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UNITED STATES INTERNATIONAL DEVELOPMENT COOPERATION AGENCY  
AGENCY FOR INTERNATIONAL DEVELOPMENT  
Washington, D. C. 20523

PANAMA

PROJECT PAPER

DRUG AWARENESS AND PREVENTION PROJECT

AID/LAC/P-716

PROJECT NUMBER: 525-0320

UNCLASSIFIED





AGENCY FOR INTERNATIONAL DEVELOPMENT  
UNITED STATES A.I.D. MISSION TO PANAMA

APO Miami 34002 - 0014  
Telephone 63-6011

**ACTION MEMORANDUM FOR THE DIRECTOR**

**TO:** Kevin Kelly, Acting Director  
**FROM:** *Robert P. Mathia*  
Robert P. Mathia, Chief, Program and Project  
Development Office  
**SUBJECT:** Approval and Authorization of the Drug Awareness  
and Prevention Project  
**DATE:** September 25, 1991

**Problem:**

Your signature is required to authorize the Drug Awareness and Prevention Project. This is a two year program with a LOP funding level of \$992,000 of which A.I.D. will contribute \$250,000. This document will serve as both the Action Memorandum and Project Authorization.

**Background:**

Cruz Blanca, a local PVO, has presented a proposal to the Mission for strengthening its institutional capacity to carry out drug abuse prevention programs and, specifically to carry out a training of trainers program in this area.

Cruz Blanca began its drug abuse prevention activities in 1981 with direct assistance from the Glenbeigh Hospital Institute of Miami, most of which was provided by Dr. Doris Amaya. Training was provided to Cruz Blanca's eight permanent staff members and, more importantly, to its large number of volunteer professionals (e.g. doctors, psychiatrists, social workers, counselors, educators). Fund raising efforts successfully complemented volunteer services (valued at \$175,000 yearly) bringing in over \$150,000 annually from corporations, civic clubs, donations for clinical services and a highly successful "red ribbon" fund raising effort -- a campaign similar to "poppy day" in the U.S.

USAID/Panama's drug abuse prevention activities began in March, 1987 when financing was provided to PRIDE of Panama (a local PVO) to undertake a survey related to drug abuse. The survey included

a sample of students in the 7th grade through high school in urban areas throughout Panama. Results indicated that one out of four students have access to marijuana, cocaine or coca paste and that as many as one third of high school seniors may have used marijuana and one fifth may have used cocaine at some time. The survey further indicated that the drug abuse problem has spread throughout Panama.

Local groups, including PRIDE and Cruz Blanca, met to discuss the survey results and to suggest ways of combating adolescent drug abuse before it grew to be an even more serious problem. Cruz Blanca submitted a grant proposal to USAID/Panama in August, 1987 requesting funds to help strengthen and expand the activities of its recently created Institute for the Prevention of Inappropriate Use of Drugs (IPPTUID). While Cruz Blanca had been created in 1978 as an institution for the prevention and treatment of juvenile delinquency, by 1987, it had become the leading private sector organization involved with drug abuse prevention in Panama. The IPPTUID was merely the formalization of an organizational base for coordinating existing Cruz Blanca drug prevention activities. The organizational components of the IPPTUID are: 1) Education and Training, 2) Community Outreach, 3) Public Information and Referral to Professional Services, 4) Worker Assistance Programs, 5) Research and Documentation, and 6) Youth to Youth Programs.

Under the resultant two year Drug Abuse Prevention Grant with Cruz Blanca, A.I.D.'s \$200,000 contribution represented about 25% of the total value of the project (\$759,200). The A.I.D. Grant provided for the salary of the Project Director, a computer, staff training and technical assistance, equipment for two additional community centers, and funding for training seminars and recreational equipment.

Noteworthy features of the above programs were: 1) education and training programs available to parents, youth leaders, church staff, teachers and health care professionals (e.g. doctors, counselors, social workers) who themselves become instructors, 2) community outreach bringing Cruz Blanca services directly to local communities, 3) referral services including drug rehabilitation and treatment both in Cruz Blanca offices or by means of trained professional volunteers, and 4) youth programs which reinforce positive peer pressure through recreational, sporting and cultural activities.

This project was completed in 1989. The current proposed project will build on and continue key activities initiated during the former project, mainly institutional strengthening of Cruz Blanca and training of staff and additional volunteers. A.I.D. is also sponsoring a drug prevalence survey to be completed by the end of

this calendar year. The results of this survey will be utilized to further refine the training programs offered by Cruz Blanca.

**Discussion:**

The goal of the project is to significantly reduce the incidence of illegal drug abuse in Panama. The purpose of the project is to upgrade the technical capability of the staff of Cruz Blanca, a local PVO, and provide training for approximately 1440 volunteers in modern techniques of drug awareness and prevention which will enable them to actively participate in programs designed to increase public awareness of the adverse effects of the abuse of illegal drug usage and ways of prevention. In addition to providing resources for the training activities, the project will also finance the procurement of short-term technical advisors to assist in upgrading the skills and overall competence of the staff of Cruz Blanca; minimal office equipment and one vehicle; and the design and implementation of a mass media campaign. During the life of the project, Cruz Blanca will strengthen and upgrade two existing chapters, in David and La Chorrera, and create two additional chapters in the rural area of Panama.

**Source and Origin of Commodities, Nationality of Services:**

Commodities financed by A.I.D. under the Project shall have their source and origin in the United States (A.I.D. Geographic Code 000) except as A.I.D. may otherwise agree in writing or otherwise provided for in A.I.D. Regulations. The suppliers of commodities or services shall have the United States as their place of nationality, except as A.I.D. may otherwise agree in writing. In accordance with Buy America Guidance (90 STATE 410442), Professional Services Contracts of \$250,000 or less may be procured locally.

**Congressional and A.I.D./W Notification:**

A Congressional Notification was sent to the Hill on July 16, 1991 and expired on July 30, 1991. An NPD and other A.I.D./W approval was not required because the total USAID contribution is less than \$500,000.

**Authority:**

DOA 752 delegates project authorization and implementation authorities to the Mission Director provided the authority does not exceed \$20 million; does not present significant policy issues; does not require issuance of waivers that may be approved only by the Administrator; and, does not have a life of project in excess of 10 years. This project meets the above outlined criteria.

d.

**Recommendation:**

That you approve and authorize the Drug Awareness and Prevention Project (A.I.D. No. 525-0320) by signing the statement below:

Pursuant to Section 534 of the Foreign Assistance Act of 1961, as amended, I hereby approve and authorize the Drug Awareness and Prevention Project for Panama involving planned obligations of not to exceed \$250,000 in grant funds over a two year period from the date of this authorization subject to the availability of funds in accordance with the A.I.D. OYB allotment process, to help in financing the costs for the project. The planned life of the project is two years from the date of initial obligation.

The project will consist of activities in support of Cruz Blanca's drug awareness and prevention activities, as further detailed in the Action Memorandum of which this authorization forms part.

The project agreement which may be negotiated and executed by the officer to whom such authority is delegated in accordance with A.I.D. regulations and Delegation of Authority shall be subject to the provisions on source and origin of commodities, and nationality of services, contained in the Action Memorandum of which this authorization forms part, together with such other terms and conditions as A.I.D. may deem appropriate.

SIGNATURE: \_\_\_\_\_

*Kevin Kelly*  
Kevin Kelly  
Acting Director

DATE: \_\_\_\_\_

*9/27/91*

Clearances: PPD: JHClary *JHC* date 9-25-91  
 CONT: HDorcus *HD* date 9/26/91  
 \*EXO: JPDonnelly *JD* date 9/26/91  
 RLA: MVelásquez *MV* date 9-25-91

*JH*  
 Drafter: PPD: JAFearon: nvch: 09/23/91  
 Doc. C: \WP51\DOCUMENT: DRUGAWAM

\* Note: Due to last-minute negotiation with CRUZ BLANCA re: their contribution to Project the total



# **Cruz Blanca Panameña**

**NOMBRE DEL PROYECTO:**

**PROGRAMA DE PREVENCIÓN DEL  
USO INDEBIDO DE DROGAS**

**ORGANIZACIÓN**

**CRUZ BLANCA PANAMEÑA  
PANAMA, CIUDAD DE PANAMA**

**UBICACIÓN:**

**PARQUE RECREATIVO  
"HECTOR GALLEGOS"**

**PERSONA CONTACTO:**

**MARGARITA V. DE REATEGUI  
PRESIDENTA**

**ENCARGADOS DEL PROYECTO:**

**LIC. MELVA RAMIREZ  
DIRECTORA DE PROYECTOS**

**LIC. JORGE A. SHAIK  
DIRECTOR ADMINISTRATIVO**

## B. PROPOSITO Y DESCRIPCION DEL PROYECTO.

El presente proyecto tiene como propósito fundamental el fortalecimiento del Programa de Prevención del Uso Indebido de Drogas que realiza Cruz Blanca Panameña. El proyecto (sin limitarse a ello únicamente) enfatizará la capacitación de 1,440 agentes multiplicadores en el país, preferencialmente en las provincias del interior, para que puedan realizar intervenciones en el campo de la prevención del uso indebido de drogas a nivel primario, secundario y terciario. Esto obedece a la necesidad nacional por desarrollar mayores labores de prevención a todo nivel. Las solicitudes de capacitación se dirigen a la CRUZ BLANCA PANAMEÑA por ser la institución que a través de los años ha trabajado preparando agentes multiplicadores en prevención.

### DESCRIPCION GENERAL DEL PROYECTO.

#### JUSTIFICACION

Varios son los factores que justifican la ejecución de este proyecto:

- Aumento del abuso de drogas a nivel nacional. En 1990 el Ministerio de Salud\* señaló que entre otros, el alcoholismo, la drogadicción, violencia familiar y social han ido aumentando en nuestro país, disminuyendo en forma alarmante los años de vida productiva del panameño. Recomendando, por lo tanto, el reforzamiento de los correspondientes programas de prevención;
- Aumento en la cantidad de solicitudes de capacitación provenientes de las diferentes provincias del país a Cruz Blanca Panameña;
- Falta de un número mayor de agentes entrenados en el área de prevención y tratamiento para dar respuesta a la demanda.

\* Véase en Folleto "Política Nacional de Salud del Gobierno de Reconstrucción y Reconciliación Nacional. Panamá 1990.

## ANTECEDENTES

### EL PROBLEMA DE DROGAS EN PANAMA

Aunque no se cuentan con datos estadísticos a nivel epidemiológico o de prevalencia del consumo de drogas a nivel nacional, pasamos a detallar datos obtenidos en las diversas instituciones o entidades que de una u otra manera laboran en el área de drogas o manejan poblaciones que están siendo afectadas por las drogas. Esto permite una idea de la magnitud del problema que se enfrenta.

#### Salud

El Hospital Santo Tomás en su consulta de urgencias psiquiátricas atiende diariamente de 3 a 5 casos asociados al uso de drogas.

El Hospital Psiquiátrico Nacional, en su programa de dependencia química mantiene una lista de espera de más de 300 personas.

Hogares CREA, comunidad terapéutica, mantiene sus instalaciones ocupadas al máximo y con lista de espera de más 80 personas.

En años anteriores los programas mencionados no se habían visto en la necesidad de elaborar listas de espera.

CRUZ BLANCA PANAMENÑA atiende diariamente de 7 a 11 llamadas de atención por problemas asociados a consumo de drogas. En 1991, durante los primeros 6 meses del año, 724 personas han sido atendidas. En 1990 durante todo el año se atendieron 530 personas. Puede apreciarse el aumento en el número de atenciones producto del aumento de la demanda por recibir la atención.

### Delitos asociados a drogas

Los centros penitenciarios del país registran un aumento en los casos asociados a drogas durante los últimos años. En 1989 se tramitaron 157 casos por posesión de drogas, en 1990 casi se duplicó la cantidad de casos tramitados.

En el Centro Penitenciario Renacer, en abril de 1991 se reportaban 51 casos asociados al abuso de drogas, lo que representa un 35% de la población interna. Delitos como homicidios, hurtos, robos y violaciones están asociados al consumo de drogas.

El Centro Femenino de Rehabilitación reporta para abril de 1991, un 45% de internos que manifestaron consumo de drogas al ingresar a la institución.

En 1990 la Cárcel Modelo vió quintuplicada la población detenida por posesión ilícita de drogas en relación al número de casos reportados para 1989. Se duplicó también el número de casos en relación al tráfico de drogas al comparar los mismos períodos.

### Menores Infractores

En 1986 los reportes del Tribunal Tutelar de Menores indicaban que el 60% de los menores infractores, tenían problemas asociados al uso de drogas. Durante 1991 el Tribunal reporta que 9 de cada 10 casos que llegan a la institución tienen problemas asociados a las drogas.

### Aspecto Laboral

Durante los primeros meses 1991 se observa que las empresas privadas e instituciones gubernamentales inician el proceso de exámenes de laboratorio al azar y con el factor sorpresa, para sus empleados o personal de trabajo. Los resultados estadísticos reportados por dos laboratorios de amplia experiencia

en la realización de pruebas, indican que el problema de consumo de drogas ha llegado al área laboral. Uno de los laboratorios reportó que de 1500 pruebas realizadas, el 20% resultaron casos positivos a cocaína; y el otro laboratorio reportó el 13% de casos positivos.

### Aspecto Escolar y Juventud

La situación en este aspecto está muy asociada al consumo de drogas por parte de los jóvenes. Aunque no hay reportes oficiales se sabe del consumo de drogas y venta de las sustancias en las escuelas o áreas cercanas. Ya en 1986 se reportaba que el 20% de los jóvenes de las escuelas secundarias del área metropolitana manifestaban tener amigos que consumían cocaína (CUESTIONARIO PRIDE 1986). Una tesis de grado de la Escuela de Psicología de la Universidad Santa María la Antigua (1991) reporta alto consumo de bebidas alcohólicas por la población estudiantil, lo cual corrobora encuestas anteriores.

A CRUZ BLANCA PANAMEÑA llegan solicitudes de escuelas para realizar la labor preventiva, ya sea porque se conoce del consumo de drogas en los planteles o porque se desea introducir la labor preventiva antes que aparezca el consumo. En 1990 recibimos solicitudes de 43 colegios del país. En 1991 durante los primeros 6 meses del año hemos recibido solicitudes de 31 centros educativos, localizados únicamente en el área de la ciudad capital. A éstas hay que agregar las solicitudes provenientes de escuelas del interior del país.

Es preocupante que en el número de citas del Servicio de Orientación gratuito que presta CRUZ BLANCA PANAMEÑA, el 35% de los casos corresponden a menores de edad escolar. Además, según las estadísticas del mismo servicio, el 51% de los casos atendidos iniciaron su consumo de drogas antes de los 16 años y el 40% de casos lo inició entre los 16 y 20 años de edad.

### Aspecto Comunidad

CRUZ BLANCA PANAMEÑA ha recibido solicitudes de la comunidad a través de clubes cívicos, juntas comunales, grupos pastorales, asociaciones juveniles y padres de familia para iniciar acciones preventivas debido a que se ha detectado consumo de drogas o se desea prevenir el consumo.

La Comisión Nacional para la Prevención y Rehabilitación de los Delitos Asociados a Drogas (CONAPRED) reporta un aumento en la demanda por servicios de prevención de diversas comunidades del país .

### Disponibilidad de la Droga

Aunado a los datos presentados, los medios de comunicación reportan del nivel de disponibilidad tan alto de drogas que hay en el país; y del bajo costo de las mismas. Una dosis de cocaína puede valorarse en \$1.00; el cigarrillo de marihuana en \$0.50 centavos y también el crack o "piedra" puede obtenerse a bajo costo. Estos reportes son confirmados por los pacientes que acuden al servicio de orientación de Cruz Blanca Panameña.

### Control de la Oferta

El sistema encargado del control de la oferta de drogas (Policía Nacional, Dirección de Aduanas, Policía Técnica Judicial) ha manifestado no contar con la cantidad y calidad del recurso necesario para realizar la labor represiva con toda la efectividad requerida. Informes de las provincias indican que la policía del sector no cuenta con la capacidad para controlar la oferta. La droga ingresa al territorio nacional a través de las áreas con poca vigilancia. De esto se infiere que ha aumentado la disponibilidad de drogas en las provincias.

### Aumento en la Demanda de Servicios

Podemos constatar esta afirmación a través del listado de solicitudes de apoyo técnico y capacitación para el desarrollo de acciones preventivas que llegan a diario a CRUZ BLANCA PANAMEÑA. Cuando se realiza un análisis de las necesidades de cada solicitud, observamos que el personal no tiene la capacitación adecuada para llevar su programa de prevención y acuden a Cruz Blanca en busca del apoyo.

116 solicitudes conforman el listado de las organizaciones que han solicitado servicios en el período de enero a julio de 1991. Se observa la amplia variedad de procedencia y en todos los casos constatamos la necesidad de formar agentes multiplicadores y de capacitar personal técnico.

Aunado al problema del uso indebido de drogas, la realidad nacional nos presenta problemas económicos, una alta tasa de desempleo, crisis socio-políticas y de la institución familiar. Estos son factores de riesgo para que el consumo de drogas aumente.

Por lo tanto ante la demanda, las labores de prevención a nivel primario, secundario y terciario, deben incrementarse.

### **CRUZ BLANCA PANAMEÑA**

La CRUZ BLANCA PANAMEÑA organización no gubernamental con carácter consultivo ante las Naciones Unidas es una asociación sin fines de lucro, apolítica y no confesional.

Dentro de sus objetivos generales la institución procura prevenir el uso indebido de drogas, así como rehabilitar a los adictos. Logra estos objetivos a través de programas orientados a concientizar a la población; capacitar agentes multiplicadores a todo nivel (profesionales, jóvenes, padres de familia, agen-

tes de pastoral); organizar a la comunidad en labores de prevención y ofrecer a través de la Clínica Margarita un programa de orientación y recuperación.

