

Message Text

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ALSO FOR AID

E.O. 12065: N/A
TAGS: SNAR, BL
SUBJECT: ANNUAL NARCOTICS STATUS REPORT

REF: STATE A-434

1. (LOU ONLY WHERE NOTED.)

I. COUNTRY PERCEPTION OF ILLICIT NARCOTICS ACTIVITIES AND ITS
CONTROL EFFORTS

(LOU) AS OF 1978, BOLIVIA'S PERCEPTION OF THE NARCOTICS PROBLEM
MIGHT BE DESCRIBED AS MATURING. POLITICAL LEADERS KNOW THAT THEY
HAVE A PROBLEM, BUT IN A YEAR OF ELECTORAL CAMPAIGNS, FRAUD AT
THE BALLOT BOX AND MILITARY COUPS, THERE HAS NOT BEEN THE WILL ON
THE PART OF THE GOB TO ENFORCE KEY MEASURES. MOST GLARING HAS
BEEN THE FAILURE TO ENFORCE THE LAW WHICH CALLS FOR THE DESTRUC-
TION OF UNREGISTERED NEW PLANTINGS OF COCA. WHILE WE CONTINUE TO
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URGE ACTION, THERE IS NO PROSPECT THAT THE PRESENT CARETAKER
MILITARY GOVERNMENT WILL DO ANYTHING EFFECTIVE. WE BELIEVE,
HOWEVER, THAT THE CHANCES OF ACTION FROM AN ELECTED GOVERN-
MENT, SCHEDULED TO TAKE OVER IN AUGUST, ARE GOOD. FOR 1978,
AND UP TO THE PRESENT, POLITICAL AND OTHER MAJOR CONCERNS HAVE
OVERSHADOWED THE DRUG PROBLEM IN THE MINDS OF BOLIVIAN LEADERS.
THE BROADER SPECTRUM OF BOLIVIAN BUSINESS, SOCIAL AND

EDUCATIONAL LEADERSHIP, WITH SOME EXCEPTIONS HAS ONLY BEGUN TO APPRECIATE THAT COCAINE IS A MENACE TO THIS SOCIETY AS WELL AS TO THE US. FIRM CONVICTION THAT SOMETHING MUST BE DONE SOON TO PROTECT BOLIVIAN SOCIETY IS STILL LACKING. EMBASSY BELIEVES, NEVERTHELESS, THAT AWARENESS OF THE PROBLEM HAS HEIGHTENED DURING THE PAST THREE YEARS.

ON THE POSITIVE SIDE, THE GOB WITH US HELP HAS CONSIDERABLY ENHANCED THE CAPACITY OF THE DNSP AND CUSTOMS TO TAKE EFFECTIVE ACTION AGAINST TRAFFICKERS AND COCAINE PROCESSORS. WHILE THIS WAS NOT REFLECTED IN THE VERY SLIGHT INCREASE IN SEIZURES IN 1978 (236 KILOS OF SULPHATE AND HCL) AS COMPARED WITH 1977 (210 KILOS OF SULPHATE AND HCL), THERE HAS BEEN A NOTABLE INCREASE DURING JAN.- MAR. 1979 (OVER 160 KILOS OF SULPHATE AND HCL). THE DNSP HAS ALSO PUSHED AHEAD WITH THE REGISTRATION OF COCA MERCHANTS, TRANSPORTERS AND RETAILERS, AND EXPECTS TO OPEN CHECKPOINTS AT 25-50 LOCATIONS ALONG THE COCA FARM-TO-MARKET ROUTES. IF EFFECTIVELY AND HONESTLY OPERATED, THESE CHECKPOINTS, GIVEN BOLIVIA'S LIMITED ROAD NETWORK, COULD PROVE A SIGNIFICANT DETERRENT TO UNCONTROLLED, ILLEGAL COCA SHIPMENTS.

IN SHORT, THE GOB DOES PERCEIVE COCA AND COCAINE AS A THREAT AND THE US DOES GET COOPERATION. IN 1978, HOWEVER, DUE TO AN UNFORTUNATE MIX OF POLITICS, CORRUPTION AND INEFFICIENCIES, THE GOB WAS NOT PREPARED TO MAKE THE HARD DECISIONS NEEDED FOR A FULL-SCALE CRACKDOWN ON TRAFFICKERS AND ILLEGAL PLANTINGS. (END LOU.)
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II. US INTEREST

IN COOPERATION WITH THE GOB, THE US HOPES TO ACHIEVE (1) A REDUCTION OF COCA PRODUCTION TO THE LEVEL OF LEGAL CONSUMPTION (ABOUT 12,000 MT) AND (2) A DECREASE IN ILLEGAL EXPORTS OF COCAINE BY A HIGH PERCENTAGE.

A. PROGRESS: WE CANNOT POINT TO SIGNIFICANT PROGRESS IN 1978 IN TERMS OF EITHER REDUCTION OF COCA PLANTINGS OR OF SEIZURES OF COCAINE. THE INDICATIONS ARE, IN FACT, THAT PLANTINGS INCREASED AND, WHILE WE HAVE NO RELIABLE ESTIMATES, IT IS LIKELY THAT ILLICIT COCAINE EXPORTS ALSO INCREASED IN 1978.

