

# **P E R U**

## **NARCOTICS AWARENESS STUDY**

**FINAL REPORT**

**Prepared for:**

**U. S. Agency for International Development  
Mission to Peru**

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**NARCOTICS AWARENESS AND  
PUBLIC EDUCATION STUDY**

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## EXECUTIVE SUMMARY

The current drug-related situation in Peru is a complex one, with multiple variables affecting it. On the one hand, coca leaves have been cultivated and chewed by Indians in the Andean region for centuries. As one of the few naturally occurring anesthetic compounds, coca derivatives have been a boon to medical preparations. Furthermore, the cultivation of coca, both legal and illegal, provides an income for farmers unable to earn as much from other traditional crops. On the other side of the equation are the legal and economic problems associated with the cultivation of the coca bush, such as terrorism, corruption, and crime; substitution of coca crops for food crops which decreases Peru's food supply and necessitates food imports; the costs of law enforcement; lost foreign exchange; political problems between Peru and the U.S. over regulation of production and enforcement of coca eradication and trafficking laws; and finally, a growing domestic abuse problem of pasta basica (cocaine paste), and cocaine, as well as marijuana, various inhalants, alcohol, and other drugs. In sum, there are political, economic, and cultural overtones to the entire narcotics question in Peru.

Against this backdrop, Development Associates, Inc., was contracted by the USAID in Lima to conduct a study on public perceptions of narcotics issues and alternatives for action which could have an impact on Peru's narcotics situation. The specific objectives of the study were to:

- define and analyze public awareness of issues related to drug problems;
- examine alternative public information, education and consciousness-raising measures for increasing the public's perception of growing drug-related problems;
- examine the feasibility of establishing a private, non-profit Peruvian agency dedicated to increasing public awareness of the threats drugs pose for Peru; and
- provide guidelines for how such an agency might best be organized and staffed.

To achieve these objectives, an eight-member Development Associates team was deployed to Peru over a three-month period. The study team, in conjunction with the Pontificia Universidad Catolica and the Escuela de Administracion de Negocios para Graduados (ESAN), conducted a national public perceptions survey among approximately 1,600 respondents representing the major population sectors in Peru in all regions of the country. The sample included seven cities representing key geographic areas and 16 major subgroups. The team members met also with media representatives, medical personnel, politicians and government representatives, directors of private and voluntary organizations, and other relevant leaders to obtain a full picture of the narcotics and public education situation in Peru. Information collection techniques included case studies, literature reviews, focus groups, and in-depth interviews, in addition to the national survey. The results of the study are detailed fully in this report and in Volume II: Appendices. In the following pages, the study is summarized.

Using secondary sources available in the U.S. which were confirmed and updated on site, the study team identified the current status of coca production, trafficking, use and related law enforcement activities in Peru. Illegal production has increased significantly in the last 20 years and narcotics trafficking has become a major criminal enterprise operating quite freely in many of the larger growing and processing zones. The drug traffickers have amassed large fortunes with which they have outfitted virtual armies and organizations to get the product to market. Law enforcement (of Decree Law 22095 and the Single Convention, among others) has been hampered by lack of political will, corruption, scarce manpower and financial resources, bureaucratic inertia, terrorism and many other constraints. As in other drug producing countries, the domestic use of drugs is on the increase in Peru, due in large part to the easy availability of coca products. Given these findings, the study team undertook a national survey of public perceptions of various drug issues.

The study was based on two hypotheses: first, that there is a lack of awareness of the seriousness of narcotics problems in Peru among all segments of the society. The second hypothesis builds upon the first, that this lack of awareness has limited the commitment to and the enforcement of Peru's narcotics-related laws and agreements. The public perceptions survey indicated that while respondents identified drug abuse and, to a lesser extent, drug trafficking as national problems, they were considered secondary problems in relation to inflation, unemployment, terrorism and related economic and social problems. The production of coca was not identified as a national problem nor was the available supply of coca-derived substances linked with the identified use problem. Clearly, the violence in Peru related to narcotics trafficking is considered a major national concern; however, many Peruvians, particularly in the public sector, feel that the drug problem is more of a concern of consuming countries like the U.S. rather than Peru.

An important finding uncovered by the survey relates to levels of knowledge and availability of information on drug issues. Almost two-thirds of the respondents felt that they had incomplete or useless information about drug issues; the vast majority (90-95%) indicated a desire for information on drug abuse prevention and treatment approaches. Respondents identified causes of drug abuse as the breakdown of the family, peer pressure and the general social environment. Results of meetings with journalists expanded on this theme; the social environment provides the pressure to consume drugs. Moreover, the journalists indicated that illegal trafficking is a result of the high demand for cocaine in the U.S. and to a lesser degree in Western Europe.

The means identified for combatting domestic consumption of drugs pointed overwhelmingly to education; the survey respondents expressed both a demand for and receptivity to receiving educational messages. This was true among opinion leaders, teachers, and even more so among university students. Other suggested means included seminars/meetings with parents, conferences, and mass media efforts. Respondents also suggested information activities through the formal education system, youth clubs, medical clinics, parishes, sports clubs, and the like. Finally, 98% of the survey respondents believed an information and education agency should exist to respond to the identified needs.

Obviously, Peruvian society has not yet reached the level of understanding of the drug problem that would move Peru to take broad-based action to deal with both demand and supply. Moreover, it is clear that a well-constructed information campaign is needed and could bring about action on the abuse or demand issue and incorporate the availability or supply issue.

