# REPORT

# OF THE

# DRUG LAW ENFORCEMENT

# SUB-PROJECT
# OF THE

# USAID/LA PAZ PUBLIC SAFETY PROGRAM

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## I. INTRODUCTION

This study resulted from a request by the U.S. Embassy and USAID Mission in La Paz, Bolivia for U.S. Public Safety Advisors to examine the Bolivian drug problem and determine what could be done by the U.S. to respond to a Bolivian request for U.S. help. The study was begun April 25 and completed April 28, 1970, thanks to the wholehearted cooperation of the U.S. Country Team and the Bolivian Government.

The study consisted of interviews with GOB and U.S. officials, a physical inspection of the police units involved, a field trip to a coca growing region near Oroica, a review of existing written materials including Bolivian laws, and consultation with local legal and public health experts.

We offer our special thanks to the GOB Minister of Government Colonel Juan Ayoroa y Ayoroa for the generosity of his time and attention which expedited the completion of the task.
We also appreciate that the results of Minister Ayoroa's initiatives in this project could help reduce the illegal import of cocaine and its destructive influence into the United States.

## II. SUMMARY AND CONCLUSIONS

### A. Summary

During the negotiation of the general Public Safety program in March 1970, the Bolivian Government expressed a special interest in a drug control program to reduce the ancient vice of cocaine production, to prevent the growth of incipient LSD, heroin and marijuana use among Bolivian youth and eliminate corruption in the National Directorate of Criminal Investigations (DNIC). It was also recognized that the reduction of cocaine manufacture would also serve an important interest of the United States as illegal cocaine use in the U.S. has increased ten times in the past two years and Bolivia continues to be one of the most important sources of this drug.

The coca plant is legally cultivated in several parts of Bolivia. The leaves are harvested and pressed into fifty pound blocks for sale to shops and restaurants that in turn sell the unprocessed leaf (for chewing) or serve it as tea - like beverage made from the leaf. Large quantities are sold to an estimated 100 clandestine manufacturers of cocaine sulfates and hydrochlorides which are sold to traffickers at a minimum estimated rate of 600 kilos a year, a great deal of which reaches the U.S. at a wholesale price of $500 an ounce and a

retail price to the user of many times that amount. The manufacture and sale of the processed drug is illegal, but the laws are weak, enforcement has been lax, and the DNIC investigators have been corrupted by drug traffickers.

An eleven man unit in DNIC called "Interpol" is responsible for drug law enforcement. It is poorly trained and equipped. The GOB has ferreted out and jailed or fired most of the suspected corrupt police, including two former "Interpol" unit Chiefs. The GOB has clamped on strict controls to prevent further corruption.

The "Interpol" unit lacks mobility, communications, identification and test equipment as well as other basic investigative devices and aids. Pay is poor and incentives for agents to remain honest and efficient are weak. Training in all aspects of basic investigations, as well as specialized narcotics control techniques, are absent. Leadership at top levels, however, is good. There is clearly a sincere desire on the part of the Bolivian Government to take corrective action.

The GOB will create a slightly larger and freshly staffed "Interpol" unit of about twenty carefully selected men. Although sufficient pay to overcome temptation cannot be offered at present salary scales, a system of rewards, possibly provided by the United States, could fill the gap. The unit

would be specially trained and equipped to carry out investigations of drug law violations in all parts of the country supported by other law enforcement authorities and a citizen complaint reward system. It would also mount a public relations/public education campaign in narcotics and drug abuse. Regular contact between this unit and foreign narcotics law enforcement agencies would also need to be improved. Improvements in narcotics control laws are under study by GOB authorities who have already received advice in this area from the writers.

The above course of action fits well into two of the four recently negotiated Public Safety program objectives (Scientific Investigations and Training). They included some attention to drug law enforcement. A modest increase of emphasis could bring rapid and effective results.

B. Conclusions

The deep problem of cocaine and the incipient problem of other drug abuse is one that threatens Bolivian health as well as police integrity. It touches seriously on U.S. interests as well. The local initiative to cope with these problems and to seek U.S. cooperation, combined with (1) good leadership, (2) the effective control of corruption, (3) efforts to strengthen appropriate laws, and (4) the selection of good personnel as well

as other sound plans to strengthen the "Interpol" unit, promise a good return on a U.S. investment of assistance to the effort.