Cruz Blanca Panameña cuenta con un Centro de Documentación e Impresiones. La Biblioteca atiende a estudiantes y profesionales en la realización de trabajos, investigaciones y tesis de grado. En tanto la imprenta edita literatura preventiva y de rehabilitación. Entre ellas: "MANUAL DE PREVENCIÓN PARA EDUCADORES", "NOTAS DE TRATAMIENTO", "LIBRE DE DROGAS", y una amplia variedad de folletos y volantes educativos. La imprenta absorbe trabajos de la empresa privada, generando ciertos ingresos a la institución.

Un grupo de 14 técnicos forman parte del personal de capacitación contratado de Cruz Blanca Panameña; además de 48 profesionales voluntarios que apoyan los programas de prevención y tratamiento de la institución. Estos voluntarios donan un total de 202 horas mensuales a nuestros programas. El personal contratado, dona a su vez 50 horas mensuales. Es política de la institución (acorde a sus recursos) enviar a los profesionales a seminarios y congresos internacionales con el fin de mantener actualizado a su personal.

Además de la sede en la ciudad capital y la ciudad de Chorrera, Cruz Blanca Panameña logró con la ayuda de la A.I.D. (1987-1989) establecer Capítulos en las Provincias de Chiriquí y Colón. Estos Capítulos, a raíz de los problemas socio-políticos y la falta de recursos económicos que han afectado al país en general, están operando en un nivel menor a lo que la demanda de sus sectores amerita. Lo que sustenta su fortalecimiento, tanto en el área de recursos humanos (actualización, capacitación), como de infraestructura (ampliación de locales, incremento de equipos didácticos, entre otros).

Desde 1985, la CRUZ BLANCA PANAMEÑA ha laborado en el área de la capacitación de agentes multiplicadores, adquiriendo experiencia en este campo y desarrollando, con técnicas actualizadas, programas de capacitación en el área de prevención y tratamiento.

La Cruz Blanca Panameña ha asistido técnicamente a otros países con su programa de capacitación (Guatemala 1988); y ha organizado el Primer Congreso Latinoamericano para la prevención del uso indebido de drogas.

La organización ha entrenado y capacitado en cooperación con la Universidad de Miami (1986-1990) y en unidad de la Universidad Santa María la Antigua. En el siguiente cuadro presentamos las labores de capacitación de agentes multiplicadores.

**Cuadro No. 1**  
**Capacitación de agentes multiplicadores**  
**1986 - 1989**

Durante 1987 a 1989 parte de las capacitaciones se realizaron como parte del proyecto CRUZ BLANCA PANAMEÑA - AID No. 525-0292-A00-70401-00.

CURSO	CANTIDAD	PERSONAS ENTRENADAS
Tratamiento de Dependencia Química	4	209
Profesionales de la Salud	10	384
Padres de Familia	10	379
Educadores	5	554
Jóvenes	22	2,014
Agentes Pastorales	5	126
<b>TOTAL.....</b>	<b>56</b>	<b><u>3,666</u></b>

**Cuadro No. 2**  
**Capacitación de Agentes Multiplicadores**  
**1990**

	ASISTENTES
1. Profesionales de la salud.....	47
2. Líderes Juveniles.....	586
3. Grupos Religiosos.....	55
4. Educadores.....	99
5. Grupos Comunitarios.....	480
6. Instituciones o Servicios Públicos..	782
7. Empresa Privada.....	26
8. Curso de Prevención y Tratamiento de la adicción.....	57
<b>TOTAL.....</b>	<b><u>2,033</u></b>

Cabe señalar que los Programas de Capacitación de Cruz Blanca Panameña se dividen en dos bloques fundamentales de acuerdo al curriculum y objetivos desa  
dos:

1-. Aquellos dirigidos a Profesionales de la Salud , áreas sociales, agen-  
tes pastorales y educadores, quienes por su nivel de profesionalismo y campo  
de trabajo, luego de capacitarse pueden realizar intervenciones en el campo de  
la prevención del uso indebido de drogas a nivel primario, secundario y terciario  
de acuerdo a su entorno y necesidad (Véase Cuadro No. 1 - 1,531 Agentes  
Multiplicadores Capacitados).

El impacto de estas capacitaciones se refleja en la implementación y fortalecimiento de programas de prevención o rehabilitación en el país. Entre ellos podemos mencionar:

Hospital Psiquiátrico Nacional	Hospital Santo Tomás
Tribunal Tutelar de Menores	Policía Nacional
Hospital José D. de Obaldía	I.R.H.E.
CONAPRED	Cervecería Nacional
Clínica Margarita (Primer Centro Nacional para el Tratamiento Ambulatorio de la Adicción).	

Por otro lado, estas capacitaciones fomentaron la formación de grupos de Au  
to-Ayuda tales como Narcóticos Anónimos, Familias Anónimas, Relaciones Adicti-  
vas Anónimas, Medicamentos Anónimos, Funadores Anónimos, Emociones Anónimas, Hi  
jos de Adictos Anónimos.

En cuanto a los Agentes Pastorales, los mismos se encuentran en la etapa de establecimiento de sus programas de prevención. El Arzobispo Marcos Gregorio MacGrath ha solicitado a Cruz Blanca apoyo técnico para la Comisión de la Iglesia Católica para la Prevención del Uso de Drogas. Por su parte, el Vicariato de Oriente (Sector de San Miguelito) ha iniciado programas de prevención a raíz de las capacitaciones ofrecidas por Cruz Blanca Panameña.

2-. Aquellos dirigidos a Padres de Familia, Jóvenes, Líderes Juveniles, Grupos Comunitarios, Instituciones y Servidores Públicos, a quienes se les capacita y concientiza sobre el problema de las drogas, fortaleciendo la personalidad de cada uno de los participantes, para que puedan influir positivamente en su entorno (familia, barriada, área de trabajo) sin que ello implique el establecimiento de un programa preventivo por su parte (Véase Cuadro No. 1 - 4,168 Personas Entrenadas).

En relación al Programa Juvenil, 2600 jóvenes fueron capacitados para llevar una vida libre de drogas y desarrollar acciones positivas para el uso del tiempo libre. Esto motivó a que la Comisión Interamericana para el Control del Abuso de Drogas (CICAD), organismo de la O.E.A., evaluara nuestro programa, en aras de fortalecer las redes de trabajo para la prevención del abuso de drogas en América Latina.

No obstante, a nivel institucional, los cambios políticos han mermado los adelantos logrados en ciertas áreas, ya que personal capacitado ha sido despedido, removido o trasladado de sus puestos a otras áreas donde les es más difícil la aplicación de las técnicas preventivas.

La mayoría de las capacitaciones han sido realizadas en la Provincia de Panamá, sintiendo nuestra organización la necesidad de expandir este servicio a las provincias del interior.

Como organización sin fines de lucro, Cruz Blanca Panameña efectúa sus operaciones en base a donaciones que recibe de la comunidad. Pero éstas no cubren en su totalidad el presupuesto que amerita la labor preventiva en todo el país. En tal sentido la institución efectúa una serie de actividades con el fin de recabar fondos que le permitan continuar con su labor, y a su vez, se conviertan en un llamado de atención y concientizador sobre el peligro de las drogas. En tal sentido podemos mencionar la Campaña de la Cinta Roja, que por las razones socio-políticas anteriormente expuestas no se realizó el año pasado, pero que en 1989 arrojó un saldo a favor de Cruz Blanca de \$50,000.00. En 1990 se incurrió en el campo de Rifa de automóviles, obteniendo una ganancia neta de \$50,000.00.

A principios de 1991 Cruz Blanca siente la necesidad de incrementar su relación con las empresas, ya que a pesar del poder económico que tienen, aún no se encuentran a un nivel de compromiso social como para apoyar sustancialmente las actividades preventivas. Para ellas se ha diseñado un Programa de Asistencia al Empleado con énfasis en la prevención y/o rehabilitación.

Además se incorpora una unidad de Relaciones Públicas y Prensa que añade los conocimientos de mercadeo y manejo de publicidad a nuestro mensaje; lo que ha permitido expandir el espectro público sobre el conocimiento de la labor de Cruz Blanca. Así mismo la organización está cambiando su imagen de institución benéfica por una de prestación de servicios; esto avala la presentación de proyectos de capacitación y charlas en base a un presupuesto que sufrague los costos operativos de tales actividades o rindan un beneficio extra a la organización. Ante el aumento del problema de drogas en Panamá, es menester que la institución fortalezca su capacidad técnica y sistema de captación de recursos.

A pesar del marco socio-político y económico en que ha desarrollado sus acciones, CRUZ BLANCA PANAMEÑA ha logrado establecer programas acorde a la necesidad y realidad nacional; obteniendo experiencia en el abordaje de la labor preventiva.

Pero para dar respuesta a la demanda y necesidades de la población, consideramos necesario que las labores actuales de Prevención se fortalezcan mediante un programa de capacitación sistemático y constante. Estas capacitaciones se realizarían de acuerdo al tipo de participantes y a la población que van a atender.

1. Profesionales de la salud y área social
2. Profesionales del área empresarial (supervisores, recursos humanos)
3. Agentes de comunidad
4. Jóvenes
5. Educadores
6. Padres de Familia
7. Agentes Pastorales

**Al finalizar el proyecto se espera haber alcanzado objetivos en 3 áreas diferentes:**

- . **Asistencia técnica a Cruz Blanca Panameña**
- . **Capacitación de Agentes Multiplicadores**
- . **Fortalecimiento de los Capítulos en el interior del país.**

**En el área de asistencia técnica se espera haber obtenido:**

- . **2 asesorías de consultores en el área de la planificación, evaluación de programas, investigación operativa y captación de recursos.**
- . **8 períodos de participación de capacitadores extranjeros en los seminarios de capacitación sobre prevención y/o tratamiento.**
- . **5 períodos de participación de capacitadores de otros países en prevención y/o tratamiento.**
- . **6 cursos de entrenamiento para el personal técnico de Cruz Blanca Panameña.**
- . **En el área de capacitación se espera haber entrenado a 1440 agentes multiplicadores que luego de capacitarse pueden realizar intervenciones en el campo de la prevención del uso indebido de drogas a nivel primario, secundario y terciario de acuerdo a su entorno y necesidad. Incluyendo la capacitación de jóvenes y padres de familia, que estén realizando labores específicas con grupos juveniles o de padres de familia para que logren ejecutar respectivos programas de prevención.**
- . **Realizado 20 jornadas de concientización al público.**
- . **Ejecutado una campaña constante de prevención a través de los medios masivos de comunicación, que incluya comerciales televisivos como elementos reforzantes.**
- . **En el área de los Capítulos del interior esperamos su fortalecimiento a través de mejoras en el equipo y capacitación técnica del personal, para así ampliar la cobertura de atención en el área. Y subsecuentemente el establecimiento de dos nuevos capítulos de Cruz Blanca Panameña. Siempre que las condiciones sean favorables para su establecimiento.**

## C. ANALISIS DEL PROYECTO

El proyecto contempla varios tipos de beneficiarios:

1-. La Cruz Blanca Panameña se beneficia por cuanto fortalece la institución, su equipo técnico, además porque expande sus instalaciones. El apoyo de las consultorías también benefician a Cruz Blanca pues permitirán establecer nuevas estrategias de trabajo con lo cual la labor de la institución se hará más efectiva.

2-. Los agentes multiplicadores capacitados se verán beneficiados por cuanto adquirirán nuevas destrezas para enfrentar el problema de las drogas desde el rol que desempeñan.

3-. La población en general se verá beneficiada por cuanto existirá mayor cantidad de recursos para que se les atienda en la labor preventiva. La población de abusadores y adictos contará con nuevos recursos de recuperación hacia los cuales dirigirse. El beneficio de la población en las provincias será mayor puesto que el proyecto enfatiza la formación de agentes multiplicadores que satisfagan las necesidades en las provincias.

4-. Las instituciones privadas y gubernamentales se beneficiarán pues se aumenta la posibilidad de respuesta a sus solicitudes de apoyo en el área de prevención y tratamiento. Su personal, luego de ser capacitado, podrá conformar un equipo de prevención y establecer un programa específico para el área de trabajo.

La metodología a usarse para la ejecución de este proyecto incluye varios aspectos.

En relación a la asistencia técnica para la Cruz Blanca Panameña se pretende realizar seminarios de capacitación para el personal, asistencia a cursos y congresos. Períodos de consultoría con expertos en el área para reforzar nuestras ejecuciones y planificar acciones.

En relación a las capacitaciones se realizarán de acuerdo a las características del grupo a entrenar. Los seminarios contarán de las cantidades de horas acordadas al temario y el nivel de capacitación que se requiera. Ver Anexo A.

Se mantendrá una campaña constante de concientización por los medios masivos de comunicación como elemento contribuyente a la prevención y con el objetivo de sensibilizar a la población para que acepte la necesidad de capacitarse y de recibir las acciones preventivas. Se celebrará una vez al año una campaña nacional denominada Cinta Roja cuyo objetivo será reforzar la campaña constante de concientización. Se mantendrán columnas educativas en los periódicos nacionales para mantener el mensaje preventivo en relieve.

En los Capítulos se entrenará el personal ya capacitado con nuevas técnicas. Se incorporarán nuevas unidades al voluntariado y se mejorará el equipo.

En los Capítulos por formar se iniciará con la capacitación de un personal de planta y posteriormente se realizará las acciones preventivas en el área.

#### **D. PLAN DE EJECUCION**

Diseñado a 2 años para su realización. El proyecto constará de varias fases.

#### **FASE I PRIMER TRIMESTRE**

Fortalecimiento institucional de la Cruz Blanca Panameña a través de la asesoría de consultores en el área de la planificación. Esta asesoría inicial se efectuará en los primeros 3 meses luego de ser puesta en vigencia la ejecución del proyecto. A través de los 2 años que dure el proyecto, se realizarán 2 nuevas consultorías al respecto.

#### **FASE II SEGUNDO TRIMESTRE**

-. Inicio de las capacitaciones a los agentes multiplicadores en la provincia de Panamá.

-. Fortalecimiento de los Capítulos en David, Chiriquí y La Chorrera a través de seminarios de actualización al personal y de incremento en el equipo de apoyos didácticos.

Las capacitaciones tanto en Panamá como en el interior se verán programadas tomando en consideración los resultados de la Encuesta Epidemiológica que se realizará en los últimos meses de 1991 bajo el patrocinio de la A.I.D. Como también se considerará el Estudio de Ventanas Epidemiológicas que realizará el Ministerio de Salud. Cruz Blanca forma parte del equipo investigador de este estudio patrocinado por la O.E.A.

### **FASE III**

**Se realiza a partir del tercer trimestre de ejecución del proyecto.**

- . Establecimiento de Capítulos en 2 provincias del país.**
- . Entrenamiento del personal que laborará en los nuevos Capítulos.**
- . Seminarios de Capacitación en las provincias y ciudad capital.**

Durante todo el proyecto se mantendrá el apoyo de la Campaña de Prevención por los medios masivos de comunicación, tales como cuñas televisas y radiales, artículos educativos en los periódicos, participación en programas de televisión.

**PRESUPUESTO DEL PROYECTO**

	<b>CRUZ BLANCA</b>	<b>USAID/PANAMA</b>	<b>TOTAL</b>
<b>Salarios Personal de 2 Nuevos Capítulos</b>	16,200.00		16,200.00
<b>Asistencia Técnica (2 Asesorías)</b>		25,000.00	25,000.00
<b>Consultores y Capa- citadores USA. (8 visitas)</b>		25,000.00	25,000.00
<b>Consultores y Capa- citadores de otros países (5 visitas)</b>		7,500.00	7,500.00
<b>Entrenamiento del E- quipo Capacitador de Cruz Blanca (6 cursos)</b>	6,000.00	18,000.00	24,000.00
<b>Costos de Capacitación Equipo Audiovisual, Im- prenta, Fotomecánica, Má- quina Contestadora y de Oficina</b>	90,000.00	20,000.00	110,000.00
<b>Material Impreso para Campaña de Prevención</b>		15,000.00	15,000.00
<b>Transporte</b>	15,000.00	12,000.00	27,000.00
<b>Personal Técnico Contratado</b>	165,283.12		165,283.12

	<b>CRUZ BLANCA</b>	<b>USAID/PANAMA</b>	<b>TOTAL</b>
<b>Profesionales</b>			
<b>Voluntarios</b>	<b>90,720.00</b>		<b>90,720.00</b>
<b>Personal Administrativo</b>			
<b>Contratado</b>	<b>203,686.84</b>		<b>203,686.84</b>
<b>Campaña Medios de</b>			
<b>Comunicación</b>	<b>200,000.00</b>	<b>30,000.00</b>	<b>230,000.00</b>
<b>Gastos Operativos</b>	<b>59,486.16</b>		<b>59,486.16</b>
<b>MONTO TOTAL</b>	<b>846,376.12</b>	<b>254,500.00</b>	<b>1,100,876.12</b>

**ANEXO A**  
**PRESUPUESTO DE CAPACITACION**

**1-. Seminarios de Tratamiento de la Adicción (40 horas)**

Costo por Seminario	\$4,000.00	
Número de Seminarios	4	
Participantes por Seminario	40	
Costo Total		\$16,000.00

**2-. Seminarios para Educadores (40 horas)**

Costo por Seminario	\$3,000.00	
Número de Seminarios	4	
Participantes por Seminario	30	
Costo Total		\$12,000.00

**3-. Seminarios de Prevención para Personal de Salud y Area Social (25 horas)**

Costo por Seminario	\$2,000.00	
Número de Seminarios	8	
Participantes por Seminario	30	
Costo Total		\$16,000.00

**4-. Seminarios de Prevención Laboral (25 horas)**

Costo por Seminario	\$2,000.00	
Número de Seminarios	8	
Participantes por Seminario	25	
Costo Total		\$16,000.00

5-. Seminarios para Jóvenes (3 días)

Costo por Seminario	\$2,000.00	
Número de Seminarios	10	
Participantes por Seminario	40	
Costo Total		\$20,000.00

6-. Seminarios para Padres de Familia (15 horas)

Costo por Seminario	\$1,000.00	
Número de Seminarios	8	
Participantes por Seminario	20	
Costo Total		\$ 8,000.00

7-. Seminarios para Agentes Pastorales (15 horas)

Costo por Seminario	\$1,000.00	
Número de Seminarios	8	
Participantes por Seminario	20	
Costo Total		\$ 8,000.00

8-. Jornadas de Presentación Pública\* (4 horas)

Costo por Jornada	\$ 200.00	
Número de Jornadas	30	
Participantes por Jornada	22	
Costo Total		\$ 6,000.00

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MONTO TOTAL

\$102,000.00

\*Las Jornadas de Presentación Pública son el primer paso para motivar a una capacitación.

