

Multilateral
Evaluation
Mechanism
MEM

Bolivia

Evaluation of Progress in Drug Control

Organization of American States – **OAS**

Inter-American Drug Abuse Control Commission – **CICAD**

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1999
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2000

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Organización de los Estados Americanos – OEA
Comisión Interamericana para el Control del Abuso de Drogas – CICAD

Organization of American States – OAS
Inter-American Drug Abuse Control Commission – CICAD

Organização dos Estados Americanos – OEA
Comissão Interamericana para o Controle do Abuso de Drogas – CICAD

Organisation des Etats Américains – OEA
Commission Interaméricaine de Lutte Contre l'abus des Drogues – CICAD

NATIONAL ANTI-DRUG STRATEGY

Bolivia has a National Anti-Drug Strategy entitled the 'Dignity Plan' covering supply reduction, demand reduction, control measures, institutional framework, budget and an evaluation system. The evaluation system is being perfected in individual stages and areas with international cooperation. The Plan was launched in 1998, is in effect until 2002 and has its main legal basis in Law No. 1008.

Bolivia has a central coordinating authority entitled The National Council to Fight Illicit Drug Trafficking (CONALTID) which coordinates the activities in the fields of demand and supply reduction, control measures and information. Established by Law No. 1788 and Supreme Decree 24885 of 1997. This entity does not have its own budget, but has legal authority to make use of funding from seized assets and international sources.

Bolivia has ratified the United Nations Convention Against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988 and has acceded to the United Nations Single Convention on Narcotic Drugs of 1961 and the United Nations Convention on Psychotropic Substances of 1971. It has ratified the Inter-American Convention Against Corruption and the Inter-American Convention Against the Illicit Manufacturing of and Trafficking in Firearms, Ammunition, Explosives and other Related Materials. It has not signed the Inter-American Convention on Mutual Assistance in Criminal Matters.

Furthermore, it has national laws and regulations in conformity with international conventions. It has specific legislation with respect to money laundering and chemical substances in accordance with CICAD Model Regulations. Draft legislation on the control of firearms, ammunition and explosives is currently being considered by Congress.

The competent Bolivian authorities maintain documents and statistics on demand reduction, supply reduction and control measures. An integrated system is in place for collecting and maintaining drug-related statistics and documents, and all relevant national institutions have sectoral documents relating to this area. In addition, there are documents and statistics on the societal impact of drugs.

Recommendations

1. **Initiate procedures that enable Bolivia to participate in and apply the Inter-American Convention on Mutual Assistance in Criminal Matters.**

2. Promote activities aimed at incorporating the provisions contained in the CICAD Model Regulations in developing the new law on the control of firearms, ammunition and explosives.
3. Continue efforts to enable Bolivia to achieve its goal of breaking out of the coca-cocaine vicious circle by 2002, and establish a mechanism that makes it possible to sustain the present levels of success backed by national initiatives and international cooperation.

DEMAND REDUCTION

Bolivia has implemented parts of its national plan and programs throughout the country. Bolivia has a National Drug Demand Reduction Strategy in the form of a 1998-2002 National Prevention and Rehabilitation Plan. This plan contains two National Programs on Prevention and Rehabilitation. In turn, these Programs contain subprograms on communication, research, social participation, education and training, and the strengthening of rehabilitation centers.

There is a National System of Drug Abuse Prevention Projects¹ mainly targeting schools, municipalities and the family unit. At present, the only current program on "Drugs in the Workplace" is being tested in the private sector.

In addition, Bolivia has adopted the United Nations Declaration on the Guiding Principles of Drug Demand Reduction and its Plan of Action.

There is no overall body of regulations specific to treatment and rehabilitation organizations, although basic standards for care exist in each center. Treatment and rehabilitation programs are available at all levels and modalities. There is no service that provides early detection and outreach. However, "licenses" for Rehabilitation Centers are being processed based on parameters such as technical capabilities and infrastructure. There is a significant treatment presence with 53 rehabilitation centers. General and psychiatric hospitals handle detoxification and withdrawal, while rehabilitation centers utilize a variety of treatment models and approaches.

Furthermore, there are many therapeutic communities for this purpose. Specialized training for professionals in drug abuse prevention and treatment consist of a variety of specialized courses for professionals who are in turn delivering education programs to various groups. These include programs delivered in schools; programs in the various branches of the Military and training volunteer groups. In addition, over the past several years, people have been sent abroad to access specialized training in prevention and rehabilitation work.

