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SUBJECT - Narcotics and Dangerous Drugs Control PROP

REFERENCE - STATE 066678  
JOINT EMBASSY/USAID MESSAGE

The following is provided in response to refel request for additional supporting data and information:

I. Quantifiable Goal Benchmarks (using and CY 71 as base line)

- A. Implement a national drug control program.
- B. Establish locally oriented law enforcement drug control programs responsive to the national program.
- C. Reduce the number of primary systems.
- D. Reduce the number of secondary systems.
- E. Increase the number of narcotic and dangerous drug arrests.
- F. Increase the number of seizures of narcotics and dangerous drugs.
- G. Reduce the trafficking in drugs.
- H. Reduce the availability of drugs.
- I. Reduce the number of drug users.

II. Quantifiable Purpose Benchmarks

- A. Involve all national law enforcement organizations and selected cities and municipal organizations in the international control of narcotics and dangerous drugs.
- B. Involve all national law enforcement organizations and selected cities and municipal organizations in the control of narcotics and dangerous drugs within the country.
- C. Establish a nationwide narcotic intelligence gathering system and central file using data contributed by both government and private agencies.

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- D. Involve selected non-law enforcement Philippine governmental agencies in the participation of a narcotics control program (Department of Social Welfare, Health, Education).
- E. Develop an informed and concerned citizenry willing to assist law enforcement and other governmental agencies in eradication of the drug problem.
- F. Increase quantity and quality of educational programs.
- G. Increase quantity and quality of rehabilitation facilities.
- H. Increase drug related research activities of both governmental and non-governmental agencies.

### III. Relationship Between Project Outputs and Project Purposes

The purpose is to assist selected Philippine government and private organizations in action programs designed to curtail production, processing, trafficking and use of illicit drugs.

The project is designed toward increasing the effectiveness of narcotic law enforcement in the Philippines. Priority will be given to the National Bureau of Investigation, the Bureau of Customs, Bureau of Immigration and the local police. As enforcement is given the highest priority, technical, commodity and participant support will be directed toward the enforcement agencies. Key personnel will be trained in the United States in the techniques of narcotics investigations and narcotic law enforcement operations. Upon their return, they will be assigned to law enforcement duty with their respective organizations.

Law enforcement agencies will concentrate their activities on the higher levels of narcotics traffic, primarily on non-addicts who are involved in trafficking for profit. As additional personnel are trained the local policeman will increase enforcement efforts to include the street level pusher.

Specifically, the program is structured to:

1. Improve the Philippine law enforcement agencies' capability to develop an adequate structure of control and field operation capability.
2. Develop a program of personnel management to insure the maximum utilization of resources.
3. Expand training--U.S. and in-country to eventually reach the patrolmen level in all law enforcement agencies.
4. Develop special investigative skills.
5. Establish an operational and intelligence data file.
6. Improve the laboratory capability and speed response to service requests.
7. Create special tactical forces in selected geographical areas.
8. Develop a coordinated effort--local, provincial, and national activities to reduce the flow of illicit drugs within and out of the Philippines.

IV. Additional Information GPP Priorities and Plans in the Enforcement Area

President Marcos declared peace and order to be the number one priority of his administration this year as he delivered the State of the Nation message to Congress in January 1972. He stressed the need for increased enforcement effort against the production, use and trafficking in drugs.

President Marcos appointed Solicitor General Felix Antonio as the nation's drug coordinator in 1971 and created an interagency council on drug abuse prevention with law enforcement given a high priority. The Philippine Constabulary and the National Bureau of Investigation were directed by the President to increase their enforcement efforts.

The President certified Senate Bill #543 to Congress for passage. The Bill (Republic Act 6424) became law in March 1972. The act provides harsher penalties and is designed as a deterrent to the use and trafficking in drugs. Republic Act 6424 created the Dangerous Drugs Board which will coordinate the nation's drug control effort. The Board is tasked with many responsibilities which are clearly specified in the act. (See attachment pages 12-13)

President Marcos appointed General De Castro, Chairman of the Police Commission, to serve as training director for all the narcotic law enforcement agencies.