**ADDENDUM**  
**AL PROYECTO PRESENTADO POR CRUZ BLANCA PANAMENÑA**  
**A LA AGENCIA INTERNACIONAL PARA EL DESARROLLO**

**La Prevención. Conceptos Técnicos.**

La Prevención del Uso Indebido de Drogas y de la Adicción se define como el conjunto de actividades que se desarrollan con el fin de reducir la incidencia de consumidores en una población.

Es por ello que la labor preventiva debe proyectarse en diferentes niveles de intervención, cónsona a la necesidad de la población. Esta última puede clasificarse (según su necesidad) en:

- I. Población que no ha tenido contacto con drogas y/o, población que presenta un uso casual o experimental con drogas legales.
- II. Población que abusa del alcohol u otras drogas legales y/o, que experimenta o abusa de las drogas ilegales.
- III. Población adicta. En otras palabras, padecen de la enfermedad de la adicción o dependencia química y/o son abusadores fuertes.

Las intervenciones con cada una de estas poblaciones requieren de objetivos, estrategias de trabajo, planes de acción o programas diferentes. Esto involucra diferentes tipos de capacitación o entrenamientos para el agente multiplicador que realizará la labor preventiva.

Es así como surgen los tres niveles de prevención mencionados en nuestro proyecto: Prevención Primaria, Prevención Secundaria y Prevención Terciaria.

Los siguientes esquemas presentan un ejemplo de la clasificación del trabajo a realizar de acuerdo a los niveles de prevención.

# PREVENCIÓN DEL USO INDEBIDO DE DROGAS

## Nivel Primario

POBLACION	OBJETIVO	PROGRAMAS Y/O ESTRATEGIAS	ACTIVIDADES
No usador de drogas.	- Evitar el uso de la sustancia	1. Información.	Medios de comunicación, charlas, películas, afiches, campañas, seminarios, murales.
Uso ocasional de alcohol y cigarrillos (experiencial)	- Promover el bienestar y la salud - Proteger al individuo de factores de riesgo	2. Fortalecimiento de la persona.	Trabajo con los factores de riesgo en el individuo. Enseñanza de habilidades para la vida.
		3. Alternativas (énfasis en el tiempo libre).	Act. culturales, deportivas etc.
		4. Educación curricular.	Programas de Estudio.
		5. Componentes normativos, jurídicos legales asociados a los factores de oferta.	Acciones legales (políticas institucionales, sistemas judiciales, control de oferta, etc.)
		6. Programas de cambios del ambiente o del medio social.	Coalición de Padres. Vigilancia comunitaria. Grupos comunitarios.

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# PREVENCION DEL USO INDEBIDO DE DROGAS

## Nivel Secundario

OBLACION	OBJETIVO	PROGRAMAS Y/O ESTRATEGIAS	ACTIVIDADES
uso de drogas habituales.	Detener el consumo.	Programas de intervención.	Diagnóstico precoz, evaluación de casos.
uso ocasional o frecuente de alcohol.	Impedir que se desarrolle la enfermedad.	Programas de asistencia al empleado, al estudiante.	Técnicas de intervención.
uso de alcohol.	Detener la enfermedad en fases iniciales.	programa educativo.	Terapia de apoyo.
	Detectar tempranamente el problema.	Programa de consejería. Orientación.	Consejería. Intervención del sistema familiar, laboral, etc. Asistencia a grupos de apoyo.

# PREVENCIÓN DEL USO INDEBIDO DE DROGAS

## Nivel Terciario

POBLACION	OBJETIVO	PROGRAMAS Y/O ESTRATEGIAS	ACTIVIDADES
Usuarios adictos.	Detener el curso de la enfermedad (Social, psicológica, físico, espiritual). Mantener un estilo de vida libre de drogas.	Intervención Desintoxicación Tratamiento Recuperación o rehabilitación Seguimiento del caso.	Todas las actividades inherentes al tratamiento y recuperación.

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## **Cruz Blanca Panameña y sus Programas de Prevención en niveles I, II Y III.**

En los últimos 5 años, Cruz Blanca Panameña ha desarrollado diversos Programas de Capacitación, mediante los cuales se adiestra y equipa a los participantes con las técnicas necesarias para que realicen intervenciones de prevención (de cualquier nivel) acordes a la población con la que deben trabajar. Parte del presente proyecto enfatiza estas capacitaciones.

Pero además ha logrado desarrollar sus propios Programas de Prevención. Lo que le permite laborar directamente con la población, actualizar las metodologías y contenidos de trabajo, y percatarse continuamente de cuál es la realidad sobre la materia de prevención y abuso de drogas en la comunidad. Veamos

### **Programas de Prevención Primaria:**

1. Programa de Prevención Escolar (primaria y secundaria)
2. Programa de Prevención Juvenil (13 - 21 años)
3. Programa de Prevención Infantil (3 - 12 años)
4. Programa de Prevención Comunitaria (familia, iglesia)
5. Programa de Prevención en el Area Empresarial.

### **Programas de Prevención Secundaria y Terciaria:**

Esos Programas se ejecutan por medio de la Clínica Margarita. Esta Clínica mantiene dos niveles de acción. La prevención secundaria se realiza a través del Sistema de Línea de Auxilio, orientación, evaluación y referencia. Y la prevención terciaria a través del Programa de Tratamiento para Adictos y sus familiares.

Nuestra labor en estos programas es continua y hemos adquirido experiencia en ella. Experiencia que utilizamos en los Programas de Capacitación, para enseñar a los nuevos agentes a desarrollar sus propios programas en las respectivas áreas de trabajo.

### **Proceso de Capacitación del Agente Multiplicador.**

Se parte del hecho que el abuso de drogas constituye una enfermedad epidémica cuyas manifestaciones se dan en cualquier grupo socio-económico. La estrategia de Cruz Blanca en materia de prevención se enfoca hacia la educación de personas, agentes claves o instituciones, que en la ejecución del rol dentro de la comunidad tienen un potencial multiplicador.

La identificación de estos grupos claves se dió desde el inicio del programa de prevención (1986), cuando a través de jornadas profesionales, a lo interno de Cruz Blanca, se concluyó que era factible trabajar con los núcleos básicos de socialización del sujeto (familia, escuela, iglesia); las instituciones responsables de la salud y bienestar social (personal de salud y área social) y/o empresas y agentes especializados (para tratamiento).

Se concluyó que cada uno de estos grupos, debido a su incidencia directa en el funcionamiento integral del sujeto, así como su capacidad de inserción e imagen y de frecuencia de contactos, constituían la selección correcta.

Bajo este enfoque, los cursos diseñados no son solamente sobre drogas y dependencia química, sino sobre cómo prevenir el problema de la droga a través de la familia, la escuela y una comunidad organizada. Toca a cada grupo, según el entrenamiento recibido, jugar un rol especial en la labor preventiva.

Los padres, por ejemplo, son entrenados para mejorar la calidad de sus relaciones, para formar y mantener grupos de padres y para proveer orientación a otros padres.

Los jóvenes son entrenados para formar grupos preventivos en escuelas, barrios y otros. Algunos reciben entrenamiento especial en teatro, títeres y otros medios que les permitan acercarse a otros jóvenes. Al finalizar los seminarios se espera que estén perfectamente capacitados para dar presentaciones públicas sobre los efectos dañinos de las drogas a otros jóvenes; ejercer una fuerza más para el no uso de drogas en sus grupos de iguales; y organizar y participar de grupos de prevención juvenil.

A los profesionales se les provee de información sobre la dependencia química, sus causas, tratamiento y prevención.

A los agentes pastorales se les entrena para trabajar, en la prevención del uso de drogas, con jóvenes y padres en sus respectivas parroquias.

Los educadores son entrenados para trabajar en acciones de prevención, con alumnos de cualquier edad, enfatizándoles cómo deben cuidar sus cuerpos; en la toma de decisiones; el fortalecimiento de su autoestima y cómo prevenir el uso de drogas.

La asistencia brindada a las empresas se concentra en cómo establecer dentro de ellas, programas preventivos para sus funcionarios y familiares, además de un servicio de detección y referencia a servicios especializados cuando amerite.

En su labor capacitadora, Cruz Blanca entrena tanto a personal del sector público como del sector privado.

#### Determinación del Tiempo de Entrenamiento.

De cada grupo objetivo se espera un nivel de intervención determinado, acorde a la capacitación recibida. Adicionalmente se considera el perfil de la experiencia previa y escolaridad de cada uno de los grupos en el diseño de los contenidos.

Los 5 años de experiencia nos ha permitido desarrollar paquetes pedagógicos, tipos para cada uno de los grupos poblacionales; sin descartar posibles modificaciones cada vez que se consideren necesarias. Además, el diseño incluye objetivos generales y específicos (para cada área del contenido), la metodología, así como el material de apoyo docente y de ayuda audiovisual. Surgen así, Seminarios de 40, 25 ó 15 horas; en caso de los jóvenes, Convivencias de 3 días consecutivos.

## **Identificación de los agentes multiplicadores.**

La identificación de los agentes multiplicadores se da en base a una serie de criterios delimitados por los técnicos encargados del Programa.

En los casos que el grupo objetivo haya diseñado criterios adicionales a los establecidos por Cruz Blanca, se cuida según sea el caso, que no contravengan los criterios delimitados por la institución. Estos se dan dentro de dos (2) áreas:

### **a. Pertenencia**

- pertenencia del sujeto a un grupo objetivo.

### **b. Personales**

- libre de experiencias con drogas.
- actitud positiva para contribuir a la solución del problema de abuso de drogas.
- disposición a trabajar en grupo.
- facilidad de expresión.
- nivel de escolaridad (según grupo objetivo y expectativas hacia su rol como agente multiplicador.
- disposición para rendir un mínimo de 5 horas mensuales al trabajo voluntario.
- formación espiritual de base.

La metodología empleada a la fecha ha sido la de responsabilizar la fase de selección final de los agentes, al coordinador, director, y/o solicitante de la capacitación en coordinación con Cruz Blanca Panameña.

La naturaleza y complejidad del problema y el rol que se espera que jueguen los agentes frente a éste, ha motivado a los directivos del Programa a proponer una selección más rigurosa; particularmente en aquellos casos donde se espera de los agentes, la prevención a nivel terciario.

### **Seguimiento de los Capacitados y su labor.**

**El Programa de Prevención de Cruz Blanca Panameña contempla en su desarrollo 3 fases:**

- la primera se centra en proveer información y promover la sensibilización e interés en la comunidad nacional acerca del problema del abuso de drogas (magnitud y efectos), utilizando los medios de comunicación masiva, la distribución de material escrito, charlas, entre otros.

El objetivo de esta fase consiste en trabajar en contra de la negación y la minimización del problema, que constituye la característica principal de una población desinformada.

- La segunda fase se centra en proveer educación al público a través de la capacitación de agentes multiplicadores en el área de prevención.
- Y la tercera fases es enfocada a promover la organización de grupos en la comunidad, escuelas, comités de vecindarios, entre otros.

El objetivo es crear una red fuerte de personas organizadas, bien informadas y dispuestas a prevenir el crecimiento del problema del uso de drogas en Panamá, con la asistencia técnica de Cruz Blanca.

La descripción de las fases del Programa se realiza con el objetivo de especificar que a la fecha, los esfuerzos de Cruz Blanca han estado centrados en las dos primeras fases; sin ignorar que hemos iniciado trabajos en la tercera fase, junto al diseño de una metodología que nos permita el seguimiento de las acciones de los capacitados, así como medir el efecto de su labor.

La experiencia también nos demostró que la etapa de sensibilización (que en un inicio calculamos dos años), creó un efecto multiplicador en la población; demandando mayores esfuerzos y tiempo de Cruz Blanca en esta área. Este señalamiento queda corroborado en las estadísticas de solicitudes de charlas, material escrito, presentaciones públicas entre otras.

El trabajo orientado a la segunda etapa, (que realizamos en forma paralela con la primera etapa a partir de 1986), se dio con mayor sistematización a partir de 1987, con el respaldo de fondos de la AID. Esta labor se centró en el área metropolitana y con poca expansión en el interior del país, donde el problema de drogas ha aumentado.

Esta segunda etapa fue programada por un período de 5 años (sujeta a revisión). La experiencia (debido a la demanda de la población, la necesidad de ampliar la cobertura geográfica, la incidencia del problema en grupos poblacionales cada vez más jóvenes) nos demuestra que Cruz Blanca deberá dedicar esfuerzos por un mínimo de otros tres (3) años al desarrollo de esta etapa.

Es importante destacar que aun cuando el trabajo sobre la tercera fase estuvo programado a iniciarse de forma organizada hace dos años, los acontecimientos vividos por el país y la poca disponibilidad de recursos no lo hizo posible en su totalidad. Pero las acciones de seguimiento cometidas hasta el momento, nos han permitido verificar:

- el fortalecimiento de programas de prevención o rehabilitación en diversas instituciones;
- la formación de grupos de auto-ayuda;
- el diseño de un programa de prevención por parte de agentes pastorales;
- el Programa de Prevención del Vicariato de Oriente de la Iglesia Católica;
- la solicitud de apoyo técnico por parte de la Iglesia Católica para su Comisión de la Prevención del Uso de Drogas;
- la formación de grupos de prevención en escuelas del país.

Es importante aclarar que no necesariamente las personas capacitadas tienen que formar grupos de Prevención. Su acción como agente multiplicador puede referirse a ser un elemento bien informado en su comunidad, o área de desempeño, y por lo tanto, un transmisor adecuado del mensaje preventivo.

Las actividades de seguimiento programadas para el presente proyecto incluyen:

- Entrevistas periódicas con el personal capacitado.
- Asesoría a programas.
- Visitas a los programas establecidos.
- Desarrollo de encuentros periódicos para conocer la evaluación de los agentes capacitados de sus acciones preventivas.

#### Equipo Capacitador.

Todos los capacitadores de Cruz Blanca Panameña han sido previamente entrenados en el campo de la prevención y tratamiento. El equipo está compuesto:

- Médicos Generales
- Psiquiatras
- Psicólogos
- Trabajadores Sociales
- Educadores
- Enfermeras
- Promotores Juveniles
- Agentes Pastorales
- Comunicadores Sociales
- Técnicos Administrativos.

Parte del equipo lo conforman el personal de planta en la institución, y parte se integra al proceso de la capacitación únicamente. Actualmente Cruz Blanca cuenta con 14 técnicos contratados en forma permanente, y un equipo de 48 profesionales voluntarios.

La propuesta presentada incluye además la participación de 8 consultores o capacitadores norteamericanos en los siguientes seminarios:

- 2 Seminarios de Tratamiento
- 2 Seminarios de Educadores
- 1 Seminario del Area Laboral
- 1 Seminario de Prevención para Profesionales de la Salud
- 2 Seminarios de Padres de Familia.

Su participación consiste en apoyar la elaboración y ejecución de estos seminarios. Serán escogidos de acuerdo a sus curriculums, que garanticen experiencia en las áreas específicas. Cruz Blanca mantiene contactos con agencias de Estados Unidos de América que laboran en el área preventiva, logrados a través de la asistencia a Congresos y entrenamientos.

Los seminarios mencionados se realizarán en varios locales de la ciudad capital. Cruz Blanca cuenta con un Salón de Conferencias con capacidad para 25 personas. Además existen acuerdos previos con las universidades locales, que le permiten el uso de sus instalaciones a costos razonables.

El recibo de solicitudes provenientes de las Provincias de Bocas del Toro, Chiriquí, Veraguas, Darién, Colón, San Blas y Herrera, nos indican que también realizaremos seminarios fuera de la ciudad capital.

## **Estudios Epidemiológicos y Plan de Implementación.**

En el presente proyecto, como ya hemos señalado, dedicamos un espacio considerable a continuar con los programas de capacitación de la Cruz Blanca Panameña. Esto se infiere por la realidad que vive el país, denotándonos la necesidad de capacitar más agentes, sobre todo en áreas del interior de las provincias donde existe poco o ningún personal entrenado.

Dentro de pocos meses, bajo el auspicio de la AID y con el patrocinio conjunto de Cruz Blanca Panameña, estará disponible un Estudio Epidemiológico sobre el nivel de Consumo y Prevalencia del Uso de Drogas en Panamá.

Este estudio nos permitirá refinar o en su caso, reorientar la toma de decisiones en relación a qué tipo de entrenamiento es más necesario para el agente de acuerdo al área donde se desempeña. Por ejemplo, en un sector en el cual se detecte poco consumo de drogas, el entrenamiento básico sólo será dirigido a la prevención primaria.

Por esta razón Cruz Blanca en su propuesta presenta que durante los 3 primeros meses de implementación del programa, fortalecerá la institución a través de asesorías adecuadas para que una vez obtenidos los resultados de los estudios, se inicien los entrenamientos a los capacitadores. Cruz Blanca podrá revisar su listado de entrenamientos y realizar las modificaciones necesarias de acuerdo a estos resultados y bajo la aprobación de la AID.

