

FINAL REPORT

on

**"An Evaluation of the USAID/Bolivia
Narcotics Awareness Program"**

Contract No. PDC-0085-I-00-6098
Work Order No. 26

Submitted To:

USAID/Bolivia

Submitted By:

DEVELOPMENT ASSOCIATES, INC.
2924 Columbia Pike
Arlington, VA 22204
(703) 979-0100

August 1988

TABLE OF CONTENTS

	<u>Page</u>
EXECUTIVE SUMMARY	
I. INTRODUCTION.	1
A. Background	1
B. The USAID/Bolivia Narcotics Awareness Program.	3
1. Narcotics Awareness (511-0592).	3
2. Narcotics Education (511-0588).	3
3. Narcotics Trust Fund (511-0570)	4
C. The Scope of Development Associates' Evaluation.	4
II. PROGRAM MANAGEMENT AND ORGANIZATION	7
A. SEAMOS	7
B. CONAPRE/COTENMI.	15
C. Trust Fund Agencies.	18
D. CESE	19
E. Summary.	20
III. COMMUNICATIONS AND TRAINING ACTIVITIES.	22
A. SEAMOS	22
B. CIEC - Human Resources Development	27
C. Narcotics Trust Fund	32
D. Prospective Activities	36
E. Summary.	39
IV. RESEARCH ON DRUGS IN BOLIVIA/DEVELOPMENT ASSOCIATES CIEC OPINION SURVEY.	41
A. Previous Research.	41
B. The Development Associates/CIEC Opinion Survey	43
C. Principal Findings	45
1. General Awareness	46
2. Knowledge of Drugs.	49
3. SEAMOS Recognition.	52
D. Summary of Survey Results.	55
1. General Awareness	55
2. Knowledge of Drugs.	56
3. SEAMOS Recognition.	56
V. CONCLUSIONS AND RECOMMENDATIONS	58
A. Introduction	58
B. Conclusions.	58

C. Recommendations	64
1. Institution-Building	64
2. Monitoring Drug Prevalence	68
3. Development of a Drug Information, Education and Communications Strategy	69
4. Summary	71

APPENDIX A

Questionnaire

EXECUTIVE SUMMARY

USAID/Bolivia has developed a multi-faceted narcotics awareness program which seeks to:

- raise the levels of awareness of the drug problem in Bolivia among the general public;
- provide through its awareness efforts a factual picture of the drug problem to Bolivians in order to foster their better understanding of the problem;
- mobilize the private sector in Bolivia to develop and carry out nationwide awareness and education campaigns against the drug problem; and
- in line with the broader aims of AID agency-wide efforts, foster support for the aim of internationalizing the fight against drug production, trafficking and use.

Development Associates conducted a midterm evaluation of the USAID/Bolivia drug awareness program that emphasized (as instructed by USAID/Bolivia) an examination of the central focus of that program, SEAMOS, but touching as well on other relevant aspects of the program.

A. Overall Conclusions

Based on a detailed analysis of the projects funded, supported by the data drawn from the Development Associates/CIEC opinion survey, the Evaluation Team felt that the efforts to date of USAID/Bolivia in the area of drug awareness have been generally successful. Those efforts have resulted in:

- The establishment of a private organization, SEAMOS, dedicated to promoting awareness of the drug problem and the need to prevent drug abuse.
- The conduct, through SEAMOS, of a national media campaign.
- The establishment, through SEAMOS, of a program of small grants and of a training program (conducted by CIEC) which has begun an effort at community outreach.
- The existence of awareness of the drug problem on the part of the population of the three major metropolitan areas, although that awareness cannot be directly linked to specific activities of the USAID/Bolivia program.

- The existence of a skill base and accumulated materials in such areas as television documentaries, news reporting and graphic production -- all related to the development of awareness of the drug problem.

All of these results form the basis for future USAID/Bolivia activities regarding the drug problem.

The Evaluation Team also identified certain areas of concern which require attention in the future. These include:

- SEAMOS has largely concentrated on a single area of activities, mass communications, directed at an undifferentiated general public. It has to diversify its means of communication and more carefully target its audience.
- SEAMOS and the institutions associated with it require greater training in the necessary skills to perform their functions. They also would benefit from technical assistance not available in Bolivia in such areas as use of the media, evaluation of information and education programs, planning and program design of drug prevention programs.
- SEAMOS and the institutions associated with it need to expand the functions they perform to areas not presently covered including provision of training and technical assistance, program evaluation, and networking outside the country.
- USAID/Bolivia's overall drug awareness effort created a number of elements (SEAMOS, Mas Alla de Los Hechos, Editorial MEC, etc.) which need to work together in a more coordinated fashion, delivering a set of related messages to targeted publics, thus reinforcing their impact.

These concerns need to be taken into account in future USAID/Bolivia activities in drug awareness.

B. A Strategy for Drug Awareness

To build on the efforts made to date and to take into account the concerns expressed above, the Evaluation Team believes that a three pronged strategic approach is required. That approach assumes that the overall aims of the USAID/Bolivia program remain constant.

Given the present situation, to fulfill these aims, USAID/Bolivia has to promote the following elements which taken together will insure the effectiveness and longevity of its drug awareness efforts by building a firm

institutional base, with the capacity to monitor and understand the changing complexion of the problem and with commitment to a coordinated effort to meet that shifting challenge. Specifically, those elements are:

- A successful long-term effort at drug abuse awareness requires the establishment of an institutional base or bases for drug abuse awareness activities. That base has to have certain components. It requires a core staff, knowledgeable in the techniques of drug abuse prevention (use of information and education for limiting interest in drug consumption). Additionally, that staff has to possess the capacity to manage a program, to secure funding for that program, and provide the required financial and programmatic monitoring of that program.
- The agency has to develop a long-range strategy for its activities relating program aims to staff needs, funding and other institutional elements. The institution has to provide or be able to arrange for the provision of training to staff members, outreach workers, community groups and others who will participate in drug prevention programs. The agency should also possess or have access to the latest literature on the subject, both from within the country and outside the country, through the creation and maintenance of a documentation center. The institution has to be able to reach out and form networks with other agencies seeking to work in drug abuse prevention, providing those agencies with support in the form of training and technical assistance.
- There has to be an adequate basis for understanding the nature and extent of drug abuse in the country. That understanding comes from the conduct of regular, scientifically valid epidemiological surveys, using comparable categories.
- There has to be an overall action plan for the provision of information and education, i.e., a communications strategy, which serves to coordinate the various agencies and organizations seeking to act in the area of drug prevention.

C. Recommendations

Development Associates believes that the next stage in advancing an effective approach to the drug problem in Bolivia involves the implementation of this broad strategy.

1. Institution-Building

In the area of institution-building, the principal component would be the provision of long-term institutional support for SEAMOS and the organizations dependent on it (e.g., CIEC, Amanecer, CEMSE, San Martin de Porras, etc.). Provision of that support would require the development of a long-term plan for SEAMOS (three to five years) which would focus on

DEVELOPMENT ASSOCIATES, INC.

staff/development, development of appropriate prevention support services (documentation center, evaluation capability), community outreach, networking, and above all, the capacity for SEAMOS to provide training and technical assistance to other agencies.

To date, SEAMOS has developed largely without reference to any outside models, with a senior staff that has no skills or experience in the direction of a national drug prevention program. That staff would benefit from training through observational visits and other modes in specific aspects of their overall task, e.g., program design, program evaluation, community outreach (including management of community outreach). Some of that training is best delivered as interactive technical assistance by outside experts who would, in effect, provide one-on-one, on-the-job training. This is of particular importance because SEAMOS' small senior staff needs to perform certain basic functions as it learns about those functions.

Training should include observation visits and short courses where appropriate both in the United States and elsewhere in Latin America. Such training visits should include USAID personnel involved in monitoring awareness projects as well as project personnel.

To a far more limited extent, USAID should endeavor to strengthen CONAPRE/COTENMI by providing training opportunities (in conjunction with those provided to SEAMOS) for its personnel, and technical assistance and funding for specific programs at the national or regional level which would reinforce the efforts being made through SEAMOS.

USAID/Bolivia should amend the project paper to design this long-term process of institution-building.

USAID should take into account the following specific recommendations:

SEAMOS

- The staffing structure of SEAMOS should remain relatively small, and avoid the creation of a large bureaucratic organization. Technical expertise in various areas can be obtained through short-term contracts with experts with the exception noted below.
- Visits by SEAMOS and COTENMI staff should be arranged to drug abuse prevention programs in other Latin American countries such as CEDRO in Peru, and to the United States.
- SEAMOS should create an in-house training unit that consists of three to five professional trainers. This unit would conduct training-of-trainers activities and provide assistance to local organizations in planning and setting up drug abuse prevention programs.
- In order to provide the organization with a broader range of internal resources, SEAMOS should form a "speakers bureau."
- A Drug Abuse Prevention Documentation Center should be established that would provide programs and practitioners with technical materials and other resources that are specifically oriented to drug abuse prevention. The Documentation Center could be housed in SEAMOS but also could be located in CIEC, CESE or COTENMI.
- SEAMOS should adopt a more systematic approach in planning and conduct of its media campaigns. SEAMOS should pre and posttest campaign messages. Basic audience research should be conducted prior to investing any major time or funds. Finally, it is recommended that SEAMOS adopt a multi-media approach using both mass media techniques and inter-personal communications/social skills training modalities.
- SEAMOS should integrate its communications efforts into an overall communications strategy.
- SEAMOS should contract with CIEC to monitor their drug abuse prevention programs, collect data on each program, and systematically begin to identify promising and effective practices in the field.

CIEC

- In general, CIEC should continue to have a training role in the overall drug abuse prevention efforts of USAID/Bolivia and the activities of SEAMOS.
- CIEC's capabilities as a research organization should be strengthened.

- If an institutional support grant is awarded by USAID/Bolivia to SEAMOS, the budget should include funds for CIEC to hire additional professional staff with expertise in research, and ideally experience in some facet of drug abuse prevention and education.
- Part of CIEC's research should assist SEAMOS in investigating alternative methods of drug abuse prevention appropriate to the Bolivian context.

2. Monitoring Drug Prevalence

To provide the required data on the nature and extent of drug abuse in Bolivia, an entity has to be funded to conduct periodic surveys, analyze and publish the resulting data. That entity has to have the capacity to develop questionnaires using categories that are scientifically valid and insure comparability year to year and preferably from country to country to permit effective monitoring of the drug problem.

Development Associates recommends that USAID/Bolivia consider funding such an activity through CONAPRE/COTENMI with suitable safeguards to insure (1) that CIEC be made the responsible agency for actually undertaking the survey; (2) that outside technical assistance be provided to CIEC to help train its staff in instrument design, given as limited experience in the field; and (3) that arrangements be made to assure that the resulting data is made available to all agencies that can benefit from such information.

3. Development of a Drug Information, Education and Communications Strategy

Strategic planning for communications, i.e., the development and implementation of an overall communications strategy which would involve both activities of SEAMOS and those to be financed through the Trust Fund should be carried out in the following manner:

- USAID/Bolivia should bring in an outside consultant team to work with SEAMOS in the development and finalization of the communications strategy which would form the basis for future action in the field. That outside consultant team would provide guidance on the most effective utilization of messages and media to reach the audiences targeted as well as planning appropriate evaluation methods to track results and adjust planning.

- Once the strategy is finalized, the agencies designated in the strategy to carry out specific components would implement their part of the plan, with the assistance of the agency designated to monitor the plan.
- USAID/Bolivia would provide additional assistance to the implementation process as required.
- These activities should be initiated as soon as feasible.

4. Summary

USAID/Bolivia's program to date has been successful. It has funded activities, above all in the private sector, which have contributed to a general awareness of the drug problem and has as a consequence laid the foundation for a more thorough understanding and commitment to increased drug prevention activity. The next step as detailed in the recommendations made by Development Associates is to expand this foundation through a process of institution-building, monitoring the nature and extent of the problem and coordination of activities among the various private and public entities. Development Associates believes that those recommendations will lead to a more profound understanding of the issues and a more lasting basis for effective Bolivian action on the drug problem in the future.

0147y/8/88

I. INTRODUCTION

Development Associates, Inc., a private management and governmental consulting firm, was contracted by USAID/Bolivia to conduct an evaluation of the Mission's Narcotics Awareness Program under an Indefinite Quantity Contract (PDC-0085-I-00-6098). The evaluation consisted of two parts: a review of the operations of the agencies engaged in narcotics awareness activities and an opinion survey regarding narcotics awareness. The review was carried out by a three-person team from Development Associates during the period of March 28 through April 30, 1988. The survey was designed by Development Associates and conducted under its direction by the Center for Interdisciplinary Community Studies (CIEC), a Bolivian research organization.

A. Background

The traditional use of coca leaves by the indigenous population, i.e., chewing of leaves and blending into teas and medicines, is a legal practice in Bolivia. However, the processing of these leaves into coca paste and then into cocaine hydrochloride crystals (HCL) is not legal nor part of the traditional practice.

As a major producer of coca leaves, Bolivia has a surplus production estimated at about 100,000 metric tons beyond its estimated legal and traditional requirements. This surplus, converted into cocaine, has given rise to an enormous growth in the production and trafficking of cocaine, and consequently, has had deleterious effects on Bolivia's economy.

The coca industry has produced dramatic changes in the country's labor market and demographic structures including, for example, the migration of the poor to major coca-producing regions for employment. The decline of the Bolivian tin mine industry has further increased this migration pattern. In addition, there has been an increased level of cocaine and coca paste abuse in Bolivia, fueled in part by a drop in the price of the substance, the practice of paying workers in coca paste processing facilities (pisadores, etc.) in kind which has led to a greater availability of coca paste in the country as well as other social and psychological factors yet to be fully explored in the Bolivian context.

Although the prevalence of drug abuse appears to be increasing in Bolivia during the past several years, this phenomenon is relatively new to this country, and consequently, treatment and rehabilitation resources are limited.

USAID/Bolivia identified a series of constraints to dealing effectively with the narcotics problem including a lack of information and awareness by Bolivians about the dimensions of the problem. In addition, institutional and managerial weaknesses within the private and public sectors have limited their capacity to undertake effective awareness campaigns. Likewise, cultural and social factors that define coca as a traditional crop, for example, have impeded the formulation of national policies and strategies to combat illicit drug production, trafficking and consumption. Finally, the narcotics industry represents a significant segment of the Bolivian economy, with the production of cocaine hydrochloride estimated to have a value of US\$1.7 billion at this time.

USAID/Bolivia development strategy focuses on activities that support and strengthen Bolivia's democratic and constitutional process, economic stabilization and recovery, as well as narcotics control. As part of the narcotics effort, several strategies have been adopted including coca eradication and control, social and economic development projects, and narcotics awareness efforts.

The narcotics awareness program, which is the topic of this evaluation, is aimed at developing public understanding about the drug problem in Bolivia and consequently increasing the Government of Bolivia (GOB) commitment to effective narcotics control. More specifically, the program is intended to create public support for narcotics control efforts in Bolivia, and establish a broad base of political pressure that will persuade the GOB to initiate and maintain narcotics control efforts. As such, one of the fundamental objectives of the narcotics awareness program is to stimulate the "internalization of support for the resolution of the growing narcotics problem in Bolivia."

To achieve that objective, the narcotics awareness program provides funding for a variety of projects which seek to fulfill two main purposes:

- To organize public opinion in support of narcotics control efforts; and
- To develop awareness of the problem of drug abuse in Bolivia as a means of creating a climate of support for narcotics control efforts.

Development of awareness for both purposes is premised on conveying a factually-based public understanding of the nature and extent of drug production, trafficking and consumption in Bolivia.

B. The USAID/Bolivia Narcotics Awareness Program

To achieve these purposes, the USAID/Bolivia narcotics awareness program consists of several distinct elements that focus on different aspects of the drug abuse problem. Briefly, the major elements are as follows:

1. Narcotics Awareness (511-0592)

USAID/Bolivia awarded a specific support grant to the Sistema Educativo Antidroga y de Movilizacion Social (SEAMOS) which is part of a larger private sector organization, the Confederation of Bolivian Businessmen (CEPB). The total USAID funding was \$1,150,000 over a two-year period for the following specific activities:

- National Media Campaign
- Human Resource Development
- Community Mobilization
- Small Grants for Other Drug Abuse Prevention Programs

This project has been in operation since January 1987 and is a major focus of Development Associates' narcotics awareness program evaluation.

2. Narcotics Education (511-0588)

This element consisted of financial support for the creation of the inter-ministerial agency (CONAPRE/COTENMI) that was designated to develop a national plan for drug abuse prevention. Funding was shifted from a dormant activity inside the Ministry of Interior. The support went to conduct a series of seminars on the national plan and to supplement staff salaries for

the coordinating group. The original allocation was \$250,000 over a one-year period of which a total of \$190,000 was disbursed by the project termination date of December 31, 1987.