1 See Bolivia's Government comments on page 9.

Bolivia has measured the prevalence of drug use in a consistent and comprehensive manner since 1992. There have been comparative studies and national household surveys in urban and rural areas. Research on prevention programs is currently being done on a project basis in three different regions. There are prevalence studies that are being utilized to develop and expand data systems and other specialized programs. The average age of first use of any illicit drug² is given as 18,2 years, with 16,6 years for inhalants and 19,9 years for cocaine. The annual incidence of new drug users ranges from 0,17 per 100 for cocaine use to 0,47 per 100 for marihuana use. No studies have been conducted to evaluate the impact of drug abuse prevention, treatment and rehabilitation programs.

Recommendations

1. **Extend prevention programs to include prisoners, prison officers and out of school youth.**
2. **Develop and implement “Drugs in the Workplace” programs in the public sector.**
3. **Develop and implement standards of care in treatment and rehabilitation programs to cover all centers.**
4. **Conduct studies to assess prevention, treatment and rehabilitation programs for drug users.**

SUPPLY REDUCTION

There were 9.801 hectares of surplus illicit coca cultivation in Bolivia as of December 1999³, with a significant trend towards reducing such cultivation, through voluntary abandonment, manual eradication, and alternative development programs for these crops. In 1999, 15.350 hectares of coca crops were eradicated, 1.646 hectares were abandoned, and 800 hectares of new crops were established, resulting in net eradication totaling 16.199 hectares. This meant that the total area of such crops was reduced from 26.000 hectares to 9.000 hectares from 1998 to 1999, a decrease of more than 60% in the total surface area under cultivation.

As a result of this variation in cultivated surface area, estimated potential drug production was reduced from 150 metric tons to approximately 70 metric tons during the same period. Bolivia reports that a total of 2.116 coca base and cocaine laboratories were destroyed.

² See Bolivia's Government comments on page 9.

³ See Bolivia's Government comments on page 9.

One of the main pillars of the Bolivian Strategy to Fight Drug Trafficking is Alternative Development, which is implemented via programs and projects targeting areas producing surplus coca. This pillar directly or indirectly benefits roughly 38.000 families engaged in coca production, and the importance of international cooperation to ensure the sustainability of these programs must be emphasized.

Bolivia has independent bodies for the control of pharmaceuticals and controlled chemical substances for which the Ministry of Health and Social Welfare and Ministry of Government, respectively, are responsible. There are systems to estimate legitimate annual needs for chemical substances and pharmaceuticals, for which Bolivia uses an estimate mechanism. In addition, the Ministry of Health and Social Welfare is responsible for monitoring and regulating the prescription and dispensing of pharmaceutical drugs.

Bolivia has a permanent mechanism for the exchange of operational information, under the Ministry of the Interior, Vice Ministry of Social Protection; it is responsible for the control of chemical substances. An additional mechanism governing pharmaceutical products is constituted by the Unified Medicine and Chemical Control System (UNIMED), under the Ministry of Health and Social Welfare. In addition, a Unified Monitoring and Supervision System for medicines and chemicals is being developed.

In 1999⁴, 343.495 liters of controlled liquid substances and 128.349 kilograms of solid substances were seized.

There are national laws and regulations for penal and civil sanctions against the diversion of pharmaceuticals and controlled chemical substances. A total of 1.327 penal sanctions were imposed regarding controlled chemical substances.

Bolivia replied to all notifications received in the area of international controlled substance transactions and requests that pre-export notifications be made through the RETCOD system of CICAD. As for pre-notifications, the country has received five, all of which were responded on time.

Bolivia's efforts to eradicate illicit crops are acknowledged which, for the first time, have resulted in the abandonment of such crops. It has a system to estimate legitimate needs for chemical substances used by legal industries, and has an appropriate state infrastructure that enables it to exchange operational information nationally and internationally. It also has provisions to sanction the diversion of controlled chemical substances and clearly defined bodies for the control thereof.

4 See Bolivia's Government comments on page 10.

CONTROL MEASURES

The Government of Bolivia has established law enforcement, judicial, and administrative agencies responsible for the investigation, control and elimination of illicit drug trafficking. The implementing agencies are the Special Force to Fight Drug Trafficking (FELCN), the Attorney General's Office, the Controlled Substance Court and the Office of the Comptroller General of the Republic.

The country has mechanisms in place for effecting cooperation, coordination and the exchange of information among its national authorities and also with other countries in accordance with international agreements. Such mechanisms are without prejudice to treaties and conventions that seek to promote the provisions of the Anti-Drug Strategy in the Hemisphere.