Por otra parte, a través del estudio a realizarse por parte del Ministerio de Salud, denominado "Ventanas Epidemiológicas" y bajo el patrocinio de la O.E.A., Cruz Blanca podrá, cada 4 meses, constatar el nivel de asistencia a programas de rehabilitación en el país y las características del adicto.

En dicho estudio, la institución participa a través de la Clínica Margarita como una de las ventanas epidemiológicas de obtención de datos, durante un período de 2 años. Los resultados nos permitirán aportar los contenidos de nuestros entrenamientos en tratamiento de la adicción, cuando sea necesario.

## PRESUPUESTO

En cuanto al presupuesto vale aclarar que luego de un estudio del mismo vemos la pertinencia de adecuar ciertos renglones, especificados en la elaboración del mismo.

Es importante señalar un aumento considerable en el renglón de 8 visitas de Capacitadores norteamericanos, ya que estimamos su estadía vital en la capacitación de los diversos seminarios.

Especificamos también que el renglón de equipo audiovisual, imprenta, fotomecánica y demás pertenecen al Patrimonio de la institución, por lo tanto serán utilizados en los diversos seminarios de capacitación y labor preventiva. Aún así, estimamos necesaria la compra de equipo audiovisual para los 2 nuevos capítulos que se abrirán a partir de este proyecto.

Igualmente separamos el renglón del tiempo voluntario cotizado de la labor del equipo ad honorem de la institución.

Sobre la Campaña de Prevención por los medios masivos de comunicación vale extendernos un poco más. Ya que nuestra institución ha comprobado su efectividad dentro de la labor preventiva. Durante 1986-1989 se han desarrollado campañas a través de diversas estrategias. Para el período 1991-1993 pretendemos realizar una campaña que incluirá en su diseño a profesionales de la comunicación, agencias publicitarias y equipo de profesionales de la conducta. Este equipo trabajará bajo la dirección de Cruz Blanca.

La campaña incluirá los medios masivos de comunicación, de los cuales hasta la fecha hemos logrado su apoyo mediante donaciones de espacios gratuitos. Incluimos un renglón de \$20,000.00 para la confección de 2 cuñas televisivas, lo más caro en el renglón de comunicación y que se han cotizado con este monto.

Nuestro esfuerzo mayor estará concentrado durante el período de la Campaña de la Cinta Roja.

**ANEXO A**  
**PRESUPUESTO DE CAPACITACION**

<u>CLASIFICACION DEL SEMINARIO</u>	<u>NUMERO DE PARTICIPANTES</u>
1-. Seminarios de Tratamiento de la Adicción (40 horas)	160
Costo por Seminario	\$4,000.00
Número de Seminarios	4
Participantes por Seminario	40
Costo Total	\$16,000.00
2-. Seminarios para Educadores (40 horas)	120
Costo por Seminario	\$3,000.00
Número de Seminarios	4
Participantes por Seminario	30
Costo Total	\$12,000.00
3-. Seminarios de Prevención para Personal de Salud y Area Social (25 horas)	240
Costo por Seminario	\$2,000.00
Número de Seminarios	8
Participantes por Seminario	30
Costo Total	\$16,000.00
4-. Seminarios de Prevención Laboral (25 horas)	200
Costo por Seminario	\$2,000.00
Número de Seminarios	8
Participantes por Seminario	25
Costo Total	\$16,000.00

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**CLASIFICACION DEL SEMINARIO****NUMERO DE PARTICIPANTES**

5-. Seminarios para Jóvenes (3 días)		400
Costo por Seminario	\$2,000.00	
Número de Seminarios	10	
Participantes por Seminario	40	
Costo Total	\$20,000.00	
6-. Seminarios para Padres de Familia (15 horas)		160
Costo por Seminario	\$1,000.00	
Número de Seminarios	8	
Participantes por Seminario	20	
Costo Total	\$ 8,000.00	
7-. Seminarios para Agentes Pastorales (15 horas)		160
Costo por Seminario	\$1,000.00	
Número de Seminarios	8	
Participantes por Seminario	20	
Costo Total	\$ 8,000.00	
<b>TOTAL DE AGENTES MULTIPLICADORES</b>		<hr/> 1,440
8-. Jornadas de Presentación Pública* (4 horas)		
Costo por Jornada	\$ 200.00	
Número de Jornadas	30	
Participantes por Jornada	22	
Total de Participantes	600	
Costo Total	\$ 6,000.00	
<b>MONTO TOTAL</b>	<hr/> \$102,000.00	

\*Las Jornadas de Presentación Pública son el primer paso para motivar a una capacitación.

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**PRESUPUESTO DEL PROYECTO**

	CRUZ BLANCA	AID/PANAMA	3RA FUENTE	TOTAL
Salarios Personal de 2 Nuevos Capítulos	16,200.00			16,200.00
Asistencia Técnica (2 Asesorías)		20,000.00		20,000.00
Consultores y Capa- citadores USA. (8 visitas)		46,000.00		46,000.00
Consultores y Capa- citadores de otros países (5 visitas)	7,500.00			7,500.00
Entrenamiento del E- quipo Capacitador de Cruz Blanca (6 cursos)		25,000.00		25,000.00
Costos de Capacitación		102,000.00		102,000.00
Equipo Audiovisual, Im- prenta, Fotomecánica, Má- quina Contestadora y de Oficina+	90,000.00	15,000.00		105,000.00
Material Impreso para Campaña de Prevención		10,000.00		10,000.00
Transporte+	15,000.00	12,000.00		27,000.00

	CRUZ BLANCA	AID/PANAMA	3RA FUENTE	TOTAL
Profesionales Voluntarios (Ad Honorem)			90,720.00	90,720.00
Personal Administrativo y Técnico Contratado*	308,969.96		60,000.00	368,969.96
Campaña Medios de Comunicación		20,000.00	200,000.00	220,000.00
Gastos Operativos	59,486.16			59,486.16
<b>SUB TOTAL</b>	<b>497,156.12</b>	<b>250,000.00</b>	<b>350,720.00</b>	<b>1,097,876.12</b>
Menos Patrimonio	105,000.00			105,000.00
<b>MONTO TOTAL</b>	<b>392,156.12</b>	<b>250,000.00</b>	<b>350,720.00</b>	<b>992,876.12</b>

+ LOS EQUIPOS Y TRANSPORTES MENCIONADOS PERTENECEN AL PATRIMONIO DE LA INSTITUCION. EL MONTO SEÑALADO ES POR EL CUAL ESTAN ASEGURADOS.

\*PARA EL PAGO DE SALARIOS DE PERSONAL CONTRATADO Y GASTOS OPERATIVOS CRUZ BLANCA REALIZA ACTIVIDADES AL AÑO QUE COMPENSAN ESTOS EGRESOS: CAMPAÑA DE LA CINTA ROJA (60,000.00), UNA DONACION ADICIONAL DE LA DIRECCION DE BIENESTAR SOCIAL POR \$1,000.00 MENSUALES, UNA RIFA QUE ESTE AÑO GENERARA CALCULADO \$100,000.00, Y COLECTA NACIONAL 30/31 AGOSTO 1991 RECAUDO \$21,000.00. LA SUMA DE INGRESOS ASCIENDE A \$386,000.00.

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Translation: Norita Díaz V.  
09/9/91

ADDENDUM

TO THE PROJECT SUBMITTED BY  
THE PANAMANIAN WHITE CROSS  
TO THE AGENCY FOR INTERNATIONAL DEVELOPMENT

Prevention. Technical Concepts.

Prevention of Illegal Drug Use and of Addiction is defined as the group of activities that are developed with the aim of reducing consumer incidence in a population.

For this reason, preventive measures must be projected, at different levels of intervention, in conformity with the population needs. This population may be classified (according to its density) as follows:

- I. Population with no drug contacts and/or population presenting a casual or experimental use of legal drugs.
- II. Population that abuses alcohol or other legal drugs and/or that experiments or abuses illegal drugs.
- III. Addicted population. In other words, population ailing from the addiction disease or chemical dependency and/or are strong abusers.

Working with each of these populations requires objectives,

work strategies, action plans or different programs. This involves different types of training or learning for the multiplying agent who will carry out the preventive work.

We thus have the three levels of prevention mentioned in our project: Primary, Secondary, and Tertiary Prevention.

The following outlines present an example of classifying the work to be done in accordance with the levels of prevention.

PREVENTION OF ILLEGAL DRUG USE

Primary Level

POPULATION	OBJECTIVE	PROGRAMS AND/OR STRATEGIES	ACTIVITIES
Non drug user.	- Prevent substance use	1. Information.	Communications media, talks, movies, posters, campaigns, seminars, murals.
Occasional use of alcohol and cigarettes (Experimental)	- Promote well-beign and health	2. Strengthening of the individual.	Work with risk factors in the individual. Training in skills to lead a good life.
	- Protect the individual from risk	3. Alternatives (emphasis on free time)	Cultural and sport activities, etc.
		4. Curricular education.	Study programs.
		5. Normative, juridical, legal components associated with supply factors.	Legal actions, (institutional policies, judicial systems, supply control, etc.)
		6. Programs of changes in the environment or social medium.	Parents' groups, Community surveillance. Community groups.

PREVENTION OF ILLEGAL DRUG USE

Secondary Level

POPULATION	OBJECTIVE	PROGRAMS AND/OR STRATEGIES	ACTIVITIES
Use of legal drugs	Stop consumption.	Intervention programs.	Early diagnosis, case evaluation.
Occasional or frequent use of alcohol.	Prevent the disease from taking place.	Employee/ Student Assistance programs.	Intervention techniques.
Alcohol abuse	Stop the disease in initial phases.	Educational programs.	Support Therapy
	Stop the problem in early phase	Counselling program. Orientation.	Counselling. Intervention of family/labor systems, etc. Attendance to meetings of support groups.

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PREVENTION OF ILLEGAL DRUG USE  
Tertiary Level

POPULATION	OBJECTIVE	PROGRAMS AND/OR STRATEGIES	ACTIVITIES
.users	Stop course of disease. (Social, Psychological, physical, spiritual).	Intervention Disintoxication Treatment Recovery or Rehabilitation Case follow-up	All activities inherent to treatment and recovery.
Addicts	Maintain life style free of drugs.		

## The Panamanian White Cross and Their Prevention Programs, Levels I, II, and III.

In the last 5 years, the Panamanian White Cross has carried out different training programs that train and provide participants with the needed techniques for them to carry out prevention measures (of any level) in accordance with the population with whom they must work. Part of this project emphasizes these techniques.

But it has also developed its own Prevention Programs. This allows them to work directly with the population, update methodologies and work contents, and continually be aware as to what the reality is regarding the subject of prevention and drug abuse in the community. Let's consider:

### Primary Prevention Programs:

1. School Prevention Program (Grammar and High School)
2. Youth Prevention Program (13-21 years old)
3. Infant Prevention Program (3-12 years old)
4. Community Prevention Program (family, church)
5. Entrepreneurial Area Prevention Program

### Secondary and Tertiary Preventive Programs.

These programs are implemented through the Margarita Clinic. This Clinic maintains two levels of action. Secondary prevention is carried through the System of Assistance Line, orientation, evaluation, and referral. And the Tertiary pre

vention works through the Addict Treatment Program and their relatives.

Our work in these programs is continuous and we have acquired experience in such activities, an experience we use in the Training Programs to teach new agents to develop their own programs in the respective work areas.

#### Training Process for the Multiplying Agent

We start from the fact that drug abuse constitutes an epidemic disease whose manifestations are found in any socio-economic group. The White Cross strategy in preventive measures is aimed at education of persons, key agents or institutions, who, in the performance of their role within the community, have a multiplying potential.

Identification of these key groups was given since the start of the prevention program (1986), when through professional work sessions, it was concluded internally at the White Cross that it was feasible to work with the basic nuclei of socialization of the individual (family, school, church); institutions responsible for health and welfare (health and social area personnel); and/or specialized enterprises and agents (for treatment).

It was concluded that each of these groups, because of their direct incidence on the integral functioning of the individual,

as well as his capacity of insertion and image and frequency of contacts, constituted the correct selection.

Under this approach, courses designed are not only on drugs and chemical dependency, but on how to prevent the drug problem through the family, the school, and an organized community. It is up to each group --according to the training received-- to play a special role in the preventive measures.

Parents, for example, are trained to improve the quality of their relationships, to form and maintain parent groups and to provide orientation to other parents.

Young people are trained to form preventive groups in schools, districts, and others. Some are specially trained in the theater, puppets, and other means that allow them to reach other young people. At the end of the seminars, it is hoped they will be perfectly capable of giving public presentations on the damaging effects of drugs on other young people; of exercising another force for drug non-use with their peers, and organizing and participating in groups for the prevention of drug use among young people.

Professional people are provided with information on chemical dependency, its causes, treatment and prevention.

Church agents are trained to work in the prevention of drug use, with young people and their parents in their respective parishes.

Teachers are trained to work in preventive actions, with students of all ages, with emphasis on how to take care of their bodies, in decision-making, strengthening of their self-respect, and how to prevent drug use.

Assistance given to enterprises is mainly on how to establish --eighttime-- preventive programs for their officials and families, plus a detection service and referral to specialized services when the need arises.

In its training effort, White Cross trains personnel from the public sector as well as from the private sector.

#### Determining Time of Training.

From each objective group, a level of specific participation is expected in accordance with training received. Additionally, the prior experience profile and school courses of each group is considered in the design of the seminar contents.

Five (5) years of experience has allowed us to develop teaching packages, types for each of the population groups, without discarding possible modifications whenever they are considered necessary. Also, the design includes general and specific objectives (for each subject area), the methodology, as well as the training support material and audiovisual assistance. Thus, there are 40, 25 or 15 hours seminars for young people and also three (3) consecutive days live-ins.

### Identification of Multiplying Agents.

The identification of multiplying agents is based on a series of criteria designated by the technicians in charge of the Program.

In the event that the objective groups mya have designed additional criteria to those established by the White Cross, care is taken if they do not go counter to the criteria designed by the institution. These are included in two (2) areas:

a. Participation

- Participation of the individual in an objective group.

b. Personal

- free of experience with drugs.
- positive attitude towards contributing to solving the drug abuse problem.
- willingness to work in group.
- able to communicate.
- level of scholarship (according to objective group and expectations toward his role as a multiplying agent.
- willingness to devote a minimum of 5 hours monthly to voluntary work.
- basic spiritual formation.

The methodology employed to date has been to place responsibility for the final selection of agents on the coordinator, director, and/or those requesting the training, in coordination with the Panamanian White Cross.

The nature and complexity of the problem and the role expected to be played by the agents in handling said role, has led the Program directors to propose a more rigid selection, particularly in such cases where prevention at the tertiary level is expected from the agents.

Follow-up of Trained Personnel and Their Work.

The Panamanian White Cross Prevention Program includes 3 phases in its development:

- the first is centered on providing information and promoting awareness and interest in the national community in regard to the drug abuse problem (magnitude and effects), by using massive communication media, distributing written material, talks, among others.

The objective of this phase consists of working against refusing to recognize the problem or minimizing it, which is the main drawback of an uninformed population.

- the second phase is centered on providing education to the public through training of multiplying agents in the prevention area.

- And the third phase is directed at promoting the organization of groups in the community schools, neighbors committees, among others.

The objective is to create a strong network of organized, well-informed persons to prevent the increase of the drug-use problem in Panama with the White Cross' technical assistance.

The description of the phases of the Program proposes to indicate that to date, the White Cross efforts have been centered on the first two phases, but acknowledging that we have started on the third phase, together with the design of a methodology to allow us to follow-up the actions of the trained personnel, as well as measuring their effectiveness.

Experience also shows that the awareness stage (that we estimated at two years in the beginning) created a multiplying effect in the population, demanding greater efforts and time from the White Cross in the area. This is evidenced by the statistics on number of requests for talks, written material, and public presentations, among others.

The work geared to the second stage (that was carried out parallel with the first stage in 1986), became more systematic after 1987, with support from AID funds. This work centered on the Metropolitan area, with little dissemination to the interior of Panama, where the drug problem has increased.

This second stage was programmed for a 5-year period (subject to revision). Experience has shown that because of population demands, of the need for a wider geographic coverage, the incidence of the problem on ever younger population groups, the White Cross should dedicate its efforts to the development of this stage, at least for another three (3) years as a minimum.

It is important to stress that even though the work on the third phase was programmed to be started in an organized manner two (2) years ago, the events lived by the country and lack of available resources, did not make this totally possible. However, follow-up actions to date indicate the following:

- preventive or rehabilitation programs in different institutions have been strengthened.
- self-assistance groups have been formed.
- church agents have designed a prevention program.
- the Western Vicar of the Catholic Church (is working on) a Prevention Program.
- the Catholic Church has requested technical support for their Commission for the Prevention of Illegal Drug Use.
- prevention groups have been formed in the schools of Panama.

It is important to point out that trained personnel need not necessarily form prevention groups. Their actions as multiplying agents may refer to being a well-informed member of his community or development area, and consequently, to be an adequate transmitter of the preventive message.

Follow-up activities programmed for this project include:

- Periodic interviews with trained personnel
- Technical assistance or consulting for the programs.
- Visits to established programs.
- Development of periodic meetings for evaluating preventive actions taken by trained agents.

Training Team.

All Panamanian White Cross trainers have been previously trained in prevention and treatment. The team consists of:

- General Physicians
- Psychiatrists
- Psychologists
- Social workers
- Teachers
- Nurses
- Youth promoters

- Church agents
- Social communicators
- Administrative technicians.

Part of the team is made up of in-house personnel in the institution concerned, and part becomes trainers only. At present, the White Cross has 13 technicians under contract on a permanent basis, together with 48 voluntary professionals.