DEFINITE PROGRESS CAN BE REPORTED, HOWEVER, IN STUDIES, RESEARCH AND DATA-GATHERING ESSENTIAL TO A SUCCESSFUL CROP DIVERSIFICATION/COCA REDUCTION PROGRAM. UNDER THE "AGRICULTURAL DEVELOPMENT IN COCA ZONES" PROJECT, THE FELT-NEEDS STUDY, AERIAL PHOTOGRAPHY OF THE COCA AREAS, THE "MULTIDISCIPLINARY STUDY" AND THE COFFEE PRODUCTIVITY AND SANITATION CAMPAIGN IN THE YUNGAS WERE COMPLETED. CONSTRUCTION OF THE LA JOTA EXPERIMENTAL STATION IN THE CHAPARE HAS PROGRESSED SUBSTANTIALLY AND THE CACAO PRODUCTIVITY AND

SANITATION CAMPAIGN IS WELL UNDER WAY.

REGARDING ENFORCEMENT, THE MOST SIGNIFICANT STEP FORWARD WAS THE BEGINNING IN OCTOBER OF THE DNSP PROGRAM, ASSISTED AND SUPPORTED BY THE MISSION, TO REGISTER AND LICENSE ALL DEALERS AND MERCHANTS AND COCA. SCHEDULED FOR COMPLETION IN MARCH 1979, THE REGISTRATION WILL OPEN THE WAY FOR GREATLY IMPROVED CONTROLS ON COCA MOVEMENTS AND MARKETING. (PERUVIAN NARCOTICS AUTHORITIES VISITING BOLIVIA IN DECEMBER WERE HIGHLY IMPRESSED WITH THIS INITIATIVE.) IN ADDITION, DNSP TERRITORIAL COVERAGE AND COMMUNICATIONS WERE IMPROVED AS WELL AS DETECTOR DOG CAPABILITIES. THE DNSP, WITH ITS OWN US-TRAINED OFFICERS, CONDUCTED ITS FIRST IN-COUNTRY NARCOTICS TRAINING COURSE.

THE EMBASSY ALSO COMPLETED AN EXTENSIVE NARCOTICS LIMITED OFFICIAL USE

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STRATEGY PAPER, WITH A REASSESSMENT OF OUR PROGRAMS AND A PROPOSAL FOR THE ESTABLISHMENT OF A GOB COCA MARKETING BOARD, AN "ESTANCO". THE BOARD, BY PURCHASING AND MARKETING ALL OR MOST OF THE BOLIVIAN COCA CROPS, WOULD ASSURE AN ADEQUATE SUPPLY OF COCA AT REASONABLE PRICES FOR LEGAL USERS (CHEWERS PRIMARILY) WHILE THE OVERALL CROP IS REDUCED AS A RESULT OF CROP DIVERSIFICATION AND ENFORCEMENT PROGRAMS.

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B. SETBACKS: MAJOR SETBACKS IN 1978, AS DESCRIBED IN SECTION I, AROSE FROM POLITICAL FACTORS. IN ADDITION, AT A DIFFERENT LEVEL, WE HAVE ENCOUNTERED SOME DELAYS IN DELIVERIES OF EQUIPMENT OR IN THE EXECUTION OF AGRICULTURAL PROGRAMS. THESE, HOWEVER, ARE BEING OVERCOME.

GOB BUDGETARY CONSTRAINTS HAVE HAD SOME EFFECT ON DNSP PLANS FOR EXPANSION OF PERSONNEL. ALTHOUGH THE DNSP BUDGET FOR CY 1978 WAS APPROVED AT A LEVEL OF 50 MILLION PESOS, NOT ALL OF THIS AMOUNT WAS AUTHORIZED, AND THERE HAS BEEN AN EFFECTIVE CUT OF 20 PERCENT. THE GOB'S FREEZE ON NEW PUBLIC SPENDING WHICH BEGAN IN MID-1978 MAY BE EXPECTED TO EFFECT CY 1979 PROGRAMS, ALTHOUGH WE DO NOT KNOW YET TO WHAT EXTENT. THE GOB FACES DIFFICULT ECONOMIC PROBLEMS IN 1979 AND NEW OR EXPANDED PROGRAMS IN ALL AREAS ARE LIKELY TO BE CURTAILED.

III. MULTILATERAL DRUG CONTROL

THE ONLY MULTILATERAL PROGRAM NOW EFFECTIVE IN BOLIVIA IS LIMITED OFFICIAL USE

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THAT OF UNFDAC. UNFDAC'S ROLE CONTINUES TO BE IN THE AREAS OF REHABILITATION, PREVENTION AND EDUCATION, WHICH COMPLEMENTS THE US PROGRAM. FUNDS OF \$225,000 ALLOTTED FOR A THREE-YEAR PERIOD AND NOT YET ALL EXPENDED, HAVE PROVIDED DNSP WITH A MEDICAL LABORATORY, A PHOTO LAB FOR EDUCATION/PREVENTION AND \$85,000 FOR EQUIPMENT OF A 50-BED ADDICTION CLINIC, STILL UNDER CONSTRUCTION. IT IS THE EMBASSY'S UNDERSTANDING THAT UNFDAC WILL CONTINUE TO CONCENTRATE ITS ACTIVITIES IN THESE AREAS.

THE EMBASSY AND EMBASSY LIMA IN 1978 INTENSIFIED EFFORTS TO PROMOTE GREATER COOPERATION BETWEEN GOB AND GOP AGENCIES CONCERNED WITH NARCOTICS. A VISIT TO LA PAZ BY PERUVIAN DRUG OFFICIALS IN DECEMBER WAS MOST SUCCESSFUL IN FURTHERING RELATIONSHIPS AND A RETURN VISIT TO LIMA BY BOLIVIAN OFFICIALS IS PLANNED FOR MID-1979. WITH PERU AND BOLIVIA THE TWO LARGEST COCA PRODUCERS, COMMON APPROACHES TO DEALING WITH COCA PRODUCTION AND THE SUPPRESSION OF ILLICIT COCAINE TRAFFIC WILL BE UNDER CONSTANT REVIEW BY THE EMBASSY AND EVERY EFFORT MADE TO ASSURE THAT GOB AGENCIES CONSIDER BILATERAL APPROACHES WHEREVER APPLICABLE.

