbers 1 to 5 (1: being the least common; 5: the most common). 0 if it does not occur.	Hidden in cars, trucks, motorbikes or other vehicles	3.2	2.9
		Through unofficial land crossings	3.0	2.9
		By human mules or couriers on foot	3.2	2.2
		By boat over the river	3.0	2.1
		Don't know	6.1%	6.1%

3. Wildlife and Timber Trafficking Component

		South	North	
3.6	Which are the most commonly traded species across your border area. Please rank the options in order of importance. Please use the numbers 1 to 5 to show often wildlife is smuggled (1: being the least common; 5: the most common).	Orchids	2.0	0.6
		Snakes	1.8	0.9
		Pangolins	1.6	1.3
		Aloe Wood	0.7	0.6
		Resin	1.0	0.6
		Monitor Lizards	0.9	1.6
		Turtles	1.1	0.9
		Tigers	0.5	0.5
		Bears	0.7	0.4
		Monkeys	0.6	0.4
		Rhino horn	0.2	0.0
		Elephant Ivory	0.7	0.0
	Don't know	9.1%	0.0%	
3.8	Do you consider your country more as a country of origin, transit or destination for wildlife?	Country of origin	23.9%	36.6%
		Country of transit	54.3%	41.5%
		Country of destination	0.0%	0.0%
		Nothing at all	10.9%	2.4%
		Don't know	10.9%	19.5%
3.9	Do you consider your country more as a country of origin, transit or destination for timber	Country of origin	55.3%	42.1%
		Country of transit	42.6%	31.6%
		Country of destination	0.0%	0.0%
		Nothing at all	0.0%	2.6%
		Don't know	2.1%	23.7%
3.11	How often do you think wildlife is illegally traded across the borders of Lao PDR?	Rarely	40.5%	54.1%
		Never	2.7%	10.8%
		Every week	13.5%	16.2%
		Every month	35.1%	13.5%
		Every day	8.1%	5.4%
3.12	How often do you think timber is illegally traded across the borders of Lao PDR?	Rarely	67.6%	62.2%
		Every month	2.7%	13.5%
		Never	8.1%	8.1%
		Every day	8.1%	5.4%
		Every week	13.5%	10.8%

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3.13	Have you ever encountered cases where attempts have been made to smuggle wildlife (and/or wildlife products) or timber across your border area?	Yes	59.5%	27.0%
		No	40.5%	73.0%
3.14	Which is the most common way wildlife is smuggled across your border area? Please rank the options in order of importance by using the numbers 1 to 5 (1: being the least common; 5: the most common). 0 if it does not occur.	Through unofficial land crossings	2.1	1.7
		Hidden in cars, trucks, motorbikes or other vehicles	2.7	0.4
		By human mules or couriers on foot	2.9	1.6
		By boat over the river	2.6	1.6
		Don't know	11.8%	37.0%
3.15	Which is the most common way timber is smuggled across your border area. Please rank the options in order of importance by using the numbers 1 to 5 (1: being the least common; 5: the most common). 0 if it does not occur.	By faking certificates/permits	1.5	1.3
		By boat over the river	2.3	1.9
		By concealing illegal timber with legal shipments	2.7	1.9
		Through unofficial land crossings	2.5	2.4
		At night, when checkpoints are closed	1.9	1.5
		Don't know	15.2%	42.4%

4. Trafficking in Hazardous Waste and ODS Component

		South	North	
4.6	Do you consider your country more as a country of origin, transit or destination for illegal trade of ODS and/or hazardous wastes? Please tick as many answers as you consider appropriate.	Country of origin	10.3%	5.6%
		Country of transit	35.9%	11.1%
		Country of destination	5.1%	0.0%
		Nothing at all	10.3%	5.6%
		Don't know	38.5%	77.8%
4.8	Have you encountered any cross border movement of ODS and/or hazardous wastes when on duty?	Yes	10.5%	0.0%
		No	89.5%	100.0%