Given these survey findings, the study team set out to identify the experiences in drug education of other narcotics-producing countries and the U.S., and to determine if the means for establishing a drug education center exist in Peru. The team conducted a brief review of drug education and information activities in Mexico, Colombia, Bolivia, and the U.S. Most of these activities in Latin America are government-sponsored, while those currently in the forefront of U.S. efforts have been spearheaded by grassroots, privately-sponsored associations of parents' organizations. The Church is involved also in some of the activities to a limited degree, as are the First Ladies of the U.S. and Colombia, who have lent their name and support to the cause. Two examples seem particularly relevant for Peru: the Centros de Integración Juvenil (CIJ) in Mexico and the Campana Educativa sobre Estupefacientes (CESE) in Bolivia. CIJ, primarily a government-supported but autonomous civic association located within the Secretariat of Health, is the major source of drug information in Mexico. CIJ's 32 centers are located in communities throughout the country, mostly in densely populated cities. It has produced some very high quality pamphlets, brochures, newsletters and bibliographies, and maintains an extensive library of materials on drugs and related issues. The CIJ stands as an excellent resource for Spanish materials.

CESE in Bolivia is a joint US-Bolivia-sponsored project, initiated approximately one year ago. In this short period of time, the center has sponsored national seminars, conducted an attitudes survey, held conferences for journalists, conducted educational sessions for children, held meetings with parents, trained young people in information dissemination and sponsored a national poster contest. CESE's operations are jointly coordinated by USIS and NAU, and administered by the Ministry of Interior. CESE has stimulated other organizations to act as well. For example, the Catholic Bishops are joining forces with CESE to build upon their 1982 pastoral letter warning of the dangers of coca production and trafficking.

Recent drug information efforts in Peru have been accomplished by the Scouts, the Catholic Diocese of Callao, Fé y Alegría (a religious organization working in pueblos jóvenes), Rotary and Lions Clubs and by individual physicians or clinics offering drug treatment services. Public sector efforts have been limited to the formation of committees and the development of national plans; notably by the Ministry of Education and the Ministry of Health. The Peruvian Investigative Police (PIP), has been involved on a volunteer basis in providing information on drug issues to teachers, parents, and students.

USIS in Lima has initiated drug information activities through the establishment of a permanent committee on prevention and the sponsorship of a national conference attended by some 300 leaders of civic organizations; medical, educational, religious and community groups; and representatives of the government and military, among others. USIS is also coordinating with the media and publishing materials on drugs through a bi-monthly publication, AHORA, and has planned additional conferences, to include a regional conference in the spring of 1985.

The study team's review of the activities of PVOs, community and religious groups, youth organizations, universities and others identified limited efforts in dealing with the drug abuse issue, all secondary to each organization's institutional goal and mission. The major conclusion of this review is that no existing organization is capable of leading and developing a national program of public education on drug issues. It is the study team's belief that adding such a goal to any existing organization's operations would dilute the organization's effort, and most likely subordinate the drug education activities to all others. This is true in both the public and the private sector. Efforts at drug information and education in the public sector have been characterized by bureaucratic barriers, implementation problems, and a lack of financial and manpower resources. An important finding of the study team's review is that there is a high level of interest to participate in drug information activities among the many organizations contacted. The foundation for a network of participating organizations exists; an organization to lead, guide and assist that network is needed. A substantial resource base exists but it needs to be tapped systematically.

In conjunction with its review of community and other organizations, the study team assessed the availability and applicability of media sources to participate in a national drug information project. Both television and radio have broad national audiences and would be valuable as components of a public education effort. Newspapers and other print sources reach a limited audience because of literacy levels but are useful means in reaching leaders and opinion molders. Sources for the production of media messages exist in Peru; indeed, the study team received numerous expressions of interest and offers of support from media representatives contacted. As one element of a coordinated effort, the media have proven useful in stimulating public dialogue and promoting legislative change.

Given the foregoing, it is the study team's conclusion that an information and education program is needed in Peru. Furthermore, it is the study team's contention that the best means for carrying out such a program would be a free-standing, private, non-profit drug information and education center. As envisioned by the study team, this center would be charged with:

- a leadership role to inform and lobby leaders of all segments of Peruvian society to elicit a recognition that drug use, production and trafficking are critical national problems, requiring immediate action;

- a unifying role to coordinate, guide and assist the drug education efforts of a diverse group of community and other organizations; and
- an educating role to inform the general public, through various media and organizational channels, of the dangers of drug abuse, illegal production, and drug trafficking.

Further, there is a substantial foundation of interest and potential support among organizations and individuals in Peru which would enable such a center to become effective quickly and economically. With this base of support in place, the center can become fully rooted within Peruvian society. The team envisions a highly group-intensive approach with efforts targeted at three major segments of the population most able to affect the situation:

- national leaders (political, business, civic and religious leaders, etc.);
- media leaders (of all forms, especially television, radio, newspapers, magazines and publications); and
- a network of community, civic, religious, educational and private voluntary organizations, and through them, the general public.