COOPERATION BETWEEN BOLIVIAN AND BRASILIAN DRUG ENFORCEMENT OFFICIALS ALONG THE BORDER, WITH DEA ASSISTANCE, APPEARS TO BE GOOD, AND IMPROVING. AN AGREEMENT BETWEEN ENFORCEMENT AGENCIES OF THE TWO COUNTRIES WAS SIGNED IN JULY 1978, BUT THE BROADER ASPECTS OF ITS IMPLEMENTATION

HAVE NOT YET BEEN DEVELOPED.

IV. COUNTRY NARCOTICS PROFILE --1978

A. PRODUCTION, FINANCING AND MARKETING OF LICIT AND ILLICIT NARCOTICS:

1 AND 2. RAW MATERIALS PRODUCED IN BOLIVIA IN 1978: LACKING PRECISE FIGURES, THE MISSION HAS AGREED ON AN ESTIMATED LIMITED OFFICIAL USE

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PRODUCTION LEVEL OF 20,000 METRIC TONS OF COCA LEAF. APPROXIMATELY 12,000 HECTARES ARE DEVOTED TO THE CULTIVATION OF THE PLANT IN ELEVATED SLOPES AND VALLEYS OF THE BOLIVIAN ANDES. OF THE TOTAL PRODUCTION, SOME 11,000 TONS WERE CONSUMED IN COUNTRY AND AN ADDITIONAL 1,000 TONS EXPORTED FOR LEGAL USE ABROAD. IN 1977, 13,378 PRODUCERS OF COCA WERE REGISTERED BY THE DEPARTMENT OF REGISTRATION AND CONTROL OF THE NATIONAL DIRECTORATE FOR THE CONTROL OF DANGEROUS SUBSTANCES (DNSP). THE SIZE OF THE AVERAGE PLOT IS ESTIMATED AT LESS THAN ONE HECTARE IN THE YUNGAS AND AT ABOUT ONE HECTARE IN THE CHAPARE.

3. COCA PRODUCTION IS LEGAL IN BOLIVIA. MINISTRY OF AGRICULTURE FIGURES FOR RECENT YEAR PRODUCTION, WHETHER FOR LICIT OR ILLICIT PURPOSES ARE: 1975: 11,800 MT; 1976: 13,000 MT; AND 1977: 15,600.

EMBASSY CONSIDERS THAT THESE FIGURES ARE INCOMPLETE AND DO NOT INCLUDE ALL ILLICIT PRODUCTION. THE DNSP PUTS CURRENT PRODUCTION, ON THE BASIS OF THEIR CROP REGISTRATION PROGRAM, AT ABOUT 32,000 MT BUT DATA AVAILABLE TO THE EMBASSY INDICATE THAT THIS IS TOO HIGH. OUR BEST DATA INDICATE PRODUCTION OF ABOUT 20,000 MT FOR 1977. PRODUCTION IN 1978 WAS PROBABLY HIGHER.

DECREE NO. 14203 OF DECEMBER 17, 1976 AUTHORIZES THE DNSP TO EFFECT CONTROLS ON PLANTING, CULTIVATING, HARVESTING, COLLECTING AND COMMERCIALIZATION OF THE COCA PLANT AND ITS PARTS; THIS INCLUDES THE REGISTRATION OF THE LAND WHERE THE PLANT IS CULTIVATED. REGISTRATION OF COCA GROWERS WAS COMPLETED AT THE END OF 1977, BUT THE NEXT STEP-- THE DESTRUCTION OF NEW UNREGISTERED PLANTINGS TO BEGIN IN 1978-- HAS NOT BEEN CARRIED OUT FOR POLITICAL REASONS. REGISTRATION OF COCA MERCHANTS AND INVESTIGATION OF THE MARKETING OF COCA STARTED ON OCTOBER 23, 1978 AND SHOULD TERMINATE ABOUT END OF MARCH 1979. TO DATE 3,469 LICENSES HAVE BEEN ISSUED. ONCE THE DATA FROM THE REGISTRATION HAS BEEN TABULATED AND STUDIED, CHECKPOINTS AND CONTROLS ON COCA MOVEMENTS LIMITED OFFICIAL USE

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WILL BE ESTABLISHED. BOLIVIAN LAW PROVIDES THAT COCA MERCHANTS CAUGHT DEALING IN COCA WITHOUT HAVING A REGISTERED LICENSE SHALL BE PENALIZED BY THE SEIZURE AND DESTRUCTION OF THE PRODUCT AND ON A SECOND OFFENSE THEY WILL BE SUSPENDED AS COCA MERCHANTS.

THE OUTLOOK GENERALLY FOR IMPROVED CONTROLS ON COCA IS GOOD, BUT MAJOR IMPROVEMENTS ARE NOT EXPECTED UNTIL AFTER AUGUST 1979, WHEN AN ELECTED GOVERNMENT IS SCHEDULED TO TAKE OVER.

4. ILLICIT PRODUCTION (OR DIVERTED LEGAL PRODUCTION) IS SOLD TO PROCESSORS WITHIN LOCAL OR IN THE SANTA CRUZ, COCHABAMBA AND LA PAZ AREAS WHO CONVERT THE COCA TO BASE, SULPHATE TO BASE, SULPHATE OR HYDROCHLORIDE. BASE AND CHLORIDE ARE CHanneled INTO THE INTERNATIONAL ILLICIT MARKET BY A WIDE VARIETY OF MEANS BY BOTH BOLIVIANS AND FOREIGN NATIONALS.