3. Narcotics Trust Fund (511-0570)

The Narcotics Trust Fund, administered directly by the Mission, funded three long term projects, namely: Illimani de Comunicaciones which produced around 70 TV documentaries; News Agency FIDES, completed in January 1988; and Editorial MEC which is scheduled to be completed July 1988. These three projects focused on social communications and the production of various media messages aimed at informing public opinion regarding the narcotics problem in Bolivia. They were part of an effort to develop an infrastructure for delivering messages as well as being originators of messages.

C. The Scope of Development Associates' Evaluation

Development Associates' evaluation of the USAID/Bolivia Narcotics Awareness Program focused above all on examining the operations of SEAMOS, the principal agency supported by USAID/Bolivia. Evaluations were also conducted in a far more limited fashion of the other projects supported by the Mission. An estimate was also developed of the impact of these efforts as indicated by measures of public opinion in Bolivia.

Three basic types of data were collected by the Development Associates team:

- data regarding the operations of the programs being reviewed, with a heavy emphasis on SEAMOS' activities and management capacities;
- data regarding the content, format and form of the messages conveyed by the programs; and
- data regarding the impact of these programs on Bolivian public opinion.

Data regarding program operations and message content were obtained through a review and analysis of program materials, focused interviews with key program

staff and media production personnel, and the review of USAID/Bolivia project files. The data on public opinion impact were obtained through the survey conducted by the Center for Interdisciplinary Community Studies (CIEC).

That survey was conducted under the technical supervision of the Development Associates Team Leader who designed the survey questionnaire and worked closely with CIEC in the finalization of the instrument, formatting of survey items, developing sampling procedures, and scheduling the implementation of the survey. The results are discussed in Chapter IV.

A series of specific questions guided the design and implementation of the narcotics awareness program evaluation. These questions which concern the work of SEAMOS were as follows:

Process Questions:

- Did the projects achieve their goals and objectives as originally stated?
- Did the projects carry out the specific activities mentioned in their respective agreements and to what extent?

Impact Questions:

- Were the projects successful in conveying the message that drug abuse is a major problem in Bolivia?
- Were the projects effective in conveying factual, scientific information about drug use/abuse in Bolivia?
- Were the projects able to change attitudes about drug abuse and production?

To the extent permitted by the data, the evaluation also was to address these more specific questions:

- Were there defects in the design or implementation of the projects?
- Did the activities have a favorable or unfavorable impact on attitudes towards U.S. goals and objectives in Bolivia?
- Which activities appeared to be most effective in conveying information and producing positive attitude shifts?

- Which activities appeared to be least effective?
- Which organizations and institutions appeared to be most effective in achieving the narcotics awareness goals of the program, and what criteria are appropriate for defining project success?

In order to gather the necessary data, the Development Associates team conducted site visits and collected information from the following organizations:

- USAID/Bolivia Office of Special Projects
- SEAMOS
- CONAPRE/COTENMI
- CIEC
- CESE
- MULTICOM
- FIDES
- Imprenta MEC
- Illimani de Comunicaciones
- UNFDAC
- AMANECER (Cochabamba)
- PROTELSE (Cochabamba)
- San Martin de Porres (Cochabamba)
- Proyecto de Desarrollo Alternativo de Cochabamba (PDAC)

The narcotics awareness program evaluation was greatly facilitated by the high degree of cooperation extended to the Development Associates team by the various programs. In particular, special thanks are extended to the personnel from SEAMOS, CESE, CIEC and MULTICOM for giving so generously of their time. Likewise, the technical guidance provided by USAID/Bolivia, and above all the Office of Special Projects, was important in properly structuring and focusing the evaluation.

II. PROGRAM MANAGEMENT AND ORGANIZATION

Over the past several years USAID/Bolivia has funded a number of projects in the field of narcotics awareness that were specifically intended to achieve two key purposes. First, activities were supported to mobilize the Bolivian private sector to develop and carry out nationwide narcotics awareness and education campaigns. These efforts were designed to emphasize the deleterious effects of illicit drug use and trafficking. Second, activities were funded in order to influence Bolivians of all social levels to view the production and trafficking of narcotics and the related consumption of illicit drugs as serious Bolivian problems.

Part of Development Associates evaluation included an analysis of the operational, management and technical characteristics of the various projects funded by USAID/Bolivia under its Narcotics Awareness Program during the past several years. The evaluation placed a major emphasis on the project entitled "Sistema Educativo Antidroga y de Movilizacion Social," commonly referred to as SEAMOS, because this project received a significant portion of the narcotics awareness funds.

Some data were collected from public sector projects, namely CONAPRE/COTENMI, which is the primary vehicle for the planning and coordination of nationwide drug abuse prevention and education efforts, and which has in recent years received financial support from USAID/Bolivia. Additional data was collected from three projects funded under the Narcotics Trust Fund, namely: Illimani de Comunicaciones, Agencias FIDES and Editorial MEC.

An analysis of each organization is presented below.

A. SEAMOS

SEAMOS is a non-profit organization specializing in the field of drug abuse prevention and education that is part of a larger umbrella organization, the Confederation of Bolivian Businessmen (Confederacion de Empresarios Privados de Bolivia) (CEPB). SEAMOS initially consisted of an ad hoc group of Bolivian professionals drawn from business, medicine, journalism, social welfare and the behavioral sciences.

SEAMOS received a Specific Support Grant from USAID/Bolivia in January 1987 for a total of US\$250,000 that was designated for a national campaign to prevent drug abuse. The grant itself was issued to the CEPB, who technically administer the funds on behalf of SEAMOS. A series of subsequent grant amendments approved some revisions to the original budget, and approved the format for the sub-grant agreements that were to be executed by the Confederation/SEAMOS.

In September 1987, USAID/Bolivia approved a fourth grant amendment which funded the second phase of the SEAMOS campaign and an additional US\$900,000. In total, the USAID/Bolivia obligation was US\$1,150,000 to the date of the evaluation. The second phase of the grant will expire on July 30, 1988.

Action Plan

The second phase of the action plan concentrated on four principal areas:

- Information Dissemination
- Leadership and Human Resource Training
- Community Mobilization
- Small Grants Program

To date, USAID/Bolivia has been the sole external source of financial support for SEAMOS; the CEPB has provided around \$200,000. In general, SEAMOS appears to have satisfied all of the terms of the Specific Support Grant and has effectively carried out the four key activities that were attendant to the second phase of the project. SEAMOS has been successful in establishing a network of working relationships with other organizations and governmental institutions in Bolivia that are engaged in some facet of drug abuse prevention, education and treatment. Importantly, SEAMOS has created a niche for substantive participation and leadership on the part of the Bolivian private sector.

SEAMOS' activities in the areas of information dissemination, leadership and human resource training are discussed at length in Chapter III.

Social Mobilization

Social mobilization is the third modality of SEAMOS' program. It consists of organizing special events that promote mass participation of the population. Events include sports tournaments, rock concerts, dance and music festivals and marathons. SEAMOS has organized social mobilization events in all major cities as well as a few nationwide events. One of the most successful events was the July 1987 Marathon which attracted 3,000 competitors. The objective of the event was defined as "to make the youth and general public aware of the value of sports and exercise to both physical and spiritual development and as a barrier against drug consumption."¹

As a rule, SEAMOS enlists the participation of a variety of organizations in the planning, execution and publicizing of the events. Sports associations, youth clubs, schools, media organizations and Chambers of Commerce are generally co-sponsors of the events. Mass-media coverage is usually abundant for each event.

In addition to events where they are the main organizers, SEAMOS also participates as co-sponsors of events organized by other institutions providing prizes, T-shirts, or small grants. In exchange, SEAMOS benefits from the publicity generated by the event and from the opportunity to spread its message among the participants at the event.

The evaluation team agrees that there are a number of advantages in SEAMOS' involvement in social mobilization events. The events generate considerable free publicity for SEAMOS and its message. In organizing these activities, SEAMOS enters into cooperative ventures with many agencies which then become part of SEAMOS' support network. In many cases the drug issue has become part of these organizations' agenda as a result of their involvement with SEAMOS. Importantly, creating opportunities for involvement in sports and recreational activities is in itself a practical drug abuse prevention mechanism as well as an awareness raising mechanism.

¹Article in "Presencia," July 19, 1987.

The evaluation team considers that it was appropriate for SEAMOS to make extensive use of the mass mobilization method in the initial stages of its institutional evolution when it needed to obtain visibility and a support base. However, now that its presence is well established in public opinion, SEAMOS can be more selective in choosing the events it will sponsor and, particularly, those it will take the lead in organizing. These events require investment of considerable time, effort and money and their impact does not go beyond general public awareness. As SEAMOS' educational efforts become more systematic and focus on specific themes and audiences, the need for general public events will diminish, except perhaps as means of generating financial support for the organization.

Small Grants

The SEAMOS project has been delayed in achieving the small grants objective for the second phase which established a target of ten grants. To date, according to SEAMOS' records, six of the ten grants have been actually awarded. Of these, three are fully operational.

SEAMOS cited two principal factors that have contributed to the lag in the award of the small grants. First, rigorous standards were established for the selection and funding of projects. Thus, SEAMOS has been careful in evaluating and selecting projects. Second, according to SEAMOS, there have been delays in obtaining the necessary written approvals from USAID/Bolivia. This delay was due to a misinterpretation by SEAMOS of the need for USAID/Bolivia approval. Recently, USAID and SEAMOS clarified the misunderstanding. Sub-grants are now approved by SEAMOS without reference to USAID/Bolivia, and as a consequence what was perceived as a bottleneck has been removed.

The six grants that have been approved to date are:

- CEMSE
- VIACHA
- PARROQUIA DON BOSCO
- AMANECER (COCHABAMBA)
- CASA DE LA CULTURA (SANTA CRUZ)
- ACADEMIA TAHUICHI (SANTA CRUZ)

A grant was also under consideration to San Martin de Porres of Cochabamba.

The selection of the small grants relies primarily on the judgment and recommendations of the SEAMOS core staff who typically visit each of the prospective projects as part of the project review process. Fairly detailed proposals have been submitted to SEAMOS. The final decision on funding a project is made by the SEAMOS board of directors, following the recommendations of the core staff. In a recent meeting of the SEAMOS board of directors, there was a discussion of the possibility of establishing a set of specific, public guidelines regarding small grants in order to both facilitate selection and to provide a basis for discouraging inappropriate requests.

The range of projects that have been funded by SEAMOS is broad. They include efforts directed at primary prevention among children and their parents such as CEMSE, provision of alternative activities such as the sports competitions sponsored by Academia Tahuichi and efforts at both primary and secondary prevention among street children as is the case with Amanecer.

The team made site visits to two of the projects funded under the small grants program, Amanecer and San Martin de Porres, both located in Cochabamba.

On the basis of those visits, the following was observed:

AMANECER

Amanecer is operated by the Sisters of Charity of the Order of St. Vincent de Paul. It offers shelter to boys living in the street and/or who were abandoned by their families.

The program is based on the principle that children living in isolation from caring adults are at extreme risk of abuse, maltreatment and delinquency. Most of these children have had some experience with drugs, involving both consumption and trafficking. Some of these children, according to Amanecer, are already addicted to drugs.

Amanecer is a four-tiered program. Each boy is expected to progress through each of the four stages. At the first level, children are served on the street by an outreach team. The second level involves providing children with

overnight shelter, with about 60 children served every night. Those boys that are committed to staying at the shelter on a continuing basis pass on to the third level at the Albergue San Vicente for older boys or at the Nazareth House for younger children.

Boys at the Albergue San Vicente work during the day at the home's crafts shops and go to school in the evening. Children at the Nazareth House attend school during the day and live normal home lives under the care of the Nazareth staff. Currently there are 42 children staying at San Vincente and 20 at Nazareth House.

Finally, at level four, older youths that have successfully gone through the previous three levels live at Casa Ana Marie. They are employed full time and attend evening classes. One of the 14 boys at this home is now attending the University.

The AMANECER program appears to be effective in intervening with street children and gradually integrating them into a caring and nurturing home environment, consequently contributing to the prevention of drug abuse among this high-risk group of children.

San Martin de Porres

The San Martin de Porres (SMP) Institution is operated by the Charismatic Movement of the Dominican Order in Cochabamba. Among their many works of charity, the Order operates a rehabilitation center for children that are addicted to drugs.

The rehabilitation center is housed in a building that is owned by the GOB (Direccion Regional del Menor-DURME) and presently serves 30 children. SMP is constructing a new center to house about 300 children in a suburb of Cochabamba.

At the time of Development Associates visit, it was not possible to observe any rehabilitation activity; the children were at the soccer field or watching television. There was no evidence of adult supervision or any particular care. The building was in bad condition, in need of repair and in a poor state of hygiene.

SMP recently submitted a proposal to SEAMOS for financial support to begin a drug abuse prevention program. Based on the site visit, it is Development Associates' opinion that the SMP needs to strengthen its own rehabilitation program, including the completion of the new building, and the transfer of children to that new facility. It does not appear that SMP has the resources at this time to effectively initiate a new drug abuse prevention program.

Small Grants Guidelines

SEAMOS has already indicated a concern with developing guidelines for its small grants program. The Development Associates team feels that it is important as part of an overall plan for the future that SEAMOS carry out that intent to establish a framework for small grants. In that connection, it should be concerned with the practical relationship of each grant to its overall drug abuse prevention strategy. If, for instance, SEAMOS' major concern is primary prevention, then grants should reflect that concern. Moreover, given that SEAMOS does not have unlimited resources to cover all possible requests, and given that it may have varying priorities over time, SEAMOS needs to consider whether grants are for demonstration purposes or represent long-term possibilities for program support. These types of determinations ought to be conveyed to the grantees so as to assure that their expectations regarding the grants coincide with SEAMOS' expectations. Consideration needs to be made as well of the relationship of SEAMOS' grants to other sources of support for grantees.

Efforts need to be made (as SEAMOS' board of directors has already indicated) to foster cost sharing by grantees. A further concern has to be that support from SEAMOS generates a greater interest in drug abuse prevention per se rather than merely supporting an agency to do what it already is mandated to do. For example, Amanecer is a project of the San Vicente de Paul Society, a religious order whose purpose is charitable work among the poor. The effort made by SEAMOS to support Amanecer needs always to be couched in terms of Amanecer's role in drug abuse prevention rather than as generalized support for a worthy cause. This concern with relating small grants to an overall programmatic purpose will facilitate SEAMOS efforts to, in turn, fulfill its purpose.

Organization

SEAMOS is governed by a board of directors drawn from the Confederation of Bolivian Businessmen. The SEAMOS project is staffed by a combination of full-time and part-time staff. The three senior professional staff are Dr. Jauregui (100% FTE), Dr. Carranza (100% FTE), and Dr. Palmero (50% FTE). In addition, there is a full-time mobilization specialist (Lic. Maldonado) and a coordinator in Cochabamba (Lic. Gomez).

The staffing functions appear to be informally defined. No formal written job descriptions are used; thus, the division of labor seems to have evolved over time. This arrangement, though, seems to function in terms of the project's present stage of organizational development and functions. The future development of SEAMOS will necessitate careful attention to the forms of staffing, and may necessitate more specialization of existing staff. A major concern for the future is that SEAMOS' staff have no special training in prevention skills, or for that matter, in the nature of drug abuse as a problem. Their campaign has drawn on outside resources for technical matters, but those outside resources also have their limitations (see below, discussion of CIFC in Chapter III).

Based on a review of the SEAMOS files and records, the general administrative procedures appear adequate. Detailed records are maintained by the project as documentation for all project expenditures. Bank accounts and financial records are systematically maintained by staff, with some support from the Confederation. Two signatures are required on all checks issued by SEAMOS. All expenditures, including staff salaries, are paid out of the SEAMOS account.

Expenditures for the Cochabamba office are initially reviewed by the Confederation and subsequently paid by SEAMOS. The basic financial controls for the administration of the USAID grant are in place, although in a very rudimentary fashion. Still, all the necessary elements are present.

Project Management Capacities

SEAMOS is a relatively young organization with less than two years of actual experience. During this time the SEAMOS staff have been successful in carrying out a major national campaign in collaboration with media and professional institutions in Bolivia. Importantly, the organization has been successful in creating its own niche within the larger drug abuse prevention community in Bolivia.

The organization has several distinct features that auger well for a future role in the field of drug abuse prevention that can be summarized as follows:

- SEAMOS does not provide direct services, rather it works through a network of established organizations to carry out media campaigns and operate various prevention projects;
- the organization has strong professional and administrative leadership that has effectively guided the project during its initial stages; and
- the organization has access to resources in both the private and public sectors, and has gradually established its credibility in both sectors.

The USAID/Bolivia grant has been handled judiciously by SEAMOS and each of the main components implemented in accordance with the basic plan of action. Furthermore, the SEAMOS staff have a sound understanding of the drug abuse problems in Bolivia and a genuine commitment to prevention as a means for dealing with this national problem.