Representatives of Philippine Government attended the plenipotentiary meeting at Geneva, Switzerland in March of 1972. While the Philippine Government did not accept the U.S. invitation to co-sponsor the proposed amendments to the Convention because it favored stronger changes to certain parts of the Convention, it voted in favor of these amendments at the meeting itself and signed the resulting protocol.

The Philippines is an active member of the Interpol and has provided continuous assistance to Southeast Asia member nations.

The Metropolitan Manila Mayors Council has organized to attack common problems. Law enforcement has been given the highest priority and a coordinated attack will be made by all enforcement agencies in the metropolitan area. Metropolitan Manila Command--4 cities, 9 municipalities--are now developing a coordinated plan of action and have requested assistance.

The Governor of Rizal Province has created a committee to develop a plan to activate the Rizal Police Command. This is an effort to coordinate all law enforcement activities in the metro and the provincial area.

The city of Manila has expanded its narcotic enforcement unit from a small number of officers to 100 men in 1972. Separate operational task force units will be assigned to the major problem areas of the city. Six officers will devote full time to intelligence operations.

Quezon City is presently reorganizing its narcotics investigation unit. Its seven man unit is being increased to fifty officers and given division status. The city administration of Olongapo City has formed a committee to combat drug abuse in that area and U.S. officials report excellent cooperation on the part of city authorities.

Government agencies have shown considerable initiative in attacking the drug problem. The Philippine Constabulary has conducted a four week specialized training course in narcotic investigation. The Constabulary will conduct a second course beginning May 1, 1972. The courses thus far have been limited to personnel in narcotic enforcement activities.

The Police Commission has requested assistance to train selected police officers from cities located in strategic areas of the country. BNDD will send a training cadre to the Philippines June 5, 1972 to conduct a two week course. Sixty officers and thirty observers from major police agencies will attend. Obviously this school will meet only a very small part of the total training requirement.

The Bureau of Customs conducted a training course on narcotic detection techniques for their inspectors.

The National Bureau of Investigation is conducting a course on narcotic investigation for its regional agents.

All cities participating in the current Public Safety project have expanded their narcotics investigative operations. The citizenry has looked to the law enforcement agencies for guidance in developing educational programs. Public Safety technicians have provided some assistance; however, the demands have been so great that we have been able to meet only a small percent of the requests from the nation's 1500 police departments and the national enforcement agencies.

USAID has received requests from the city of Manila, Quezon City, and from the National Bureau of Investigation for assistance in training and technical advice. These requests cannot be met within the present Public Safety organizational structure.

#### V. Relationship Between the Proposed Project to Support GOP Goals and Plans

This project supports concerted Philippine, U.S. and other country efforts to control the production of, processing of and international trafficking in narcotics and dangerous drugs by attacking it on many fronts through a balanced, comprehensive strategy. Top priority will be directed by GOP officials to enforcement efforts. GOP resources will be brought to bear first on major traffickers. The project is structured to provide technical expertise to improve operational and intelligence

capability in order to disrupt the supply and trafficking in narcotics at all levels of the national and international systems. Thus, the GOP by controlling drug production and trafficking in the Philippines, can contribute to a reduced illicit world supply.

The U.S. maintains large military bases in the Philippines with attendant military, civilian employees and dependents. These U.S. Bases form a significant target market. There are also many U.S. business interests in the country and a large number of (permanent) American residents.

While current information reflects that few U.S. personnel are involved with the "supply" side of the quotient, these individuals contribute to the "demand" aspect of the problem.

We believe the problems of production, trafficking and use of narcotics in the Philippines are of immediate concern to the United States Government. The U.S. Mission has encouraged the GOP to take all measures possible to end trafficking in narcotics and dangerous drugs to both the Filipino and American communities. This project will make a major contribution to our common effort to eliminate the threat of drug abuse by containing the national and international problems before they reach proportions similar to those experienced in the U.S. and other countries.

Specifically the project will contribute as follows:

1. Cadres will be organized and trained in techniques of enforcement of drug laws and the collection and use of intelligence.
2. All law enforcement personnel who attend the Police Commission's Basic Police Science Course will be taught narcotic law enforcement techniques.
3. Action programs will be developed at local and national levels for the control of drugs.
4. Community awareness of the dangers of narcotics and dangerous drugs will be developed.
5. Civil, education and law enforcement groups will be organized to inform and educate the public on the problems.