The proposal submitted also includes 8 U.S. consultants or trainers for the following seminars:

- 2 Seminars on Treatment
- 2 Seminars for Trainers
- 1 Seminar for Employees
- 1 Seminar on Prevention for Health Professionals
- 2 Seminars for Parents

Their participation consists in supporting the holding and carrying out of these seminars. They are to be selected in accordance with their curriculum, to assure their experience in specific skills and areas. White Cross maintains contacts with U.S. agencies working in the area of prevention, and experience is gained from attending seminars and congresses.

The seminars mentioned will be held in Panama City. White

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Cross has a conference room that can hold 25 persons. There are also previous agreements with local universities that will permit the use of their installations at a reasonable cost.

Requests received for training seminars from the provinces of Bocas del Toro, Chiriqui, Veraguas, Darien, Colon, San Blas, and Herrera indicate we will also hold seminars outside the capital city.

#### Epidemiological Studies and Implementation Plan.

This Project, as indicated, dedicates considerable effort to continuing with the Panamanian White Cross training programs. This follows the need for training more agents -inferred from the country's present conditions -- particularly in the areas of the interior provinces where there is none or few trained personnel.

In a few months under AID sponsorship and the joint sponsorship of the Panamanian White Cross, an Epidemiological Study will be available on the level of use and prevalence of drug use in Panama.

This study will allow for refinement or in any case, for reorienting the decision-making process relative to the type of training needed by the agent according to the area of performance. For example, in a sector where there is little drug

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use, basic training will be addressed to primary prevention.

For this reason, White Cross proposes that for the first 3 months of program implementation, to strengthen the institution with adequate technical assistance so that once the study results are obtained, training for agents and trainers is started. White Cross will review its training lists and make the needed modifications in accordance with study results and under AID's approval.

Furthermore, through the study of the Ministry of Health called "Epidemiological Windows" and under OAS sponsorship, White Cross will check the level of attendance to rehabilitation programs in the country every 4 months and the characteristics of the addicted persons.

In this study, the institution's participation is through the Margarita Clinic as one of the epidemiological windows for obtaining data during a 2-year period. Results will allow us to contribute our training materials regarding treatment of addiction, when it becomes necessary.

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**BUDGET**

After studying the budget, certain items need clarification as they must be made adequate to budgetary specifications as follows:

There is a considerable increase in the item of visits from U. S. trainers whose attendance at the different training seminars is vitally important.

The audio-visual equipment, printing plant, photo-mechanics and the rest of the equipment, belong to the institution and will be used in the different training seminars and preventive measures.

We believe, however, there is need to purchase audio-visual equipment for the two (2) new chapters that will be started with this project.

Likewise, we have separated the paid voluntary labor from the labor of the institution's ad honorem team.

On the Prevention Campaign through mass communication media, we have a little more to say, for our institution has shown its effectiveness in preventive activities. During 1986-1987, campaigns have been held using different strategies. For the 1991-1993 period, we propose carrying out a campaign that will include professionals in the field of communications,

publicity agencies and a team of professional experts on behavior. This team will work under the guidance of White Cross.

The campaign will include mass communication media, that, to date, has donated free space in their different media.

We include a \$20,000.00 item for two (2) TV commercials, which are the most expensive items in the communications world, and have been priced at this amount.

Our greatest effort will be carried out during the period of the yearly Red Ribbon Campaign.

**ANNEX A**  
**TRAINING BUDGET**

<u>Classification of the Seminar</u>		<u>Number of Participants</u>
1.- Seminars on Treatment of Addiction (40 hours)		160
Cost per Seminar	\$4,000.00	
Number of Seminars	4	
Participants per Seminar	40	
Total Cost	\$16,000.00	
2.- Seminars for Educators (40 hours)		120
Cost per Seminar	\$3,000.00	
Number of Seminars	4	
Participants per Seminar	30	
Total Cost	\$12,000.00	
3.- Prevention Seminars for Health Personnel and Social Area (25 hours)		240
Cost per Seminar	\$2,000.00	
Number of Seminars	8	
Participants per Seminar	30	
Total Cost	\$16,000.00	

4.- Seminars on Work Prevention (25 hours)		200
Cost per Seminar	\$2,000.00	
Number of Seminars	8	
Participants per Seminar	25	
Total Cost	\$16,000.00	
5.- Seminars for Young People (3 days)		400
Cost per Seminar	\$2,000.00	
Number of Seminars	10	
Participants for Seminar	40	
Total Cost	\$20,000.00	
6.- Seminars for Parents (15 hours)		160
Cost per Seminar	\$1,000.00	
Number of Seminars	8	
Participants for Seminar	20	
Total Cost	\$8,000.00	
7.- Seminars for Church Agents (15 hours)		160
Cost per Seminar	\$1,000.00	
Number of Seminars	8	
Participants per Seminar	20	
Total Cost	\$8,000.00	
<b>TOTAL OF MULTIPLYING AGENTS</b>		<b>1,440</b>

8.- Public Presentation Workshops* (4 hours)	
Cost per Workshop	\$ 200.00
Number of Workshops	30
Participants per Workshop	22
Total of Participants	600
Total Cost	<u>\$ 5,000.00</u>
TOTAL AMOUNT	\$102,000.00

\* Public Presentation Workshops are the first steps in the encouraging for training.

## PROJECT BUDGET

	WHITE CROSS	AID/PANAMA	3rd SOURCE	TOTAL
2 New Chapters				
Personnel Salaries	16,200.00			16,000.00
Technical Assistance (2 Advisories)		20,000.00		20,000.00
U.S. Consultants and Trainers (8 visits)		46,000.00		46,000.00
Other Countries Con- sultants and Trainers (5 visits)	7,500.00			7,500.00
Training for the White Cross Training Team (6 courses)		25,000.00		25,000.00
Training Costs	90,000.00	102,000.00		102,000.00
Audio-visual Equipment, Printer, Photomechanical, Answering Machine and Office Machines+		15,000.00		105,000.00
Printer Material for Prevention Campaign		10,000.00		10,000.00
Transportation+	15,000.00	12,000.00		27,000.00

	WHITE CROSS	AID/PANAMA	3rd. SOURCE	TOTAL
Volunteer Professionals (Ad Honorem)			90,720.00	90,720.00
Hired Technical and Administrative Personnel	308,969.96		60,000.00	368,969.96
Communications Media Campaign		20,000.00	200,000.00	220,000.00
Operations Expenses	59,486.16			59,486.16
<hr/>				
SUB-TOTAL	497,156.12	250,000.00	350,720.00	1,097,876.12
<hr/>				
Minus Capital	105,000.00			105,000.00
<hr/>				
TOTAL AMOUNT	392,156.12	250,000.00	350,720.00	992,876.12

THE MENTIONED EQUIPMENT AND TRANSPORTATION BELONG TO THE INSTITUTION, CAPITAL. THE INDICATED AMOUNT IS THE TOTAL OF THE COVERAGE.

\*WHITE CROSS CARRIES OUT ANNUAL ACTIVITIES FOR THE PAYMENT OF PERSONNEL SALARIES AND OPERATIONAL EXPENSES: RED RIBBON CAMPAIGN (60,000.00), AN ADDITIONAL DONATION FROM THE WELFARE DIRECTION OFFICE FOR THE AMOUNT OF \$1,000.00 PER MONTH, A RAFFLE ESTIMATED FOR THIS YEAR ON \$100,000.00, A NATIONAL COLLECTION 30/31-AUGUST-1991 FOR \$21,000.00. THE TOTAL OF THE REVENUE IS FOR \$386,000.00.

TRANSLATION: Norita Díaz V.  
09/05/91

**PANAMANIAN WHITE CROSS**

**NAME OF THE PROJECT:**

**PROGRAM FOR THE PREVENTION  
OF ILLEGAL DRUG USE**

**ORGANIZATION:**

**PANAMANIAN WHITE CROSS  
PANAMA CITY, PANAMA**

**LOCATION:**

**"HECTOR GALLEGOS" RECREA-  
TIONAL PARK**

**CONTACTING PERSON:**

**MARGARITA V. DE REATEGUI  
PRESIDENT**

**IN CHARGE OF THE PROJECT:**

**MISS MELVA RAMIREZ  
PROJECT DIRECTRESS**

**MR. JORGE A SHAIK  
ADMINISTRATIVE DIRECTOR**

**B. THE PROJECT: PURPOSE AND DESCRIPTION**

The main purpose of this project is to enhance the PANAMANIAN WHITE CROSS Program for the Prevention of Illegal Drug Use. The project (not solely limited to this purpose) will emphasize the training of 1,440 multiplying agents in the country, preferably in provinces of the interior of Panama, to enable them to actively participate in the prevention of illegal drug use at the primary, secondary, and tertiary levels. This responds to the national need to carry out a greater number of projects for prevention at all levels. Requests for training are addressed to the PANAMANIAN WHITE CROSS, because it is this very institution that through the years has been working in preparing multiplying agents in the field of prevention.

**GENERAL DESCRIPTION OF THE PROJECT**

**JUSTIFICATION**

Several factors serve to justify ~~the carrying out of~~ this project: ✓

-. Nationally, there has been an increase in drug

abuse. In 1990, the Ministry of Health\* reported that among other social ills, alcoholism, drug addiction, family and social violence have increase in Panama, thus the productive life of Panamanians has decreased alarmingly. The Ministry recommends, therefore, that the corresponding preventive programs be enhanced.

-. Increase in the amount of training requests to the PANAMANIAN WHITE CROSS from the different provinces of the country.

-. The number of agents trained in the area of prevention and treatment needed to provide an anser for this deman is very limited.

## BACKGROUND

### THE DRUG PROBLEM IN PANAMA

Although statistical data are not available at the epidemiological or prevalence level of drug use in the Republic of Panama, the following data that has been obtained from the different institutions and entities that in one way or another are working in the drug area or handle popu-

\*See Pamphlet "National Health Policy of the Government of National Reconstruction and Reconciliation.

lations being affected by drugs are presented. This will at least, give an idea of the magnitude of the problem faced.

Health

Santo Tomas Hospital has a daily consultation rate of psychiatric emergencies of 3 to 5 cases that are drug-use related.

The National Psychiatric Hospital maintains a waiting list of over 300 persons in its chemical dependency program.

CREA Homes (Hogares CREA), a therapeutic community whose installations are filled to capacity, has a waiting list of over 80 persons.

In prior years, the programs mentioned have never before been forced to maintain waiting lists.

THE PANAMANIAN WHITE CORSS handles 7 to 11 daily service calls in relation to drug-use problems. For the first 6 months of 1991, 724 persons were seen, whereas in 1990, 530 persons were taken care of. There is obviously an increase in the number of service calls as a product of an increasing demand for such services.

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### Drug Related Offenses

During the last several years, jails in the country show an increase of inmates whose offenses are drug-related. In 1989, 157 cases were tried for drug possession; in 1990, this figure almost doubled for the same offense.

At the Renacer Correctional Center, 51 drug-abuse related cases were reported in 1991, that is, 35% of the inmate population. Such crimes as homicides, thefts, robberies and rape are drug-use related.

The Women Rehabilitation Center (Women's Jail) reports for April 1991, that 45% of the inmates revealed they used drugs at the time they entered the institution.

The "Carcel Modelo" (Main Penitentiary) reported that its 1990 inmate population had increased five-fold in comparison with persons jailed for illegal drug possession in 1989. Also, if we compare both periods, the number of cases related to drug-traffic has doubled.

### Minor Offenders

In 1986, the Juvenile Court reports indicated that 60% of minor offenders had drug-use related problems . During

1991, the Court reported that 9 out of 10 cases heard in Court had drug-use related problems.

### Labor Aspect

During the first months of 1991, private companies and government institutions started on random laboratory tests that included the surprise factor, for their employees or work personnel. Statistical reports from two laboratories of wide experience in these sampling tests indicate the drug-use problem has reached the work place. One laboratory reported that of 1,500 tests made, 20% were positive to cocaine, and the other laboratory reported 13% positive cases.

### School Aspect and Youth

The situation in this aspect is very much related to drug-use by young people. Even though there are no official reports, it is known that there is drug use and substance sale in schools or areas close to the schools. Already in 1986, it was reported that 20% of high-school youngsters of the metropolitan area stated they had friends who used cocaine. (PRIDE QUESTIONNAIRE, 1986).

A thesis written at the School of Psychology, Santa María La Antigua University, (1991) reports a high use of al-

coholic beverages by the students, thus confirming previous samplings.

The PANAMANIAN WHITE CROSS receives requests from schools for preventive work, either from the known fact there is drug use in the schools or from a desire to introduce preventive measures before actual drug use. In 1990 we received requests from 43 schools in Panama. In 1991, during the first 6 months of the year, we have received requests from 31 educational centers which are located in the capital city. To these we must add requests from schools in the interior.

It is cause for concern that of the free Orientation Service appointments given by the PANAMANIAN WHITE CROSS, 35% of the cases correspond to minors of school age. Also, according to the service statistics, 51% of cases handled started on drug use before their 16th birthday, and 40% of the cases started when they became 16 to 20 years old.

#### Community Aspect

The PANAMANIAN WHITE CROSS has received requests from the community through civic clubs, community boards, church groups, youth associations and parent-teacher associations to start preventive measures, either because drug use has

been detected or drug use is to be prevented.

The National Commission for the Prevention and Rehabilitation of Drug Related Offenses (CONAPRED) reports an increased demand for preventive services in different communities of the country.

#### Drug Availability

Together with other data submitted, the communication media reports there is a high level of drug availability in the country and the cost of the drug is low. A cocaine dose may be worth \$1.00; a marihuana cigarette, \$0.50, and crack or "stone" may be obtained at a low cost. These reports are confirmed by patients attending the PANAMANIAN WHITE CROSS Orientation Service.

#### Supply Control

The drug supply control system (National Police, Customs, Technical Judicial Police) has revealed that it lacks both quantity and quality of the resources needed to carry out the repressive task with the effectiveness required. Provincial reports indicate that the area police has no capacity for controlling the supply. Drugs enter the national territory through areas under poor surveillance. It is thus inferred that drug availability in the provinces has in-

creased.

### Increased Service Requests

This statement may be confirmed through the list of requests for technical support and training for developing preventive measures arriving daily at the PANAMANIAN WHITE CROSS.

When the needs stated in each request are analyzed, we note the personnel is not adequately trained to carry out a preventive program and come to WHITE CROSS for support.

In the January-July 1991 period, there were 116 requests from organizations that desired WHITE CROSS services. These requests come from different sources and in every instance we confirm the need for training multiplying agents and training technical personnel.

Together with the illegal drug use, our national reality is made up of economic problems, a high unemployment rate, socio-political and family crises. These are risk factors that increase drug use.

Consequently, in view of this demand, preventive measures at the primary, secondary, and tertiary levels, must be increased.

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### PANAMANIAN WHITE CROSS

The PANAMANIAN WHITE CROSS, a non-governmental organization of a consultative nature before the United Nations, is a non-profit association, apolitical, and non-confessional.

Its general objectives include the prevention of illegal drug use and the rehabilitation of drug addicts. These objectives are reached through programs oriented to create awareness in the population, train multiplying agents at all levels (professionals, young people, parents, church agents), to organize the community in preventive measures and provide through the Margarita Clinic, an orientation and recovery program.

The PANAMANIAN WHITE CROSS has a Documents and Printing Center. The Library takes care of students and professionals in the creation of working papers, research, and university theses. The Printing plant edits preventive and rehabilitative literature. These include: "Prevention Manual for Teachers," "Treatment Notes," "Drug Free," and an ample variety of pamphlets and educational flyers. The printing plant takes in work for private concerns and thus generates part of the income needed by the institution.

A group of 14 technicians are part of the training per-

sonnel under contract by the PANAMANIAN WHITE CROSS, together with 48 voluntary professionals who support the institution's preventive and treatment programs. These volunteers donate a total of 202 monthly hours to our programs. The personnel under contract likewise donate 50 hours monthly. The institution's policy (according to its resources) is to send professionals to international seminars and congresses in order to maintain its personnel up to date.

Besides its headquarters in the capital city and the city of Chorrera, the PANAMANIAN WHITE CROSS, with AID help (1987-1989), established Chapters in the Province of Chiriqui and Colon. Because of the socio-political problems and lack of economic resources that affect the country in general, these chapters are operating at a lower level than the one corresponding to the demand of its sectors. This means there is need for enhancing the area of human resources (updating, training) as well as the infrastructure (improvement of offices, increase in training equipment, among others).

Since 1985, the PANAMANIAN WHITE CROSS has worked in the area of training multiplying agents, obtaining experience in this field and developing, with updated techniques, training programs in the area of prevention and treatment.

The PANAMANIAN WHITE CROSS has provided technical aid to other countries in their training program (Guatemala, 1988), and has organized the First Latin American Congress for the Prevention of Illegal Drug Use.

The organization has trained and prepared personnel in cooperation with Miami University (1986-1990) and with a unit at Santa Maria La Antigua University. The following information refers to the work done in the training of multiplying agents.

Chart No. 1

Training of Multiplying Agents  
1986-1989

During 1987 to 1989 some of the training were carried out as part of the PANAMANIAN WHITE CROSS - AID PROJECT No. 525-0292-A00-70401-00.