B. CONAPRE/COTENMI

In the public sector, the National Council for the Prevention of Drug Abuse, commonly known as CONAPRE, is a major actor in the future planning and coordination of drug abuse prevention and education efforts within Bolivia. Established in September 1986, CONAPRE consists of the ministers of Health, Interior, Information, Education and the president of the National Council of Solidarity and Social Development (an entity headed by Maria Teresa C. de Paz Estenssoro, wife of Bolivia's president). CONAPRE is charged with the formal responsibility of coordinating efforts in drug abuse treatment and education

across sectors and disciplines. As defined in the formal decree, CONAPRE is the main mechanism for designing national policies, strategies and programs.

The National Technical Committee, known as COTENMI, is the implementing unit of CONAPRE and is responsible for putting into practice the approved policies, strategies and national programs in drug abuse prevention. COTENMI is made up of two representatives from each of the various ministries that are part of CONAPRE, i.e., Ministries of Health, Education, Information and Interior. In addition, a representative from the National Council of Solidarity and Social Development serves on the commission along with representatives of various private agencies concerned with the problem of drug and alcohol abuse, i.e., representatives of the Bolivian Red Cross, of Alcoholics Anonymous, of CESE, SEAMOS and of the Bolivian Psychiatric Society. All present members of COTENMI have either been seconded from their respective ministries to work on the commission or in the case of the private sector serve as volunteer, unpaid members of the commission. This will change in part when, as noted below, COTENMI receives its budget. COTENMI's staff appears to conduct itself in a highly professional manner in the conduct of activities such as the conference to establish a national plan that were observed by the Development Associates evaluation team.

AID provided a total of \$190,000 to CONAPRE/COTENMI for transitional financing of the entity's activities. Specifically, the funds served to provide support for the planning and conduct of seminars directed at formulating a national drug abuse prevention plan as well as to supplement the salaries of COTENMI's staff. AID also provided the services of a controller to organize and document the expenditures. A review of the accounting procedures utilized and records maintained indicated that COTENMI had more fully organized its financial records in accordance with acceptable standards for grant management. The Development Associates team feels that a similar system of accounting and control should be used for future grants to CONAPRE/COTENMI.

COTENMI has an overall operating budget from the GOB of Bs. 2,000,000 (\$870,000) for calendar year 1988. That budget covers core personnel in both the national office and the offices to be established in each of the nine

departments of the country (to be known as Regional Prevention Councils or COPRES). The personnel for the national office to be financed by COTENMI's budget include both a national director and a general coordinator, staff for five operating departments, Planning, Human Resources, Social Communication, Health Services and Social Development as well as administrative and support personnel. Each of the nine departmental offices would be provided under the budget with a core staff consisting of a departmental director, regional coordinator (medical specialist), planner, planner in social sciences and support personnel. In addition to the paid staff at the regional level, COTENMI hopes to be able to count on staff seconded from the member ministries of CONAPRE. The budget contains no funding for program activities. To date, while the budget has been authorized by the GOB, no funds have been dispersed and as a consequence no salaries to COTENMI's national staff have been paid.

Based on the National Plan for the Prevention of Drug Abuse, COTENMI will be carrying out a number of major activities that are germane to the USAID/Bolivia Narcotics Awareness Program. The principal activities that are planned can be summarized as follows:

- Organization: develop and strengthen a national network of drug abuse prevention activities.
- Research: determine the incidence and prevalence of drug abuse within a socio-economic framework to establish a sound base for planning drug abuse prevention programs.
- Human Resource Development: strengthen human resource institutions to develop plans, programs and projects and engender public support for the control of the trafficking and consumption of illicit drugs.
- Adequate Use of Time: develop mechanisms to help at-risk populations make productive use of their personal time.
- Social Communications: disseminate information and technical literature on preventive education aimed at both institutional and community groups.
- Social Participation: develop programs that promote positive life attitudes and an environment that rejects drug abuse.
- Supervision: assure the development of drug abuse prevention programs in terms of quality and quantity to achieve a drug-free society.

- Treatment and Rehabilitation: reduce the suffering, incapacitation and mortality among patients treated for drug abuse.
- Social Reinsertion: help drug abusers reach a state of sobriety through techniques and positive experiences with groups and eventually become self sufficient.

COTENMI recently conducted a national conference in Lake Titicaca to finalize a national drug abuse prevention, treatment and education plan for Bolivia. In essence, COTENMI is the working unit that handles the technical and operational details of the national plan.

Informal discussions with participants at the Lake Titicaca conference indicated that there was wide support for the national plan and the concept of having a governmental unit designated to coordinate the various drug abuse treatment, and prevention efforts. At the same time, there was some concern on the part of private organizations that the CONAPRE/COTENMI system could, at some point, be an impediment to new prevention and education efforts in light of the strong regulatory role assigned to CONAPRE in the national plan.

Similarly, the longevity of a governmental unit such as CONAPRE was another concern given the changes in personnel and policies associated with the advent of a new presidential administration.

C. Trust Fund Agencies

The specific activities of each of the trust fund agencies covered by the evaluation are discussed in Chapter III. With regard to management issues, responsibility for trust fund activities in the period covered by the evaluation rested with the Mission which obtained the services under various direct purchase contracts. In each case (Illimani, FIDES, MEC), the particular form of the contract was dictated by the nature of the service or product being secured. For Illimani, the product was television programs transmitted, in the case of FIDES, the services of an investigative reporter and in the case of MEC, the services of two graphics specialists. In the case of both MEC and FIDES, the services delivered clearly followed from and were easily accountable through the contractual mechanism established. In the case of the Illimani, such was not clearly the case. As will be discussed further in Chapter III,

production values varied in part because of the resources assigned by Illimani to overhead as opposed to direct production costs. USAID had no control over this beyond its ability to use moral suasion. In the future a mechanism for payment of television production costs such as an institutional grant that includes tighter control over the use of funds for production should be used.

D. CESE

The Campana Educativa Sobre Estupefacientes, commonly referred to as CESE, is another organization involved in the field of drug abuse prevention and that has contributed, in part, to the USAID/Bolivia Narcotics Awareness goals. While CESE was outside the scope of this evaluation, as it was not a USAID-funded project, the team briefly reviewed its activities for purposes of completing the picture of drug prevention efforts.

CESE is funded primarily through funds that are part of the U.S. Embassy's narcotics assistance program. At this time, CESE has no legal status in Bolivia and operates with an annual budget of US\$250,000 that is administered by the Public Affairs Officer (PAO) at USIS. According to available information, the CESE Director has no direct control over the USIS funds, but rather relies on guidance from USIS as to the allowable expenditure level each month.

The project staff consists of a Director, two professionals (research and rehabilitation), and a vacancy for a public relations person. Support staff consists of a secretary, driver, and research assistant.

Based on interviews with CESE staff, the project has three major programs in operation at this time:

- Development of a data bank;
- Training of trainers; and
- Operation of a hotline.

The data bank component has involved a series of CESE workshops with approximately 4,200 students participating in these discussions of drug abuse and the definition of high-risk individuals. These workshops generated the first sets of data that have been incorporated into the CESE data bank.

In terms of the second program, CESE has developed a manual and related guide book for use by children in the pre-adolescent age group of 11 to 14 years. CESE plans to develop similar types of manuals for use with adolescents and parents.

CESE has conducted training courses for school guidance counselors throughout the country. These counselors in turn train teachers in their respective schools, using the CESE manual and methodology. The head guidance counselors at each school will be conducting follow-up activities with the various teachers.

With respect to the third program, CESE has set up a telephone hotline and is now in the process of advertising the service. The hotline only operates in the La Paz area at this time. Depending on the nature of the calls, individuals are referred to appropriate agencies; e.g., Alcoholics Anonymous (AA), or are handled by the CESE psychologist. There are some plans to work with AA to create a counterpart group for drug abusers.

E. Summary

The USAID/Bolivia Narcotics Awareness Program has invested substantial funds in various drug abuse prevention and education projects, with a substantial portion of these funds allocated to SEAMOS. Within the SEAMOS project, a number of other agencies have been funded through institutional grants that focus more specifically on different aspects of prevention.

The SEAMOS project went through basically two distinct phases. The first phase centered on the planning and implementation of a national media campaign designed to create public awareness about the serious problems associated with the production, trafficking and consumption of illicit drugs in Bolivia.

The second phase shifted to a more focused strategy utilizing various social communications methodologies and community-based prevention efforts. This phase is still in progress, and in general, the planned activities have been carried out by SEAMOS. There have been some delays in the implementation of the institutional grants, but there are indications that the trajectory will be increasing during the coming weeks.

The USAID/Bolivia Narcotics Awareness Program will be working within a context of several existing private organizations such as SEAMOS and the recently adopted national plan that designates CONAPRE/COTENMI as the top public sector organization for planning and coordination. At this time, the existence of CONAPRE/COTENMI carries no immediate implications for future USAID/Bolivia narcotics awareness strategies other than continuing to maintain working relationships with this public sector entity. While the emphasis should be placed on using private sector groups to carry out major drug abuse prevention and education efforts, attention should also be given to the role of the public sector in eventually institutionalizing drug abuse prevention in Bolivia. However, from a practical perspective, the private sector would give the USAID narcotics awareness strategy comparatively stronger continuity and permanence.

With regard to the Trust fund activities, USAID has so far had considerable success in managing these activities directly. But, given USAID requirements, it will have to develop an alternative mechanism for future funding such as that offered by the Secretariat of the PL 480 program. Such an alternative needs to both provide for the required administrative controls and also permit the integration of Trust fund activities into an overall coordinated drug abuse prevention and awareness strategy, the nature of which will be discussed in greater detail in the followup chapters.

In sum, the investments made by USAID/Bolivia in the narcotics awareness projects, have been productive and well implemented. SEAMOS, the largest project supported by USAID in this area, is particularly impressive. Although it is a relatively young organization, SEAMOS has made significant gains in putting together a national media campaign and in starting to create a network of drug abuse prevention/education projects through the use of established Bolivian organizations. The programmatic contributions of the other agencies are examined in the next chapter.

III. COMMUNICATIONS AND TRAINING ACTIVITIES

The USAID/Bolivia Narcotics Awareness Program relied on the use of various social communications and training methods as a means of increasing public awareness of the drug abuse problem in Bolivia. Development Associates' evaluation thus assessed in some detail the technical adequacy of the various communications and training methods employed in order to measure the overall quality of this effort, and also to formulate recommendations on future strategies. As part of the evaluation, Development Associates interviewed staff from the various organizations that were involved in the design and production of the media messages. In addition, content analysis techniques were used to evaluate a sample of TV documentaries, short programs and publications. This assessment was complimented by the data gathered through the survey reported in Chapter IV.

A. SEAMOS

As was indicated in the previous chapters, SEAMOS (Sistema Educativo Antidrogadiccion y de Movilizacion Social) has been one of the principal vehicles used to implement the narcotics awareness activities funded by USAID/Bolivia. As part of the USAID/Bolivia grant, SEAMOS undertook a two-phased effort designed to increase public awareness of drug abuse problems.

The first phase focused on the design, production and dissemination of general messages using primarily television spots and short programs. This national campaign was aimed at establishing a foundation for subsequent activities.

The second phase, which was initiated around August 1987, employed a multi-media methodology designed to stimulate and mobilize the Bolivian community. Four distinct, yet related components were implemented that included:

- social communications;
- development of human resources;
- social mobilization; and
- institutional support grants.

General Campaign Strategy

Several observations were made by the Development Associates team with respect to the overall SEAMOS strategy. Briefly, the main observations are as follows:

- The design of the campaign followed a deliberately 'localist' approach. It does not appear that SEAMOS considered the models and experience that has been gained on similar types of efforts in countries such as Colombia, Peru and the United States. While some of these models were reviewed, a decision was made to create a "new" model, unique to Bolivia.
- The principal implementing organizations -- SEAMOS, Multicom, and CIEC -- had substantial experiences in their respective technical fields, but no real experience or track record in drug abuse prevention. The SEAMOS staff had experience in large-scale mobilization efforts such as the Red Cross (via volunteers). Multicom brought to the effort experience in managing major media campaigns for presidential candidates. CIEC's background in research and competency-based training further complemented the capabilities of the other organizations. As such, each organization brought to the campaign unique experiences and capabilities that contributed to the general success of that effort. The design of the campaign was not based on scientific research data nor was it considered a priority to obtain such data before designing the campaign. The ABC Survey produced volumes of data, but was judged to be methodologically deficient by several experts and was not as a consequence taken into account by the SEAMOS staff. Some of the data generated by the CIEC study on the characteristics of cocaine consumers was used as a reference for some of the campaign, although its focus on users rather than the general public made it of limited utility to such planning.
- In the absence of a reliable public opinion baseline, it is difficult to fully assess the effectiveness and impact of the SEAMOS media campaign. However, the opinion survey reported in Chapter IV suggests some of the impact that the campaign had at least with regard to SEAMOS' visibility.
- SEAMOS did not fully plan and design the communication strategy using such methods as audience research, selection, segmentation, message development and pre-testing. SEAMOS did not follow a scientific approach to communication planning because of a shortage of time, resources and a lack of experience in designing such campaigns. However, any future campaign strategies should employ some of these basic design and testing techniques to assure that the objectives of the strategy are achieved.

Media Selection

The primary medium utilized was television spots ranging in duration from 25 seconds to one minute. A total of 58 television spots were produced with USAID funding. In addition, three television documentaries, of 15- to 20-minute duration, were created. During the evaluation, Development Associates team viewed 30 TV spots and micro programs and all three documentaries.

Radio as a medium was used to a lesser degree, with 12 spots and jingles produced. These were mainly broadcast in La Paz and to a lesser extent in other major urban areas. With regard to the print media, there has been ample spontaneous press coverage of SEAMOS' activities and events. In addition, SEAMOS prepared 16 press announcements and graphics for distribution to national newspapers. They also developed nine publicity/informational posters for mass distribution. These posters dealt with various drug abuse prevention themes as well as advertising specific events.

In terms of resources utilized, extent of dissemination and visibility to appropriate audiences, the major medium of the campaign was clearly television, a medium most effective in urban areas. Thus, SEAMOS' campaign to date has used essentially a mono-media approach.

Overall, the emphasis placed on the use of television as the medium for initiating its national campaign appears to be appropriate. Given that Bolivia has over 30 national and local television channels, this medium can be an effective and economical method for reaching large groups of audiences, although not necessarily for reaching targeted or segmented publics.

The initial SEAMOS campaign was designed to stimulate a broad public awareness, and therefore could limit itself to the use of television. However, for future campaigns, SEAMOS will need to diversify its use of media by designing and conducting a true multi-media campaign. Media selected must be tailored to the target audience chosen and to the nature of the messages. Only through a multi-media strategy will SEAMOS be able to move from general awareness creation to more specific attitudinal and behavioral changes in the target population.

Message Content

In organizing the campaign, it appears that SEAMOS and Multicom chose to use an approach that avoided direct and emotionally provocative messages, but rather relied on an indirect approach that used a variety of themes to communicate the risks and consequences of drug abuse. According to interview data obtained by the evaluation team, both organizations felt that an aggressive campaign could have been counter productive.

Based on this approach, a series of TV spots were used over an 18-month period that dealt with six basic thematic areas:

1. Hacer Cuanto Que No Hablas Con Su Hijo?
(Value of parent-child communications)
2. Aun Es Tiempo
(It is Still Time)
3. Seamos Capaces
(Value of Being Disciplined and Capable)
4. Asi Luchamos
(Coping and Struggling with Problems)
5. Dia En La Vida De...
(One Day in the Life of...)
6. Que Vas a Ser Cuando Seas Grande?
(What Do You Want to Be When You Grow Up?)

Each television spot revolves around the life experiences, opinions and concerns of a protagonist. During the initial phase of the campaign the spots were anchored by well known public personalities including athletes, journalists, composers and beauty queens. Later, characters involved in every day situations including children, were used in various settings, e.g., talking about their futures.

As is evident from the list of themes, the topics ranged from communications within the family to plans for the future with no direct allusion to the problem of drug abuse. This dispersion of themes, in our estimation, may be confusing to audiences, making it difficult for them to fully appreciate the intended message of the spots. However, SEAMOS and Multicom minimized this potential problem by starting the campaign with a direct message in a one-minute spot on the role and purposes of SEAMOS, thus introducing the theme of drug abuse prevention and education at the onset. In addition, each spot ended with the SEAMOS logo and slogan, further reinforcing the intended message and theme.

The relatively conservative approach adopted during the initial campaign was appropriate given that SEAMOS was venturing into new territory, and the probable reactions of the public were not known. In planning future campaigns,

SEAMOS should test alternative approaches, including more direct message forms that are targeted at high-risk populations that clearly emphasize the dangers and consequences of drug abuse.

Audience Selection

The initial SEAMOS campaign used an undifferentiated approach in producing and communicating the various drug abuse prevention themes. That is to say, the various messages were not targeted at specific segments of the audience, e.g., by sex, age, occupation, or level of risk.