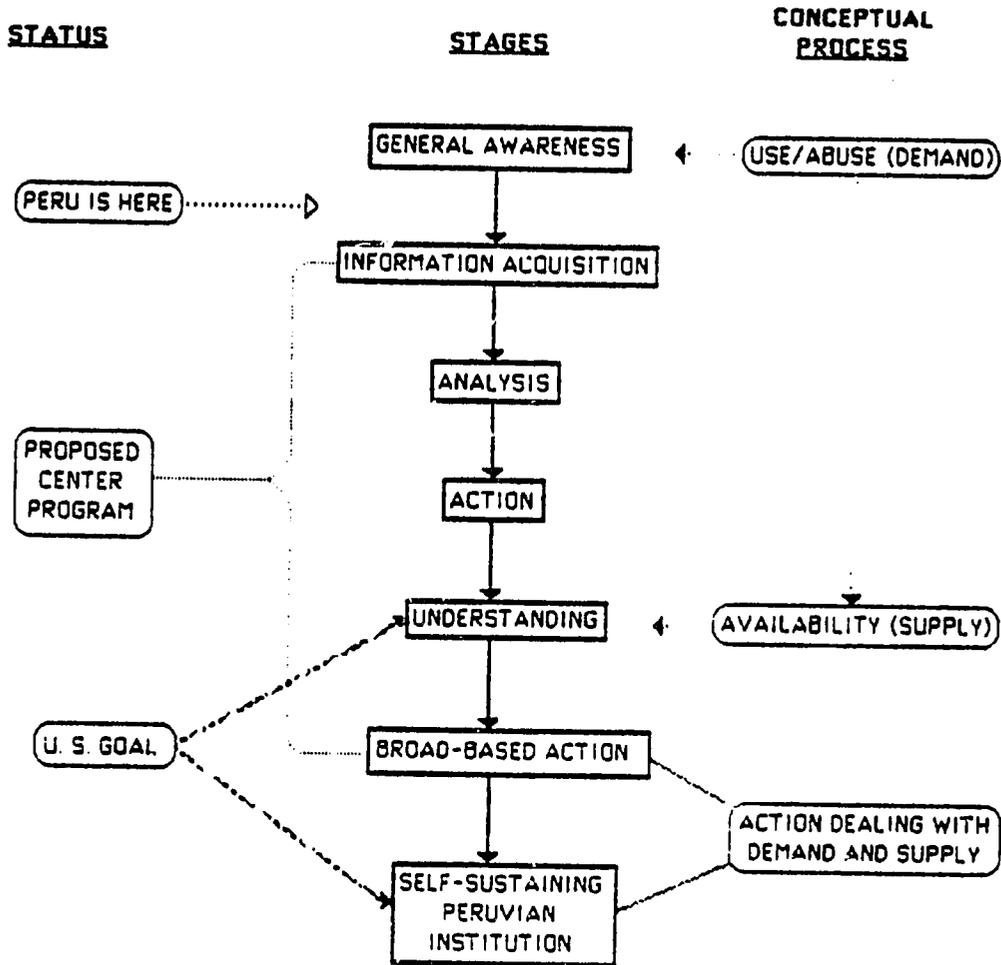
The study team recommends that the U.S. sponsor and initially fund a private, non-profit drug information and education center to increase consciousness and raise awareness in Peruvian society to Peru's narcotics-related problems. This recommendation is based on several factors: the present situation in Peru; the history and experience of other countries in coping with drug problems; and the stages individuals and societies go through in coming to grips with a difficult problem.

When dealing with a problem or issue such as drugs, people and societies have a very real difficulty coming to a full understanding so they can take appropriate action. The role of the proposed center is to speed up and facilitate the process so the Government of Peru and its people take more effective action sooner rather than later.

In this situation, both the government and the public generally know there is a growing drug use problem in the country. They have become concerned with the internal demand for drugs. The problem is that use or demand is in part a function of supply and until the public realizes that they must deal with drug availability (supply) as well, they can only achieve limited success.

The proposed center would seek to quickly move Peru's present general level of awareness to a broader level of understanding which will in turn move them to take more forceful action against supply. This process is graphically illustrated on the following page. This figure represents the evolutionary process which would lead to more effective enforcement, eradication, and crop substitution actions. It is this process which the center is designed to accelerate.

## SOCIETAL STAGES ON DRUG ABUSE ISSUES



It should be noted that because of its present status as a major drug-producing country and because of a long history of coca leaf chewing, this educational/social change process will take time and will involve some controversy. However, it is critical to begin the process now before Peru's own producers flood the streets with cheap coca-based substances which would only make the effort all the more difficult.

Based on the study team's experience, two major principles were identified to guide the design and establishment of a national drug information and education program. The first principle suggests that the center be based thoroughly as a Peruvian institution so that it is perceived, first and foremost, to be operating in Peru's best interests, taking the society through the awareness process outlined. A common perception held by many of the individuals contacted in the course of this study is that narcotics trafficking and cocaine problems are in the province of U.S. problems and interests and are not really crucial Peruvian problems. Further, it is held

that an end to U.S. consumption and demand for cocaine would virtually eliminate Peru's problems with coca. Therefore, a visibly U.S.-controlled project would be seen as responding to U.S. needs and would not gain the broad-based support a center operated for Peru's best interests would receive.

The second major principle builds upon the first. While U.S. financial and technical support will be required initially to establish and operate the center, it is essential that the center's founders work to identify alternative sources of support (both cash and in-kind contributions) so U.S. support can be reduced. The sense of ownership and self-interest attained by such actions will be of utmost importance to rooting the center firmly in Peruvian society.

The goal of the center is proposed as follows:

To inform and educate the Peruvian public about narcotics, other drugs, and national drug-related problems through the establishment of a viable information and education program which leads to positive action to prevent drug abuse and control illicit production.

Conceptually, the study team envisions the center carrying out the following activities:

- promotion of public policy dialogue, lobbying and legislative change, especially among business leaders, politicians, community leaders, journalists and other media representatives, and religious officials;
- information provision, both on a request basis and on a proactive basis, to identified groups that could affect or participate in public awareness/education activities (opinion leaders, schools, church groups, youth groups, the media, medical agencies, police, etc.);
- development (or coordination of the development) of informational materials, media messages and campaigns, etc.;
- collection and review of materials, curricula, research studies, audio-visual materials, and training materials to establish a clearinghouse;
- informational service to increase networking among other service and information providers;
- networking, exchange of information and resources development among network organizations and expansion of network;
- provision of training and technical assistance to organizations and individuals through the development of conferences, training workshops, discussion groups, debates, etc.; and
- sponsorship/leadership of research and data collection efforts, media campaigns, and related activities.

The feasibility of several options was analyzed to determine the most effective siting and sponsorship of the center. The study team concluded that the most appropriate option for establishing the center would have the following elements: sponsorship by a group of prominent and influential leaders representing all segments of Peruvian society (religious, educational, business, political, military, medical, government, media, etc.); autonomy from all sources of support; and location as a free-standing entity in the private sector. Further, the study team has concluded that two years of outside technical assistance will be required to establish the center firmly, provide assistance in such areas as board and staff training and provide general organizational development support. Additional short-term technical assistance may be required also on occasion as the need arises. The staffing pattern envisioned for the center is identified as the following:

- Board of Directors with an Executive Committee
- USG Project Officer
- Executive Director
- Technical Advisory Committee
- Training and Technical Assistance Director
- Information and Education Director
- Research Director
- Cadre of Consultants
- Administrative Staff (accounting, clerical, etc.)