5. Operations, Training and Integrity Component

		South	North	
5.1	How long have you worked at this border section?	Less than 1 year	39.4%	55.6%
		1 - 3 years	42.4%	30.6%
		3 - 7 years	12.1%	5.6%
		More than 7 years	6.1%	8.3%
5.3	What is your connection to the Border Liaison Office (BLO)	I am (or have been) an active member of the BLO	44.7%	43.2%
		I have a colleague and/or supervisor who is directly	31.6%	27.0%

		involved with the BLO		
		I have never heard of a BLO in my area	13.2%	13.5%
		I have heard of a BLO in my area, but I have never had any direct relationship with it	7.9%	10.8%
		I have never been interested to work with a BLO	2.6%	5.4%
5.4	Do you have regular meetings?			
5.4.1	Meetings with other agencies involved in the BLO mechanism:	No regular meetings	28.9%	55.6%
		Once a year	31.6%	27.8%
		2-5 times a year	26.3%	8.3%
		around 12 times a year	7.9%	2.8%
		6-9 times a year	2.6%	0.0%
		Every week	2.6%	5.6%
5.4.2	5.4.2. Meetings with agencies on the other side of the border:	No regular meetings	25.0%	54.1%
		2-5 times a year	25.0%	16.2%
		Every week	0.0%	0.0%
		Around 12 times a year	8.3%	0.0%
		6-9 times a year	2.8%	2.7%
		Once a year	38.9%	27.0%
5.4.3	Meetings at the district / provincial level with other BLOs or provincial / district authorities:	No regular meetings	30.6%	54.3%
		Every week	0.0%	0.0%
		2-5 times a year	30.6%	2.9%
		about 12 times a year	5.6%	2.9%
		Once a year	30.6%	34.3%
		6-9 times a year	2.8%	5.7%
5.5	In relation to the BLO close to your workstation, what do you think is its state?	The BLO has recently expanded its functions	2.6%	16.2%
		The BLO is still working regularly	44.7%	48.6%
		The BLO still exists, but its functions are quite weak	31.6%	10.8%
		The BLO has stopped its functions few years ago	7.9%	10.8%
		I am not aware of a BLO close to my workstation	13.2%	13.5%
5.6	What do you think would help the BLO to better perform its functions?	More political support (budget, equipment, staff) from central authorities	55.9%	47.2%
		More cooperation from other enforcement agencies along the border	20.6%	22.2%
		More cooperation from authorities in neighboring countries	23.5%	30.6%

		The BLO mechanism is not really useful	0.0%	0.0%
5.7	In your opinion, which of the following forms of crime do you consider most serious for your border section? Please rank the options in order of importance. Use the numbers 1 to 5 to implicate the importance of your choice (1: not serious at all; 5: very serious). 0 if it does not occur.	Drug trafficking	4.6	4.0
		Trafficking in persons	2.8	2.0
		Smuggling of migrants	3.1	2.4
		Smuggling of timber	3.3	2.0
		Smuggling of wildlife	2.4	2.0
		Smuggling of hazardous wastes	2.2	1.7
		Smuggling of ozone depleting substances	2.2	1.6
		Smuggling of arms	2.6	2.1
		Smuggling of counterfeit goods	2.6	2.1
5.8	According to your experience, apart from the above illegal smuggling activities which other trans-boundary illegal smuggling activities is occurring in your border area? Please tick as many answers as you consider appropriate.	Vehicles (trucks, cars, motorbikes, etc.)	16.4%	25.3%
		Medicines	10.3%	6.1%
		Goods of daily use	12.3%	14.1%
		Counterfeit material (medicines, toys, electronics, clothes, DVD's, Computer software, etc.)	13.7%	15.2%
		Poor quality food	11.0%	7.1%
		Gas/Gasoline/ Petroleum Products	8.2%	7.1%
		Persons of Interest / criminals avoiding the law	5.5%	5.1%
		Gems or other precious metals	0.7%	0.0%
		Artifacts / Antiques	0.0%	0.0%
		Domestic animals (pigs, chicken, cows, etc.)	8.9%	11.1%
		Furniture	2.1%	0.0%
		Weapons, including explosive or material used in the manufacturing of explosives	3.4%	4.0%
		Fake currency	7.5%	5.1%



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