For a variety of reasons, including limited time, resources and technical expertise, SEAMOS relied on an approach that aimed at a broad and generalized audience. As will be discussed further in the next chapter, this approach appears to have made SEAMOS visible as a drug prevention agency.

In carrying out future campaigns, this appeal to a broad audience should be continued to maintain public interest and attention on this topic. But SEAMOS and the various communication organizations involved need to begin developing more differentiated messages and themes that are aimed at specific target groups, i.e., young male adults, parents and children, school-age children, rural youth, and similar groupings.

Likewise, an important target audience could be individuals and families that reside in coca-producing areas. Thus, the campaign would deal with both the issues of consumption and production. Again, it is important that in tailoring the messages, careful consideration be given to the cultural and psychological characteristics of the target population. The promotion of specific attitudinal changes which may lead to alterations in behavior requires detailed audience segmentation and analysis.

Technical Quality

The Development Associates team visited the Multicom studios to review television spots and related materials, as well as to discuss the background to the development of the campaign.

In general, the products were of high quality and reflected a high level of technical competence on the part of Multicom's staff. The television spots, documentaries and micro programs were prepared using state-of-the-art techniques. Their design shows a great deal of imagination.

The first one-minute television spot containing the SEAMOS campaign song performed by a choir and orchestra, with overlapping images of human situations, was impressive and delivered a potentially high-impact message.

An 18-minute segment entitled "Aun Es Tiempo" (There is Still Time), which closed SEAMOS' first phase, begins with a world-wide, macro perspective on the drug problem, and sequentially tapers the focus to the case of Bolivia and the work of SEAMOS. According to Multicom, this documentary was aired simultaneously by every television channel in Bolivia.

The Development Associates team observed that SEAMOS and Multicom had an effective working partnership, bringing together their respective expertise in education and publicity. The production of each segment or spot required extensive working sessions between both organizations, and the resultant products reflect the quality of that interaction. In conclusion, Development Associates has no concerns about the technical quality of the current production. What has been produced is of good quality and has served its purpose. However, the purpose served so far is limited, i.e., general awareness in the general public; audiences, media, messages will have to be diversified and expanded for the next stage while maintaining the same technical standards.

B. CIEC - Human Resource Development

The Center for Interdisciplinary Studies, known as CIEC, was subcontracted by SEAMOS to conduct training of human resources in drug abuse prevention. Two six-month grants were awarded to CIEC for the periods of May-October 1987 and November 1987-March 1988.

According to interviews, CIEC's basic conceptual framework in structuring its training program is that drug abuse is related to inadequate "social competency" on the part of youths who consume illicit drugs. Therefore, a

preventive program must be based on teaching social and interpersonal skills which enable individuals to more effectively cope with their social environment. This has been a common approach to the problem in the United States, but there is considerable debate as to whether or not this is the most effective way to deal with the problem.

CIEC does not directly work with youths. Instead its program is designed to train group leaders and facilitators. A main objective of the CIEC training-of-trainers is to enable participants to independently design training materials, evaluate the initial level of social competence among participants/youths, and implement a training program that emphasizes the development of interpersonal and social skills. In addition, the CIEC training provides the trainers with basic tools for evaluating the impact of their respective training efforts.

At the time of the evaluation, CIEC's training program was being conducted in La Paz, Cochabamba and Santa Cruz. According to CIEC's records, a total of 307 individuals have participated in the training program, representing 52 institutions and about 249 workshop hours.

Training Content and Methods

Two basic workshop models have been used by CIEC, namely "Aprendamos a Vivir Mejor" (Let's Learn How to Live Better) designed in 1987, and "Grupos de Crecimiento" (Growth Groups), which was developed in 1988. Most of the CIEC training materials are based on these two models.

The first workshop, "Aprendamos a Vivir Mejor," focused on the development of social skills as a medium for resolving problems, making decisions, and conducting affective communication. This workshop was primarily for school teachers, who would subsequently work with their students in developing social and interpersonal skills.

This social skill training model appears to be appropriate for the drug abuse prevention goals of the overall SEAMOS program, although followup research is needed to monitor its effectiveness. In addition, the training-of-trainers approach has the distinct advantage of a "multiplier effect" that maximizes

CIEC resources and has the potential for creating and maintaining long-term capabilities among the teachers that have participated in the program.

In contrast to drug prevention strategies that focus on the dramatic consequences of drug abuse, this training approach utilizes a social psychological framework that places an emphasis on the role of individual coping and adaptive skills as a means of preventing drug abuse. This approach borrows from the structured learning methodology (Goldstein, University of Syracuse) developed in the U.S. and field tested by CIEC in Bolivia in 1980.

The second workshop, "Grupos de Crecimiento," focuses on the development of group process skills among participants, with an emphasis on personal decision-making, problem-solving and values clarification. The methodology is based on group dynamics theory and techniques that evolved during the 1970s including human relations training, focus groups, T-groups, confrontation groups and encounter groups.

When conducted under the supervision of properly trained facilitators, these group training methods can be quite effective in helping individuals gain insights into their own interpersonal styles, values and attitudes. In terms of the overall drug abuse prevention goals of SEAMOS and the CIEC program, the use of group dynamic principles appears to be an appropriate strategy for primary prevention, i.e., for groups at no immediate risk.

A typical CIEC workshop consists of six sessions (each session lasting three hours). CIEC uses participatory methods that enable individuals to be actively involved in the learning and change process. This approach is consistent with the concept of development of social competency.

Various methods are used including role playing and feedback, training-of-trainers and simulated exercises. The program allows participants to "test" their new skills in simulated situations, focusing on the social skills and group dynamic principles that will be applied later in real-life situations. Workshops are typically concluded by having each participant prepare a training/educational plan for their respective institution.

The Development Associates team considered that the CIEC approach of developing social competence to prevent drug abuse is a long-term process. Youths that are already experimenting with drugs or are at immediate risk require a more direct approach focusing on the dangers of drugs or appealing to survival instincts. Another concern is that CIEC's sophisticated group on dynamic methods require highly skilled and motivated trainers who are not easy to recruit, particularly in a country where drug abuse prevention is just starting.

Training Materials

Three major sets of training materials have been developed by CIEC, namely:

- Aprendamos a Vivir Mejor (Let's Learn to Live Better)
- Manual de Gestion Preventiva (Prevention Management Manual)
- Grupos de Crecimiento (Growth Groups)

The first set of materials, "Aprendamos a Vivir Mejor," was described previously and uses a four-step structured learning process for planning, conducting and evaluating training session, with an emphasis on social skills.

A companion set of materials, "Manual de Gestion Preventiva" explains how to organize a drug abuse prevention training and education program. This includes procedures for conducting needs assessments, program planning, construction of flow charts, formulating problem statements, defining goals and objectives and organizing evaluation.

The manual is designed to enable participants to organize training and education programs in their own institutions, and provides them with fairly detailed samples and worksheets for the entire process, including program evaluation.

These two manuals were used during the first phase of the SEAMOS/CIEC program. The third manual, "Grupos de Crecimiento," was used during the second phase of the program. CIEC training materials reflect CIEC's bias toward the psycho-social aspects with little or no reference for example to epidemiological, or etiological aspects of the drug problem. As the training effort expands and new groups requiring training are identified, it will be necessary to diversify

the training materials. The manual includes directions on group dynamics theory and techniques, emphasizing values clarification, conflict resolution and decision-making. It is basically a group facilitators' guide, i.e., teachers, counselors, youth leaders, priests, etc.

In terms of teaching aids, CIEC also produces visual aids and makes videotape recordings of their training sessions.

Training Follow-up

CIEC places a high priority on institutionalizing the training program at each of the participating organizations through systematic follow-up and on-site assistance.

Typically, participants complete a training plan for their own institution at the conclusion of a CIEC workshop. Subsequently, the CIEC staff conducts follow-up visits to each institution and provides technical assistance in the implementation of their plans.

Frequently, the first training sessions at an institution are presented in conjunction with CIEC staff. This modeling method enables the participants to observe how each part of the workshop/training program should be implemented.

As an institution and its staff gains competence in the implementation of the training program, CIEC staff gradually disengage their direct TA involvement.

According to CIEC, drug abuse prevention training programs are now established in highly respected institutions such as the Catholic Teacher Training College, CEVIFA (Family Life Center) and at Amanecer in Cochabamba. The evaluation team did not have a chance to interview CIEC trainees. It would be useful to conduct a simple post-training survey of participants to establish the utilization of the training and identify problems in applying the skills learned. The data obtained will serve to improve the design of future training activities.

C. Narcotics Trust Fund

The USAID/Bolivia Narcotics Trust Fund has financed a number of narcotics awareness projects including Illimani de Comunicaciones, Agencia de Noticias FIDES and Editorial MEC. A total of US\$2,180,000 was allocated to the Trust fund, and at the time of the Development Associates evaluation, there was an estimated balance of US\$1,200,000. The overall purpose of these activities which included productions of documentary films for television, generation of news stories for transmission over a national news wire service and production of print materials was to generate public opinion awareness among Bolivians of the problem of drug production, trafficking and use in Bolivia and elsewhere. Each activity was run separate from the others and separate as well as from the efforts conducted by SEAMOS without reference to a coordinated communications strategy. The Development Associates evaluation team visited the three agencies funded under this activity as well as examining the materials developed by these programs.

Illimani de Comunicaciones

USAID/Bolivia and Illimani de Comunicaciones, the entity which operates TV Channel 9 in La Paz and a network of other stations and repeaters in other areas of the country entered into an agreement in 1986 to produce a series entitled "Mas Alla de los Hechos" (Beyond the Facts). The series was to be a weekly show aired in prime time (Tuesday at 10:30 p.m.). Total production contracted for consisted of 48 weekly documentaries, 24 min'-programs and a summary program. In addition, funds were provided to finance a series of eight programs on U.S. efforts to combat drug consumption and trafficking in the United States. This latter effort was coordinated with USIS. The contract ended in April 1988.

The series was produced and directed by an investigative journalist, with a long-standing reputation in his field. He is the only investigative reporter who has specialized in the topic of drug production, trafficking and use in Bolivia. His collaboration with Illimani proved to be a difficult one over the course of the series, in part, because Illimani limited the production resources assigned to the series. This had, as the producer indicated in an interview, the effect of forcing a decline in production values.

The show uses a documentary format, pointing out the environmental, social and economic problems associated with the production, trafficking and use of coca, coca paste and cocaine. It shows economic development alternatives in areas that have traditionally produced coca, documenting some of the more successful initiatives and experiences. Part of the program also includes highlights of current events that are related to the program's main theme, e.g., the assassination of a well known public figure by drug traffickers.

Importantly, Channel 9 as a consequence of this activity has the largest video library in Bolivia on cocaine production, drug trafficking and related themes, with about 70 programs in the collection. This video library is the joint property of USAID and Channel 9. It would be worthwhile to explore ways of making this resource available to other programs involved in the narcotics awareness effort.

In terms of the technical aspects of the production, several additional points are important to note:

- the production used one medium, namely television, as well as a single format (documentary) which cannot be expected to have an impact beyond that of promoting a general awareness; and
- there were difficulties in producing a documentary each week. This compressed schedule left little time for program planning, editing, or script reviews, and consequently affected the quality of the program.

Given this situation, it may be desirable to have the organization produce one program per month, and thus improve the quality of the programs. Micro programs, using footage from the monthly programs, could be aired during available prime time periods as well. This decision should be made on the basis of a broader communications strategy developed in advance of the production of the documentaries. Documentary themes could be coordinated with efforts in other media in the context of that overall strategy.

MEC Editorial

In 1976, USAID donated a full printing shop, including a high-speed rotary press, photographic equipment, and several hundred rolls of paper and ink

supplies to the Ministry of Education and Culture (MEC). However, the Ministry did not make use of this equipment, which remained stored for several years, and during this time, several pieces of equipment were lost and/or stolen. As a result of the lengthy storage time, the paper, ink and other supplies deteriorated.

In 1987, USAID contracted two professionals to renew attempts at setting the editorial print shop in motion. They were successful in recovering most of the equipment, setting up a print shop at the MEC warehouse, and training personnel in the use of the printing equipment.

In addition, MEC was persuaded to provide supplies and working capital, and more recently, a set of McIntosh computer terminals for text composition.

Thus far the MEC Editorial unit has produced close to 500,000 elementary education textbooks and teachers' manuals. The Editorial sells the textbooks to the MEC at cost. Likewise, they sell their printing services to other public and private agencies. Since their cost of printing is about a third of what a commercial press would charge, their services are comparatively inexpensive.

With the present equipment, MEC Editorial can produce a large volume of materials in a short period of time. However, according to the Editorial staff, they do need a flatbed press (ideally a four-color press) to print book covers and posters.

This type of flatbed press costs about US\$150,000. The Editorial staff is confident that it can recover the cost of this press, but is in need of some up-front financing in the form of a loan, which would be repayed through the revenues earned by the Editorial.

A USAID grant or loan to cover the cost of the flatbed press may be a worthwhile investment since the Editorial can produce printed materials for various drug abuse prevention projects at below-market costs.

FIDES News Agency

FIDES is the only national news agency in Bolivia and is owned and operated by the Society of Jesus (Jesuits). It reports national news exclusively and feeds information gathered by a team of seven reporters to clients in the six main cities of Bolivia through a direct telex connection. FIDES' clientele includes 11 newspapers, four radio channels and seven television channels.

USAID/Bolivia provided funding to FIDES over a ten-month period to systematically include the drug traffic and consumption issue in the news. USAID/Bolivia funding enabled FIDES to hire a journalist to conduct, on a full-time basis, investigative reporting on the drug problem. Each month FIDES issued between 20 and 25 articles which were published at the client agencies discretion. Between 40 and 50 articles were published every month by FIDES client agencies.

The contract agreement between FIDES and USAID/Bolivia was completed at the end of January 1988, and both parties have expressed satisfaction with the work accomplished. The Development Associates team reviewed the files of articles produced by FIDES and was able to confirm the value and extent of coverage achieved. Although there is no way to confirm it, the Development Associates team feels certain that FIDES contributed to the visibility this subject now enjoys in the mass media, particularly in the press.

USAID/Bolivia will have to decide whether to enter into a new contract agreement with FIDES. The decision needs to be taken in the context of the overall communication strategy to be developed. The Development Associates team feels that as an interim measure, FIDES should receive short-term support (e.g., six months) in response to an appropriate proposal from FIDES to provide news coverage. Furthermore, FIDES should be encouraged to develop more in-depth investigative reporting on drug-related topics rather than merely providing daily reporting of current events. Such reporting could be coordinated with efforts in other media (e.g., television documentaries).

D. Prospective Activities

The Development Associates evaluation team examined various projects which had not as yet been funded either as sub-grants of SEAMOS or as separate projects (e.g., through the Trust fund). These projects ought to add additional elements to a coordinated effort at developing a continuing effort at narcotics awareness and drug abuse prevention.

PROTELSE

The Development Associates team met with a group of media producers in Cochabamba who utilize the title "Productores de Television y Servicios Educativos" (PROTELSE). This group has produced a number of educational videos and audio-visual presentations for broadcast and closed circuit telecasts as well as short educational soap operas.

During 1987, PROTELSE filmed a 25 episode soap opera under the title "Oro Verde" dealing with the issues of production, consumption and trafficking of cocaine. According to the staff, soap operas enjoy one of the highest audience shares of any TV programs in Bolivia; hence, PROTELSE decided that this would be an ideal channel for disseminating messages to the public on the serious consequences of drug use and traffic. The soap opera format allows for an approach to the subject matter that is global in nature, including all its components, e.g., family, culture, migration, labor, violence.

The plots and subplots of the soap opera "Oro Verde" are meant to illustrate the consequences of the drug problem in the life of individuals and families of various social strata and age groups. The team watched a one-hour summary of the soap opera and was able to appreciate the potential of this format. PROTELSE has not begun the editing of the chapters because of a lack of funds. They estimate that it will cost between 15 to 20 thousand dollars to fully edit the 25 episodes.

The Development Associates team feels that, depending on the overall communications strategy developed by USAID during the coming months, this project may be a worthwhile investment.

PDAC: Radio

The Development Associates team met with the person in charge of the radio and video unit of of Proyecto de Desarrollo Alternativo de Cochabamba (PDAC). The project has sufficient equipment to produce any type of radio program required. The person in charge of this unit has more than ten years experience in radio broadcasting and production. At the time of this evaluation, this individual was preparing to leave for a three-month course on radio at CIESPAL in Ecuador.

The project has not, as yet, made full use of this facility. Moreover, there is no portion of USAID/Bolivia's program addressed specifically to the audience residing in the coca-producing area (i.e., the Chapare region). This priority audience should be reached initially through an impersonal type of media. Radio is the most accessible impersonal medium to this population.

PDAC personnel would be available to participate in an effort to use radio to reach these audiences. However, whether independently or in conjunction with PDAC, serious consideration should be given to expanding the use of radio, particularly for rural and indigenous audiences. Radio as a medium has several advantages including low costs, ample availability of production facilities in Bolivia, availability of major nation-wide networks, existence of a tradition of educational radio through the Escuelas Radiofonicas network. Among others, the Centro de Produccion Radiofonica (CEPRA) of Cochabamba has specialized in producing Quechua and Aymara language programs. In summary, facilities and human resources are amply available in Bolivia for an expansion of the use of radio.