The center would have a three-pronged target audience: the first would be national leaders from which Board members would be recruited, who would be expected to inform and influence their peers, particularly among government officials. The second audience is the media, who would become informed through the center's specialized media efforts and would in turn influence major social groups and the public at large. The third target audience would be the existing and yet to be identified network of PVOs and other community organizations. As leaders of these groups become educated and informed, they spread the awareness to their individual organizations and the greater public becomes involved and educated. This group-intensive approach relies on extensive lobbying efforts, both formal and informal, and represents a coordinated approach to reach the maximum number of people, given limited financing.

In addition to working with and through other private voluntary organizations and community/civic organizations, the center would also work closely with the public sector. Since the Government of Peru has a number of relevant complementary activities which, while presently lagging, are still of potential importance, it will be important for the center to coordinate with the various ministries involved. The center should also be able to assist directly many of these public sector efforts through training, technical assistance and provision of materials.

As discussed earlier, it is the study team's contention that it is crucially important that Peruvian support (fees for services, cash and in-kind contributions, technical assistance, etc.) be enlisted from the very beginning

of the center. Further, it is suggested that U.S. funding decrease over time as other forms of support are identified. Coordination with the GOP on this issue, as well as all of the center's activities, will be a key element to achieving both success in its operations and a financially sound effort.

To summarize, the study team proposes the following key recommendations:

- USAID sponsor the implementation of a national public information and education program designed to increase the awareness of the Peruvian public on drugs and drug-related matters, particularly focusing on the topics of production and trafficking, drug abuse and treatment, as well as relevant prevention techniques.
- USAID sponsor and fund an information and education center, which uses a group-intensive approach focused on leaders, the media and a network of community organizations.
- The center should be a private, free-standing institution with a broadly representative and influential Peruvian Board of Directors.
- The center work to become self-sustaining from its inception.
- USAID contract for technical assistance for the center and itself during the early years and use this as the primary vehicle for U.S. input, thus keeping U.S. visibility to a minimum.
- USAID and the center coordinate closely with the Government of Peru and relevant agencies in all center operations.

Other recommendations relate to the conduct of an epidemiological study to determine the extent of drug abuse in Peru; release and publication of the results of the survey; and the establishment of open lines of communication between the center and international agencies and groups concerned with drugs. A final study team recommendation (of which implementation is already in evidence) is that the establishment of the center be coordinated fully with efforts of all U.S. agencies concerned with the substance abuse problem in Peru. This especially relates to relevant AID, USIS and Embassy projects. USAID's coordination with the USIS permanent committee and the proposed incorporation of some or all of the committee members into the center's technical advisory committee is one example of useful coordination among the country team.

As a final note, Development Associates believes the approach outlined in this report can accomplish two important U.S. Government objectives. First, it will help the Peruvians establish an institution to deal better with their drug problem themselves and prevent it from becoming an uncontrollable problem of epidemic proportions. Second, it will help move society and the Government of Peru to act against production and trafficking not because the U.S. wants them to but because they will see they must act in their own best interests.

## I. INTRODUCTION

### Study Background and Objectives

For many, many years Peru has viewed drug abuse and drug trafficking as a problem for the United States, not Peru. The conventional wisdom has been that coca leaf has always been used in Peru with no real problems and there is little use/abuse of other drugs. While sympathetic to the problem caused by the flow of Peruvian coca products to the U.S., it was felt that Peru had many other higher priority problems to deal with, and thus it was up to the U.S. to stop the flow of drugs at its own borders.

Unfortunately, as has occurred almost everywhere in the world, drug trafficking takes on a pervasive life of its own.\* Moreover, in recent years the use/abuse of drugs in Peru has been increasing dramatically. Thus, this study grew out of the concern of the USAID Mission and the American Embassy in Peru that there was a serious lack of awareness in Peruvian society of the growing extent of Peruvian drug problems which had inevitably serious implications for the country. It was further hypothesized that this lack of public perception and understanding of its own drug problem was a major factor limiting Peru's efforts to enforce various drug prevention and eradication efforts.

Therefore, the USAID Mission sought to carry out a study of the perceptions of Peruvian society on drugs and to formulate strategies and approaches to assist Peruvian institutions to deal better with the problem. The specific objectives of the project were to develop a report which:

- Defines and analyzes public awareness of issues related to drug problems in Peru;
- Examines alternative public education, information and consciousness-raising measures for increasing the Peruvian public's perception of growing drug-related problems;
- Examines the feasibility of establishing a private, non-profit Peruvian agency dedicated to increasing public awareness of the threat drugs pose for Peru; and
- Provides guidelines for how such an agency might best be organized and staffed.

In addition, AID/W viewed the study as having some real potential for use in other countries' efforts and therefore contributed significant support to the project. Further, the problem was viewed by the Mission as having a very high priority and expected the study to be accomplished within a four-month period.

To carry out such a major study in a compressed time frame, the Mission sought to secure assistance from both U.S. and Peruvian professional sources.

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\* Report of the International Narcotics Control Board for 1984, October 25, 1984.

It chose a U.S. firm, Development Associates,\* with many years of successful experience in research, drug problems, and Latin American institutional development, to design and coordinate the effort. The Development Associates' team worked with staff of two prominent Peruvian academic institutions -- Universidad Catolica, who were to provide general support, background research in Peru and advice on program design, and the Escuela de Administracion de Negocios Para Graduados (ESAN) who were to conduct a large survey of the Peruvian population. It was expected that this multidisciplinary, multifocused team, working in close coordination with the USAID and Peruvian institutions, would produce a study which accurately reflected the present state of affairs in Peru and would be able to outline a useful and insightful action program.