COURSE	QUANTITY	TRAINED PERSONS
Treatment for Chemical Reliance	4	209
Professionals in Health	10	384
Parents	10	379
Educators	5	554
Young People	22	2,014
Church agents	5	126
TOTAL....	56	<u>3,666</u>

**Chart No. 2**  
**Training of Multiplying Agents**  
**1990**

	<b>ATTENDANTS</b>
1. Professionals in Health .....	47
2. Youth Leaders .....,	586
3. Religious Groups .....	55
4. Educators .....	99
5. Community Groups .....	480
6. Institutions or Public Utilities ...	782
7. Private Enterprise .....	26
8. Prevention and Treatment of Ad <sup>d</sup> iction Course .....	57
<b>TOTAL .....</b>	<b><u>2,033</u></b>

The PANAMANIAN WHITE CROSS Training Programs are divided into two main blocks, in accordance with the desired curriculum and objectives:

1-. Programs addressed to Professional personnel in Health and social areas, church agencies and educators, who, because of their professional level and field of endeavor, once trained will work in the prevention of illegal drug use at the primary, secondary, and tertiary levels in accordance

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with the environment and their needs. (See Chart No. 1 - 1,531 Trained Multiplying Agents).

The impact of this training is reflected in its implementation and enhancement of programs of prevention and rehabilitation throughout the country. These institutions include:

The National Psychiatric Hospital

The Juvenile Court

José D. de Obaldía Hospital

CONAPRED

Margarita Clinic (First National Center for Outpatient Treatment of Addiction)

Santo Tomas Hospital

National Police

I.R.H.E.

National Brewery

Furthermore, these trainers promoted the formation of Self-Help Groups such as Narcotics Anonymous, Families Anonymous, Addictive Relations Anonymous, Medicines Anonymous, Smokers Anonymous, Emotions Anonymous, Children of Addicts Anonymous.

Regarding Church agents, members are in the stage of establishing their prevention programs. Archbishop<sup>b</sup> Marcos

Gregorio MacGrath has requested the WHITE CROSS ~~for its~~ technical support for the Catholic Church Commission for the Prevention of Illegal Drug Use. Likewise, the Eastern Vicar (Sector of San Miguelito) has started on preventive programs after completing the PANAMANIAN WHITE CROSS training.

2-. Programs addressed to Parents, Young People, Youth Leaders, Community Groups, Institutions and Public Utilities, who are trained and made aware of the drug problem by enhancing the personality of each of the participants, in order that they may have a positive influence on the environment (family, community, work area) without the implication of having to start a preventive program of their own. (See Chart No. 1 -4,168 Trained Persons).

The Young People's Program has trained 2600 youngsters to lead a life free of drugs and develop positive measures for the use of their free time. This led to an evaluation of our program by the Interamerican Commission for Drug Abuse Control (CICAD), an organization under the OAS, to enhance <sup>the working nets</sup> ~~the working nets~~ in the prevention of drug abuse in Latin America.

However, at the institutional level, political changes have diminished the progress achieved in certain areas, due

to removal or transfer of trained personnel from their positions to other areas where it is more difficult to apply preventive techniques.

Most training has been given in the Province of Panama, and therefore, our organization feels the need to provide this service to provinces in the interior.

As a non-profit organization, the PANAMANIAN WHITE CROSS operates through community donations. But these donations are not enough to cover completely the budget required for the preventive work needed throughout the country. In this connection, the institution carries out several activities to collect funds to continue their work, and thus issue a call of attention and awareness to the dangerous drug problem. Among these activities, there is the Red Ribbon Campaign --that because of the socio-political problems mentioned before -- was not carried out last year, but in 1989, there was a \$50,000.00 profit for the WHITE CROSS. In 1990, an automobile raffle was held, with a net profit for the WHITE CROSS of \$50,000.00.

At the beginning of 1991, the WHITE CROSS felt the need to increase its relations with companies which despite their economic power, have yet to have arrived at a level of social

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commitment to substantially support preventive activities. A Program for Employee Assistance has been developed with emphasis on prevention and rehabilitation.

A Public Relations and Press unit has been incorporated to add to our message the marketing skills and the handling of publicity. This has allowed an increased dissemination to the general public of the work being done by the WHITE CROSS. Our organization is thus changing its image from ~~the~~<sup>a</sup> beneficial institution to an institution that provides services; this guarantees the presentation of training projects and talks based on a budget to defray operational costs of such activities or represent an extra benefit for the organization. Faced with the increase of drug problems in Panama, the institution must enhance its technical capacity and its fund-raising system.

In spite of the socio-political and economic framework wherein the PANAMANIAN WHITE CROSS has carried out its activities, the WHITE CROSS has been able to establish programs according to national need and reality, and has obtained experience in handling the preventive work involved.

But to give an answer to the demand and needs of the population, we deem it necessary that ~~the~~ present preventive measures be enhanced with a systematic and constant training

program. This training would be carried out in accordance with type of participant and population to be handled.

1. Health and social area professionals
2. Business professionals (supervisors, human resources).
3. Community agents
4. Young people
5. Educators
6. Parents
7. Church agents

At the end of the project, compliance with objectives is expected in three different areas:

- Technical assistance to the PANAMANIAN WHITE CROSS
- Training of Multiplying Agents
- Enhancement of Chapters in the interior of Panama

In the area of technical assistance, the following results are expected:

- Two (2) meetings with consultants regarding the areas of planning, program assessment, operations research, and fund raising.
- Eight (8) working periods with the participation of foreign trainers at training seminars on prevention and treatment.

- Five (5) working periods with the participation of trainers from other countries on prevention and/or treatment.
- Six (6) training courses for the PANAMANIAN WHITE CROSS technical personnel.
- In the training area, 1,440 multiplying agents are expected to have been trained and once trained, they will work in the field of prevention of illegal drug use at the primary, secondary, and tertiary levels in accordance with their environment and needs. This includes training of young people and parents who are carrying out specific activities with groups of young people or parents to enable them to carry out their respective prevention programs.
- Twenty (20) meetings to create public awareness.
- A constant prevention campaign through the media, including TV commercial as reinforcing elements.
- For the Chapters in the interior of Panama, we expect enhancement of the Chapters through improvement of equipment and technical training of the personnel, in order thereby to increase area coverage.
- And later on, two new chapters of the PANAMANIAN

WHITE CROSS are to be established, provided favorable conditions exist.

C. PROJECT ANALYSIS

The project is aimed at the following:

1-. The PANAMANIAN WHITE CROSS benefits from enhancement of the institution, its technical equipment, and also, by expanding its installations. Support from the consultants also benefits the WHITE CROSS in the establishment of new work strategies for a more effective institutional performance.

2-. Trained multiplying agents will benefit from new skills to face the drug problem at whatever position they may have to work.

3-. The population at large will benefit from greater resources to take care of them in the prevention stage. Abuser and addict population will count on new recovery resources for their assistance. The benefit to population in the provinces will be greater, since the project emphasizes the formation of multiplying agents to satisfy the needs in the provinces.

4-. Private and government institutions will benefit

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from the increased possibility of an answer to their requests for assistance in the prevention and treatment areas. Personnel from these institutions, after being trained, will make up a prevention team and will establish an specific program for the area.

The methodology to be used in implementing this project includes several aspects.

For the technical assistance to the PANAMANIAN WHITE CROSS, training seminars will be held for personnel, and they will also attend courses and congresses. There will also be periods of consultation with experts in the area to reinforce performance and plan corresponding measures.

Training sessions will be adapted to the characteristics of the group to be trained. Seminars will meet for the hours required by the agenda and the level of training needed. See Annex A.

The communication media will maintain a constant awareness campaign as a contributing element to prevention and with the objective of making the population aware of the need to be trained and obtain preventive measures.

A yearly campaign will be held - the Red Ribbon Campaign - whose objective is to reinforce the on-going awareness campaign. National newspapers will carry educational items in

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connection with the drug problem in order to keep the prevention message in the public's interest.

The Chapters will provide new techniques to its trained personnel. New voluntary members will be added and the equipment will be refurnished.

The Chapters in formation will start in-house training and subsequently, will carry out preventive measures in the area.

#### D. IMPLEMENTATION

Designed to be carried out in two (2) years. The project has several phases.

##### PHASE I. FIRST QUARTER

Institutional enhancement of the PANAMANIAN WHITE CROSS through planning consultants. This initial consulting will be given in the first three months, once project implementation gets underway. Through the 2-year duration of the project, two (2) new consulting sessions will be held.

##### PHASE II. SECOND QUARTER

- . Beginning of training of multiplying agents in the

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Province of Panama.

- Enhancement of the David, Chiriqui, and La Chorrera Chapters through seminars to update personnel and to increase the training support equipment.

Training in Panama as well as in the interior will be scheduled in accordance with results from the Epidemiological Survey carried out the latter part of 1991 under AID sponsorship. Also to be taken into consideration will be the Study of Epidemiological Windows to be carried out by the Ministry of Health. WHITE CROSS is a member of the research team for this study sponsored by the Organization of American States (OAS).

### PHASE III

This phase is carried out after the third quarter of project implementation.

- Establishment of Chapters in two (2) provinces of the country.
  - Training personnel that will handle the new Chapters.
  - Training seminars in the provinces and in the capital city.
- 

During project duration, support from the Prevention Campaign will be maintained through the communications media by means of TV and radio commercials, educational articles in newspapers, and by participation in TV programs.

## PROJECT BUDGET

	WHITE CROSS	USAID/PANAMA	TOTAL
Personnel Salaries for 2 new Chapters	16,200.00		16,200.00
Technical Assistance (2 Consultants)		25,000.00	25,000.00
US Consultants and Trainers (8 visits)		25,000.00	25,000.00
Consultants and Trainers from other countries (5 visits)		7,500.00	7,500.00
Training of WHITE CROSS Training Team (6 Courses)	6,000.00		6,000.00
Training Costs		102,000.00	102,000.00
Audio-visual equipment, Printshop, Photomechanical, Answering Machine and Of- fice equipment	90,000.00	20,000.00	110,000.00
Printed Material for Prevention Campaign		15,000.00	15,000.00
Transportation	15,000.00	12,000.00	27,000.00
Contracted Technical Personnel	165,283.12		165,283.12

	WHITE CROSS	USAID/PANAMA	TOTAL
Volunteer Professionals	90,720.00		90,720.00
Administration Personnel Hired	203,686.84		203,686.84
Communication Media Campaign	200,000.00	30,000.00	230,000.00
Operation Expenses	59,486.16		59,486.16
<b>TOTAL AMOUNT</b>	<u>846,376.12</u>	<u>254,500.00</u>	<u>1,100,876.12</u>

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## ANNEX A

## TRAINING BUDGET

1-	Treatment of Addiction Seminars (40 hours)		
	Cost per Seminar	\$4,000.00	
	Number of Seminars	4	
	Participants per Seminar	40	
	Total Cost		\$16,000.00
2-	Seminars for Educators (40 hours)		
	Cost per Seminar	\$3,000.00	
	Number of Seminars	4	
	Participants per Seminar	30	
	Total Cost		\$12,000.00
3-	Prevention Seminars for Health and Social Area Officials (25 hours)		
	Cost per Seminar	\$2,000.00	
	Number of Seminars	8	
	Participants per Seminar	30	
	Total Cost		\$16,000.00



## 5C(2) - ASSISTANCE CHECKLIST

Listed below are statutory criteria applicable to the assistance resources themselves, rather than to the eligibility of a country to receive assistance. This section is divided into three parts. Part A includes criteria applicable to both Development Assistance and Economic Support Fund resources. Part B includes criteria applicable only to Development Assistance resources. Part C includes criteria applicable only to Economic Support Funds.

CROSS REFERENCE: IS COUNTRY CHECKLIST UP TO DATE?

Yes  
June 11, 1991

A. CRITERIA APPLICABLE TO BOTH DEVELOPMENT ASSISTANCE AND ECONOMIC SUPPORT FUNDS

1. Host Country Development Efforts (FAA Sec. 601(a)): Information and conclusions on whether assistance will encourage efforts of the country to: (a) increase the flow of international trade; (b) foster private initiative and competition; (c) encourage development and use of cooperatives, credit unions, and savings and loan associations; (d) discourage monopolistic practices; (e) improve technical efficiency of industry, agriculture, and commerce; and (f) strengthen free labor unions.

a. NA  
b,c Yes, PVO leaders will receive training.  
d,e,f NA

2. U.S. Private Trade and Investment (FAA Sec. 601(b)): Information and conclusions on how assistance will encourage U.S. private trade and investment abroad and encourage private U.S. participation in foreign assistance programs (including use of private trade channels and the services of U.S. private enterprise).

A private U.S. contractor will assist with training under the project.

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### 3. Congressional Notification

A CN was submitted by the Mission. The waiting period expired without objection from Congress.

a. General requirement (FY 1991 Appropriations Act Secs. 523 and 591; FAA Sec. 634A): If money is to be obligated for an activity not previously justified to Congress, or for an amount in excess of amount previously justified to Congress, has Congress been properly notified (unless the notification requirement has been waived because of substantial risk to human health or welfare)?

NA

b. Notice of new account obligation (FY 1991 Appropriations Act Sec. 514): If funds are being obligated under an appropriation account to which they were not appropriated, has the President consulted with and provided a written justification to the House and Senate Appropriations Committees and has such obligation been subject to regular notification procedures?

NA

c. Cash transfers and nonproject sector assistance (FY 1991 Appropriations Act Sec. 575(b)(3)): If funds are to be made available in the form of cash transfer or nonproject sector assistance, has the Congressional notice included a detailed description of how the funds will be used, with a discussion of U.S. interests to be served and a description of any economic policy reforms to be promoted?

NA

4. Engineering and Financial Plans (FAA Sec. 611(a)): Prior to an obligation in excess of \$500,000, will there be: (a) engineering, financial or other plans necessary to carry out the assistance; and (b) a reasonably firm estimate of the cost to the U.S. of the assistance?

NA

5. Legislative Action (FAA Sec. 611(a)(2)): If legislative action is required within recipient country with respect to an obligation in excess of \$500,000, what is the basis for a reasonable expectation that such action will be completed in time to permit orderly accomplishment of the purpose of the assistance?

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6. Water Resources (FAA Sec. 611(b); FY 1991 Appropriations Act Sec. 501): If project is for water or water-related land resource construction, have benefits and costs been computed to the extent practicable in accordance with the principles, standards, and procedures established pursuant to the Water Resources Planning Act (42 U.S.C. 1962, et seq.)? (See A.I.D. Handbook 3 for guidelines.)

NA

7. Cash Transfer and Sector Assistance (FY 1991 Appropriations Act Sec. 575(b)): Will cash transfer or nonproject sector assistance be maintained in a separate account and not commingled with other funds (unless such requirements are waived by Congressional notice for nonproject sector assistance)?

NA

8. Capital Assistance (FAA Sec. 611(e)): If project is capital assistance (e.g., construction), and total U.S. assistance for it will exceed \$1 million, has Mission Director certified and Regional Assistant Administrator taken into consideration the country's capability to maintain and utilize the project effectively?

NA

9. Multiple Country Objectives (FAA Sec. 601(a)): Information and conclusions on whether projects will encourage efforts of the country to: (a) increase the flow of international trade; (b) foster private initiative and competition; (c) encourage development and use of cooperatives, credit unions, and savings and loan associations; (d) discourage monopolistic practices; (e) improve technical efficiency of industry, agriculture and commerce; and (f) strengthen free labor unions.

See responses to paragraph A-1

10. U.S. Private Trade (FAA Sec. 601(b)): Information and conclusions on how project will encourage U.S. private trade and investment abroad and encourage private U.S. participation in foreign assistance programs (including use of private trade channels and the services of U.S. private enterprise).

See responses to paragraph A-2

## 11. Local Currencies

NA

a. Recipient Contributions (FAA Secs. 612(b), 636(h)): Describe steps taken to assure that, to the maximum extent possible, the country is contributing local currencies to meet the cost of contractual and other services, and foreign currencies owned by the U.S. are utilized in lieu of dollars.

Panama uses the U.S. dollar as its currency. Therefore, there are no local or excess currency costs related to A.I.D. projects in Panama.

b. U.S.-Owned Currency (FAA Sec. 612(d)): Does the U.S. own excess foreign currency of the country and, if so, what arrangements have been made for its release?

c. Separate Account (FY 1991 Appropriations Act Sec. 575).. If assistance is furnished to a foreign government under arrangements which result in the generation of local currencies:

(1) Has A.I.D. (a) required that local currencies be deposited in a separate account established by the recipient government, (b) entered into an agreement with that government providing the amount of local currencies to be generated and the terms and conditions under which the currencies so deposited may be utilized, and (c) established by agreement the responsibilities of A.I.D. and that government to monitor and account for deposits into and disbursements from the separate account?

(2) Will such local currencies, or an equivalent amount of local currencies, be used only to carry out the purposes of the DA or ESF chapters of the FAA (depending on which chapter is the source of the assistance) or for the administrative requirements of the United States Government?

(3) Has A.I.D. taken all appropriate steps to ensure that the equivalent of local currencies disbursed from the separate account are used for the agreed purposes?

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(4) If assistance is terminated to a country, will any unencumbered balances of funds remaining in a separate account be disposed of for purposes agreed to by the recipient government and the United States Government?

## 12. Trade Restrictions

a. Surplus Commodities (FY 1991 Appropriations Act Sec. 521(a)): If assistance is for the production of any commodity for export, is the commodity likely to be in surplus on world markets at the time the resulting productive capacity becomes operative, and is such assistance likely to cause substantial injury to U.S. producers of the same, similar or competing commodity?

The project will not directly lead to the production of any commodity for export.

b. Textiles (Lautenberg Amendment) (FY 1991 Appropriations Act Sec. 521(c)): Will the assistance (except for programs in Caribbean Basin Initiative countries under U.S. Tariff Schedule "Section 807," which allows reduced tariffs on articles assembled abroad from U.S.-made components) be used directly to procure feasibility studies, prefeasibility studies, or project profiles of potential investment in, or to assist the establishment of facilities specifically designed for, the manufacture for export to the United States or to third country markets in direct competition with U.S. exports, of textiles, apparel, footwear, handbags, flat goods (such as wallets or coin purses worn on the person), work gloves or leather wearing apparel?

The project will not directly finance any studies related to the production of exports.