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NATIONALITY GROUPS IN THE TRAFFIC, IN ROUGH ORDER OF IMPORTANCE ARE: (A) COLOMBIANS, (B) AMERICANS, (C) ARABS, (D) BRAZILIANS, (E) ARGENTINES (NOTE ABSENCE OF PERUVIANS). A FEW ARE CHILEAN AND ECUADORIAN.

PRICES (AVERAGE) DELIVERED IN BOLIVIA: COCAINE HCL
US \$5,000 A KILO; COCAINE BASE US \$2,000 A KILO.

5. A. COCA IS MOVED TO LABS ALMOST EXCLUSIVELY BY
TRUCKS ON HIGHWAYS AND ROADS.

B. THERE IS VERY LITTLE ILLICIT EXPORT OF LEAF COCA
ALTHOUGH SOME DOES GO TO LABS IN ARGENTINA. ALMOST ALL
PROCESSING IS DONE IN BOLIVIA. PREVIOUSLY MOST COCAINE WAS
PROCESSED TO THE FINAL PRODUCT, HCL, BEFORE EXPORT. THIS
IS STILL TRUE FOR MOST TRAFFICKERS EXCEPT COLOMBIANS. AS
BOLIVIANS ARE BEGINNING TO ADULTERATE THE HCL AND COLOMBIANS
DEMAND HIGH QUALITY, AND SINCE IT IS MORE AND MORE DIFFI-
CULT FOR COLOMBIANS TO BUY COCAINE IN PERU BECAUSE OF EN-
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FORCEMENT ACTION THERE, COLOMBIANS ARE BUYING EVER-LARGER
QUANTITIES OF BOLIVIAN BASE FOR CONVERSION TO HCL IN COLOM-
BIN LABS.

C. THERE ARE NO INDICATIONS OF COCA OR COCAINE ENTER-
ING BOLIVIA.

EXIT ROUTES IN ROUGHT ORDER OF IMPORTANCE:

PRIVATE AIRCRAFT: TO BRAZIL, ARGENTINA AND PARAGUAY:
50 PERCENT;

COMMERCIAL AIRCRAFT: IN ALL DIRECTIONS: 20
PERCENT;

TRUCKS: ARGENTINA, PARAGUAY AND CHILE;

TRAIN: TO BRAZIL (PUERTO SUZREZ);

RIVER BOATS: TO BRAZIL.

QUANTITY ILLEGALLY EXPORTED IS ESTIMATED AT 48,000 KILOS
ANNUALLY IN UNKNOWN PROPORTIONS OF BASE AND HCL.

D. THERE IS NO INDICATION OF DRUG TRANSSHIPMENT
THROUGH BOLIVIA.

E. (SEE C ABOVE) MOST COCAINE LEAVES THE COUNTRY TO
ANY DESTINATION VIA COMMERCIAL AND PRIVATE AIRCRAFT FROM LA
PAZ AND SANTA CRUZ. COCA GROWN IN THE AREAS OF YUNGAS AND
CHAPARE IS PROCESSED IN ALOCAL LABS OR SENT TO MORE SECURE
LAB SITES THROUGHOUT THE COUNTRY. THESE ARE GENERALLY IN
THE AREA FROM WHICH THE COCAINE WILL BE LEAVING.

B. LOCAL DRUG ABUSE DURING 1970.

(1) EMBASSY HAS SO FAR BEEN UNABLE TO OBTAIN DATA ON 1978
ON LOCAL ADDICTION AND HOSPITALIZATION, ALTHOUGH IT WAS RE-
QUESTED SEVERAL WEEKS AGO. WE WILL PROVIDE THE INFORMATION
AS SOON AS AVAILABLE. FOLLOWING ARE 1978 FIGURES ON ARRESTS AND
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PROSECUTIONS, ETC.:

COCAINE TRAFFICKERS AND PROCESSORS HELD FOR PROSECUTION: 614

KILOGRAMS OF SUPHATE SEIZED: 169

KILOGRAMS OF COCAINE HYDROCHLORIDE SEIZED: 67

CLANDESTINE COCA-PROCESSING INSTALLATIONS DISCOVERED: 87

FOUND GUILTY, TOTAL: 309

MINORS ARRESTED; DRUG ABUSE/USERS (UP TO 18 YRS.): 95

MINORS ARRESTED; COCAINE TRAFFIC (UP TO 18 YRS.): 20

MINORS FOUND GUILTY: 1

MINORS UP TO 16 YEARS OF AGE MAY NOT BE FOUND GUILTY UNDER BOLIVIAN LAW. NORMALLY THEY ARE HANDLED BY JUVENILE AUTHORITIES--COUNSELED AND/OR PLACED IN CUSTODY OF PARENTS. GENERALLY, MARIJUANA AND/OR DERIVATIVES ARE AT THE TOP OF THE ABUSE LIST BY YOUTH IN BOLIVIA, FOLLOWED BY PILLS, COCAINE AND OTHERS.

(2) BOLIVIA IS NOT CONSIDERED A DRUG VICTIM COUNTRY TO DATE. IN THE SANTA CRUZ AREA THE USE OF COCAINE IN CIGARETTES IS VERY POPULAR. THE USE OF COCAINE IN SOME NIGHT-LIFE CIRCLES AND IN THE JAILS HAS BEEN DETECTED. NO HARD FIGURES ARE AVAILABLE AT THIS TIME.