No law enforcement agency can be successful without the full cooperation of a concerned populace. Thus the educational program will play a primary supporting role to the enforcement program. At present two programs, Secret Witness and TIP (Turn In A Pusher), have been initiated by concerned citizens and have scored significant successes. Other programs similar in nature will be developed to involve a maximum number of participants.

VI. Assessment of COP Capabilities of Mounting a Feasible Enforcement Plan

The Republic of the Philippines has made great strides in law enforcement during the past seven years. In 1966 Congress passed the Police Act creating the Police Commission. This act gave the Police Commission the authority to establish police standards, provide training and inspect and audit their performance.

In 1970 the Peace and Order Act was passed by Congress. Funds were allotted for salary subsidy, police training and police equipment.

With the passage of the Dangerous Drugs Act the government now has the authority and the organizational structure to effectively deal with the drug problem.

Concerned and alarmed Filipino parents have demanded that the government take the necessary action to control the drug problem and passage of the Peace and Order Act and the Dangerous Drugs Act was due in great part to pressures of the citizenry. There continues to be a growing conviction on the part of the Filipinos that the government must act. The government on both the national and local levels has responded and will most likely continue to react to citizen pressures.

The Subic Naval Base and Olongapo City have formed an anti-narcotics control board under the executive chairmanship of the city administration. The Board is divided into three sub-committees for Law Enforcement, Prosecution and Education/Rehabilitation and meets weekly. Recently as a result of the Board's activities, the city cancelled the permits of local night clubs and bars which were sources of drugs.

The major agencies involved in the campaign to curb narcotic trafficking are: The Philippine Navy, the Bureau of Customs, the Philippine Constabulary, the National Bureau of Investigation, the Manila Police Department and other cities located in strategic areas such as Zamboanga and Davao. The country has over 7,100 islands. The rugged coastlines offer many avenues of undetected approach and entry. Coupled with the difficulty of guarding the coastline, poor security measures and inadequately trained and equipped law enforcement personnel contribute to the success of this unlawful activity. With the large volume of international ship and air travel inter-connecting with the Philippines, it is easy to transport contraband items into the country or move them through the country to other points. Commissioner of Customs Rolando Geotina reported that his staff inspects less than 5% of the ships arriving in the Manila harbor. The Command Investigation Service (CIS) Philippines

Constabulary reported seized narcotic drugs valued at P2,600,784.34, for the years 1969 and 1970. Seizures are currently estimated to be less than 10% of all illicit drugs that find their way into the country.

Few people, no matter how public service oriented, have been eager to help enforcement agencies pinpoint smugglers considering the risks to limb and life. The situation now appears to be changing due to two factors. Incentives in the form of rewards are given to people who assist in providing information; secondly, the drug problem is directly affecting middle and upper class families and they are exerting pressure on the government to provide resources to combat the problem.

All agencies have increased their enforcement effort and will probably continue to do so due to public pressure; however, they are handicapped by lack of funds, trained personnel, logistical support including transportation, and communications as essential for surveillance, detection and apprehension of traffickers.

The recent assignment of U.S. EMOB agents in the Philippines has now facilitated the interchange of intelligence information. Their cooperation and coordination with GOF law enforcement agencies should result in increased intelligence, arrests and seizures.

Recently the Philippine Constabulary has become more aggressive in its enforcement of the Narcotics Law as have most city police departments of the country. The Bureau of Customs Constabulary has also the initiative to upgrade the inspection procedures at the Manila International Airport and the Manila Harbor.

The effectiveness of the national enforcement effort will be determined in great part by the national and local government officials. They have expressed their strong support and their willingness to date warrants assistance.

#### VII. Current Programming and Relations of Proposed EMOB to EMOB Activities in the Philippines

Public Safety and EMOB officials are members of the Narcotics Drug Abuse Prevention Task Force; so members of the task force, officials of both agencies have contributed to the development of the U.S. mission drug control program for the Philippines. Intelligence gathering and law enforcement have the highest priority in our proposed narcotics control effort. The Office of Public Safety is continuing to develop a civil police institution to meet law enforcement needs of the community and the nation. Through its technical assistance efforts the Office of Public Safety has developed the capabilities of the civil police agencies thus providing a mechanism whereby the narcotic enforcement program can function more effectively.