13. Tropical Forests (FY 1991 Appropriations Act Sec. 533(c)(3)): Will funds be used for any program, project or activity which would (a) result in any significant loss of tropical forests, or (b) involve industrial timber extraction in primary tropical forest areas?

No

14. Sahel Accounting (FAA Sec. 121(d)): If a Sahel project, has a determination been made that the host government has an adequate system for accounting for and controlling receipt and expenditure of project funds (either dollars or local currency generated therefrom)?

NA

15. PVO Assistance

Yes

a. Auditing and registration (FY 1991 Appropriations Act Sec. 537): If assistance is being made available to a PVO, has that organization provided upon timely request any document, file, or record necessary to the auditing requirements of A.I.D., and is the PVO registered with A.I.D.?

b. Funding sources (FY 1991 Appropriations Act, Title II, under heading "Private and Voluntary Organizations"): If assistance is to be made to a United States PVO (other than a cooperative development organization), does it obtain at least 20 percent of its total annual funding for international activities from sources other than the United States Government?

NA

16. Project Agreement Documentation (State Authorization Sec. 139 (as interpreted by conference report)): Has confirmation of the date of signing of the project agreement, including the amount involved, been cabled to State L/T and A.I.D. LEG within 60 days of the agreement's entry into force with respect to the United States, and has the full text of the agreement been pouched to those same offices? (See Handbook 3, Appendix 6G for agreements covered by this provision).

All necessary actions will be taken.

17. Metric System (Omnibus Trade and Competitiveness Act of 1988 Sec. 5164, as interpreted by conference report, amending Metric Conversion Act of 1975 Sec. 2, and as implemented through A.I.D. policy): Does the assistance activity use the metric system of measurement in its procurements, grants, and other business-related activities, except to the

Grantee will use metric specifications to the extent practicable.

extent that such use is impractical or is likely to cause significant inefficiencies or loss of markets to United States firms? Are bulk purchases usually to be made in metric, and are components, subassemblies, and semi-fabricated materials to be specified in metric units when economically available and technically adequate? Will A.I.D. specifications use metric units of measure from the earliest programmatic stages, and from the earliest documentation of the assistance processes (for example, project papers) involving quantifiable measurements (length, area, volume, capacity, mass and weight), through the implementation stage?

18. Women in Development (FY 1991 Appropriations Act, Title II, under heading "Women in Development"): Will assistance be designed so that the percentage of women participants will be demonstrably increased?

Yes. Women participants will be actively sought from the beginning of the project.

19. Regional and Multilateral Assistance (FAA Sec. 209): Is assistance more efficiently and effectively provided through regional or multilateral organizations? If so, why is assistance not so provided? Information and conclusions on whether assistance will encourage developing countries to cooperate in regional development programs.

No

20. Abortions (FY 1991 Appropriations Act, Title II, under heading "Population, DA," and Sec. 525):

a. Will assistance be made available to any organization or program which, as determined by the President, supports or participates in the management of a program of coercive abortion or involuntary sterilization?

No

b. Will any funds be used to lobby for abortion?

No

21. Cooperatives (FAA Sec. 111): Will assistance help develop cooperatives, especially by technical assistance, to assist rural and urban poor to help themselves toward a better life?

Yes. Emphasis will be placed in training leaders in rural areas.

## 22. U.S.-Owned Foreign Currencies

a. Use of currencies (FAA Secs. 612(b), 636(h); FY 1991 Appropriations Act Secs. 507, 509): Describe steps taken to assure that, to the maximum extent possible, foreign currencies owned by the U.S. are utilized in lieu of dollars to meet the cost of contractual and other services.

Panama uses the U.S. dollar as its currency.

b. Release of currencies (FAA Sec. 612(d)): Does the U.S. own excess foreign currency of the country and, if so, what arrangements have been made for its release?

No

## 23. Procurement

a. Small business (FAA Sec. 602(a)): Are there arrangements to permit U.S. small business to participate equitably in the furnishing of commodities and services financed?

Yes

b. U.S. procurement (FAA Sec. 604(a)): Will all procurement be from the U.S. except as otherwise determined by the President or determined under delegation from him?

Yes

c. Marine insurance (FAA Sec. 604(d)): If the cooperating country discriminates against marine insurance companies authorized to do business in the U.S., will commodities be insured in the United States against marine risk with such a company?

NA

d. Non-U.S. agricultural procurement (FAA Sec. 604(e)): If non-U.S. procurement of agricultural commodity or product thereof is to be financed, is there provision against such procurement when the domestic price of such commodity is less than parity? (Exception where commodity financed could not reasonably be procured in U.S.)

NA

e. Construction or engineering services (FAA Sec. 604(g)): Will construction or engineering services be procured from firms of advanced developing countries which are otherwise eligible

No

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under Code 941 and which have attained a competitive capability in international markets in one of these areas? (Exception for those countries which receive direct economic assistance under the FAA and permit United States firms to compete for construction or engineering services financed from assistance programs of these countries.)

f. Cargo preference shipping (FAA Sec. 603): Is the shipping excluded from compliance with the requirement in section 901(b) of the Merchant Marine Act of 1936, as amended, that at least 50 percent of the gross tonnage of commodities (computed separately for dry bulk carriers, dry cargo liners, and tankers) financed shall be transported on privately owned U.S. flag commercial vessels to the extent such vessels are available at fair and reasonable rates?

NA

g. Technical assistance (FAA Sec. 621(a)): If technical assistance is financed, will such assistance be furnished by private enterprise on a contract basis to the fullest extent practicable? Will the facilities and resources of other Federal agencies be utilized, when they are particularly suitable, not competitive with private enterprise, and made available without undue interference with domestic programs?

Yes to the extent practicable. No.

h. U.S. air carriers (International Air Transportation Fair Competitive Practices Act, 1974): If air transportation of persons or property is financed on grant basis, will U.S. carriers be used to the extent such service is available?

Yes

i. Termination for convenience of U.S. Government (FY 1991 Appropriations Act Sec. 504): If the U.S. Government is a party to a contract for procurement, does the contract contain a provision authorizing termination of such contract for the convenience of the United States?

Yes

j. Consulting services (FY 1991 Appropriations Act Sec. 524): If assistance is for consulting service through procurement contract pursuant to 5 U.S.C. 3109, are contract expenditures a matter of public record and available for public inspection (unless otherwise provided by law or Executive order)?

Yes

k. Metric conversion (Omnibus Trade and Competitiveness Act of 1988, as interpreted by conference report, amending Metric Conversion Act of 1975 Sec. 2, and as implemented through A.I.D. policy): Does the assistance program use the metric system of measurement in its procurements, grants, and other business-related activities, except to the extent that such use is impractical or is likely to cause significant inefficiencies or loss of markets to United States firms? Are bulk purchases usually to be made in metric, and are components, subassemblies, and semi-fabricated materials to be specified in metric units when economically available and technically adequate? Will A.I.D. specifications use metric units of measure from the earliest programmatic stages, and from the earliest documentation of the assistance processes (for example, project papers) involving quantifiable measurements (length, area, volume, capacity, mass and weight), through the implementation stage?

The metric system will be used to the extent practicable.

l. Competitive Selection Procedures (FAA Sec. 601(e)): Will the assistance utilize competitive selection procedures for the awarding of contracts, except where applicable procurement rules allow otherwise?

Yes

#### 24. Construction

NA

a. Capital project (FAA Sec. 601(d)): If capital (e.g., construction) project, will U.S. engineering and professional services be used?

b. Construction contract (FAA Sec. 611(c)): If contracts for construction are to be financed, will they be let on a competitive basis to maximum extent practicable?

NA

c. Large projects,  
Congressional approval (FAA Sec. 620(k)):  
If for construction of productive  
enterprise, will aggregate value of  
assistance to be furnished by the U.S. not  
exceed \$100 million (except for productive  
enterprises in Egypt that were described  
in the Congressional Presentation), or  
does assistance have the express approval  
of Congress?

NA

25. U.S. Audit Rights (FAA Sec.  
301(d)): If fund is established solely by  
U.S. contributions and administered by an  
international organization, does  
Comptroller General have audit rights?

NA

26. Communist Assistance (FAA Sec.  
620(h). Do arrangements exist to insure  
that United States foreign aid is not used  
in a manner which, contrary to the best  
interests of the United States, promotes  
or assists the foreign aid projects or  
activities of the Communist-bloc  
countries?

Yes

27. Narcotics

a. Cash reimbursements (FAA  
Sec. 483): Will arrangements preclude use  
of financing to make reimbursements, in  
the form of cash payments, to persons  
whose illicit drug crops are eradicated?

NA

b. Assistance to narcotics  
traffickers (FAA Sec. 487): Will  
arrangements take "all reasonable steps"  
to preclude use of financing to or through  
individuals or entities which we know or  
have reason to believe have either: (1)  
been convicted of a violation of any law  
or regulation of the United States or a  
foreign country relating to narcotics (or  
other controlled substances); or (2) been  
an illicit trafficker in, or otherwise  
involved in the illicit trafficking of,  
any such controlled substance?

Yes

28. Expropriation and Land Reform (FAA Sec. 620(g)): Will assistance preclude use of financing to compensate owners for expropriated or nationalized property, except to compensate foreign nationals in accordance with a land reform program certified by the President? NA
29. Police and Prisons (FAA Sec. 660): Will assistance preclude use of financing to provide training, advice, or any financial support for police, prisons, or other law enforcement forces, except for narcotics programs? Yes
30. CIA Activities (FAA Sec. 662): Will assistance preclude use of financing for CIA activities? Yes
31. Motor Vehicles (FAA Sec. 636(i)): Will assistance preclude use of financing for purchase, sale, long-term lease, exchange or guaranty of the sale of motor vehicles manufactured outside U.S., unless a waiver is obtained? Yes
32. Military Personnel (FY 1991 Appropriations Act Sec. 503): Will assistance preclude use of financing to pay pensions, annuities, retirement pay, or adjusted service compensation for prior or current military personnel? Yes
33. Payment of U.N. Assessments (FY 1991 Appropriations Act Sec. 505): Will assistance preclude use of financing to pay U.N. assessments, arrearages or dues? Yes
34. Multilateral Organization Lending (FY 1991 Appropriations Act Sec. 506): Will assistance preclude use of financing to carry out provisions of FAA section 209(d) (transfer of FAA funds to multilateral organizations for lending)? Yes
35. Export of Nuclear Resources (FY 1991 Appropriations Act Sec. 510): Will assistance preclude use of financing to finance the export of nuclear equipment, fuel, or technology? Yes

36. Repression of Population (FY 1991 Appropriations Act Sec. 511): Will assistance preclude use of financing for the purpose of aiding the efforts of the government of such country to repress the legitimate rights of the population of such country contrary to the Universal Declaration of Human Rights? Yes

37. Publicity or Propoganda (FY 1991 Appropriations Act Sec. 516): Will assistance be used for publicity or propoganda purposes designed to support or defeat legislation pending before Congress, to influence in any way the outcome of a political election in the United States, or for any publicity or propoganda purposes not authorized by Congress? No

38. Marine Insurance (FY 1991 Appropriations Act Sec. 563): Will any A.I.D. contract and solicitation, and subcontract entered into under such contract, include a clause requiring that U.S. marine insurance companies have a fair opportunity to bid for marine insurance when such insurance is necessary or appropriate? Yes

39. Exchange for Prohibited Act (FY 1991 Appropriations Act Sec. 569): Will any assistance be provided to any foreign government (including any instrumentality or agency thereof), foreign person, or United States person in exchange for that foreign government or person undertaking any action which is, if carried out by the United States Government, a United States official or employee, expressly prohibited by a provision of United States law? No

**B. CRITERIA APPLICABLE TO DEVELOPMENT ASSISTANCE ONLY .**

1. Agricultural Exports (Bumpers Amendment) (FY 1991 Appropriations Act Sec. 521(b), as interpreted by conference report for original enactment): If assistance is for agricultural development activities (specifically, any testing or breeding feasibility study, variety improvement or introduction, consultancy, publication, conference, or training), are such activities: (1) specifically and principally designed to increase agricultural exports by the host country to a country other than the United States, where the export would lead to direct competition in that third country with exports of a similar commodity grown or produced in the United States, and can the activities reasonably be expected to cause substantial injury to U.S. exporters of a similar agricultural commodity; or (2) in support of research that is intended primarily to benefit U.S. producers?

NA

2. Tied Aid Credits (FY 1991 Appropriations Act, Title II, under heading "Economic Support Fund"): Will DA funds be used for tied aid credits?

No

3. Appropriate Technology (FAA Sec. 107): Is special emphasis placed on use of appropriate technology (defined as relatively smaller, cost-saving, labor-using technologies that are generally most appropriate for the small farms, small businesses, and small incomes of the poor)?

To the extent possible consideration of appropriate technologies will be included in training programs.

4. Indigenous Needs and Resources (FAA Sec. 281(b)): Describe extent to which the activity recognizes the particular needs, desires, and capacities of the people of the country; utilizes the country's intellectual resources to encourage institutional development; and supports civic education and training in skills required for effective participation in governmental and political processes essential to self-government.

The project is designed to address the educational needs of a broad range of participants. Through the Grantee's Training programs, the Project will indirectly foster the development of skills required for effective participation in government.

5. Economic Development (FAA Sec. 101(a)): Does the activity give reasonable promise of contributing to the development of economic resources, or to the increase of productive capacities and self-sustaining economic growth?

By addressing the country's drug problem, the project will contribute to economic development.

6. Special Development Emphases (FAA Secs. 102(b), 113, 281(a)): Describe extent to which activity will: (a) effectively involve the poor in development by extending access to economy at local level, increasing labor-intensive production and the use of appropriate technology, dispersing investment from cities to small towns and rural areas, and insuring wide participation of the poor in the benefits of development on a sustained basis, using appropriate U.S. institutions; (b) encourage democratic private and local governmental institutions; (c) support the self-help efforts of developing countries; (d) promote the participation of women in the national economies of developing countries and the improvement of women's status; and (e) utilize and encourage regional cooperation by developing countries.

The Project will place emphasis on rural areas and provide training to individuals in those areas. A primary objective of the project is to strengthen local citizens' efforts to reduce the country's drug problem.

7. Recipient Country Contribution (FAA Secs. 110, 124(d)): Will the recipient country provide at least 25 percent of the costs of the program, project, or activity with respect to which the assistance is to be furnished (or is the latter cost-sharing requirement being waived for a "relatively least developed" country)?

Over 25% of the project's total cost will be provided by the recipient.

8. Benefit to Poor Majority (FAA Sec. 128(b)): If the activity attempts to increase the institutional capabilities of private organizations or the government of the country, or if it attempts to stimulate scientific and technological research, has it been designed and will it be monitored to ensure that the ultimate beneficiaries are the poor majority?

The Project will place emphasis on the rural areas of the country which coincide with most of its poor areas.

9. Abortions (FAA Sec. 104(f); FY 1991 Appropriations Act, Title II, under heading "Population, DA," and Sec. 535):

a. Are any of the funds to be used for the performance of abortions as a method of family planning or to motivate or coerce any person to practice abortions?

No

b. Are any of the funds to be used to pay for the performance of involuntary sterilization as a method of family planning or to coerce or provide any financial incentive to any person to undergo sterilizations?

No

c. Are any of the funds to be made available to any organization or program which, as determined by the President, supports or participates in the management of a program of coercive abortion or involuntary sterilization?

No

d. Will funds be made available only to voluntary family planning projects which offer, either directly or through referral to, or information about access to, a broad range of family planning methods and services?

No funds are provided for family planning under the project.

e. In awarding grants for natural family planning, will any applicant be discriminated against because of such applicant's religious or conscientious commitment to offer only natural family planning?

NA

f. Are any of the funds to be used to pay for any biomedical research which relates, in whole or in part, to methods of, or the performance of, abortions or involuntary sterilization as a means of family planning?

NO

g. Are any of the funds to be made available to any organization if the President certifies that the use of these funds by such organization would violate any of the above provisions related to abortions and involuntary sterilization?

No

10. Contract Awards (FAA Sec. 601(e)): Will the project utilize competitive selection procedures for the awarding of contracts, except where applicable procurement rules allow otherwise?

Yes

11. Disadvantaged Enterprises (FY 1991 Appropriations Act Sec. 567): What portion of the funds will be available only for activities of economically and socially disadvantaged enterprises, historically black colleges and universities, colleges and universities having a student body in which more than 40 percent of the students are Hispanic Americans, and private and voluntary organizations which are controlled by individuals who are black Americans, Hispanic Americans, or Native Americans, or who are economically or socially disadvantaged (including women)?

Due to the small size of the grant no set asides are being established. Instead, grantee will be encouraged to utilize socially disadvantaged enterprises through normal means.

12. Biological Diversity (FAA Sec. 119(g)): Will the assistance: (a) support training and education efforts which improve the capacity of recipient countries to prevent loss of biological diversity; (b) be provided under a long-term agreement in which the recipient country agrees to protect ecosystems or other wildlife habitats; (c) support efforts to identify and survey ecosystems in recipient countries worthy of protection; or (d) by any direct or indirect means significantly degrade national parks or similar protected areas or introduce exotic plants or animals into such areas?

NA

13. Tropical Forests (FAA Sec. 118; FY 1991 Appropriations Act Sec. 533(c)-(e) & (g)):

a. A.I.D. Regulation 16: Does the assistance comply with the environmental procedures set forth in A.I.D. Regulation 16?