The "Interpol" unit should be rennovated and remain in the DNIC organization, but kept under close scrutiny by the Ministry of Government. It should be trained and equipped for the tasks indicated above. U.S. assistance should be provided in (1) TDY technical advice and assistance to in-country training, (2) participant training in the U.S. with the cooperation of the Bureau of Narcotics and Dangerous Drugs, (3) the providing of modest amounts of equipment, and (4) support with funds of a system of rewards for Bolivian citizens and police for information leading to the capture (and the actual capture) of cocaine.

## III. RECOMMENDATIONS

### A. Recommendations to the GOB

1. The GOB should continue its effort to strengthen laws and legal procedures related to narcotics and dangerous drug abuse. Focus should be on the "hard" drugs, their professional manufacturers and traffickers. Judicial and public Health authorities should assist.

2. Present plans to develop an improved "Interpol" element in DNIC of 20 specially selected men should be carried out. They should be under the close scrutiny of the Ministry of Government, but continue to report directly to the Chief of DNIC. The organization of the unit should be as follows:

A Chief and Deputy Chief, one Radio Operator/Secretary, and one Records Clerk who can double on radios, two sections of four pairs of agents each led by one section Chief. At least two men in each section should be qualified in field drug analysis, photography and fingerprint identification. Selection standards should be rigorous with special consideration given to successful career officers of the National Guard, Customs Police and trusted veterans of DNIC as well as outsiders.

3. A special six-week course of instruction in basic criminal investigations should be given at the outset. Subjects should include, but not be limited to, those shown in Annex A. Continuous instruction should be provided at the beginning of each work day. Later, short in-service

courses stressing specializations should be provided. Special training should also be provided the DNIC criminalist and his staff in drug analysis and indentification. Leadership training for supervisors should be stressed.

4. Improved procedures for the protection, preservation and eventual destruction of drug evidence should be established.

5. A public relations/public education campaign should be carried out as an extra function of the unit.

6. A regulation governing the management and operations of the unit should be compiled and constantly updated.

7. A carefully devised system of control of rewards and confidential funds should be administered by the Office of the Chief of Bolivian Police in the Ministry of Government.

8. As planned, the entire unit should be based in La Paz, but be highly mobile with rapid short and long range radio communications. Adequate funds for vehicle and radio operation and maintenance should be included in the DNIC budget ($500 per vehicle per year).

9. A systematic procedure for regular inspections should be established.

10. A special file for drug cases should be established and maintained under careful control. The data should be periodically analysed to determine the actual extent of the drug problem and evaluate control efforts.

11. Special effort should be made to cultivate operational cooperation from foreign police authorities.

B. Recommendations to the U.S. Government

1. The development of drug law enforcement capabilities in the Scientific Investigations and Training objectives of the current Public Safety program in Bolivia 1/ should be keyed to present GOB plans and requests. The GOB has requested (a) the technical advice of a Public Safety drug control specialist, (b) help in preparing and giving courses of instruction, (c) participant training in the United States, (d) technical materials and audio visual training aids, (e) equipment for the mobility, communications, records and identification, crime scene processing, and other investigative and public relations requirements.

2. A Public Safety Advisor Narcotics and Drug Control Specialist should be assigned on a temporary basis for periods of from fourteen to thirty days three or four times a year. His tasks would be to assist the Public Safety Division staff in providing advice in drug laws and the organization, administration,

1/ USAID/LA PAZ FY70 Project Agreement No. 00012, Revision No. 2, dated April 3, 1970.

management and operation of the "Interpol" unit; to prepare specialized training plans and materials, to assist in giving instruction; to analyze progress and problems; and to advise solutions to facilitate the development of the unit. Equipment needed will be cameras, tape recorder, a film projector, training films, a slide projector, and miscellaneous training materials. *

3. Assistance to provide mobility and radio communication to the unit is recommended. For this purpose, five 4-wheel drive jeeps equipped with FM-5 short range two-way radios with two channels (one private and one compatable with the La Paz Radio Patrol) are needed. Each Section Chief will require also a long range (possibly SSB) radio linked to a base station at DNIC Headquarters. Two portable FM-1 radios will be required for raids, surveillances and other on foot communication needs. Twenty percent of acquisition cost for spare parts will be required. Maintenance facility needs are met in other elements of programmed FY70 assistance. The TDY visit of a Public Safety Telecommunication Advisor will be needed to confirm communications recommendations and prepare specifications.

4. Assistance in establishing in-country training in basic, as well as specialized investigations materials, is

* See detailed equipment list with costs at Annex B.

recommended. Primary responsibility for this should rest with the Public Safety Generalist with assistance from a TDY specialist as indicated in paragraph 2 above. Additional training and operations equipment requirements should include portable fingerprint and drug analysis kits.