Sumumpaya Mental Health Center

The Development Associates team visited this center in Cochabamba that, for several years, has provided psychiatric services related to alcoholism, drug addiction and other mental health problems to the low income groups of Cochabamba. Sumumpaya consists of seven psychiatrists and paramedical personnel. They provide services at low or no charge to the clients. The Center is directed by an internationally recognized expert in the field of drug abuse prevention and therapy.

The Sumumpaya professionals have conducted several studies on prevalence of various forms of mental illness in the Cochabamba region. This team also has run residency programs for trainee physicians and nurses who wish to specialize in treatment of alcohol and substance abuse prevention. Because of the high caliber of this team, they can be used as a resource for SEAMOS and other prevention programs in areas such as epidemiological research, specialized medical and scientific training, public lectures, and to review the technical content of various prevention programs.

UNFDAC

Finally, the evaluation team looked at the effort of narcotics awareness and drug abuse prevention of the United Nations Fund for Drug Abuse Control (UNFDAC), both to look for possible additional support for USAID efforts as well as to measure the potential of overlap and duplication of efforts. While UNFDAC has received a proposal from CONAPRE to support a national plan for prevention of drug abuse, it is unlikely to fund that proposal. Rather, UNFDAC has decided to invest a total of five million dollars over a a three-year period in a project whose purpose is to inform the public in general, and the coca producers in the Yungas and Chapare in particular, of the purposes of the various attempts at crop substitution and alternative development in the Yungas and Chapare.

The program, to begin this year, will be operated by CIAS, an Italian treatment and rehabilitation agency. It will include the takeover and operation of radio stations in both the Yungas and Chapare that will provide programs devoted to understanding the coca problem in Bolivia as well as providing drug abuse prevention messages. The operating agency, as previously noted, does not have expertise in the sort of narcotics awareness campaign to be undertaken, but has been chosen because of its association with drug treatment and because of its nationality, given that the UNFDAC funds for the project are of Italian origin.

The UNFDAC representative interviewed indicated that their project was seen by them as complementary to USAID's efforts in the area of narcotics awareness. They see the USAID effort as focusing largely in urban areas, while UNFDAC

focuses largely on rural areas, particularly the coca-producing regions. It is clear that as proposed the UNFDAC effort would in fact compliment and supplement USAID efforts in narcotics awareness and drug abuse prevention.

E. Summary

USAID's program to date has placed a major emphasis on impersonal communications as a means to promote narcotics awareness. That emphasis has been reflected in two important thrusts of the program: (1) the development of SEAMOS as an organization undertaking national media campaigns; and (2) the support for a variety of activities through other agencies that have sought to provide additional means as well as additional facets to the overall program. Each of the elements has made a contribution to achieving USAID's purpose; however, several concerns have to be met in order to build on what has been achieved so far.

Research on information, education and communications program has demonstrated that any attempt to influence public opinion and promote public knowledge and understanding which will lead to behavior modification needs both careful planning and well thought out execution which is monitored and evaluated to provide adequate feedback. An effective approach requires the utilization of both impersonal and interpersonal media of communications. It requires a clear definition of the messages to be communicated, the audiences to be addressed and an attempt to match message-to-audience-to-medium. To date, the variety of approaches supported by USAID and, in particular, the campaign organized by SEAMOS have utilized a multiplicity of messages, through various media aimed to a large extent at a general, undifferentiated audience. The efforts by USAID and by SEAMOS have emphasized television, a medium that works best in urban areas and that tends to serve to deliver a general message better than more specific targetted messages aimed at more specific audiences. SEAMOS has recognized a need for the use of more personal forms of communication and has begun such efforts at two levels: (1) by providing training for community level organizations; and (2) by providing small grants to community-based programs. This is a good beginning, but requires further efforts by SEAMOS at relating one element of its program to the others, i.e., the development of a

long-term strategy for the development of its program as well as the required institutional framework to make that program effective.

In addition USAID has to clearly relate its other efforts at promoting national awareness (TV documentaries, print, radio, press) to the efforts of the principal institutional actor it is supporting, SEAMOS. Not to do this would risk working at cross purposes. The means for relating such activities will be discussed in Chapter V, but certainly one key element of designing a means of coordination is to utilize the resources generated by research into the effect of the programs funded to date. The attitude study conducted by Development Associates and analyzed in the next chapter (Chapter IV) of this report, constitutes the first attempt to measure the impact of USAID's approach. However, as was indicated above, its utility as such a measure is extremely limited since there is no prior baseline data. Neither SEAMOS nor USAID nor any other agency involved in the first two years has made a concerted effort to monitor the impact of its activities. Such use of research would greatly benefit both the development of a strategy and the monitoring of its effectiveness.

Thus, the Development Associates evaluation team feels that the following concerns need be addressed in the future:

- The use of means of communications and the audiences addressed have to be diversified, including the increased use of interpersonal media.
- Audiences, messages, means all have to be subject to pre- and post-testing and the data generated fed back into the design of the communications.
- All these efforts have to be undertaken within the guidelines of an overall drug abuse prevention strategy and more specifically of a drug abuse communications strategy, under a design process to be institutionalized within existing Bolivian organizations.

IV. RESEARCH ON DRUGS IN BOLIVIA/DEVELOPMENT ASSOCIATES CIEC OPINION SURVEY

Research into the nature and extent of drug abuse and into the attitudes of the public toward the drug problem are vital elements in the design and direction of drug awareness efforts. Studies of the nature and extent of drug abuse provide information on what drugs are being used by which social groups. This permits the orientation of efforts towards appropriate target groups at risk, with appropriate messages. Such studies also serve to legitimize the efforts being made to combat drug abuse by providing objective evidence that a problem exists. Opinion studies which define the attitudes of those who are target audiences help in designing appropriate messages directed at specific audiences.

This chapter examines the level of previous research on drug abuse in Bolivia. It then presents the results of the survey carried out by CIEC under the direction of Development Associates as part of this mid-term evaluation. That survey explores attitudes relevant to the impact of the efforts being made under USAID auspices to develop narcotics awareness.

A. Previous Research

There have been only a few prior studies that have dealt with either attitudes toward the drug problem or the nature and extent of drug abuse in Bolivia. Most have either been limited in scope or have had significant methodological flaws. One major attempt to explore the prevalence of drug use among young people, the survey conducted in 1979 by the National Directorate for the Control of Dangerous Substances of the Ministry of Interior, was never published.

There are a total of four studies which have made an attempt to explore in a rigorous and systematic fashion the nature and extent of drug abuse in Bolivia in the past ten years. The study conducted by the National Directorate for the Control of Dangerous Substances under the direction of Erick Roth in 1979 was the most extensive in its coverage. It included a sample of 18,000+ students between the ages of 14 and 22 years located in schools and universities in all nine of the country's departments. The total number of interviews completed was 18,956.

The questionnaire did not use standard epidemiological categories, but the results are indicative of a potential consumption problem. For example, 4.9% of the student population surveyed indicated that they had used marijuana and 3% indicated they had used coca paste. No questions were asked regarding alcohol and tobacco. However, the results must be used with caution as there were no internal checks on the reliability of the data. In addition, given the lack of other sources of data for that period, there is no independent basis to validate the responses.

Another study was conducted by the Bolivian Red Cross in 1986. That study covered youth between the ages of 10 and 25 years located in their homes in La Paz. Again, the questions asked did not follow standard epidemiological categories, nor is the methodology directly comparable to the 1979 study. Nevertheless, some of the results are within the same range. For example, the study shows that 3.8% have used marijuana. However, only 1% indicated they have ever used alcohol, which is unlikely, and suggests flaws in the study's methodology.

A third study, also directed by Erick Roth, was designed to provide a rich description of drug abusers rather than a statistical representation of users in the country. The study also took place in 1986. The methodology used to locate the subjects (snowball sampling, starting from known meeting places of drug abusers) is appropriate to the study's purpose. Some of the analysis, e.g., the use of tests of significance, is inappropriate. However, the work does provide a basis for hypothesizing about the nature of use and is therefore an important contribution.

The fourth study, conducted in 1986 by ABC Comunicaciones with USAID funding, covered youth 8-25 years old in principal cities throughout the country. The study purports to be representative, but it is not clear from the methodology that a truly representative sample was selected, limiting the potential for inference. Moreover, the study (as is true for the others) does not use standard epidemiological categories to establish use. Thus, its results are subject to considerable doubt. However, with those caveats in mind, it should be noted that the results are not too far different than the other studies, given the appropriate levels of confidence. The total, for example, of those indicating having ever used marijuana was 7.2% and the total having ever used coca paste was 5.4%.

In summary, a good bit of work on the epidemiology of drug use in Bolivia has been done. All of it points to a growing problem. However, given the methodological flaws and the quality of the questions asked, the data are of questionable value. Thus, there remains a need for more systematic and rigorous data regarding the nature and extent of drug use and abuse in Bolivia.

With regard to attitudinal studies, the latest and most comprehensive one dealing with the questions of drug production, trafficking and use is one commissioned by the United States Information Agency. That survey covered a representative sample of an urban public ages 16 and over located in La Paz, Cochabamba, and Santa Cruz. It was completed in December 1987 and had a total sample of 1,600. This survey covered a similar sample to that covered by the Development Associates/CIEC survey and, where appropriate, comparable responses from the USIA survey have been included in the discussion of the Development Associates/CIEC survey. No other large scale surveys on attitudes toward drugs were found.

It should be noted as well that there is no central location for all of the data generated regarding drug abuse in Bolivia, whether in the form of epidemiological or opinion surveys. The only attempt at a data bank is presently beginning at CESE, using as the first component a study conducted by CESE among high school students regarding their attitudes toward drugs and related psychological matters.

B. The Development Associates/CIEC Opinion Survey

As was indicated above, the Development Associates evaluation team designed and supervised the conduct by CIEC of a survey of attitudes toward and knowledge of the drug problem in Bolivia. The survey was conducted in the three major cities of Bolivia -- La Paz, Cochabamba and Santa Cruz -- and in outlying districts of each of those cities, El Alto (La Paz), Quillacollo (Cochabamba) and Montero (Santa Cruz).

Within the three metropolitan areas, two samples were drawn: by household, of individuals 15 years or older, and by schools, of individuals 15 years or older. The distribution of the samples was in proportion to the population 15 years or older in the respective cities. Thus, the survey represents attitudes

of the urban population 15 years or older in the three principal metropolitan centers of the country.

The universe of the study was estimated on the basis of data provided by the Instituto Nacional de Estadística (INE), and the sample drawn was proportional to the population in the areas covered by the study. (Table IV-1 below describes the distribution of the two samples by localities.) The households to be interviewed were selected at random from within randomly selected sampling blocks.

All questions were subject to a pretest which was used to discover problems both in comprehension of questions and in their presentation. The survey took place simultaneously in all three cities using teams of interviewers previously trained by the study's director in utilization of the instrument. Interviews were conducted either in the households or in schools on a one-to-one basis.

TABLE IV-1
DISTRIBUTION OF INTERVIEWS BY SAMPLE AND LOCALITY

	Sample		Total
	Household	School	
La Paz (Hoyada)	497	212	709
El Alto	231	91	322
Subtotal	<u>728</u>	<u>303</u>	<u>1,031</u>
Cochabamba	431	164	595
Quillacollo	49	28	77
Subtotal	<u>480</u>	<u>192</u>	<u>672</u>
Santa Cruz	433	194	627
Montero	42	17	59
Subtotal	<u>475</u>	<u>211</u>	<u>686</u>
Total by Sample	1,683	706	2,389

The interview schedule consisted of 46 items, all but two of which were closed. The questions covered the following broad areas: *

*The full text of the questionnaire is contained in Appendix A.

- Social and demographic variables (sex, age, occupation, birthplace).
- Knowledge of the problem of drug abuse in general and in Bolivia (addictive levels of drugs, effects of drugs, levels of consumption of drugs in Bolivia, reason for consumption), definition of drugs.
- Status of Bolivia as a coca producer, levels of increase of production, trafficking and consumption in the country.
- Attitudes toward drugs, drugs as a problem in Bolivia, damages and benefits to the country of drug production, trafficking and use.
- Sources of information regarding drugs, and evaluation of that information.
- Knowledge of and judgment regarding SEAMOS and other drug information and education programs at a national and local level.
- Willingness to participate in drug prevention campaigns.
- Access to and use of the media.

Within categories of questions, there were several items that covered overlapping areas, permitting internal checks of reliability. The USIA survey, carried out on a similar universe, used a different sampling approach which provides a basis for checking the validity of responses to certain common questions. As indicated below, there was a high degree of correlation among the two questionnaires on similar items.

All interviews were conducted in April and May of 1988 and the resulting data coded and processed in May and June.

C. Principal Findings

The USAID/Bolivia Narcotics Awareness Program seeks to accomplish three major objectives. They are:

- USAID/Bolivia's program seeks to build a general awareness of the drug problem among Bolivians so that they see the link between the production, trafficking and consumption of drugs in their country. This in turn would presumably influence their willingness to deal with the production problem as a means of dealing with their own consumption problem.
- The program seeks to create a factual understanding of the drug problem, carefully linked to Bolivian reality.

- The program seeks to create a base of action in the private sector for drug abuse prevention -- SEAMOS. If SEAMOS has been a success, it has to have achieved public recognition and has to have a favorable public image.

To the extent possible, given the lack of previous baseline data, the impact of the program in all of these areas was explored in the survey.

1. General Awareness

The survey dealt with the concern of the USAID/Bolivia Narcotics Awareness Program to raise consciousness of the link between drug production, trafficking and abuse by asking several questions. These covered whether or not respondents felt that drugs constituted a problem; whether they believed that Bolivia was a major producer of coca, and whether they felt that production, trafficking and use were on the increase in Bolivia.

For both samples, the overwhelming majority of those interviewed believed that drugs constitute an important problem for the country" (90.4% of these interviewed in households, 95% of those interviewed in schools). When asked what aspect of the problem was the most important, those located in households were split evenly between consumption and production (33.7% versus 34.2%) while the school sample gave a slight edge to consumption (41.1% versus 34.7%) taking into account the appropriate confidence intervals (+2% for the household sample, +5% for the school sample). (See Table IV-2 below.)

TABLE IV-2

MOST IMPORTANT ASPECT OF DRUG PROBLEM
(In percentages)

	<u>Household</u>	<u>School</u>
Consumption	33.7	41.1
Production	34.2	34.7
Trafficking	8.2	7.9
All of the above	16.6	13.3
None, no response other	7.3	3.0
T O T A L	<u>100.0</u>	<u>100.0</u>

N = 1,683

N = 706

When asked if Bolivia was one of the foremost producers of coca leaf in the world, a clear majority responded affirmatively. Slightly less than two thirds of the household sample (64.5%) and slightly less than three fourths of the school sample (72.4%) believe their country to be one of the principal producers.

When asked whether the drug problem is growing, both samples felt that consumption was increasing more than any other aspect, followed by trafficking, production and cultivation of coca (see Table IV-3 below); in effect, the most visible and salient aspect of the problem in terms of growth over the past few years was perceived to be consumption.

TABLE IV-3

IS THE DRUG PROBLEM INCREASING, DECREASING, REMAINING THE SAME?
(In percentages)

	Coca Leaf Cultivation		Production of Coca Paste/Cocaine		Trafficking		Consumption	
	Household	School	Household	School	Household	School	Household	School
Increasing	45.0	54.4	50.5	59.3	51.8	66.3	62.6	74.6
Decreasing	26.9	21.0	20.6	11.9	19.1	11.2	10.5	7.8
Remaining the same	18.1	16.9	18.2	19.1	18.2	16.9	16.3	11.9
Other/no response Don't know	10.9	7.8	10.7	9.6	10.8	5.6	10.9	5.7

Sample Size: Household = 1,683
School = 706

Consumption was also viewed as the most damaging aspect of the other elements of the problem. When asked about the negative consequences of production and trafficking, more than half of those sampled believed that the major negative consequence concerned consumption, whether that referred directly to an increase in consumption levels, damage to youth, or destruction of the family (see Table IV-4).