### Study Approach and Methodology

This study was conducted within the context of a substantial amount of secondary research carried out by USAID/Peru. Thus, the Mission was relatively sure of what was needed. The team assembled to carry out the work included experts in: management, drug issues (treatment, rehabilitation, prevention, information and education), media campaigns, survey research, statistics and sampling, anthropology, sociology, political and social sciences, and public administration.

The techniques and methods used by the team were as varied as their background. The most prominent methods used were:

- Literature search and review in the U.S., Peru, Colombia, Bolivia and Mexico.
- Mini case studies of approaches and campaigns in the U.S., Peru, Colombia, Bolivia and Mexico.
- A large sample survey of 11 major groups in Peruvian society totalling over 1,600 subjects.
- Smaller indepth surveys of Peruvian institutions and of media sources concerned with the problem.
- Focus groups with Peruvian journalists and academicians.
- Indepth interviews with relevant key public and private professionals.

In all cases, the study focus was on perception of drug use and potential approaches to increase awareness and knowledge. Only secondary sources were

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used to document the extent of drug use. Further, throughout the study the emphasis was on viewing the problem from a Peruvian perspective and on what Peru could realistically do to deal with it.

It is the study team's belief that this report depicts an accurate picture of the status of the perception of drug problems in Peru at this time. However, the study was done in a very short time and not all possible sources of information could be contacted. Nevertheless, the team believes it provides a realistic information foundation on which to design an effective program.

### This Report

As required in the study scope of work, this report has nine major chapters in addition to this introduction. The chapters have been organized so that the reader can logically move from one topic to the next in a building block fashion. It should be noted that the report chapters in many cases are summaries of much longer research and analytic work which have been included in a separate set of Appendices.

A brief description of each chapter follows:

- Chapter II** presents both historical and current background on drug use and views in Peru with an emphasis on coca. It also surveys the literature on the social and economic costs of drug use to a society and summarizes government policies and programs. The chapter relies on secondary sources and interviews for its information.
- Chapter III** presents the results of a large survey of the views of Peruvian society on drug use. The survey was specially designed for this study and focuses on 11 key population groups. This chapter relies solely on primary data collected in the survey.
- Chapter IV** presents a review of programs, approaches and materials used in other relevant countries with a similar situation. It relies on secondary sources and interviews for its information.
- Chapter V** presents a review of various alternative media and public information resources available in Peru and evaluates their potential ability and costs to mount a narcotics information and education campaign. The chapter relies on both interviews and secondary sources.
- Chapter VI** presents the results of an intensive review of relevant Peruvian institutions and their willingness/ability to assist in a campaign. This chapter is based on extensive interviewing, site visits, and documentation.

**Chapter VII** begins the process of merging the information from the earlier chapters with experience on drug perception campaigns to outline an overall strategy for Peru. This chapter utilizes and analyzes all prior chapters to draw key conclusions.

**Chapter VIII** examines the feasibility of organizing a private narcotics education and information center in Peru and whether a new organization should be created or an existing organization(s) used.

**Chapter IX** presents an overall action plan for organizing the center within the context and strategy previously proposed. The emphasis in this chapter is on developing a Peruvian institution which can become self-sufficient and which also can become operational quickly.

**Chapter X** summarizes the report's recommendations and the rationale for them.

**Appendices.** In order to keep the report relatively brief, external supporting materials are presented in the following Appendices:

1. Project Scope of Work.
2. Bibliography.
3. Special Background Papers prepared by Universidad Católica Staff.
4. Survey Report prepared by ESAN.
5. Detailed Information on Peruvian Institutions.
6. Names of Persons Contacted.
7. Special Report on Drug Abuse Treatment Models.
8. Miscellaneous Documents.

Finally, it should be noted that this entire study, including all surveys, analyses and reporting, has been carried out over a very short 3 1/2 month period. Many activities normally performed have been telescoped to meet USAID/Peru's deadlines. Even so, it was only with the cooperation of nearly 100 people who worked or advised on the study, that it was possible to finish on time. While it is not possible to mention them all here, the following people played particularly important roles and special thanks should be extended to them: John Sanbrailo, George Hill, Tonya Creek, as well as many other USAID staff; Ambassador Jordan, Guy Farmer and Fernando Cervantes of USIS, and many other Embassy staff; Jerome Hulehan of AID/W, Manuel Gallardo of INM; Sr. Guillermo Thornberry of the Ministry of Interior and his colleagues with COMUCOD; Dr. Ramiro Castro de la Mata, Vice-Rector of Universidad Peruana Cayetano Heredia; Dr. Mercedes Villanueva, Dr. Jorge Capella, Dean of Education, Norma Reategui and Salomon Lerner of the Pontificia Universidad Católica del Perú; Dr. Federico León and Dr. Rolando Arellano of ESAN; the word processing staff of USAID and a series of interviewers, advisors and information sources.

## II. BACKGROUND

The production and use of coca leaves have had a place in Peruvian society for hundreds of years. Traditionally used by indigenous populations for medicinal, religious, social, and endurance-enhancing purposes, coca is currently legally cultivated only for pharmaceutical and authorized use in certain districts among the Indian population. Throughout its long history, coca has been ascribed a panorama of virtues and vices, and to this day, experts disagree on the effects of chewing coca leaves.

Despite national and international regulations and agreements condemning illicit production of coca and coca products, illegal cultivation has flourished in the last ten to fifteen years, not only in Peru, but also in Bolivia and to a lesser degree in Colombia (which has become the home of most coca processing activities). Estimates of illegal production in Peru vary from source to source, ranging from 50,000 hectares to 250,000 hectares.