Bolivia reports 1.989 drug seizures in 1999⁵, and the following Table presents the quantities and drug types seized:

Drug Type	Unit	Quantity
Coca Leaf	Kg.	64.026
Cocaine base	Kg.	6.889
Cocaine Salts (hydrochloride)	Kg.	807
Cannabis Plants	Kg.	2.160

The Government of Bolivia also provided data regarding activities aimed at combating drug trafficking as follows:

Crime Type	Number of Arrests
Trafficking	561
Possession	692
Use	195
Chemical Substances	617
Persons detained in pursuit of investigative inquiries	1.383

The following Table presents Government of Bolivia data on the number of persons charged with drug trafficking:

Crime Type	Number of Persons Charged	% of Total Arrests
Drug Trafficking	529	15%
Trafficking in Chemical Substances	798	23%

5 See Bolivia's Government comments on page 10.

No data were provided on the number of persons convicted. However, Bolivia does specify that most persons sentenced in courts of first instance have filed regular and special appeals, so that such convictions cannot be regarded as final judgments.

Pursuant to the obligations and commitments emanating from the 1988 United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances, four requests were made for international cooperation to investigate and prosecute of these offenses, to which four replies were received.

Bolivia has national laws and regulations to criminalize the illicit manufacture of firearms, ammunition, explosives and other related materials. The country has ratified the Inter-American Convention against the Illicit Manufacturing of and Trafficking in Firearms, Ammunition, Explosives and Other Related Materials, and this Convention has been incorporated into domestic law pursuant to Law 1915 of November 26, 1998.

Bolivia has established administrative control measures to prevent offenses relating to firearms, ammunition and related materials and to seize, confiscate and forfeit such firearms, ammunition, explosives and other related materials.

Bolivian law does not define illicit trafficking in firearms as an offense. However, there is a provision under the Crimes Against Public Safety Penal Code sanctioning trade in firearms.

In Bolivia, there are mechanisms in place for recording importation, exportation and transit of firearms, ammunition and explosives. There are no provisions for recording the manufacture of firearms, since the Government of Bolivia states that no such factories exist.

No persons were charged with the illicit manufacture of firearms, as this is not classified as an offense in Bolivia.

The Government of Bolivia has conducted 205 firearms, ammunition and explosives seizure operations and also reports a total of 304 arms seized. This includes 140 hand weapons, 164 shoulder weapons, and 78.509 other materials. Bolivia provides no data regarding the identification of the origin or disposal of the seized firearms, explosives and related materials. There were no requests for international cooperation to investigate or prosecute the illicit manufacture and trafficking of firearms and related materials.

The Government of Bolivia has a legal system that criminalizes money laundering and allows for the freezing, seizure and forfeiture of such assets and an administrative framework (Supreme Decree 24771 of July 31, 1997) with controls to prevent this illicit activity.

The Financial Intelligence Unit (FIU) —a unit of the Office of the Banking and Financial Entity Superintendent—is a central agency responsible for financial

investigation and receiving, requesting, analyzing and transmitting relevant information to the competent authorities. In Bolivia, there are legal provisions requiring that financial institutions report suspicious and unusual transactions to the competent authorities.

At present, persons have been charged but not convicted for laundering illicit earnings.

The National Seized Goods Office is the government agency responsible for the management and administration of assets seized or forfeited as a result of illicit drug trafficking.

No persons were arrested, charged or convicted for money laundering, and Bolivia received no requests for international cooperation in investigating and prosecuting money laundering during the period under review.

Recommendations

1. Pass laws that criminalize the illicit manufacture of firearms.
2. Create a database on the types and quantities of firearms confiscated or forfeited in connection with illicit drug trafficking.
3. Create a database on the identification of the origin of and routing employed for the firearms, explosives, and other related materials seized.
4. Operate a register centralizing data on persons arrested, charged or convicted as a result of money laundering activities.

HUMAN, SOCIAL AND ECONOMIC COST OF DRUGS

Estimating Human, Social and Economic cost of the drug problem in all of its manifestations constitutes a complex process. This information is relevant to each country's understanding of the magnitude of the drug problem. This would enable each country to appreciate the direct and indirect cost in proportion to their Gross National Product or national annual budget. Because many countries have difficulty in providing these estimates, CICAD is proposing a hemispheric-wide program involving training and technical assistance, which should assist the country in its effort in confronting the drug problem and fulfilling this indicator's requirements.