5. Assistance in the development of an adequate records system in conjunction with DNIC central records (but secure from unauthorized persons) is recommended. Some bar lock Kardex filing cabinets should be provided. Training would be handled as in paragraph 4 above.

6. Participant training for the four chiefs in the International Police Academy - Inter-American General Course should be provided including a period of narcotics investigation specialization provided by the U.S. Department of Justice, Bureau of Narcotics and Dangerous Drugs (BNDD).

7. U.S. provision of funds to pay rewards to Bolivian citizens and police for information leading to the capture (or actual capture) of cocaine should be provided as an incentive. This would stimulate the volunteering of information by citizens and augment the remuneration of "Interpol" unit members. It is recommended that BNDD provide these funds through a carefully established arrangement with the Ministry of Government. Fifty dollars per kilo of cocaine captured is recommended.

8. U.S. assistance at some future date to improve inter-country civil police communications is recommended. This proposal is the subject of a separate paper.

## IV. THE DRUG PROBLEM IN BOLIVIA

### A. Cocaine

Cocaine is the principle drug problem in Bolivia. A very small percentage of the drug is reportedly sold for legal medicinal use, but a recent U.N. report on drug problems in Latin America states that there are no more legal markets in existence. The processing and refining of the coca leaves is illegal in Bolivia, making it almost impossible to obtain quantity statistics on production and exportation of the leaves and refined cocaine. A good portion of the leaves produced is consumed by the native indians, simply by chewing the leaf which contains alkaloid cocaine.

The coca plantations are actually small individual family plots. One farmer may own as many as six such plots, the largest perhaps of one half acre size. The plant grows only on a side hill of about a 50 degree angle. Steps are cut into the side hill to permit the plant to grow straight and to retain moisture. The plant stands about thirty to forty inches in height. The leaves are harvested one-by-one three times a year. The average life of the plant is 30 years. The ideal elevation is from 6,000 feet to 9,000 feet above sea level.

After harvesting, the leaves are dried by the farmer, then taken to small warehouses where they are weighed, put into

a series of bottomless cubicles, one on top of the other, and then with the aid of a large, usually hand-made press, they are compressed into fifty pound blocks called "sestas". The blocks are then ready for shipment.

It is not illegal to produce, sell, transport or chew the coca leaf in Bolivia. It is illegal to process or extract the alkaloid from the leaf, according to Lt. Col. Raul Perez, Director of the National Directorate of Criminal Investigations (DNIC).

Locations that lend themselves best to raising the coca plant are the Yungas of La Paz and Cochabamba.

The blocks of leaves are transported from the Yungas by truck and railroad where the leaves are sold throughout the country in markets and grocery stores. The price is about one peso (8 cents U.S.) per pound. Anyone may buy any quantity desired without legal authority of any kind. Some of these leaves find their way to the Santa Cruz and Oruro area where, according to Col. Perez, about 100 illicit mobile processing plants exist. The process of extracting the alkaloid from the leaf and reducing it to salts is simple. However, to process one kilo of refined cocaine, four of the fifty-pound blocks (sestas) of leaves are required. Col. Perez estimates that about 50 kilos of refined cocaine are exported monthly. According to

Bolivian authorities, the illicit channels are from Bolivia to Peru, Chile, Argentina or Brazil and then through to the U.S. Two types of cocaine are being manufactured, cocaine sulfate and cocaine hydrochloride. The latter is the purest and brings the highest price.

B. Other Narcotics and Drugs

Bolivian authorities are concerned that other narcotics such as heroin, marijuana, and LSD, are beginning to appear in Bolivia. Although most of the marijuana is being imported, some is now being raised in Bolivia. LSD, and heroin are imported. The problem is primarily found among the youth.

C. Drug Control Laws

The following are digests of the drug control laws of Bolivia taken from the "Codigo Penal Boliviano", (the Bolivian Penal Code), "The Codigo Penal Militar", (the Military Penal Code) y leyes afines (related laws) by Dr. Gaston Pizzarroso C. Lara, and the "Ley de Estupeficientes del 10 de Enero de 1962" (Law of Narcotics of January 10, 1962).

Article 1: Description of Narcotics such as opium and its alkaloids; morphine and its salts; cocaine, both raw and its derivatives; cannabis (marijuana), and all medical preparations of the above alkaloids.

Article 2: Anyone who illegally deals in or sells the above drugs will be sentenced to 3 to 10 years in prison and a fine of ten to 100 million Bolivianos of which 70% will go to the informant and 30% to the Department of Health for the construction of buildings.