Like other historically drug-producing countries, Peru is now facing a drug abuse problem. This problem centers around the use of "pasta básica," an intermediate by-product of the process of producing cocaine, as well as other drugs (e.g., marijuana and inhalants). Some of the well-documented effects of such drug abuse are crime, corruption, threats to national security, and loss of productivity of citizens. Given Peru's current economic status, these effects pose additional obstacles to the country's overall development.

The response of the Government of Peru to the drug problem has been multi-faceted and heavily influenced by traditional views and the major economic problems it faces. Legislatively, Peru has ratified the Single Convention on Narcotic Drugs and passed a variety of national decrees and laws to fight the growing illegal production. However, police and armed forces who are involved in the effort are unequal to the task, because of the seemingly endless resources of the drug traffickers and the limited resources of the government, given other more demanding social and economic problems. The U.S. Government is providing assistance in crop eradication and substitution projects, but there is a limit to what the U.S. can realistically provide.

Given this background, a more extensive discussion of coca in Peru is presented in the following pages. First, the role of coca production is described, followed by a section on the extent of drug abuse in Peru. The third section deals with the social and economic costs of drug abuse. Finally, the last section describes government policies and efforts at curtailing illegal drug activities.

### A. The Role of Coca Production in Peru

Peruvian coca production currently exists in two parallel spheres -- the legal and illegal markets. Legal production, regulated by the state-owned monopoly, consists of 18,000 hectares, cultivated by 25,000 licensed growers. Estimates of illegal production vary considerably. Farmers who once grew food and other legal crops have been increasingly moving into coca cultivation due to the higher income potential. However, if traditional crops produced the

same income, most farmers would prefer to grow them rather than grow coca illegally. Efforts at eradication have made minor dents in the overall levels of illegal production, but substitution projects face an almost impossible task, given the much higher return on coca over all other crops. The history and current status of coca production are described in greater detail in the pages to follow. A description of the legal market is presented followed by a discussion of crop eradication and crop substitution efforts undertaken in Peru.

### 1. The History of Coca Production in Peru

The coca bush is one of the oldest cultivated plants in South America, with archeological finds dating coca leaf chewing to as early as 3,000 BC (Plowman). Coca leaf chewing served ritual and medicinal functions. Its use was limited by imperial edicts to the highest levels of the ruling Inca nobility in the period just prior to the Spanish conquest. However, use had been widespread among the indigenous population prior to the Inca empire and it is not clear whether the ban was really enforced (Carter, et. al.). After the Spanish conquest, coca use initially was legally prohibited until its powers of sustaining the endurance of the workers were discovered. Coca use expanded among the indigenous population during the 16th century mining booms as part of the effort to mobilize native labor to exploit the silver mines. Even today, miners consume twice as much coca as does the average peasant worker (Carter, et.al.). In the mid-1700s, the coca plant was first taken to Europe for study, and in the late 1850s, a German scientist isolated an active alkaloid in coca and named it cocaine. Peru's production of coca satisfied both domestic and international demand during this time, and by the 1890s, cocaine production had become a significant Peruvian industry, with some five factories in Peru extracting the alkaloid (Mortimer). From the 1890s, until 1914, coca derivatives were found in patent medicines, teas, wines, gum, and soft drinks. Research also was carried out during this period on the anesthetic and therapeutic qualities of cocaine as a replacement for the highly addictive painkiller morphine.

In the early 1900s, two U.S. laws had an important impact on Peru's production of coca for export: the Pure Food and Drug Act of 1906, which required strict labelling of ingredients, especially coca derivatives; and the Harrison Act of 1914, which prohibited the dispensing of cocaine without a doctor's prescription (Ashley), legally classifying cocaine as a narcotic (Eiswirth, et. al.). These laws, coupled with the 1914 Narcotic Drug Import and Export Act, regulated the import/export of cocaine, and decreased the legal U.S. market for coca and cocaine, but created the demand for an illegal black market for these goods.

Two International Narcotics Control Conventions in 1925 and 1931 limited the manufacture and international trade of coca leaf and coca products to medicinal purposes. By 1934, the problem of illicit traffic and abuse of coca practically disappeared (House Select Committee). Cocaine use in the U.S. diminished in the 1930s, eclipsed by marijuana and amphetamine use, until its reemergence in the 1960s.

Throughout this period, coca leaf continued to be produced in Peru for

domestic chewing and legal international export. From the end of WW II through the mid-1960s, coca leaf production was well below 10,000 tons annually, with estimates of illegal production of cocaine at about 100-200 kilos annually. Worldwide illicit production was estimated at less than 500 kilos per year during this period (House Select Committee).

In 1961, the cultivation of the coca bush (as well as the cannabis plant) was regulated by an international narcotics convention, the Single Convention on Narcotic Drugs of 1961. Peru ratified the Convention in 1964. Discussed in greater detail later in this report, the Single Convention obligates any country producing coca to license its cultivation and ensure that the entire crop is delivered to a government monopoly which each country was required to establish, and to eradicate all illegal production. The state-owned monopoly in Peru is called ENACO (Empresa Nacional de Coca). Despite the existence of this monopoly, during the last 20 years, coca leaf production has gone from an estimated 10,000 metric tons to 50,000 metric tons in 1981 and continues to grow. Over this same period, it has been estimated that coca leaf production in Peru has been responsible for at least half of the cocaine trafficked and consumed in the U.S. (House Select Committee). In the 1970s, Peru and Bolivia emerged as the world's two principal producers of coca leaf (Department of State).

In 1978, the Peruvian government enacted Decree Law 22095, which prohibited any new cultivation of coca and closed the registry of legal licensed growers at 25,000 (both of which had been attempted once before in 1964). These growers were licensed to cultivate coca on 18,000 hectares. Subsequent Decree Laws gave the Guardia Civil additional enforcement responsibility, increased penalties for violations, and identified as illicit any coca production in the Departments of San Martín and Huanuco and in the Province of Coronel Portillo in the Department of Loreto, which had been declared as a "state of emergency area." As a result, ENACO no longer purchased the production of an estimated 6,600 hectares of licensed cultivation, one third of the country's legal crop, which then entered the illicit market (House Select Committee). This declaration of the "state of emergency" area was subsequently annulled and the above-mentioned 6,600 acres were re-authorized for cultivation.