The technical assistance and institutional role of the Office of Public Safety does not overlap with the overseas efforts of other U.S. agency representatives which are operational in nature. See AIDTO Circular A-80 (1-18-72).

The narcotic program as proposed is directed toward providing technical assistance to law enforcement agencies whereas BNDD agents work with Philippine agencies to obtain and provide operational intelligence data to effectively control the production and international trafficking of narcotics.

The current Public Safety project is uniquely structured to assist in the development of a nationwide narcotic enforcement effort. Project activities are underway in nine strategic areas of the country. To date Public Safety activities have been directed toward improvement of total police operations in these areas, whereas the proposed project will enable the Mission to concentrate on the development of effective narcotic control measures throughout the Philippines. The project will provide increased operational capability to the BNDD staff, will serve as an adjunct to their activities, will provide greater support capability to the host country's narcotic enforcement arm, and will establish a greater degree of coordination of the U.S. and Philippine efforts to control the drug problem.

**VIII. Detailed Description and Justification How Equipment/Technicians Will Be Used**

Implementation of an effective narcotics control program depends largely on good intelligence and the physical ability to use it. A well trained narcotics control unit with adequate resources is the logical tool for such implementation. To date limited capability in manpower, equipment and intelligence data have prevented vigorous enforcement of narcotic laws.

**a. The Role of the Narcotic Enforcement Technician (Project Manager)**

The technician would serve as advisor to the Chairman of the Dangerous Drugs Board on narcotic enforcement matters. "The Board's powers and duties are described in Article VIII, Section 36 of the Dangerous Drug Control Act of 1972." (See attachment)

He will serve as an advisor to the National Bureau of Investigation, Police Commission, Bureau of Customs and Bureau of Immigration on narcotic enforcement matters. He will also serve as an advisor to law enforcement agencies of selected cities throughout the Republic of the Philippines on narcotic enforcement matters.

The technical advisory services and commodity inputs for the Bureau of Customs and Immigrations will be directed toward the suppression of national and international trafficking and will develop the capability of Bureau of Customs and Immigration to intercept drugs at their point of illegal entry into the Philippines. Priority will be given to improvement of Bureau of Customs' data gathering capability in order to disrupt any direct or indirect flow of narcotics into the United States from the Philippines.

The technician and commodity inputs for the National Bureau of Investigation will be made to increase their investigative and laboratory capability and provide technical guidance and expertise to the Bureau's staff serving on the Dangerous Drugs Board. (The Director of the Bureau serves as the permanent consultant to the Board and the Chief of the Narcotics Division of the Bureau serves as the ex-officio Executive Director and the Administrative Officer of the Board). The Bureau has thirteen regional offices and is the nation's major investigative agency.

The technician and commodity inputs for the Police Commission are programmed for the local police training program and narcotic enforcement program. The technician will assist the Police Commission in the development of training programs for narcotic enforcement officers at the national and local level. He will participate in in-country seminars designed to provide enforcement officials with the scope of the international problem, to exchange ideas and evaluate mutual policies. Training and visual aids will be provided as required to support the Police Commission's national training program.

The technician and commodity inputs for selected cities of the Philippines including Olongapo and Angeles are programmed to assist in the planning, organization and operation of narcotic enforcement units. The project will not only provide improved narcotic investigative ability but will contribute to the establishment of a drug information data center at the national level.

As designed, the commodities are sufficient to provide only a minimal input to the national and local participating agencies. The equipment is programmed to provide a better (1) investigative capability; (2) field operational capability, and (3) intelligence data collection capability to the nation's investigative and law enforcement arms.

b. Role of Prevention and Education Technician

The Philippine Government is giving priority to the "supply" side of the equation, however, it is not ignoring the "demand" side and has

initiated many activities in the field of drug abuse prevention. These programs are geared to reduce the human and social costs of drug abuse.

USAID has received requests from the Police Commission, the Department of Social Welfare, the Department of Education, the Drug Abuse Research Foundation, and the Narcotics Foundation, Inc. for technical assistance. Additionally, a majority of the major cities have requested technical assistance in developing drug abuse prevention programs. Some have requested the services of a full time technician to assist in program development.