TABLE IV-4
DAMAGE CAUSED BY DRUG PROBLEM
(In percentages)

Damage Caused:	<u>Drug Production</u>		<u>Drug Trafficking</u>		<u>Drug Consumption</u>	
	<u>Household</u>	<u>School</u>	<u>Household</u>	<u>School</u>	<u>Household</u>	<u>School</u>
Damage to Youth	46.5	48.7	42.5	38.7	50.0	47.3
Terrorism	2.0	1.1	1.7	1.6	N/A	N/A
Increased Drug Consumption	8.7	10.9	7.8	10.8	N/A	N/A
Corruption of Officials	7.4	3.8	10.1	7.8	3.3	2.1
Delinquency/Violence	7.7	8.6	9.4	10.3	5.6	7.4
Bad Image of Country	11.1	15.0	13.1	19.0	N/A	N/A
Destruction of Family	6.8	7.4	6.3	7.1	8.8	9.2
Degeneration of the Individual	N/A	N/A	N/A	N/A	5.6	7.6
Promotes Bad Habits	N/A	N/A	N/A	N/A	18.8	21.1
Other/No Response	9.8	4.3	9.0	4.8	7.9	5.2
T O T A L	100.0	100.0	100.0	100.0	100.0	100.0

Sample Size: Household N = 1683
School N = 706

N/A = Response not applicable

Looking at the other side of the coin, when asked what positive effects drug production and trafficking had for the country, half the household sample and close to half of the school sample felt that there were no benefits. Those that considered that positive benefits existed focussed on the influx of dollars into the country stemming from drug trafficking and production. Far smaller numbers (10% or less) focused on employment or investments as positive aspects (see Table IV-5).

TABLE IV-5
 BENEFITS ATTRIBUTED TO DRUG PRODUCTION/TRAFFICKING
 (In percentages)

	<u>Production</u>		<u>Trafficking</u>	
	<u>Household</u>	<u>School</u>	<u>Household</u>	<u>School</u>
Employment	10.2	8.6	7.7	6.4
Influx of Dollars to Country	25.9	34.1	29.1	31.4
Investments	3.2	5.7	4.1	6.8
No Benefit	52.0	47.2	50.7	51.3
Other/No Response	8.7	4.4	8.4	4.1
T O T A L	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>

Household N = 1,683
 School N = 706

2. Knowledge of Drugs

The survey sought to examine the knowledge possessed by the public regarding drugs and their potential dangers. The knowledge possessed by the general public shapes their image of the problem. It affects the types of messages that can be transmitted as well as the reactions to those messages. In

short, the understanding or lack of understanding by the public of the drug problem as it exists in Bolivia affects their awareness of it, and their willingness to act upon that awareness.

Several questions were asked regarding knowledge. At the most basic level, the survey sought to evaluate the definition those interviewed had of what constituted "drugs." As reflected in Table IV-6, the substances most identified by both samples were first, cocaine, followed by marijuana, coca paste, alcohol and tobacco. Psychoactive medicines such as tranquilizers, sedatives and amphetamines were only mentioned by a relatively small percentage of those responding as was also the case with inhalants (volatile solvents, gasoline, etc.) and hallucinogens. The substances most defined as drugs by those interviewed were those generally considered to be illegitimate and more dangerous as can be seen below.

TABLE IV-6

SUBSTANCES CONSIDERED TO BE DRUGS
(By percentage mentioning substance)

<u>Substances:</u>	<u>Sample</u>	
	<u>Household</u>	<u>School</u>
Cocaine	77	75
Marijuana	48	65
Coca paste	44	57
Alcohol	36	35
Tobacco	25	32
Inhalants	15	15
Hallucinogens	16	18
Sedatives	14	15
Tranquilizers	13	15
Amphetamines	11	11

When the respondents were asked about the damage drugs could cause, around four fifths of both samples indicated that drugs could damage either one's health (38-39%) or all aspects of one's life (health, work, social and family life) (40%). The drugs that were identified as agents for causing such damage were cocaine (49% of the household sample and 42% of the school sample), followed by coca paste, alcohol and marijuana in that order for the household sample and coca paste, marijuana and alcohol for the school sample. The more youthful respondents (the school sample) placed greater emphasis on marijuana than did their older counterparts as represented in the household sample.

Relating frequency of use to level of perceived damage, virtually all those interviewed (97% of both samples) believed that frequent use produces damage. When asked the same question regarding occasional use, both samples felt that cocaine, coca paste and marijuana, in that order, were the most damaging, although higher percentages of the school sample felt that to be the case. In effect, the students had a more negative opinion of occasional use than did the household sample.

Damage is often associated with the degree of addiction ascribed to a substance, addiction referring to the difficulty a person faces in withdrawing from use of a substance. When asked which substances were more addictive, the school sample ranked marijuana higher than alcohol, while the household respondents reversed that order (see Table IV-7). Again both groups felt that cocaine and coca paste were the most addictive, and both felt that marijuana, coca paste and cocaine had the highest intensity of addiction, i.e., the substances that produced stronger total addiction.

Those interviewed believed that use of drugs were largely the consequence of either individual failings (seeking pleasure, lacking moral fiber or because of curiosity) (41% of the household sample and 33% of the school sample) or because of problems that were beyond the individual's capacity to cope (economic, family or psychological problems) (46% of the household and 55% of the school samples) rather than social pressure (7% of each sample).

TABLE IV-7

PERCEIVED LEVEL OF ADDICTION
(By percentage indicating a substance is addictive)

<u>Substances:</u>	<u>Sample</u>	
	<u>Household</u>	<u>School</u>
Alcohol	75	74
Tobacco	68	68
Marijuana	67*	78*
Coca Paste	79*	78*
Cocaine	81*	86*
Inhalants	46	42
Tranquilizers	48	49
Amphetamines	41	39
Sedatives	46	46
Hallucinogens	42	41

*Considered to have very high level of addiction.

The image of the deadliness of certain drugs was often coupled by the respondents to the image of which drugs are most consumed in Bolivia. This image, of course, represents an opinion and not a statement of fact by those interviewed. Indeed, given that there have been no recent methodologically sound epidemiological surveys to serve as a basis for knowing what the actual prevalence of drug use is in Bolivia, there is no objective basis from which to assess these opinions regarding consumption levels.

Nevertheless, according to those interviewed, the drugs most consumed in Bolivia are cocaine, alcohol, coca paste and marijuana in that order (see Table IV-8). Tobacco, it might be noted, is not considered to have a high level of consumption despite the fact that over a quarter of those interviewed believed that tobacco was a drug.

3. SEAMOS Recognition

To look at the impact that SEAMOS has had on the public and to explore other relevant information regarding attitudes toward drug prevention, the two samples were asked a series of questions.

TABLE IV-8

DRUGS CONSIDERED TO HAVE HIGHEST CONSUMPTION LEVEL IN BOLIVIA
(In percentages)

<u>Drugs:</u>	<u>Sample</u>	
	<u>Household</u>	<u>School</u>
Alcohol	27	24
Marijuana	7	11
Cocaine	34	28
Tranquilizers	*	1
Sedatives	*	*
Tobacco	4	3
Coca Paste	16	25
Inhalants	1	1
Amphetamines	*	1
Hallucinogens	10	4
No Response	10	4
T O T A L	100.0	100.0

Household Sample N = 1683

School Sample N = 706

*Responses were less than one percent.

First the respondents' were asked their sources of information regarding drugs. This served to probe the level of their identification of SEAMOS as a source of information as well as evaluating the various means of communication for future use. This question was asked at two levels: with respect to mass media and with respect to other channels of communication.

When asked what their source of information regarding drugs among mass media, both samples chose television first, radio second, and newspapers third. All of these media reached a majority of the interviewed, while the fourth alternative, pamphlets, only reached 20% of the household sample and 40% of the school sample. In terms of other channels of communication (including in this category SEAMOS as an organization), there were clear differences between the two samples with the student group learning more from parents

and teachers than friends (see Table IV-9). For both groups SEAMOS represented an important source of information ranking first for those interviewed in households and second for those interviewed in schools.

TABLE IV-9
SOURCES OF INFORMATION REGARDING DRUGS
(In percentages)
(Multiple Responses)

	<u>Household</u>	<u>Sample</u>	<u>School</u>
Parents	22		64
Friends	40		49
Teachers	30		70
Community Leaders	13		70
SEAMOS	54		67

Household Sample N = 1,683
School Sample N = 706

Not only was television the most important source of information, but it was the medium most favored by those interviewed for receiving future communications regarding drug abuse (43% of each sample). This finding suggests that television is and ought to be a major component of a drug prevention communications strategy, confirming the approach already taken by SEAMOS.

The respondents were also asked about their willingness to participate in "information and education" campaigns regarding drug consumption in your community." The replies to that question suggest an important potential problem for SEAMOS and other agencies seeking to mobilize effective public action against drug abuse. Eighty-nine percent of the household sample and eighty-seven percent of the school sample indicated they would not be willing to participate in such campaigns. This set of responses, almost the opposite of those received when a similar question was asked to a national urban sample in Peru in 1987, indicates a potential resistance to a mass effort at mobilization.

Finally respondents were asked to evaluate the efforts and impact of SEAMOS. Specifically the respondents were asked to identify the most important institution specializing in conducting education and information campaigns regarding drugs. The majority of those responding identified SEAMOS as that institution (66% of the household sample, 81% of the school sample). Moreover, approximately two-thirds of the household sample and around four-fifths of the school sample felt that SEAMOS' efforts in the field were either good or excellent. In brief, SEAMOS displayed a very favorable image, reinforced by the fact that no other public or private agency (e.g., the Ministries of Education, Health, Interior, the police or CESE) were considered to have any real importance by those interviewed. These findings paralleled those in the USIA survey in which 71% of those interviewed named SEAMOS as the public information campaign they could recall, and the same percentage considered that the campaign was effective. This indicates the high level of criterion validity of these findings, i.e., their veracity when weighed against other independent criteria.

D. Summary of Survey Results

The purpose of the survey was two-fold: (1) to measure to the extent possible given the lack of baseline data the impact of USAID/Bolivia's efforts to date, and (2) to provide general guidelines for future activities. With regard to the former, it is clear from the survey that the USAID program has had a considerable measure of success. The results are as follows:

1. General Awarenesses

- The majority of those interviewed believe that there is a drug abuse problem in Bolivia.
- That problem is overwhelmingly viewed as a problem of drug consumption. However, the respondents made the link between production, trafficking and consumption: they see that their problem of consumption is related to the existence of drug production and trafficking.
- Drug production and trafficking is viewed by the majority as having negative rather than positive effects on Bolivia.
- In short, those interviewed display attitudes that support the basic aims and orientations of the USAID/Bolivia Narcotics Awareness program. This support represents a basis for future program development, while not providing a guarantee of program success, given the need to convert this support into sustained effective action.

2. Knowledge of Drugs

- The survey indicates that those interviewed have opinions regarding the definition of drugs, their relative danger and their levels of consumption;
- However, the respondents display a need for further education, based on a related need for more reliable data regarding the nature and extent of drug abuse. For example, they need a clearer understanding of the dangers of substances that are used as inhalants. They need more information on the extent of use of coca paste.
- In short, they need a prolonged program of education on the drug abuse problem to increase their level of factual knowledge.

3. SEAMOS Recognition

- As the survey indicated, the principal agency supported by USAID/Bolivia, SEAMOS, has achieved a high level of recognition and has earned a high level of respect for its work to date.
- It has provided, largely through television, messages which would appear to have alerted a significant portion of the population to the problem of drug use.
- Moreover, SEAMOS is clearly the principal source of information regarding drug abuse for the urban population as a whole. Thus, the survey represents an endorsement of this important element of USAID/Bolivia's program.

The results of the survey provide several guidelines for future planning. Most importantly, the approach taken by USAID/Bolivia has placed heavy emphasis on supporting an agency and a campaign that emphasize concern for the problem of drug consumption. The survey provides an indication that this is a reasonable approach to take, not only to deal with drug consumption as a problem in and of itself, but to deal as well with what the Bolivians perceive as related issues: drug production and trafficking. The survey also suggests that Bolivians have developed clear images of what they consider to be dangerous drugs -- cocaine, coca paste, marijuana, and alcohol. However, their perceptions regarding other potentially dangerous substances, such as inhalants, are not as accurate, with less than a majority seeing such substances as damaging, addictive and dangerous. Nor do those interviewed have a reasonable idea of the relative levels of consumption of drugs in the country. They put cocaine and coca paste ahead of more common substances such as alcohol and tobacco. This may be due in part to their terms of reference. Smaller percentages identify alcohol and

tobacco as drugs than identify cocaine, marijuana and coca paste. It also may be a function of a lack of knowledge regarding relative prevalence.

The data also suggest, as was indicated above, that efforts at mobilizing individuals to act against even the problem of drug consumption may be difficult. This is the case because of the low level of willingness of those interviewed to participate in information and education campaigns. In effect, while those interviewed recognize the importance of the problem and the work of SEAMOS in fighting it, they do not see themselves as active participants. A key effort in any future campaign, therefore, must be to effectively integrate the public as participants rather than as spectators in the effort to control the drug problem.

In the last chapter of this report, the Development Associates team provides a summary of the principal findings of this evaluation, a strategy for the future, and a set of recommendations related to that strategy regarding future actions.

V. CONCLUSIONS AND RECOMMENDATIONS

A. Introduction

USAID/Bolivia has developed a multi-faceted narcotics awareness program. That program seeks to:

- raise the general levels of awareness of the drug problem in Bolivia among the general public;
- provide through its awareness efforts a factual picture of the drug problem to Bolivians in order to foster their better understanding of the problem;
- mobilize the private sector in Bolivia to develop and carry out nationwide awareness and education campaigns against the drug problem; and
- in line with the broader aims of AID agency-wide efforts, foster support for the aim of internationalizing the fight against drug production, trafficking and use.

Development Associates conducted a midterm evaluation of the USAID/Bolivia drug awareness program that emphasized (as instructed by USAID/Bolivia) an examination of the central focus of that program, SEAMOS, but touching as well on other relevant aspects of the program. The results of that evaluation are summarized in the specific and general conclusions contained in this chapter. These conclusions indicate what USAID/Bolivia has achieved with respect to the aims of its program.

At the end of the chapter, the description of what the program has achieved is related to what has to be done to reach USAID/Bolivia's overall programmatic aim, both in terms of general and specific recommendations for future actions.

B. Conclusions

Specific Conclusions

The evaluation arrived at a series of specific conclusions regarding the work accomplished to date on a project-by-project basis. These conclusions are described on the following pages.

SEAMOS

In Development Associates' estimation, SEAMOS has been generally effective in achieving the goals of the USAID/Bolivia's specific support grant and in efficiently using the financial support provided. Over the past two years SEAMOS has been successful in launching a national media campaign and in starting to build a network of private organizations to carry out more specialized facets of drug abuse prevention and education.

Organizations such as SEAMOS typically go through various phases of organizational development and maturation. During the past 15 months SEAMOS has been in an Initiation Phase, i.e., a new organization concentrating on establishing its basic staffing, operations, and procedures. With proper management and support, SEAMOS has the potential to mature into a full-fledged national development organization that can function as a conduit for financial support and technical assistance to local operational projects engaged in drug abuse prevention.

With respect to SEAMOS' communications activities, the following conclusions can be drawn, based on the results of the survey and other data gathering efforts:

- While it is difficult to measure the impact of SEAMOS' campaigns in the absence of accurate pre-campaign baseline data on public opinion, it is clear that SEAMOS has achieved recognition as a drug abuse prevention agency. Moreover, the image it has achieved is a positive one, far better than that of any other public or private agency.
- The prime medium of SEAMOS' campaign was television which given the extent of national television coverage appears to be an effective and economical means of reaching a wide general audience. This approach seems appropriate to stimulate broad public awareness.
- In terms of message selection, the emphasis was on indirect rather than direct messages regarding the theme of drug consumption. The messages in addition were highly dispersed, limiting their probable impact on any particular audience. The justification for this approach was the lack of knowledge of audience reaction in what was effectively new territory.
- With respect to audience selection, the campaign emphasized a broad, undifferentiated audience.
- The programs were of high quality and demonstrated a high level of technical competence.

- Overall, SEAMOS with the assistance of MULTICOM, developed a campaign which reached a broad audience with a general message regarding drug abuse. This constitutes an important first step in a longer term approach to awareness of the problem of drug abuse. However, one major weakness of the approach to date has been the lack of systematic pre and posttesting of messages, differentiation of audiences, and consequent targeting of messages to audiences.

CIEC

CIEC is an important component of an overall drug awareness strategy because it provides research and training design skills not found in other entities involved in the field. Principal conclusions regarding CIEC are:

- On its research capacity, CIEC has an imaginative research team capable of developing and executing research projects at various levels, e.g., institutional studies, national surveys, case studies, etc.
- With its training design, CIEC has adapted a well researched psycho-social approach to prevention (development of social competence) for use in training courses in Bolivia. This approach is not the only one possible and its impact needs to be monitored, both in terms of the degree to which it is learned and applied and the degree to which it has the desired effect.
- Regarding its institutional base, CIEC has appropriate facilities for conducting relatively large-scale statistical analysis, but it lacks sufficient human resources. It is too dependent on its director as prime developer and executor of both its research and training activities. Moreover, its director and other members of its staff would benefit from additional professional training to further their capacity for innovative activity.

CONAPRE/COTENMI

COTENMI as the operating arm of CONAPRE has developed a program derived from the National Plan it has developed. That program places emphasis on the creation of departmental operating agencies, the creation of a network for communication and coordination within the public sector and between the public and private sectors, research into the nature and extent of drug use and abuse in Bolivia and the development of human resources for drug prevention.