## 2. Current Production in Peru

Coca has traditionally been cultivated in eastern and southern Peru at altitudes between 1,500 and 6,000 feet above sea level in the warm, moist valleys of the eastern Andes slopes (Martín). The Department of Cuzco in the south is a traditional growing area and its leaves are preferred by indigenous chewers. In the early 1970s, large scale illicit coca production was initiated in the Upper Huallaga Valley in central Peru (Department of State). At the same time, there began a rapid expansion in the Cuzco Department, which is reportedly responsible for approximately 40 percent of the coca produced in the country. Estimates of current production figures are as diverse as they are difficult to project. Based on its 1983 mission to Peru, the House Select Committee on Narcotics Abuse and Control estimates that coca is produced on anywhere from 50,000 to 250,000 hectares of land. A breakdown of land estimated in coca production from the committee's report is shown in Table 1.

TABLE 1  
ESTIMATED LAND USED FOR COCA PRODUCTION IN PERU

Department:	Location	Production Amount*	Percentage
Cuzco	: Southeast.....	20,000	40%
Huanuco	: Huallaga.....	13,000	26
San Martin	: Huallaga.....	5,000	10
La Libertad:	Northwest.....	4,000	8
Ayacucho	: South Central.....	4,000	8
Puno	: Southeast.....	2,000	4
Cajamarca	: North Central.....	1,000	2
Others.....		<u>1,000</u>	<u>2</u>
	Total.....	50,000	100%

\* In number of hectares.

Source: House Select Committee on Narcotics Abuse and Control, International Narcotics Control Study Missions to Latin America and Jamaica (August 6-21, 1983). 98th Congress, 2nd Session. Washington, D.C.: U.S. Government Printing Office, 1984.

Newspaper articles in the New York Times and the Wall Street Journal from August 1984 estimate land in coca production at 40,000 hectares and 135,000 hectares respectively. [A more recent report (February 22, 1985) by the House Committee on Foreign Affairs places this figure at 135,000 hectares.] The "Mobil Rural Police Detachment" created in 1981, and known as UMOPAR, estimates that 45,000 hectares in the Upper Huallaga Valley are under cultivation, while the Peruvian Ministry of Agriculture estimates 25,000 hectares are in production in the same region. A report completed in 1979 for the Department of State estimated production anywhere from two to four times the legally registered production levels (Coca Crop Production and Reduction in Peru). The truth is that no one really knows the extent of production in Peru.

It is generally estimated that legal requirements for domestic chewing and international pharmaceutical use are about 14,000 metric tons, with 12,000 used for domestic chewing and 2,000 for Peru's domestic and international pharmaceutical manufacture of cocaine. However, legitimate requirements in fact may be as low as 7,000 metric tons for domestic chewing (House Select Committee).

Figures on the numbers of workers involved in coca production are even more difficult to quantify than production figures. A 1979 study completed for the State Department estimated that there were approximately 70,000 farmers involved in coca cultivation in the principal growing areas, which are: La Libertad, Cajamarca, and Amazonas in the Valley of the Upper Marañon, the Upper Huallaga Valley from Tingo Maria to Campanilla in the Departments of Huanuco and San Martín, the Apurímac River Valley in the Department of Ayacucho and in the Cuzco Department, the Valley of La Convención and Lares. (Coca Crop Production and Reduction in Peru.) In the five years since that report, immigration and movements in cultivation patterns may have affected even this estimate. The chain of workers involved in coca production includes growers, dryers, wholesalers, retailers and final buyers, including both ENACO and illicit traffickers. Workers are also involved in the movement and storage of coca leaves between points. The illegal traffic is believed to include the following: 1) the growers, who sell to 2) coca leaf converters or paste makers, who sell to 3) intermediate buyers, who purchase one to ten kilos of paste, for sale to 4) larger buyers, who in turn sell to 5) the "domestic movers" who use aircraft and boats to move large quantities of paste, who sell to 6) exporters who use aircraft, boats and highways to smuggle paste abroad or to supply cocaine manufacturers in Peru for domestic consumption and international traffic (House Select Committee).

Coca farming in Peru can be divided into two general categories: growers whose families have cultivated coca in the same region for centuries, and those farmers who, relatively recently, have left other crops (often food crops) for the more lucrative coca. The same 1979 report cited earlier estimated that in the Tingo Maria area, 80% of the farmers are growing coca. It is important to note, however, that while some farmers have replaced food crops with coca cultivation, up to 50% of the coca growing in the Upper Huallaga Valley is grown on marginal lands unsuitable to other traditional crops.

The University of the Jungle at Tingo Maria estimates that in 1979, annual income per hectare at the legal price for coca was approximately 2,000,000

soles or US \$8,300. The illegal price is higher. No other crop can equal this; cacao, the closest competitor is estimated at 925,000 soles per hectare per year, less than half of that of coca (Coca Crop Production...). Prices paid by ENACO differ by region and type of coca leaf and it is assumed that the illegal market parallels the legal one in terms of price fluctuations. It is estimated that cocaine trafficking contributes \$850 million per year to the Peruvian economy (Department of State).

### 3. The Legal Coca Market in Peru

As mentioned above, it is estimated that between 9,000 and 14,000 metric tons are sufficient for the legal international narcotic market and Peru's domestic use (traditional chewing). It is estimated that between 1.5 million and 2.0 million people chew coca leaf in Peru. Perhaps 90% of the Indians living in the Andes use coca (McLaughlin). Another study by Caravedo and Almeida puts this number of coca leaf chewers at 1,163,643 persons (Castro de la Mata). Officially licensed growers number no more than 25,000 and legal production occurs on no more than 18,000 hectares. This coca leaf is grown for domestic consumption by traditional groups, for Peru's own pharmaceutical needs and for international export, which is used in pharmaceutical and therapeutic preparations, as well as for beverage extract and flavoring ingredient (in the alkaloid-free state).