Yes

b. Conservation: Does the assistance place a high priority on conservation and sustainable management of tropical forests? Specifically, does the assistance, to the fullest extent

NA

feasible: (1) stress the importance of conserving and sustainably managing forest resources; (2) support activities which offer employment and income alternatives to those who otherwise would cause destruction and loss of forests, and help countries identify and implement alternatives to colonizing forested areas; (3) support training programs, educational efforts, and the establishment or strengthening of institutions to improve forest management; (4) help end destructive slash-and-burn agriculture by supporting stable and productive farming practices; (5) help conserve forests which have not yet been degraded by helping to increase production on lands already cleared or degraded; (6) conserve forested watersheds and rehabilitate those which have been deforested; (7) support training, research, and other actions which lead to sustainable and more environmentally sound practices for timber harvesting, removal, and processing; (8) support research to expand knowledge of tropical forests and identify alternatives which will prevent forest destruction, loss, or degradation; (9) conserve biological diversity in forest areas by supporting efforts to identify, establish, and maintain a representative network of protected tropical forest ecosystems on a worldwide basis, by making the establishment of protected areas a condition of support for activities involving forest clearance or degradation, and by helping to identify tropical forest ecosystems and species in need of protection and establish and maintain appropriate protected areas; (10) seek to increase the awareness of U.S. Government agencies and other donors of the immediate and long-term value of tropical forests; (11) utilize the resources and abilities of all relevant U.S. government agencies; (12) be based upon careful analysis of the alternatives available to achieve the best sustainable use of the land; and (13) take full account of the environmental impacts of the proposed activities on biological diversity?

c. Forest degradation: Will assistance be used for: (1) the procurement or use of logging equipment, unless an environmental assessment indicates that all timber harvesting operations involved will be conducted in an environmentally sound manner and that the proposed activity will produce positive economic benefits and sustainable forest management systems; (2) actions which will significantly degrade national parks or similar protected areas which contain tropical forests, or introduce exotic plants or animals into such areas; (3) activities which would result in the conversion of forest lands to the rearing of livestock; (4) the construction, upgrading, or maintenance of roads (including temporary haul roads for logging or other extractive industries) which pass through relatively undergraded forest lands; (5) the colonization of forest lands; or (6) the construction of dams or other water control structures which flood relatively undergraded forest lands, unless with respect to each such activity an environmental assessment indicates that the activity will contribute significantly and directly to improving the livelihood of the rural poor and will be conducted in an environmentally sound manner which supports sustainable development?

No

d. Sustainable forestry: If assistance relates to tropical forests, will project assist countries in developing a systematic analysis of the appropriate use of their total tropical forest resources, with the goal of developing a national program for sustainable forestry?

. NA

e. Environmental impact statements: Will funds be made available in accordance with provisions of FAA Section 117(c) and applicable A.I.D. regulations requiring an environmental impact statement for activities significantly affecting the environment?

Yes

14. Energy (FY 1991 Appropriations Act Sec. 533(c)): If assistance relates to energy, will such assistance focus on: (a) end-use energy efficiency, least-cost energy planning, and renewable energy resources, and (b) the key countries where assistance would have the greatest impact on reducing emissions from greenhouse gases?

NA

15. Sub-Saharan Africa Assistance (FY 1991 Appropriations Act Sec. 562, adding a new FMA chapter 10 (FMA Sec. 496)): If assistance will come from the Sub-Saharan Africa DA account, is it: (a) to be used to help the poor majority in Sub-Saharan Africa through a process of long-term development and economic growth that is equitable, participatory, environmentally sustainable, and self-reliant; (b) to be used to promote sustained economic growth, encourage private sector development, promote individual initiatives, and help to reduce the role of central governments in areas more appropriate for the private sector; (c) being provided in accordance with the policies contained in FMA section 102; (d) being provided in close consultation with African, United States and other PVOs that have demonstrated effectiveness in the promotion of local grassroots activities on behalf of long-term development in Sub-Saharan Africa; (e) being used to promote reform of sectoral economic policies, to support the critical sector priorities of agricultural production and natural resources, health, voluntary family planning services, education, and income generating opportunities, to bring about appropriate sectoral restructuring of the Sub-Saharan African economies, to support reform in public administration and finances and to establish a favorable environment for individual enterprise and self-sustaining development, and to take into account, in assisted policy reforms, the need to protect vulnerable groups; (f) being used to increase agricultural production in ways that protect and restore the natural resource base, especially food production, to maintain and improve basic transportation and communication networks,

NA

to maintain and restore the renewable natural resource base in ways that increase agricultural production, to improve health conditions with special emphasis on meeting the health needs of mothers and children, including the establishment of self-sustaining primary health care systems that give priority to preventive care, to provide increased access to voluntary family planning services, to improve basic literacy and mathematics especially to those outside the formal educational system and to improve primary education, and to develop income-generating opportunities for the unemployed and underemployed in urban and rural areas?

16. Debt-for-Nature Exchange (FAA Sec. 463): If project will finance a debt-for-nature exchange, describe how the exchange will support protection of: (a) the world's oceans and atmosphere, (b) animal and plant species, and (c) parks and reserves; or describe how the exchange will promote: (d) natural resource management, (e) local conservation programs, (f) conservation training programs, (g) public commitment to conservation, (h) land and ecosystem management, and (i) regenerative approaches in farming, forestry, fishing, and watershed management.

NA

17. Deobligation/Reobligation (FY 1991 Appropriations Act Sec. 515): If deob/reob authority is sought to be exercised in the provision of DA assistance, are the funds being obligated for the same general purpose, and for countries within the same region as originally obligated, and have the House and Senate Appropriations Committees been properly notified?

NA

18. Loans

a. Repayment capacity (FAA Sec. 122(b)): Information and conclusion on capacity of the country to repay the loan at a reasonable rate of interest.

NA

b. Long-range plans (FAA Sec. 122(b)): Does the activity give reasonable promise of assisting long-range plans and programs designed to develop economic resources and increase productive capacities?

NA

c. Interest rate (FAA Sec. 122(b)): If development loan is repayable in dollars, is interest rate at least 2 percent per annum during a grace period which is not to exceed ten years, and at least 3 percent per annum thereafter?

NA

d. Exports to United States (FAA Sec. 620(d)): If assistance is for any productive enterprise which will compete with U.S. enterprises, is there an agreement by the recipient country to prevent export to the U.S. of more than 20 percent of the enterprise's annual production during the life of the loan, or has the requirement to enter into such an agreement been waived by the President because of a national security interest?

NA

19. Development Objectives (FAA Secs. 102(a), 111, 113, 281(a)): Extent to which activity will: (1) effectively involve the poor in development, by expanding access to economy at local level, increasing labor-intensive production and the use of appropriate technology, spreading investment out from cities to small towns and rural areas, and insuring wide participation of the poor in the benefits of development on a sustained basis, using the appropriate U.S. institutions; (2) help develop cooperatives, especially by technical assistance, to assist rural and urban poor to help themselves toward better life, and otherwise encourage democratic private and local governmental institutions; (3) support the self-help efforts of developing countries; (4) promote the participation of women in the national economies of developing countries and the improvement of women's status; and (5) utilize and encourage regional cooperation by developing countries?

The Project will contribute to the achievement of the objectives contained in this section through its training programs. See also response to Paragraph B-6.

**20. Agriculture, Rural Development and Nutrition, and Agricultural Research (FAA Secs. 103 and 103A):**

a. Rural poor and small farmers: If assistance is being made available for agriculture, rural development or nutrition, describe extent to which activity is specifically designed to increase productivity and income of rural poor; or if assistance is being made available for agricultural research, has account been taken of the needs of small farmers, and extensive use of field testing to adapt basic research to local conditions shall be made.

NA

b. Nutrition: Describe extent to which assistance is used in coordination with efforts carried out under FAA Section 104 (Population and Health) to help improve nutrition of the people of developing countries through encouragement of increased production of crops with greater nutritional value; improvement of planning, research, and education with respect to nutrition, particularly with reference to improvement and expanded use of indigenously produced foodstuffs; and the undertaking of pilot or demonstration programs explicitly addressing the problem of malnutrition of poor and vulnerable people.

NA

c. Food security: Describe extent to which activity increases national food security by improving food policies and management and by strengthening national food reserves, with particular concern for the needs of the poor, through measures encouraging domestic production, building national food reserves, expanding available storage facilities, reducing post harvest food losses, and improving food distribution.

NA

21. Population and Health (FAA Secs. 104(b) and (c)): If assistance is being made available for population or health activities, describe extent to which activity emphasizes low-cost, integrated delivery systems for health, nutrition and family planning for the poorest people, with particular attention to the needs of

NA

mothers and young children, using paramedical and auxiliary medical personnel, clinics and health posts, commercial distribution systems, and other modes of community outreach.

22. **Education and Human Resources Development (FAA Sec. 105):** If assistance is being made available for education, public administration, or human resource development, describe (a) extent to which activity strengthens nonformal education, makes formal education more relevant, especially for rural families and urban poor, and strengthens management capability of institutions enabling the poor to participate in development; and (b) extent to which assistance provides advanced education and training of people of developing countries in such disciplines as are required for planning and implementation of public and private development activities.

The Project is intended to reach a broad range of participants and to provide training programs tied to the country's drug problem and the individual participant's needs to address that problem. The Project will place emphasis on rural areas of the country which also coincide with most of the country's poorest areas.

23. **Energy, Private Voluntary Organizations, and Selected Development Activities (FAA Sec. 106):** If assistance is being made available for energy, private voluntary organizations, and selected development problems, describe extent to which activity is:

NA

a. concerned with data collection and analysis, the training of skilled personnel, research on and development of suitable energy sources, and pilot projects to test new methods of energy production; and facilitative of research on and development and use of small-scale, decentralized, renewable energy sources for rural areas, emphasizing development of energy resources which are environmentally acceptable and require minimum capital investment;

b. concerned with technical cooperation and development, especially with U.S. private and voluntary, or regional and international development, organizations;

c. research into, and evaluation of, economic development processes and techniques;

d. reconstruction after natural or manmade disaster and programs of disaster preparedness;

e. for special development problems, and to enable proper utilization of infrastructure and related projects funded with earlier U.S. assistance;

f. for urban development, especially small, labor-intensive enterprises, marketing systems for small producers, and financial or other institutions to help urban poor participate in economic and social development.

24. Sahel Development (FAA Secs. 120-21). If assistance is being made available for the Sahelian region, describe: (a) extent to which there is international coordination in planning and implementation; participation and support by African countries and organizations in determining development priorities; and a long-term, multidonor development plan which calls for equitable burden-sharing with other donors; (b) whether a determination has been made that the host government has an adequate system for accounting for and controlling receipt and expenditure of projects funds (dollars or local currency generated therefrom).

NA

**CRITERIA APPLICABLE TO ECONOMIC SUPPORT FUNDS ONLY**

1. **Economic and Political Stability (FAA Sec. 531(a)):** Will this assistance promote economic and political stability? To the maximum extent feasible, is this assistance consistent with the policy directions, purposes, and programs of Part I of the FAA?

Yes

Yes

2. **Military Purposes (FAA Sec. 531(e)):** Will this assistance be used for military or paramilitary purposes?

No

3. **Commodity Grants/Separate Accounts (FAA Sec. 609):** If commodities are to be granted so that sale proceeds will accrue to the recipient country, have Special Account (counterpart) arrangements been made?

NA

4. **Generation and Use of Local Currencies (FAA Sec. 531(d)):** Will ESF funds made available for commodity import programs or other program assistance be used to generate local currencies? If so, will at least 50 percent of such local currencies be available to support activities consistent with the objectives of FAA sections 103 through 106?

NA

5. **Cash Transfer Requirements (FY 1991 Appropriations Act, Title II, under heading "Economic Support Fund," and Sec. 575(b)).** If assistance is in the form of a cash transfer:

Assistance will not be provided in the form of a cash transfer.

a. **Separate account:** Are all such cash payments to be maintained by the country in a separate account and not to be commingled with any other funds?

b. Local currencies: Will all local currencies that may be generated with funds provided as a cash transfer to such a country also be deposited in a special account, and has A.I.D. entered into an agreement with that government setting forth the amount of the local currencies to be generated, the terms and conditions under which they are to be used, and the responsibilities of A.I.D. and that government to monitor and account for deposits and disbursements?

c. U.S. Government use of local currencies: Will all such local currencies also be used in accordance with FAA Section 609, which requires such local currencies to be made available to the U.S. government as the U.S. determines necessary for the requirements of the U.S. Government, and which requires the remainder to be used for programs agreed to by the U.S. Government to carry out the purposes for which new funds authorized by the FAA would themselves be available?

d. Congressional notice: Has Congress received prior notification providing in detail how the funds will be used, including the U.S. interests that will be served by the assistance, and, as appropriate, the economic policy reforms that will be promoted by the cash transfer assistance?

**ATTACHMENT A**

**DRUG AWARENESS AND PREVENTION PROJECT (525-0320)**

**BUDGET AND FINANCIAL PLAN**

**A. BUDGET**

**September 30, 1991 - September 29, 1993**  
(In U.S. Dollars)

<b><u>Budget Elements</u></b>	<b><u>Cruz Blanca</u></b>	<b><u>USAID Panama</u></b>	<b><u>Other Sources</u></b>	<b><u>Total</u></b>
<b><u>Personal Costs</u></b>				
2 New Chapters	16,200	0	0	16,200
U.S. Consultants	0	66,000	0	66,000
International Con- sultants	7,500	0	0	7,500
Volunteers	0	0	90,720	90,720
Technical/Admin Staff	<u>308,970</u>	<u>0</u>	<u>60,000</u>	<u>368,970</u>
Sub-Total	<u>332,670</u>	<u>66,000</u>	<u>150,720</u>	<u>549,390</u>
Operating Expenses	59,486	0	0	59,486
Transportation Equip- ment	15,000	12,000	0	27,000
Office Equipment	90,000	15,000	0	105,000
Activities				
Training	0	127,000	0	127,000
Printed Material	0	10,000	0	10,000
Media Campaign	<u>0</u>	<u>20,000</u>	<u>200,000</u>	<u>220,000</u>
Sub-Total	<u>0</u>	<u>157,000</u>	<u>200,000</u>	<u>357,000</u>
Total	<u>497,156</u>	<u>250,000</u>	<u>350,720</u>	<u>1,097,876</u>

**B. FINANCIAL PLAN**

The total estimated cost of the project is \$1,097,876 of which \$250,000 will be provided by USAID/Panama. An equivalent of \$497,156 of goods and services will be provided by Cruz Blanca and an estimated \$350,720 will be provided from other sources; i.e., cash and in-kind donations and contributions to Cruz Blanca.

A.I.D. funds will not be commingled with other funds owned or controlled by Cruz Blanca. Cruz Blanca will deposit all A.I.D. cash advances in a separate bank account and shall make all disbursements for goods and services from this account.

Prior to the initial cash advance, A.I.D. will review Cruz Blanca accounting and financial management system to assure that it meets minimum standards for fund control and accountability.

Each quarter, after the initial cash advance, Cruz Blanca will submit a cumulative detail report of disbursements by budget line item for the previous quarter and projected disbursements for the next quarter. Reimbursement for these costs will be made by direct payment. This is in accordance with A.I.D.'s Project Verification Policy and Implementation Guidance. No departures from the preferred methods of financing are contemplated for this grant.

Drafted by: PPD:JA Fearon:mdev  
Cleared by: PPD:RPMathia  
CONT:HDorcus ~~9/10 9/11~~

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**Agency for International Development  
Washington, D.C. 20523**

**LAC-IEE-91-94**

**ENVIRONMENTAL THRESHOLD DECISION**

Project Location : Panama

Project Title : Drug Awareness and Prevention

Project Number : 525-0320

Funding :

Life of Project :

IEE Prepared by : J. A. Fearon, USAID/Panama/PPD

Recommended Threshold Decision : Categorical Exclusion

Bureau Threshold Decision : Concur with Recommendation

Comments : none

*John O. Wilson* Date SEP 23 1991

John O. Wilson  
Deputy Chief Environmental Officer  
Bureau for Latin America  
and the Caribbean

Copy to : Thomas Stukel, Director  
USAID/Panama

Copy to : Robert Mathia, USAID/Panama/PPD

Copy to : Wayne Williams, REA/CEN

Copy to : Mark Silverman, LAC/DR/CEN

Copy to : IEE File

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**INITIAL ENVIRONMENTAL EXAMINATION  
ENVIRONMENTAL DETERMINATION**

**Project Location:** Panama  
**Project Title:** Drug Awareness and Prevention  
**Project Number:** 525-0320

**Project Description:**

Primarily, the project will provide training for approximately 1440 volunteers in modern techniques of drug awareness and prevention. This will enable them to actively participate, as trainers of trainers in programs designed to increase public awareness of the adverse effects of illegal drug usage and ways of prevention. Other project activities include upgrading the technical capability of the staff of Cruz Blanca, a local PVO and the provision of assistance in the design of a mass media campaign on drug awareness and prevention. In addition to resources for training and technical assistance, the project will also provide a minimum amount of office equipment and one vehicle.

**STATEMENT OF CATEGORICAL EXCLUSIONS:** It is the opinion of USAID/Panama that the Project does not require an Initial Environmental Examination, and is exempt from A.I.D.'s environmental procedures because its activities are within the class of actions described in Section 216.2 paragraph (C) (1) (i) and paragraph (C) (2) (i) of 22 CFR part 216 on "Categorical Exclusions," which read as follows:

**Section 216.2 (C) (1) (i)**

"The action does not have an effect on the natural or physical environment," and

**Section 216.2 (C) (2) (i)**

"Education, technical assistance, or training programs except to the extent such programs include activities affecting the environment (such as construction of facilities, etc.)."

**Concurrence of Mission Environmental Officer:**

I have reviewed the above statement and concur in the determination that the Drug Awareness and Prevention Program does not require an Initial Environmental Examination nor further environmental analysis under A.I.D.'s environmental procedures.

*David S. Gardella*

David S. Gardella  
Environmental Officer  
USAID/Panama

Date 9/20/91

*2/27*  
Drafter: PPD:JAFearon:nvch 09/20/91

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Clearances: PPD:RPMathia *RM* date 9/20/91  
A/MDKKelly *JK* date 9/20/91