Regarding COTENMI, the Evaluation Team concluded:

- That COTENMI, while a government agency, lacks resources from the GOB for program activities.
- That COTENMI should be supported on a project-by-project basis for specific activities related to the overall strategy for developing narcotics awareness, e.g., to conduct a national prevalence survey, rather than providing COTENMI with general support.

Illimani de Comunicaciones

Illimani de Comunicaciones was the entity which produced and transmitted a television documentary series on the drug problem in Bolivia, Más Allá de los Hechos (Beyond the Events). It was examined in terms of both the quality and content of the programs produced.

- With respect to content, the programs reviewed generally displayed a consistent message, directed at exploring the problem of drug use, trafficking and production in Bolivia as well as providing insights regarding the nature of the problem in the United States for Bolivian audiences.
- With respect to the quality of production, the programs were very uneven. There were inconsistencies in the quality of the camera work and other production elements, and overuse of interviews. The cause of these appeared to be the requirement for producing a half hour show every week. The demonstration of this was that when a three quarter hour summary program was put together for 1987, production values were very high.

Other Trust Fund Activities

The other trust fund activities that were reviewed, support for the Ministry of Education's press (MEC-Editorial) and the FIDES news agency, were considered to be worthwhile activities that had fulfilled the purpose of their support: in the former case to provide an inexpensive source of skilled graphic production and in the latter to make news reporting on drug related matters more visible. Both activities need to be considered for further support within the context of an overall drug abuse awareness strategy.

Overall Conclusions

Based on a detailed analysis of the projects funded, supported by the data drawn from the Development Associates/CIEC opinion survey, the Evaluation Team felt that the efforts to date of USAID/Bolivia in the area of drug awareness have been generally successful. Those efforts have resulted in:

- The establishment of a private organization, SEAMOS, dedicated to promoting awareness of the drug problem and the need to prevent drug abuse;
- The conduct, through SEAMOS, of a national media campaign.
- The establishment, through SEAMOS, of a program of small grants and of a training program (conducted by CIEC) which has begun an effort at community outreach.
- The existence of awareness of the drug problem on the part of the population of the three major metropolitan areas, although that awareness cannot be directly linked to specific activities of the USAID/Bolivia program.
- The existence of a skill base and accumulated materials in such areas as television documentaries, news reporting and graphic production -- all related to the development of awareness of the drug problem.

All of these results form the basis for future USAID/Bolivia activities regarding the drug problem.

The Evaluation Team also identified certain areas of concern which require attention in the future.

- SEAMOS has largely concentrated on a single area of activities, mass communications, directed at an undifferentiated general public. It has to diversify its means of communication and more carefully target its audience.
- SEAMOS and the institutions associated with it require greater training in the necessary skills to perform their functions. They also would benefit from technical assistance not available in Bolivia on such areas as use of the media, evaluation of information and education programs, planning and program design of drug prevention programs.
- SEAMOS and the institutions associated with it need to expand the functions they perform to areas not presently covered including provision of training and technical assistance, program evaluation, and networking outside the country.

- USAID/Bolivia's overall drug awareness effort, created a number of elements (SEAMOS, Mas Alla de Los Hechos, Editorial MEC, etc.) which need to work together in a more coordinated fashion, delivering a set of related messages to targeted publics, thus reinforcing their impact.

These concerns need to be taken into account in future USAID/Bolivia activities in drug awareness.

A Strategy for Drug Awareness

To build on the efforts made to date and to take into account the concerns expressed above, the Evaluation Team believes that a three pronged strategic approach is required. That approach assumes that the overall aims of the USAID/Bolivia program remain constant:

- to raise general levels of awareness;
- to provide a factual picture of the drug problem to Bolivians;
- to mobilize public opinion through a mobilization of the private sector to continue the conduct of nationwide anti-drug awareness efforts; and
- through all of the above, to build support for internationalizing the fight against drug production, trafficking and use.

Given the present situation, to fulfill these aims, USAID/Bolivia has to promote the following elements, which taken together will insure the effectiveness and longevity of its drug awareness efforts by building a firm institutional base, with the capacity to monitor and understand the changing complexion of the problem and with commitment to a coordinated effort to meet that shifting challenge. Specifically, those elements are:

- A successful long-term effort at drug abuse awareness requires the establishment of an institutional base or bases for drug abuse awareness activities. That base has to have certain components. It requires a core staff, knowledgeable in the techniques of drug abuse prevention (use of information and education for limiting interest in drug consumption). Additionally, that staff has to possess the capacity to manage a program, to secure funding for that program, and provide the required financial and programmatic monitoring of that program.
- The agency has to develop a long-range strategy for its activities relating program aims to staff needs, funding and other institutional elements. The institution has to provide or be able to arrange for the provision of training to staff members, outreach workers, community

groups and others who will participate in drug prevention programs. The agency should also possess or have access to the latest literature on the subject, both from within the country and outside the country, through the creation and maintenance of a documentation center. The institution has to be able to reach out and form networks with other agencies seeking to work in drug abuse prevention, providing those agencies with support in the form of training and technical assistance.

- There has to be an adequate basis for understanding the nature and extent of drug abuse in the country. That understanding comes from the conduct of regular, scientifically valid epidemiological surveys, using comparable categories.
- There has to be an overall action plan for the provision of information and education, i.e., a communications strategy, which serves to coordinate the various agencies and organizations seeking to act in the area of drug prevention.

These three elements would contribute to building the basis for long-term coordinated action, resting on a firm institutional foundation that would build a more effective mobilization of Bolivian public opinion to deal with the drug problem. That awareness would build on the urban public's perceptions that production and trafficking in drugs influences drug consumption in Bolivia and that drug production and trafficking contribute little of benefit to the country. It would build on the achievements to date in setting up SEAMCS and in supporting other agencies that serve to assist in developing a coordinated drug awareness program.

C. Recommendations

Development Associates believes that the next stage in advancing an effective approach to the drug problem in Bolivia involves the implementation of this broad strategy. The three components of that implementation are described below first in general and then in more detailed terms.

1. Institution-Building

In the area of institution-building, the principal component would be the provision of long-term institutional support for SEAMOS and the organizations dependent on it (e.g., CIEC, Amanecer, CEMSE, San Martin de Porras, etc.). Provision of that support would require the development of a long-term plan for SEAMOS (three to five years) which would focus on

staff/development, development of appropriate prevention support services (documentation center, evaluation capability), community outreach, networking, and above all, the capacity for SEAMOS to provide training and technical assistance to other agencies.

To date, SEAMOS has developed largely without reference to any outside models, with a senior staff that has no skills or experience in the direction of a national drug prevention program. That staff would benefit from training through observational visits and other modes in specific aspects of their overall task, e.g., program design, program evaluation, community outreach (including management of community outreach). Some of that training is best delivered as interactive technical assistance by outside experts who would, in effect, provide one-on-one, on-the-job training. This is of particular importance because SEAMOS' small senior staff needs to perform certain basic functions as it learns about those functions.

Training should include observation visits and short courses where appropriate both in the United States and elsewhere in Latin America. Such training visits should include USAID personnel involved in monitoring awareness projects as well as project personnel. A plan for long-term institutional support for SEAMOS should include a detailed training plan. It should also include provision for technical assistance in drug prevention program design, monitoring and evaluation, in development of informational resources (a documentation center) and in community outreach.

To a far more limited extent, USAID should endeavor to strengthen CONAPRE/COTENMI by providing training opportunities (in conjunction with those provided to SEAMOS) for its personnel, and technical assistance and funding for specific programs at the national or regional level which would reinforce the efforts being made through SEAMOS.

USAID/Bolivia should amend the project paper to design this long term process of institution-building.

In summary, USAID should take into account the following overall recommendations.

SEAMOS

- The staffing structure of SEAMOS should remain relatively small, and avoid the creation of a large bureaucratic organization. Technical expertise in various areas can be obtained through short-term contracts with experts with the exception noted below. It is recommended, however, that SEAMOS add additional support staff to assist in maintaining grant records, financial accounts and similar functions. This will free the senior staff to concentrate on more important technical matters.
- USAID/Bolivia should provide support over a three to five year period including appropriate training and technical assistance that will enable SEAMOS to focus its drug abuse prevention efforts, and at the same time strengthen its institutional capabilities. A high priority should be given to generating other sources of financial support, besides USAID, to broaden SEAMOS' financial base.
- As part of the institutional capacity building effort, it is recommended that the senior SEAMOS staff travel to Cali, Colombia, to observe the operations of the Fundacion para Educacion Superior (FES) and Fundacion Carvajal. FES is an exceptional social development foundation that has built a unique system of financing projects in drug abuse. These visits could be coordinated with USAID/Bogota. Likewise, visits by SEAMOS and COTENMI staff should be arranged to drug abuse prevention programs in other Latin American countries such as CEDRO in Peru, and the United States. The possibility of sending some SEAMOS and COTENMI staff to participate in short-term academic courses under the Andean Peace Scholarship Program should also be investigated.
- SEAMOS should create an in-house training unit that consists of three to five professional trainers. This unit would conduct training-of-trainers activities with a special focus on drug abuse prevention methodologies. In addition, this unit would also provide assistance to local organizations in planning and setting up drug abuse prevention programs.
- In order to provide the organization with a broader range of internal resources, SEAMOS should begin forming a "speakers bureau" that consists of knowledgeable individuals from various disciplines and perspectives including businessmen, educators, physicians, psychologists, parents and youth.
- A Drug Abuse Prevention Documentation Center should be established that would provide programs and practitioners with technical materials and other resources that are specifically oriented to drug abuse prevention. The Documentation Center could be housed in SEAMOS but also could be located in CIEC, CESE or COTENMI. The final decision should be made on the basis of several criteria including accessibility to users, interest of the organizations, and the capacity of the organization to gather resources and information.
- SEAMOS should adopt a more systematic approach in planning and conduct of its media campaigns. For example, it could use the survey data provided by the Development Associates evaluation as one basis for selecting target

audiences and media strategies. This survey data will give SEAMOS some information about the public's understanding of the drug abuse problem and their perceptions about the importance of different drugs in this problem. This survey data should be used as a first step to plan a targeted media campaign. In addition, SEAMOS should use pre and posttest campaign messages as a method for planning and evaluating their efforts. To facilitate these efforts, focused audience surveys should also be carried out with special populations. In addition, for future campaigns, some basic audience research should be conducted prior to investing any major time or funds. Finally, it is recommended that SEAMOS adopt a multi-media approach using both mass media techniques and inter-personal communications/social skills training modalities.

- SEAMOS should integrate its communications efforts into an overall communications strategy.
- SEAMOS should contract with CIEC to monitor their drug abuse prevention programs, collect data on each program, and systematically begin to identify promising and effective practices in the field. This information will be valuable in planning future drug prevention efforts, and in making choices about the investment of program funds. Likewise, these data can be part of the Documentation Center, and, thus, available to other organizations engaged in some aspect of drug abuse prevention.

CIEC

A number of recommendations have been formulated for CIEC, which are related to the overall recommendations presented for SEAMOS:

- In general, CIEC should continue to have a training role in the overall drug abuse prevention efforts of USAID/Bolivia and the activities of SEAMOS. This organization has unique training capabilities in social skills development, interpersonal communications, and the application of group dynamics principles which should be utilized.
- Given that CIEC also has unique capacities and experience in conducting drug abuse survey research, it is recommended that CIEC's capabilities as a research organization be strengthened. In particular, CIEC should have a key role in transferring research and technological information to practitioners in the field of drug abuse prevention, as well as contributing to the proposed Documentation Center.
- If an institutional support grant is awarded by USAID/Bolivia to SEAMOS, the budget should include funds for CIEC to hire additional professional staff with expertise in research, and ideally experience in some facet of drug abuse prevention and education. This support will be important in strengthening CIEC's research capacities, and in providing SEAMOS with a reliable source of external technical research support.

- As the research is carried out, CIEC may be a logical candidate to function as a repository for the data bank, with the understanding that the research data obtained through projects funded by SEAMOS remains the property of SEAMOS. This will give SEAMOS some control over the future disposition and use of the research data.
- Part of CIEC's research should assist SEAMOS in investigating alternative methods of drug abuse prevention appropriate to the Bolivian context.

CESE

Although not part of the USAID/Bolivia Narcotics Awareness Program, CESE effort may have an effect on the overall efforts of SEAMOS and other USAID funded organizations. Basically, CESE is not a legal entity in Bolivia, but rather an operating arm of the U.S. Embassy.

- It is recommended that CESE either become established as a legal entity in Bolivia or be incorporated into another program.
- If CESE continues to be engaged in drug abuse prevention efforts on its own, its activities should be coordinated with entities such as SEAMOS and COTENMI.

2. Monitoring Drug Prevalence

To provide the required data on the nature and extent of drug abuse in Bolivia, an entity has to be funded to conduct periodic surveys, analyze and publish the resulting data. That entity has to have the capacity to develop questionnaires using categories that are scientifically valid and insure comparability year to year and preferably from country to country to permit effective monitoring of the drug problem.

The entity that has expressed an interest in having responsibility for this activity is CONAPRE/COTENMI. They indicated to Development Associates that they would, in turn, contract CIEC to carry out such a survey.

Development Associates recommends that USAID/Bolivia consider funding such an activity through CONAPRE/COTENMI with suitable safeguards to insure (1) that CIEC be made the responsible agency for actually undertaking the survey; (2) that outside technical assistance be provided to CIEC to help train its staff in instrument design, given as limited experience in the field; and (3) that arrangements be made to assure that the resulting data is made available to all agencies that can benefit from such information.

3. Development of a Drug Information, Education and Communications Strategy

Strategic planning for communications, i.e., the development and implementation of an overall communications strategy which would involve both activities of SEAMOS and those to be financed through the Trust Fund should be carried out in the following manner:

- USAID/Bolivia should bring in an outside consultant team to work with SEAMOS in the development and finalization of the communications strategy which would form the basis for future action in the field. That outside consultant team would provide guidance on the most effective utilization of messages and media to reach the audiences targeted as well as planning appropriate evaluation methods to track results and adjust planning.
- Once the strategy is finalized, the agencies designated in the strategy to carry out specific components would implement their part of the plan, with the assistance of the agency designated to monitor the plan.
- USAID/Bolivia would provide additional assistance to the implementation process as required.
- These activities should be initiated as soon as feasible.

The specific recommendations regarding SEAMOS and CIEC that refer to the communications strategy have already been discussed under institution building.

Development of a communications strategy will involve utilization of elements that have previously been funded by USAID/Bolivia or that are presently under consideration. Given that the Evaluation Team had the opportunity to review these elements and given the need to deal with these elements in the transition period between the evaluation and the development of an overall communications strategy, Development Associates submits the following specific recommendations regarding these elements:

- FIDES: It is possible that in the future SEAMOS can generate news coverage on its own, by virtue of the various drug abuse prevention projects that would be implemented. However, until that is determined as part of the development of a communications strategy, FIDES should receive interim support (e.g., for six months) that would be based on FIDES developing an appropriate proposal to provide news coverage. It is recommended further that FIDES be encouraged to use this period to develop investigative reporting on drug related topics rather than merely providing daily reporting of current events. Such reporting could be coordinated with the documentary work of Mas Alla de los Hechos.
- IMPRESA MEC: It makes sense to maintain the printing press and give SEAMOS and other agencies an inexpensive source for publishing materials. It is estimated that the cost of publishing materials through MEC is about 50% lower than other sources. Purchase of a flatbed press under contractual stipulation that MEC provide services to drug awareness efforts that correspond to the value of the purchase price would be a good way of supporting MEC.
- MAS ALLA DE LOS HECHOS: As interim financing, Development Associates recommends that this activity be supported to produce three or four programs over a four or five month period. Such programs should be carefully scripted and their themes discussed in advance with USAID/Bolivia to provide the maximum integration with other activities. Such funding should only be made available if the producers can guarantee access to television transmission for the shows produced.
- PROTELSE: Development Associates recommends that USAID support this project to edit and broadcast a 'telenovela' regarding the drug problem. USAID/Bolivia should exercise strict control over the content of the program to assure that it serves the purposes of the drug awareness program.
- Radio Communications Progress: In addition to the above mentioned projects which should be considered for interim financing, the Development Associates team recommends that as a part of the overall communications strategy, a radio communication program specifically geared to the residents of the Chapare and other coca producing regions be developed. This could be done in conjunction with UNFDAC and in cooperation with PDAC.

4. Summary

USAID/Bolivia's program to date has been successful. It has funded activities, above all in the private sector, which have contributed to a general awareness of the drug problem and has as a consequence laid the foundation for a more thorough understanding and commitment to increased drug prevention activity. The next step as detailed in the recommendations made by Development Associates is to expand this foundation through a process of institution-building, monitoring the nature and extent of the problem and coordination of activities among the various private and public entities. Development Associates believes that those recommendations will lead to a more profound understanding of the issues and a more lasting basis for effective Bolivian action on the drug problem in the future.