Recommendation

1. Develop the capacity to estimate the human, social, and economic cost of the drug problem.

SUMMARY OF RECOMMENDATIONS

CICAD recommends that Bolivia's anti-drug efforts be strengthened by addressing the following:

1. Initiate procedures allowing Bolivia to participate in and apply the Inter-American Convention on Mutual Assistance in Criminal Matters.
2. Promote initiatives to permit the incorporation of the provisions contained in CICAD Model Regulations in developing the new law on the control of firearms, ammunition and explosives.
3. Continue efforts to enable Bolivia to achieve its objective of breaking out of the coca-cocaine vicious circle by 2002, and establish a mechanism that make it possible to sustain the present levels of success backed by national initiatives and international cooperation.
4. Extend prevention programs to the municipalities to include prisoners, prison officers and out of school youth.
5. Develop and implement "Drugs in the Workplace" programs in the public sector.
6. Develop and implement standards of care in treatment and rehabilitation programs covering all centers.
7. Develop studies to evaluate programs of prevention, treatment, and rehabilitation on the use of drugs.
8. Pass laws that define the illicit manufacture of firearms as a criminal offense.
9. Create a database on the types and quantities of firearms confiscated or forfeited in connection with illicit drug trafficking.
10. Create a data base on the identification of the origin of and routing employed for the firearms, explosives, and other related materials that were seized.
11. Operate a register centralizing the above data on persons arrested, charged or convicted on money laundering offenses.
12. Develop the capacity to estimate the human, social, and economic cost of the drug problem.

FOOTNOTES

- The following represents updated information by the Government of Bolivia on the 21st of November 2000:

1. *Vice Ministry of Foreign Relations
Directorate of Special Matters*

Bolivia has a National System of Projects for the Prevention of the illicit use of drug mainly aimed at the schools, municipal and family sectors through preventive sessions.

Currently has designed a project for the prevention of drugs in the schools for the primary, secondary, alternative and normal curriculums for the year 2001.

It has been able to coordinate the Municipal System for Prevention in 36 municipalities. It also works with 195 children defense groups where it has trained 2.300 employees.

2. *The average age of first use of any illicit drug is 17,7 years; 15,8 years for inhalants and 19,2 for cocaine. The annual incidence of new consumers of drugs goes from, 0,65% per 100 inhabitants for cocaine in the urban areas, up to 1,37% for 100 inhabitants for marihuana.*

- The following represents updated information by the Government of Bolivia on the 13th of December 2000:

3. *Vice Ministry of Alternative Development—Eradication of Coca
in the Chapare, 2000 Administration (As of December 13, 2000)*

Month	Eradicated Coca (Has)						Remnant to Eradicate (Has)	Eradicated Seedbeds (Mt ²)
	Old (Has)	%	New (Has)	%	Total (Has)	%		
13 of Dec.								7.501,99
January	48,06	37,1	51,50	62,9	129,58	100,0	7.371,44	813,00
February	202,50	37,9	331,49	62,1	533,99	100,0	6.837,45	4.038,00
March	260,40	37,1	442,35	62,9	702,75	100,0	6.837,45	4.282,00
April	188,48	27,7	490,83	72,3	679,31	100,0	5.455,39	3.889,00
May	128,18	20,1	508,06	79,8	636,24	100,0	4.319,15	3.889,00
June	111,05	18,5	551,03	83,5	672,08	100,0	4.147,07	2.470,00
July	140,09	16,5	710,36	83,5	658,45	100,0	3.296,02	3.960,00
August	98,36	14,5	581,15	85,5	680,01	100,0	2.616,61	3.564,00
September	125,79	18,7	548,60	81,3	674,39	100,0	1.942,22	3.137,00
October	108,29	13,8	688,44	86,4	796,73	100,0	1.145,49	3.701,00
November	81,76	9,2	802,23	90,8	383,99	100,0	261,49	4.086,00
December	37,00	11,1	295,17	88,9	332,17	100,0	-70,68	1.973,00
Total 12/13/00	1.530,46 Has.		6.041,21 Has.		7.571,68 Has.			39.249,00
	20,2%		79,8%		100,0%			

Coca Surplus in the Country to be Eradicated (Has)

Coca Surplus for January 2000 (as of January 2000)	
* Chapare-Cochabamba	7.501,00
* Yungas-La Paz	2.300,00
Total Coca Surplus Chapare and Yungas	9.801,00
Eradicated Coca as of 12/13/00	7.571,68
Total Coca Surplus in the Country to be Eradicated as of 12/13/00	2.229,32

Date of Preparation: December 14, 2000. SOURCE: DIRECO.

4.

*Vice Ministry of Social Defense
Ministry of Government
Results Obtained in the 2000 Administration
From January to December 11 - FELCN*

Description	Units	Total
Solid Substances	Kgs.	221.081,00
Liquid Substances	Ltrs.	220.852,00

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Description	2000
Operations	3.530
Factories Destroyed	641
Pools Destroyed	813
Refinement Labs	3
Recycling Labs	3
Arrested	3.368

Seizures	Units	2000
Cocaine Base	Grs.	4.914.440,00
Cocaine	Grs.	535.939,00
Marihuana	Grs.	3.671.134,00
Heroine	Grs.	—
Total Drug Seized	Grs.	9.121.513,00

Note: Data from December 1st through the 11th of December is preliminary.