Article 3: Anyone who possesses the above without justification, shall be sentenced to from 3 to 5 years in prison.

Article 4: Anyone who takes part in the elaboration or in installations destined to elaborate the above narcotics for illegal traffic and use, the sentence will be the same as in Article 2.

Article 5: The penalty shall be plus ½ of the above if the above crimes are committed by anyone who is a public figure and who is charged with the prevention of illegal activities related to narcotics or if syndicated bands dedicated to narcotic traffic, or if illicit narcotics are supplied to minors, mentally ill, or if narcotics are used for the purpose of other illicit or immoral acts.

Article 6: If the administration of narcotics causes physical or mental illness, the administrator shall be sentenced to from 6 to 10 years. If the cause is death, the sentence shall be 20 years.

Articles 7, 8, 9, & 10 provide for professional disposal of drugs (doctors, etc.).

Article 11: One who uses narcotics in excess shall be interned in a hospital or social security until he is completely cured. Following petition, the judge shall consider the situation of the interned and suspend the measure pending a report of psychiatrists.*

Article 12: He who violates the sanitary regulations in reference to cultivating and selling raw material for the purpose of manufacturing narcotics shall be sentenced to 3 to 6 months and fined 100,000 to 1,000,000 Bolivianos.

Article 13: To the executive power for 30-day review.

Article 14: Guidelines for judge.

Article 15: Public places shall be searched if suspected of illegal narcotic traffic.

Article 16: Narcotics shall be delivered to the judge at the earliest hour, and, after determining the quality and quantity, he with the Ministry of Public Health, shall deposit same at the Central Bank of Bolivia.

Article 17: Anyone who disposes of or appropriates narcotics seized or deposited, as in Article 16, shall suffer the penalties of Article 2.

* This law constitutes an important loophole by which most defendant avoid conviction. Col. Perez reported that only one defendant has been convicted in eight years.

Article 18: Anyone who is in possession of legal narcotics and loses either part or whole shall be sentenced to from 1 to 2 years in prison.

Article 19: Let it be known to all, etc. The above is public law etc.

Article 20: The penalties established cannot be reduced nor pardoned.

## V. THE POLICE

### A. The Bolivian Police

The Bolivian Police is directly under the Ministry of Government. Its functions are to maintain law and order throughout the Republic. Within the Bolivian Police are the National Directorate of Criminal Investigation (DNIC), the National Guard, and the Traffic Police, all of whom have national jurisdiction. In the past six months, there have been continuous investigations conducted by the Bolivian Police to ferret out corruption. Twenty-two arrests of police have been made for trafficking in cocaine. The last two Chiefs of the drug control unit were jailed for the same reason. Cocaine has clearly been the major corrupting influence in the police, especially DNIC.

### B. DNIC and the "Interpol" Unit

DNIC is an investigative unit directly under the Bolivian Police and the Ministry of Government. DNIC has a strength of 1,323 men, with agents in cities and townships throughout the Republic. Santa Cruz has the largest number of agents outside of La Paz with 130 agents. Next is Cochabamba with 113 agents, then Oruro, with 110 agents. The rest of the personnel is divided into smaller posts. In La Paz, there is a unit of DNIC

called the "Interpol" unit that has been affiliated with Interpol, France since 1963. The sole purpose and responsibility of this "Interpol" unit in DNIC is to enforce existing narcotic laws. The unit is composed of one Chief, Sub. Commander Rene Valle Parra, one Assistant Chief, who is a detective first class, four detectives second class, one secretary, a detective second class and three agent assistants.

This unit reports regularly to Interpol, France through Argentina. The Director of DNIC stated that he is not satisfied with this system because of the time lost going through Buenos Aires. Interpol, Paris charges the GOB 10,500 swiss francs per year ($7,592.00) for the service. The GOB has been in arrears on these payments since 1965. Interpol, France is urging the GOB to pay this amount or suffer cancellation.

The Chief of Interpol, Commander Rene Valle Parra has been a member of the Bolivian police for sixteen years. He has been Chief of the Interpol two months. Because this unit is understaffed and because it has no vehicles or radio communications, investigations are centered mostly in La Paz, except when hard information leads to the Santa Cruz and Oruro areas where most of the illicit mobile cocaine manufacturers are found.

Personnel Management

The personnel of the "Interpol" unit receive the same benefits as do the personnel of the rest of DNIC. Salaries are from 500 pesos a month ($41) for agents to 900 pesos ($80) for Chief. They are under the Social Security system that guarantees them hospitalization, death benefits and retirement at age 55 with 25 years of service with full pay. The work day in La Paz starts at 8:30 a.m. and ends at 6:30 p.m. When agents work outside the city, their work hours are flexible. Should they work overtime, they are compensated on an hour for hour basis.