(3) THE DNSP HAS TWO DEPARTMENTS CONCERNED WITH DEMAND REDUCTION: (A) NATIONAL INSTITUTE FOR INVESTIGATION OF DRUG ABUSE (INIF): THIS DEPARTMENT IS RESPONSIBLE FOR TREATMENT, REHABILITATION AND INVESTIGATION OF DRUG ABUSE. INIF HAS 12-BED CAPACITY FOR INTERNED PATIENTS. COUNSELING AND OUT-PATIENT SERVICE IS CARRIED OUT DAILY. (B) DEPARTMENT OF EDUCATION: THIS DEPARTMENT GIVES CONFERENCES AT SCHOOLS, CLUBS, GROUPS, ETC. ON THE ILL EFFECTS OF DRUG ABUSE ON THE INDIVIDUAL AS WELL AS SOCIETY IN GENERAL.

C. SIGNIFICANCE OF DRUG PRODUCTION AND DRUG DEMAND IN BOLIVIA'S ECONOMY:

BASED ON THE DNSP CROP REGISTRATION SURVEY, THERE ARE SOME 12,500 COCA GROWERS, PLUS TRADERS, TRANSPORTERS, WHOLESALERS
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AND RETAILERS. WITH 11,000-12,000 MT CHEWED, CONSUMED AS TEA OR LEGALLY EXPORTED, THE LEGAL PORTION OF THE COCA BUSINESS IS IMPORTANT TO BOLIVIAN AGRICULTURE. WITHIN THIS MARKETING PATTERN, HOWEVER, RETURNS TO PRODUCERS AND TRADERS ARE A NORMAL FUNCTION OF SUPPLY AND DEMAND. COCA FOR ILLICIT USES IS PURCHASED ALONGSIDE THAT FOR LEGAL USE IN THE PRIMARY MARKETS AND IT IS ONLY AFTER IT IS DIVERTED TO ILLI-

CIT CHANNELS THAT PROFITS BEGIN TO SOAR. FOR MOST GROWERS,
AND PROBABLY FOR MOST OTHERS IN THE LEGAL MARKETING CHANNELS,
COCA IS GOOD BUSINESS, BUT NOTHING MORE.

EMBASSY HAS NO HARD INFORMATION ON MONEY FLOWS IN THE
ILLICIT TRADE. REFERRING TO OUR BALLPARK ESTIMATES, IF
8,000 MT OF COCA IS AVAILABLE FOR DIVERSION TO ILLICIT USE,
WE MIGHT ASSUME THAT 48,000 KILOS OF BASE AND HCL MAY BE
EXPORTED ANNUALLY.

(1) COST AND PROFIT ON ONE KILO OF BASE: SIX DRUMGS OF
COCA (360 LBS. OR 163 KILOS) AT US \$150 TO 300, DEPENDING
ON THE MARKET. PLUS A LITTLE KEROSENE: MAXIMUM COST
ABOUT US \$400 PER KILO. GOING PRICE FOR BASE (SULPHATE)
IS ABOUT US \$2,000 PER KILO, LEAVING A PROFIT OF \$1,400.

(2) COST AND PROFIT ON A KILO OF HCL: TO THE ABOVE
COSTS, ADD ABOUT US \$100 PER KILO FOR ADDITIONAL CHEMI-
CALS, FOR A MAXIMUM COST OF ABOUT US \$500 PER KILO. GOING
PRICE FOR HCL IS ABOUT US \$5,000 PER KILO, LEAVING A PRO-
FIT OF \$4,500.

THE PROPORTIONS OF BASE AND HCL EXPORTED ARE NOT KNOWN. IF
A 50-50 RATION IS ASSUMED, WHICH IS NOT UNREASONABLE:

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PROFITS FROM EXPORTS:

24,000 KILOS OF BASE PER YEAR US \$38,400,000

24,000 KILOS OF HCL 108,000,000

TOTAL PROFIT \$146,400,000

REGRETFULLY, WE HAVE NO HARD INTELLIGENCE YET ON THE FLOW AND DISPOSITION OF THESE FUNDS. DEA HAS INDICATIONS, HOWEVER, THAT A LARGE PART IS DEPOSITED IN US OR EUROPEAN ACCOUNTS AND NOT FED BACK INTO THE BOLIVIAN ECONOMY.

D. LEGAL:

A BOLIVIAN GOVERNMENT COMMISSION APPOINTED IN NOVEMBER 1977 TO DRAFT A REFORMED NARCOTICS LAW COMPLETED ITS WORK IN 1978. THE DRAFT LAW REDUCES THE RANGE OF PENALTIES FOR CERTAIN NARCOTICS OFFENSES, BUT STILL PERMITS STIFF SENTENCES FOR SERIOUS CRIMES SUCH AS TRAFFICKING. IN ADDITION, CERTAIN NORMAL DEFENSE MOTIONS DENIED BY THE PRESENT LAW TO NARCOTICS DEFENDANTS ARE REINSTATED IN THE DRAFT, WHICH ALSO ALLOWS A KIND OF BAIL IN CASES OF SIMPLE POSSESSION. THE DRAFT HAS NOT BEEN PROMULGATED FOR LIMITED OFFICIAL USE

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GATED AND THE PRESENT INTERIM GOVERNMENT HAS LET IT BE KNOWN THAT NO ACTION WILL BE TAKEN UNTIL AFTER THE JULY ELECTIONS WHEN ALL LEGISLATION WILL HAVE TO BE CONSIDERED BY THE ELECTED CHAMBER OF DEPUTIES. THEREFORE, NO EARLY ACTION ON THE DRAFT LAW IS EXPECTED.