APPENDIX A

CUESTIONARIO DE OPINION

ESTRATO:
1 HOGARES
2 COLEGIO

CUIDAD/LOCALIDAD:
11 La Paz 12 El Alto
21 Cochabamba 22 Quillacollo
31 Santa Cruz 32 Montero

CODIGO: _____

Estamos llevando a cabo una encuesta de opinión pública, en una muestra de habitantes de las ciudades más importantes del país, con el propósito de diseñar campañas de educación e información en el campo de la salud. Ud. fue elegido al azar entre los miembros de su hogar, para que nos dé su valiosa opinión, por lo que le pido, tenga la amabilidad de colaborar conmigo, respondiendo las preguntas que voy a formularle. Gracias.

I. VARIABLES DEMOGRAFICAS:

P2 A. Edad: _____

P3 B. Sexo: 1. masculino 2. femenino

P4 C. Escolaridad: Hasta qué grado estudió?

- | | | | |
|------------------|-------------|----------------------|---------------------------|
| 1. ninguno | 4. alfabeto | 7. básico incompleto | 9. Básico completo |
| 2. Intermedio | 5. medio | 8. Técnico/comercial | 10. Intermedio completo |
| 3. Universitario | 6. Otro | | 11. Intermedio Incompleto |

P5 D. Ocupación Principal: Cuál es su ocupación?

- | | |
|--|------------------------|
| 1. empresario/funcionario de nivel directivo | 6. agricultor |
| 2. actividad profesional independiente | 7. obrero |
| 3. empleado público o privado | 8. labores de casa |
| 4. trabajador por cuenta propia no profesional | 9. estudiante superior |
| 5. comerciante | 10. busca empleo |
| | 11. jubilado/rentista |
| | 12. Otro |

P6 E. Ocupación Secundaria: Tiene alguna otra ocupación además de la anterior en horas extras o días no laborales?

- | | |
|--|---------------|
| 1. comerciante | 4. estudiante |
| 2. trabajador por cuenta propia | 5. agricultor |
| 3. actividad profesional independiente | 6. rentista |
| | 7. no reporta |

P7 F. Lugar de Nacimiento: Dónde nació?

- | | |
|----------------------------------|-------------------|
| 1. en esta ciudad | 2. en otra ciudad |
| 3. en la provincia o en el campo | 4. otro |

2.

G. Qué medio de comunicación prefiere. Indique en orden de preferencia (ponga 1 al medio más preferido; 2 al segundo y 3 al tercero)

P8 1. Radio, P9 2. TV, P10 3. periódico.

H. En qué horario oye radio y ve TV?

P11 1. radio 11 temprano en la mañana
12 a media mañana
13 a medio día
14 temprano en la tarde
15 a media tarde
16 en la noche

P12 2. TV 21 temprano en la mañana
22 a media mañana
23 a medio día
24 temprano en la tarde
25 a media tarde
26 en la noche

II. VARIABLES DE OPINION

P13 101. Cree Ud. que el asunto de las drogas constituye un problema importante para el país?

1. sí 2. no 3. no sé 4. NR

P14 102. Qué aspecto del problema de las drogas cree Ud. que es el principal: la **fabricación** de drogas, el **tráfico** de drogas o el **consumo** de drogas?

1. consumo 2. fabricación 3. tráfico 4. todos
5. ninguno 6. Otro 7. NR

103. Qué sustancias considera Ud. que son drogas? (SIN MOSTRAR LAS OPCIONES AL ENTREVISTADO)

		menciona	no menciona
P15	1. alcohol	11	12
P16	2. tabaco	21	22
P17	3. marihuana	31	32
P18	4. pitillo	41	42
P19	5. cocaína	51	52
P20	6. gasolina/tiner/leña	61	62
P21	7. tranquilizantes	71	72
P22	8. anfetaminas o similares	81	82
P23	9. calmantes (codeína, morfina)	91	92
P24	10. LSD/peyote/mezcalina	101	102
P25	11. Otros	111	

104. En su opinión cuáles son las tres drogas que se consumen más en el país? (escoja tres de las más consumidas. Ponga en el espacio 1, a la más consumida; 2 a la segunda y 3 a la tercera)

1. P27 2. P28 3. P29
- 1_ alcohol
 - 2_ marihuana
 - 3_ cocaína
 - 4_ tranquilizantes
 - 5_ calmantes (codeína, morfina)
 - 6_ tabaco
 - 7_ pitillo
 - 8_ gr solina/tiner/clefa
 - 9_ anfetaminas o similares
 - 10_ LSD/peyote/mezcalina
 - 55_ Otras
 - 99_ NR

105. Por qué razones o motivos cree Ud. que la gente consume drogas? (escoja sólo una).

P30

- 1. por problemas económicos personales
- 2. por problemas psicológicos personales
- 3. por falta de carácter/vicio
- 4. por problemas familiares
- 5. por placer
- 6. por presión social, moda o publicidad.
- 7. por curiosidad
- 8. otros
- 9. NR

106. Cree Ud. que las drogas hacen daño a quien las consume sólo de vez en cuando?

		consumir de vez en cuando hace daño	no hace daño
P31	1. alcohol		
P32	2. tabaco	11	12
P33	3. marihuana	21	22
P34	4. pitillo	31	32
P35	5. cocaína	41	42
P36	6. gasolina/tiner/clefa	51	52
P37	7. tranquilizantes	61	62
P38	8. anfetaminas o similares	71	72
P39	9. calmantes (codeína, morfina)	81	82
P40	10. LSD/peyote/mezcalina	91	92
P41	11. Otros	101	102
P42	12. NR	111	

107. Cree Ud. que en general, las drogas hacen daño a quien las consume con frecuencia?

- P43 1. sí 2. no 3. no sé 4. NR

108. Qué daños cree Ud que causan las drogas a quienes las consumen?

- P44
1. afectan la salud
 2. afectan la capacidad de trabajo y estudio
 3. afectan la vida social e interpersonal
 4. afectan la vida familiar
 5. Otros
 6. todas las anteriores
 7. ninguna de las anteriores
 8. NR

109. En su opinión cuál es la droga que causa más daño a la persona? (escoja sólo una).

- P45
- | | |
|---------------------------------|----------------------------|
| 1. alcohol | 7. pitillo |
| 2. marihuana | 8. gasolina/tiner/clefa |
| 3. cocaína | 9. anfetaminas o similares |
| 4. tranquilizantes | 10. LSD/peyote/mezcalina |
| 5. calmantes (codeína, morfina) | 11. Otros |
| 6. tabaco | 12. NR |

110. Puede nombrar alguna droga que tenga efectos **positivos** sobre la salud, el trabajo, los estudios o las relaciones sociales?

		salud	trabajo	estudios	rel. soc.
P46	1. alcohol	11	12	13	14
P47	2. tabaco	21	22	23	24
P48	3. marihuana	31	32	33	34
P49	4. pitillo	41	42	43	44
P50	5. cocaína	51	52	53	54
P51	6. gasolina/tiner/clefa	61	62	63	64
P52	7. tranquilizantes	71	72	73	74
P53	8. anfetaminas o similares	81	82	83	84
P54	9. calmantes (codeína, morfina)	91	92	93	94
P55	10. LSD/peyote, mezcalina	101	102	103	104
P56	11. Otros	111	112	113	114
P57	99. ninguna				

111. Voy a nombrar algunas sustancias. Quisiera que me diga cuáles de éstas cree Ud. que **producen adicción**; es decir, que quien las usa se vuelve física o psicológicamente dependiente y no puede pasar sin ellas.

	si	no	no sabe
P58 1. alcohol	11	12	13
P59 2. tabaco	21	22	23
P60 3. marihuana	31	32	33
P61 4. pitillo	41	42	43
P62 5. cocaína	51	52	53
P63 6. gasolina/tiner/clefa	61	62	63
P64 7. tranquilizantes	71	72	73
P65 8. anfetaminas o similares	81	82	83
P66 9. calmantes (codeína, morfina)	91	92	93
P67 10. LSD/peyote/mezcalina	101	102	103
P68 11. Otros	111	112	113

112. De las sustancias que Ud. nombró que producen adicción. Quisiera que diga qué grado de adicción producen.

	adicción ligera	adicción mediana	adicción fuerte	adicción total
P70 1. alcohol	11	12	13	14
P71 2. tabaco	21	22	23	24
P72 3. marihuana	31	32	33	34
P73 4. pitillo	41	42	43	44
P74 5. cocaína	51	52	53	54
P75 6. gasolina/tiner/clefa	61	62	63	64
P76 7. tranquilizantes	71	72	73	74
P77 8. anfetaminas o similares	81	82	83	84
P78 9. calmantes (codeína, morfina)	91	92	93	94
P79 10. LSD/peyote/mezcalina	101	102	103	104
P80 11. Otra	111	112	113	114

113. Cree Ud. que Bolivia es uno de los primeros productores de hoja de coca en el mundo?

P82 1. si 2. no 3. no sé 4. NR

114. Cree Ud. que en los últimos años, el **cultivo de coca** en el país está:

P83 1. aumentando 4. No sé
2. disminuyendo 5. Otro
3. permanece igual 6. NR

115. Cree Ud. que en los últimos años, la **fabricación** de pasta de cocaína y clorhidrato de cocaína en el país está:

- P84
- | | |
|--------------------|---------------|
| 1. aumentando | 4. Otro |
| 2. disminuyendo | 5. No sé |
| 3. permanece igual | 6. NR |

116. A su criterio, cuál es el principal beneficio, si lo hubiera, que proporciona al país la **fabricación** de la pasta y del clorhidrato de cocaína? (escoja sólo una).

- P85
1. empleo/trabajo
 2. ingreso de dólares al país
 3. inversiones
 4. otro
 5. ninguno
 6. NR

117. A su criterio, cuál es el principal daño o perjuicio, si lo hubiera, que causa al país la **fabricación** de la pasta y del clorhidrato de cocaína? (escoja sólo una).

- P86
- | | |
|---------------------------------|-------------------------|
| 1. daño a la juventud | 6. mala imagen del país |
| 2. terrorismo | 7. destruye la familia |
| 3. aumenta el consumo de drogas | 8. Otro |
| 4. corrompe las autoridades | 9. NR |
| 5. delincuencia/violencia | |

118. A partir de lo que ha escuchado o leído, cree Ud. que el **narcotráfico** en el país, en los últimos años, ha:

- P87
- | | |
|--------------------|---------------|
| 1. aumentado | 4. Otro |
| 2. disminuido | 5. No sé |
| 3. permanece igual | 6. NR |

119. A su criterio, cuál es el principal beneficio, si lo hubiera, que produce el **narcotráfico** para el país? (escoja sólo una).

- P88
1. empleo/trabajo
 2. ingreso de dólares al país
 3. inversiones
 4. otro
 5. ninguno
 6. NR

120. A su criterio, cuál es el principal daño o perjuicio, si lo hubiera, que ocasiona al país el **narcotráfico**? (escoja sólo una)

p89

- 1. daño a la juventud
- 2. terrorismo
- 3. aumenta el consumo de drogas
- 4. corrompe las autoridades
- 5. delincuencia/violencia
- 6. mala imagen del país
- 7. destruye la familia
- 8. Otro
- 9. NR

121. Cree Ud. que el **consumo** de drogas en el país está:

p90

- 1. aumentando
- 2. disminuyendo
- 3. permanece igual
- 4. Otro
- 5. No sé
- 6. NR

122. (Si la respuesta en 121 fue 1) diga qué razones tiene Ud. para pensar que en el país está aumentando el consumo de drogas. (escoja sólo una).

p91

- 1. por el aumento de la venta de droga en las calles
- 2. por que se vé más drogadictos
- 3. por las noticias en los medios de comunicación
- 4. por el aumento del desempleo
- 5. por el aumento de problemas económicos y sociales
- 6. por el aumento de problemas familiares
- 7. por el aumento de la fabricación de cocaína
- 8. por la crisis del país
- 9. NR

123. A su criterio, cuál es el principal daño o perjuicio, si lo hubiera, que ocasiona al país el **consumo** de drogas? (escoja sólo una).

p92

- 1. daña a la juventud
- 2. fomenta el vicio
- 3. destruye la familia
- 4. fomenta la delincuencia
- 5. degenera a las personas
- 6. corrompe las autoridades
- 7. Otro
- 8. NR

124. A través de qué medios de comunicación ha recibido Ud. información u orientación sobre el tema de las drogas.

p93

	si recibió	no recibió
--	------------	------------

p93	1. radio	11	12
p94	2. TV	21	22
p95	3. Periódicos	31	32
p96	4. Impresos/folletos	41	42
p97	5. Otros	51	52
p98	6. NR		

8.

125. A través de quienes ha recibido Ud. información u orientación sobre el tema de las drogas?

		si recibió	no recibió
P99	1. sus padres	11	12
P100	2. sus amigos	21	22
P101	3. sus profesores	31	32
P102	4. líderes de la comunidad	51	52
P103	6. Campaña SEAMOS	61	62
P104	7. Otros	71	72
P105	8. NR		

126. En su opinión, la información que recibió es:

- P106 1. útil 2. inútil 3. NR

127. En su opinión, la información que recibió es:

- P107 1. suficiente 4. no corresponde
 2. insuficiente 5. NR
 3. excesiva

128. Qué tipo de información sobre drogas le gustaría recibir principalmente? (escoja sólo una)

- P108 1. información general 5. prevención del consumo
 2. daños que causan 6. no me interesa
 3. tratamiento/rehabilitación 7. Otro
 4. efectos de las drogas 8. NR

129. A través de qué medio de comunicación preferiría recibir información sobre las drogas? (escoja sólo una).

- P109 1. impresos/folletos
 2. periódicos
 3. radio
 4. TV (charlas/documentales)
 5. TV (spots o cuñas)
 6. Conferencias de especialistas
 7. líderes de información
 8. líderes/promotores comunitarios
 9. otro

130. Sabe si en su ciudad existen programas de educación e información sobre el uso de drogas?

- P110 1. si 2. no 3. no sé 4. NR

131. Si en la pregunta 130 contestó 1, qué programas son y que institución los realiza?

Programa	Institución
.....
.....
.....
.....
.....
.....

P111

132. Considera Ud. que la información abundante y sin restricciones sobre drogas podría ser:

- P112 1. muy beneficiosa 4. muy perjudicial
- 2. beneficiosa 5. no sabe
- 3. perjudicial 6. NR

133. Participó Ud. en campañas de información y educación sobre consumo de drogas en su comunidad?

- P113 1. si 2. no 3. NR

134. Sabe Ud. si hay en el país alguna institución especializada en realizar campañas de educación e información sobre el consumo de drogas?

- P114 1. si 2. no 3. NR

135. Si en la pregunta 134 respondió 1; indique cuál es a su juicio la más importante (escoja sólo una)

- 1. Ministerio de Educación
- 2. Ministerio de Salud
- 3. Ministerio del Interior
- 4. Policía Boliviana
- 5. Campaña SEAMOS
- 6. Otra
- 7. no identificada

P115

136. Podría Ud. calificar la labor de información y educación de las siguientes instituciones?

		excelente	buena	regular	deficiente
P116	1. Min. Educación	11	12	13	14
P117	2. Min. Salud	21	22	23	24
P118	3. Min. Interior	31	32	33	34
P119	4. Policía Boliviana	41	42	43	44
P120	5. Campaña SEAMOS	51	52	53	54
P121	6. Otra	61	62	63	64
	7. Otra	71	72	73	74
	8. Otra	81	82	83	84
	9. Otra	91	92	93	94

137. Si nombró a SEAMOS; antes de conocer ésta, de qué otras instituciones especializadas en información y educación sobre drogas tuvo Ud. conocimiento?

P125

138. Podría decir qué quiere decir SEAMOS?

P126 1. puede 2. no puede

GRACIAS POR SU COOPERACION.

20
02/11/88 07:17:2

DEVELOPMENT ASSOCIATES, INC.
MANAGEMENT AND GOVERNMENTAL CONSULTANTS
2924 COLUMBIA PIKE
ARLINGTON, VIRGINIA 22204-4399
U.S.A.
703/678-0100

TELEX 197921 DAWASH

August 15, 1988

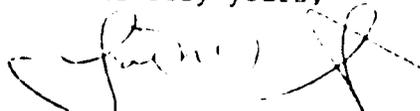
Dr. David Hess
Chief, Office of Special Projects
USAID/Bolivia

Dear Dr. Hess:

Attached are ten copies of our final report in English on the evaluation of narcotics awareness activities, Delivery Order No. 26 under PDC-0088-I-00-6098-00. Under separate cover, we shall shortly forward to you ten copies of the Spanish version of the report.

Again may I take this opportunity to thank you, Carlos Montano, James Graham and Blanca Terin for your most valuable assistance in carrying out our evaluation.

Sincerely yours,



Joel M. Jutkowitz, PhD
Senior Associate/Team Leader

JMJ:nr

Enclosures: As stated