Training

The personnel of the "Interpol" unit have had absolutely no training of any kind. What they know, they have learned by on-the-job experience.

Equipment

An inspection of the "Interpol" unit office revealed very little equipment; one hand made plywood filing cabinet, one cardboard shoe box for card files, two desks, one couch and several chairs.

Budget

There is no special item for this unit in the DNIC budget.

Relations with the Public

Because of the corruption and graft that has prevailed in the past in dealing with cocaine, "Interpol" (and the rest of

DNIC) has been a target of criticism by the public. However, there have been many changes and arrests made in an effort to improve this situation.

Operations

"Interpol" rarely initiates cases, but waits to act on information received from any source at the "Interpol" or DNIC office in La Paz. After receiving information, the agents go to the area, (usually in Santa Cruz or Oruro)in a rented truck. If arrests are made, the seizure of cocaine may amount to from one to four kilos. The suspects are transported to La Paz where they are interrogated. A report is made and delivered to the "Ministerio Public" (District Attorney), who files the report with the Court. The judge of the Court reviews the report and decides whether the case should be bound over for trial.

## VI. RECOMMENDED INCREASE IN FY70 PUBLIC SAFETY PROGRAM

| | |
|---|---|
| U.S. Personnel: | No increase required |
| TDY Public Safety Advisor (Narcotics and Drug Control Specialist) 2 1/2 man months | |
| TDY Public Safety Advisor (Telecommunications Specialist) | |
| Participant Training: | |
| Four officers to IPA (IAGC) with Narcotics Specialization | No increase required |
| Commodities: | $33,200 |
| (See details Annex B) | |
| Other Costs: (local funds) | No increase required |
| Total | $33,200 |

Current Authorized FY70 funding:

| | |
|---|---|
| Personnel: | |
| Two permanent and five TDY personnel | $70,000 |
| Participants | 17,000 |
| Commodities | 125,000 |
| Other costs | (local funds) |
| | $212,000 |
| Additional requirement: | 23,200 |
| Total FY70 requirement: | $245,200 |

ANNEX A

## REQUIRED TRAINING PROGRAM

A. Basic Criminal Investigations (30 days).

1. Fundamentals of Criminal Law and Procedure.
2. Department Regulations, Organization, Administration, Management, Discipline.
3. Mechanics of Arrest and Personal Search.
4. Firearms (revolver, carbine, shotgun).
5. Sources of Information.
6. Personnel Identification.
7. Fingerprints.
8. Police Records.
9. Report Writing.
10. First Aid.
11. Crime Scene Procedure (freeze, search, sketch photo, etc.).
12. Evidence Recovery, Identification, Transport.
13. Police-Public Relations.
14. Mechanics of Defense.
15. Witness Interview.
16. Suspect Interrogation.
17. Casting and Molding.
18. Informants.

B. Narcotic Specialization (14 days)

1. Identification of Narcotics.
2. Nonnarcotic Drugs (such as LSD).
3. Narcotic Addiction.
4. Techniques of Narcotic Investigation.
5. Techniques of Narcotic Search.

6. Chain of Evidence.

7. Narcotics Case Report Writing.

8. Surveillance.

9. Raids.

C. Roll Call Training (15 minutes each day).

Drawn from above materials

ANNEX B

## REQUIRED EQUIPMENT

| Item No. | Item | Cost |
|---|---|---|
| 5 ea. | Jeeps CJ5 four wheel drive plus 20% spare parts | $15,000 |
| 3 ea. | Long Range SSB radios plus 20% spares | 2,900 |
| 1 ea. | Microscope | 400 |
| 2 ea. | Portable Radios FM-1 plus 20% spares | 600 |
| 5 ea. | Mobile Radios FM-5 plus 20% spares | 3,500 |
| 3 ea. | Filing cabinets, (metal Kardex) w/locks | 450 |
| 2 ea. | Cameras | 30 |
| 2 ea. | Tape recorders | 300 |
| 2 ea. | Portable fingerprint kits | 100 |
| 2 ea. | Portable Narcotics Analysis Kits | 50 |
| 1 ea. | Slide projector carusel or equal | 50 |
| 1 ea. | Movie projector 16 mm | 350 |
| 10 ea. | Training films | 1,000 |
| | Miscellaneous training and lab materials | 3,000 |
| | Transportation and GSA Surcharge 25% | 6,000 |
| | | $33,200 |