THE JUDICIAL BRANCH, IN NARCOTICS CASES AS WELL AS IN ANY OTHER, CONTINUES TO BE EXTREMELY ARCHAIC AND SLOW. IT IS NOT UNUSUAL FOR TRIALS TO LAST TWO OR THREE YEARS OR MORE. THE LAW PROVIDES VERY STIFF PENALTIES FOR ALL KINDS OF NARCOTICS OFFENSES AND NO BAIL. HOWEVER, WEALTHY AND INFLUENTIAL OFFENDERS ARE FREQUENTLY ABLE TO AVOID, IN LARGE MEASURE, THE MORE RIGOROUS SANCTIONS OF THE LAW.

THE AUTHORITY GIVEN TO JUDGES TO GRANT MEDICAL PASSES TO PRISONERS IS CONSTANTLY ABUSED THROUGH BRIBES OR OTHER INFLUENCE, ESPECIALLY IN SANTA CRUZ AND LA PAZ. EMBASSY EFFORTS TO HAVE THIS STOPPED, EVEN THOSE OF GOB AUTHORITIES THEMSELVES, HAVE ONLY BEEN PARTIALLY SUCCESSFUL.

THERE IS NO LEGAL USE OF HEROIN IN MEDICAL TREATMENT IN BOLIVIA.

3. ENFORCEMENT AGENCIES:

IN 1973 BOLIVIA PROMULGATED THE NATIONAL ACT FOR THE CONTROL OF DANGEROUS SUBSTANCES. THIS DECREE CALLED FOR A BROAD APPROACH TO NARCOTICS CONTROL AND PROVIDES FOR A NATIONAL DRUGS COUNCIL AND A NATIONAL DIRECTORATE FOR THE CONTROL OF DANGEROUS SUBSTANCES(DNSP) TO DIRECT AND COORDINATE THE OVERALL EFFORT. THE DNSP, A DEPENDENCY OF THE MINISTRY OF INTERIOR, CONSISTS OF VARIOUS BRANCHES WORKING ON ALL ASPECTS OF NARCOTICS CONTROL INCLUDING THE ILLICIT TRAFFIC IN AND USE OF DRUGS, CONTROL OF COCA LEAF CULTIVATION AND DISTRIBUTION AS WELL AS DRUG ABUSE PREVENTION, EDUCATION, THREAT-

MENT AND REHABILITATION. IN MID-1976, THE DNSP STAFF NUMBERED 170, OF WHICH 49 WERE ENGAGED IN ENFORCEMENT OPERATIONS. BY LIMITED OFFICIAL USE

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DECEMBER 1978 THE STAFF HAD INCREASED TO 390 OF WHICH 133 WERE ENFORCEMENT PERSONNEL.

AN INCREASE IN THE INVESTIGATIVE FORCE TO AT LEAST 200 TRAINED AND EQUIPPED MEN AND WOMEN IS EXPECTED BY THE END OF 1979. AT PRESENT, DNSP HAS 19 LOCATIONS WITH MOST OF THE PERSONNEL AND COMMODITIES ASSIGNED TO THE FOUR MAIN CITIES IN BOLIVIA. WITHIN THE ENFORCEMENT BRANCH IS THE COCA REGISTRATION AND LARKETING CONTROL GROUP, NOW CONCU DCTING THE LICENSING AND REGISTRATION OF COCA MERCHANTS.

(L) GOB CUSTOMS HAS AN AGREEMENT TO COOPERATE WITH DNSP IN NARCOTICS CONTROL. CUSTOMS HAS THE RESONPSIBILITY TO MAKE INITIAL INVESTIGATIONS, GATHER INFORMATION, TURN OVER DETAILS TO THE DNSP AND TO COOPERATE AND COORDINATE WITHIN THE LIMITS OF THEIR AUTHORITY. COOPERATION BETWEEN THE TWO AGENCIES, HOWEVER, IS STILL AT A BEGINNING LEVEL. DNSP IS DEVELOPING INTO A CAPABLE NARCOTICS CONTROL INSTI-TUTION, BUT MUCH MORE NEEDS TO BE DONE. A SMALL DRUG DETEC-TOR DOGPROGRAM WAS STARTED IN 1978 AND IT IS GROWING. UN-FORTUNATELY, TRAFFICKERS THAT ARE ARRESTED BY DNSP AND WHO EXERT INFLUENCE OFTEN ARE FREE IN A SHORT TIME. INTELLI-GENCE WORK IS AT A LOW LEVEL. POLITICAL AND ECONOMIC FACTIONS CONTINUE TO INFLUENCE STRONGLY HOW FAR DNSP CAN GO IN ENFORCEING EXISTING NARCOTICS CONTROL LAWS. (END LOU)

F. TRAINING NEEDS:

THE US IS THE ONLY COUNTRY WHICH HAS PROVIDED TRAINING FOR DNSP AND BOLIVIAN CUSTOMS PERSONNEL. IN-SERVICE TRAINING BY GOB CUSTOMS HAS COVERED APPROXIMATELY FIVE COURSES IN NAR-COTICS CONTROL. DNSP IMPLEMENTED A NARCOTICS INVESTIGATION AND CONTROL SPECIALIZATION COURSE FOR DNSP OFFICERS IN THE POLICE SCHOOL FOR SPECIALIZATION IN 1978. IN-SERVICE TRAIN-ING BY BOLIVIAN HAS BEEN MINIMAL, BUT THEIR TRAINING CAPABILITY IS IMPROVING.