The Filipinos view "prevention through education" as a major component of the total narcotic control program. The objectives of the prevention effort is to reduce to a bare minimum the number of individuals who choose to use drugs.

An attitudinal survey will be conducted to determine the present level of actual knowledge among the public about addictive drugs. A mass media approach using television, radio, newspapers and theatres will disseminate the drug abuse information to the people.

A national resource speakers bureau will be initiated. Training and other support will be provided to a number of civil, business and religious groups to develop programs for presentation at the municipal level. The National Social Action Council (NASAC) has already with minimal USAID assistance initiated a nationwide program. NASAC workers from twenty key areas of the country are now in training. After successfully completing the course, they will return to their home areas and train additional cadres.

It is planned that public and private school students from grammar school through high school will be provided with relevant factual information by school staff personnel trained by the Department of Education.

Colleges and universities are now searching for guidance to develop drug abuse educational programs which will be responsive to the student needs.

Voluntary agencies are also addressing the problem of parental education.

The Department of Social Welfare will develop an educational program specifically directed to the addict which will provide vocational training as well as guidance to prepare the patients return to a meaningful life in the community.

The DARE Foundation is organized to develop information and educational programs and now has expanded its operations to include research and rehabilitation activities. DARE is now publishing a magazine devoted entirely to the drug scene for distribution throughout the Philippines. DARE is also preparing brochures, posters, pamphlets, charts and other materials for distribution. The DARE Foundation established the first telephone 24 hour hot line answering service providing caller with accurate information about drugs.

The Narcotics Foundation, Inc. of the Philippines has also undertaken a very comprehensive educational program. They have supported a number of symposiums, TV and radio programs and has a community educational program on the drawing board.

We recognize that we cannot meet all requests from private and government agencies, however, we do believe that USAID can make a major contribution to the total drug control program by providing one technician experienced in developing drug abuse prevention programs. It is planned that the technician will assist the Narcotics Control Board, the Department of Education, the Department of Social Welfare, the Police Commission, the National Bureau of Investigation and selected private organizations in the design, preparation and implementation of prevention and education programs.

#### IX. Utilization of Communication and Laboratory Equipment

Communications equipment proposed in the PCOP would not duplicate existing systems.

Under the current Public Safety project, the major communication inputs have been made at the provincial level. To date, we have installed 23 systems. Only a limited amount of equipment has been provided to the major cities.

The provincial system has one radio per municipality to net with the adjacent municipalities. This provides no field operational capability necessary for implementation of a narcotic enforcement program.

The proposed communications equipment procurement for this project will be utilized by the narcotics enforcement unit or task force in selected cities.

There are two law enforcement laboratories serving the needs of both the Philippine Constabulary and the National Bureau of Investigation. Previously, USAID provided limited amounts of equipment to the National

Bureau of Investigation laboratory, however, to support the proposed narcotic project additional equipment is required--none will be duplicative. To service isolated operations minimal field laboratory capability will be provided at the regional level.

While in-depth surveys of equipment requirements of all agencies have not been completed, projected commodity needs are based upon existing USAID conducted police improvement surveys and extensive preliminary evaluation.

X. Treatment and Rehabilitation Project Proposal

At present, no meaningful treatment and rehabilitation program exists. The National Bureau of Investigation maintains the only government rehabilitation center which is understaffed and poorly equipped.

Several private organizations have established small centers. Current attempts to rehabilitate addicts are crude and no real rehabilitation has been accomplished to date.

Our proposal is humanitarian in principal as rehabilitation center conditions are sub-human by U.S. standards. Recent passage of the Dangerous Drugs Act would place addicted Americans who are arrested in the same environment. Mission believes GOP problems in this area warrants review and consideration by U.S., U.N. or any other agency with capability to make a contribution. To date, the Mission is not aware of any effort by the United Nations or other agencies to provide assistance in this field. We would appreciate any information that Washington may have in this regard.

BYROADE

Attachments:

1. MANILA 3968 dated 5/3/72
2. Republic Act No. 6424
3. Newspaper Clippings