ADDITIONAL TRAINING FROM US SOURCES IS RECOMMENDED ON THE FOLLOWING SUBJECTS:
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(1) INTELLIGENCE GATHERING WITH EMPHASIS ON THE NEED TO DISSEMINATE TO OTHER AGENCIES;

(2) SYSTEMS OF INVESTIGATIVE REPORTS RECORDS-KEEPING, WITH EASY RETRIEVAL. THESE RECORDS WOULD BE IN ADDITION TO CASE REPORTS (ARRESTS, ETC.) WHICH WOULD INCLUDE ALL TYPES OF INFORMATION COLLECTED. SUCH DATA MAY NOT BE OF IMMEDIATE CASE-ORIENTED VALUE, BUT MAY BE OF LATER TACTICAL OR STRATEGIC INTELLIGENCE VALUE;

(3) COOPERATION AND COORDINATION WITH NVIGHBORING COUNTRIES;

(4) PROGRAMMED FOLLOW-UP FOR THE ABOVE THREE, OTHERWISE IMPLEMENTATION WILL BE LONG TIME AWAY;

(5) DEMAND REDUCTION: A TRAINING PROGRAM FOR TEACHERS SO THEY CAN ANWERE QUEESTIONS ON DRUGS INTELLIGENTLY.

G. ARREST AND SEIZURE STATISTICS: SEE SECTION B AND PART I.

H. CROP SUBSTITUTION PROGRAMS:
UNDER THE "AGRICULTURAL DEVELOPMENT IN COCA ZONES PROJECT," THE MOST INTERESTING 1978 DEVELOPMENTS RELATED TO COFFEE. HIGH QUALITY COFFEE FOR BLENDING PURPOSES IS ONE VIABELE ALTERNATIVE CROP FOR COCA IN THE TWO COCA PRODUCTION ZONES OF BOLIVIA. PROFITABILITY FOR SMALL FARMERS IS PRESENTLY LOW BECAUSE OF TWO VARIABLES: (1) LOW PRODUCTIVITY AS A RESULT OF POOR TECHNICAL PRACTICES, OR LACK OF KNOWLEDGE OF IMPROVED

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ACTION ARA-15

INFO OCT-01 IO-14 ADS-00 AID-05 CIAE-00 INR-10 JUSE-00
NSAE-00 CTME-00 INM-05 TRSE-00 ICA-11 NSC-05
OES-09 OMB-01 AGRE-00 HEW-04 DODE-00 /080 W
-----101937 070310Z /73

R 041350Z APR 79
FM AMEMBASSY LA PAZ
TO SECSTATE WASHDC 5602
INFO AMEMBASSY BOGOTA
AMEMBASSY
USMISSION GENEVA
DEA HQS WASHDC

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ALSO FOR AID

PRACTICES AND (2) PRESENT OLIGOPOLISTIC EXPORT MARKETING PRACTICES OF A FEW POWERFUL COFFEE EXPORTERS WHO BUY SMALL FARMERS' COFFEE BEANS AT RIDICULOUSLY LOW PRICES. PRODUCTION: DURING 1978 THE UNIVERSITY OF FLORIDA AGRONOMISTS DEMONSTRATED THAT BOLIVIAN SMALL-FARM COFFEE GROWERS CAN EASILY INCREASE PRODUCTIVITY PER HECTARE FROM THE PRESENT AVERAGE OF 18 HUNDREDWEIGHT TO 40 OR MORE WITHOUT SIGNIFICANT INCREASES IN SCARCE CAPITAL INPUTS. THE BASIC INPUTS REQUIRED ARE GENERALLY THOSE OF THE FARMER'S AND HIS FAMILY'S LABOR AND INVOLVE A PACKAGE OF EASILY-TAUGHT TECHNICAL PRACTICES.

EVEN GREATER YIELDS CAN BE OBTAINED PER HECTARE WHEN A MINISTRY OF AGRICULTURE PROGRAM TO DISTRIBUTE IMPROVED COFFEE VARIETY SEEDS AND PLANTS EXPANDS IN THE NEXT TWO TO FOUR YEARS, AND LOW-COST PRODUCTION CREDIT IS MADE AVAILABLE TO SMALL FARMERS FOR MODERATE APPLICATIONS OF CHEMICAL FERTILIZERS, HERBICIDES, PESTICIDES, ETC.

MARKETING: THE MISSION PROVIDED FUNDS IN 1978 FOR A COFFEE-LIMITED OFFICIAL USE

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MARKETING IMPROVEMENT FEASIBILITY STUDY WHICH SHOWED CONCLUSIVELY, AFTER A TEST EXPORTATION OF A SHIPMENT OF SMALL-FARMERS' COFFEE FROM THEIR COOPERATIVE IN THE YUNGAS TO WEST GERMANY, THAT COFFEE IS A VERY VIABLE ALTERNATIVE TO COCA. SMALL FARMERS ARE PRESENTLY LOSING ABOUT \$289 PER HECTARE FOR COFFEE HARVESTED AT THE PRESENT AVERAGE PRICE THEY MUST TAKE FROM ITINERANT BUYERS OF APPROXIMATELY \$12 PER HUNDREDWEIGHT OF GREEN COFFEE. PART OF THIS LOSS IS ATTRIBUTED TO THE LOW PRODUCTIVITY PER HECTARE, PART TO THE POOR UNGRADED QUALITY OF THEIR OFFERING, PART TO THE FACT THAT FARMERS DO NOT INCLUDE FAMILY LABOR EXPENDED AS A COST, BUT MOST TO THE ACCEPTANCE OF THE LOW PRICES OFFERED BY OLIGOPOLISTIC BUYERS.

GIVEN PROPER HARVESTING, DEPULPING, DRYING, GRADING AND STORING TECHNIQUES, BOLIVIA COFFEE IS IN VERY HIGH DEMAND IN WORLD MARKETS. ITS QUALITY FOR BLENDING PURPOSES IS EQUAL TO SIMILAR TYPES FOUND IN OTHER COUNTRIES IN LATIN AMERICA OR AFRICA. UNFORTUNATELY, SMALL BOLIVIAN COFFEE GROWERS ARE NOT NOW SHARING IN THE RETURN POSSIBLE FOR THEIR PRODUCT BECAUSE OF BARRIERS IN THE PRESENT MARKETING SYSTEM.

COMPARISON WITH COCA: BASED ON PRESENT COCA YIELDS AND PRICES IN THE YUNGAS, THE TYPICAL SMALL COCA PRODUCER RECEIVES A NET INCOME OF APPROXIMATELY \$205 PER HECTARE. THUS, IF INSTITUTIONAL MARKETING CHANGES CAN BE EFFECTED FOR COFFEE, SO THAT THE SMALL FARMER OR HIS MARKETING ORGANIZATION CAN SELL DIRECTLY TO THE DOMESTIC AND INTERNATIONAL MARKETS, AND IF COCA PRICES REMAIN AT PRESENT LEVELS, SMALL FARMERS COULD

EARN 2 1/2 TIMES MORE PER HECTARE FOR COFFEE THAN FOR COCA.

IF PRODUCTIVITY FOR COFFEE IS INCREASED TO 40 HUNDRED-
WEIGHT PER HECTARE, TAKING INTO CONSIDERATION NECESSARY IN-
CREASES IN PRODUCTION COSTS TO ACHIEVE THIS AVERAGE YELD,
AND GIVEN THE FACTORS MENTIONED IN THE PARAGRAPH ABOVE, NET
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INCOME PER HECTARE FOR COFFEE COULD INCREASE TO \$1,235
AT PRESENT WORLD PRICES FOR BLENDING COFFEES PRODUCED
IN BOLIVIA. OTHER ALTERNATIVES TO COCA: THE MISSION, WORKING WITH
UNIVERSIT OF FLORIDA SPECIALISTS AND OTHER SPECIALIZED
MARKETING CONSULTANTS, INTENDS TO COMPLET SIMILAR STUDIES
AS THAT DESCRIBED FOR COFFEE ABOVE, FOR FOUR OTHER PRO-
MISING ALTERNATIVES TO COCA IN 1979. THESE ARE COCAO FOR
CHOCOLATE, ORIENTAL TEA, CITRUS FRUIT AND OTHER SELECTED
TROPICAL FRUITS AND SPICES.

I. COMMODITIES--END USE UTILIZATION:

DURING 1978, THE NARCOTICS CONTROL UNIT RECEIVED THE FOL-
LOWING COMMODITIES FOR USE BY DNSP IN THEIR COUNTRYWIDE
OPERATIONS:

VEHICLES:	2	OPERATIONS
VEHICLE SPARE PARTS:	7	LOTS MAINETNANCE
RADIO PARTS, ANTENNAE, ETC.:	17	COMMO CENTER & POSTS
CALCULATORS:	2	COCA REGISTRATION
RECORDER, CASSETTES:	2	OPERATIONS/INTEL
TAPE, CASSETTE:	20	OPERATIONS/INTEL
TV MONITORS (VTR):	2	TRAINING
POLAROID CAMERAS AND FILM, ETC.:	2	COCA REGISTRATION & CONTROL
LOGOS 2-2:	4	" " "
CAMERAS W/ZOOM LENS:		OPERATIONS/INTEL

TRANSPORTATION AND COMMUNICATIONS MAINTENANCE IS ADEQUATE.
COMMUNICATIONS MAINTENANCE IS ON COUNTRY-WIDE PLANNED SER-
VICE AND MAINTANANCE PROGRAM. THE RESULT IS BETTER SERVICE
AND SHORT DOWN TIME FOR REPAIRS. THE NEED FOR QUALIFIED
TECHNICIANS AND ELECTRICIANS IS PROGRAMMED FOR THE AMOUNT
OF EQUIPMENT ON HAND. SPECIALIZED TRAINING IS PROGRAMMED
TO MEET THE NEEDS OF COMMUNICATIONS EQUIPMENT IN THE PIPE-
LINE. DOWN TIME FOR REPAIRS BECOMES A PROBLEM WHEN SPARE
PARTS ARE NOT AVAILABLE IN BOLIVIA AND WE HAVE TO ORDER
THEM FROM THE U.S.

VEHICLE MAINTENANCE: THE MAINTENANCE CENTER IN LA PAZ IS
RESPONSIBLE FOR MOST MAJOR REPAIRS AND SPARE PARTS COUNTRY-
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WIDE. THE MAINTANANCE CENTER DOES ALL OF THE PREVENTIVE

MAINTANANCE AND REPAIRS IN LA PAZ, DNSP HEADQUARTERS.
MINOR REPAIRS AND PREVENTIVE MAINTENANCE ARE DONE IN THE
RESPECTIVE POSTS OR SITES WITH THE NECESSARY SUPPORT FROM
LA PAZ. AS WITH COMMUNICATIONS EQUIPMENT, DOWN TIME BECOMES
A PROBLEM WHEN SPARE PARTS ARE NOT AVAILABLE LOCALLY.

NO SIGNIFICATNT NON-NARCOTICS USE OF COMMODITIES HAS
BEEN NOTED.

J. TREATMENT/REHABILITATION/PREVENTION PROGRAMS:
SEE SECTIONS III AND IV, B AND E. EMBASSY DOES NOT HAVE
FURTHER INFORMATION TO ADD AT THIS TIME, BUT WILL SEND WHEN
IT IS RECEIVED FROM INIF. MEDIA RESOURCES ARE AVAILABLE
FOR DEMAND REDUCTION ACTIVITIES BUT NOT BEING EMPLOYED IN
AN ORGANIZED WAY AT PRESENT.
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