The 1979 report cited earlier on coca crop production describes the processing of legally cultivated coca leaf. ENACO, the state-owned monopoly, is charged with the control of the movement of coca leaf from producer to consumer. It oversees the Register of Producers, which was permanently closed in 1978. It is believed that many producers have not registered their total area of coca planting or their yields, thus channeling their coca into the illegal market. ENACO purchases coca leaf from registered wholesalers who collect the leaf from individual growers or purchase it as it is brought to their warehouses. Following payment of taxes, they transport the leaf to other wholesalers in consumer areas. The leaf is then sold to retailers dealing directly with the public, or sold to farmers as a medium of exchange to purchase agricultural products. ENACO purchases from wholesalers and farmers the amount of coca required to fill export market needs and pharmaceutical needs within Peru. ENACO also commercializes coca for chewing. In 1979, it was estimated that ENACO manufactured 600 kilos of cocaine per year, and exported both leaf and cocaine base.

### 4. The Law and Coca Production: Crop Substitution and Eradication

Over the last 20 years, Peru has ratified a variety of international agreements and enacted national laws designed to control coca production and eliminate illegal traffic. With the ratification of the Single Convention on Narcotic Drugs in 1964, Peru enacted a Decree Law to prohibit new cultivation of coca above the existing 10,000 hectares farmed by approximately 13,000 farmers. Neither this law nor the requirements of the Single Convention were fully enforced, and by 1978, coca production and the resultant illegal traffic had exploded to such a high level that the government enacted a second law,

Decree Law 22095. This law also prohibited new cultivation, called for the eradication and/or seizure of certain farms and required the registration of all farmers legally authorized to grow coca. The law also spelled out penalties for violations of the law and outlined the enforcement powers of various police/military units. Other Decree Laws and enforcement activities followed, with the "Green Sea Operations" in 1979 and 1980 as Peru's major efforts in crop eradication (Department of State).

The U.S. government has been involved in Peru's efforts at controlling coca production and reducing cocaine traffic through several agencies:

- Department of State, Bureau of International Narcotics Matters (INM)
- U.S. Agency for International Development
- The Drug Enforcement Agency of the Department of Justice (and its predecessor agencies)

Since 1978, the Department of State, Bureau of International Narcotics Matters (INM), has worked with the Peruvian government on narcotics control. From 1978 to 1981, almost \$6 million was spent in assisting Peru's narcotics control programs. Initially, program support was principally in the area of enforcement; the current trend is toward a balanced program of enforcement, education, and crop control and substitution (Department of State). Specific U.S. efforts have been focused on enhancing operations and intelligence coordination among the following Peruvian narcotics enforcement agencies:

- PIP, the Peruvian Investigative Police, which investigates all felonies, including narcotics offenses.
- Guardia Civil, which is responsible for crime prevention, investigation of misdemeanors, and all criminal investigations in areas where the PIP is not present.
- UMOPAR, a mobile rural patrol detachment, created in March 1981 by the Guardia Civil, to control coca production in the Tingo Maria region.
- Guardia Republicana which is responsible for border control.
- Customs Service which controls export/import activities.
- Customs Police Patrol and Intelligence Bureau (CPPI), the enforcement branch of customs.

Additional limited assistance has been provided by the U.S. Department of State in recent years to the Ministry of Education for its drug abuse prevention program, to the Office of the Attorney General to help it in rationalizing its system for processing cases, and to the Executive Office of Narcotics Control to assist in its government-wide coordinating effort (Department of State).

Greater detail on specific crop substitution and eradication activities will be presented later in this report in Section II.D.

## B. Extent of Drug Abuse in Peru

Traditionally, any description of a "drug problem" in Peru would have focused on the cultivation and production aspects of coca leaf in relation to crime and law enforcement issues. In the last seven to ten years, however, the drug problem has expanded to include drug usage and abuse. In the mid-1970s, a large number of people became involved in smoking coca paste in metropolitan Lima and other urban centers. As in other countries, marijuana also surfaced as a drug of choice. Some also theorize that the traditional use of coca leaves is being copied in non-traditional segments of the society.

In the following pages, the use of drugs in Peru from a historical perspective, traditional use patterns of the coca leaf, the use of cocaine and other drugs, and efforts at prevention and treatment are discussed.

### 1. History of Drug Usage

Drug usage in Peru can be classified into two categories: traditional chewing of coca leaves by Indians in the Andean region; and non-traditional abuse of coca products and other drugs. As discussed earlier, the use of coca by the indigenous population is an ancient practice. Alternately ascribed divine, satanic, aphrodisiac, stimulant, and strengthening powers, coca leaves have also been used for barter, as a medium of exchange, often as part of wages as well as a "social lubricant." The literature contains numerous accounts of the Spanish encouraging Indian workers to chew coca to increase their endurance for hard work, suppress hunger and thirst, and to alleviate physical problems associated with life and work at high altitudes.

As in the U.S. and the rest of Latin America, the use of other drugs and the non-traditional use of coca and coca products emerged in the 1960s and increasingly grew in the 1970s and 80s. Following World War II, technology developed in Peru to extract coca sulfate, known as coca paste from the coca leaf (House Select Committee); coca paste use did not emerge as a problem in Peru until the mid-1970s, as will be discussed below.

### 2. Extent of Traditional Coca Leaf Use

Estimates vary on the current number of traditional coca leaf users in Peru (House Select Committee). However, the U.S. Government estimates that there are approximately 3.0 million people who chew coca leaf (AHORA).

Coca leaf is used traditionally in several contexts: for medicinal purposes; for religious activities; as a medium of exchange; at holidays, marriages, births, and deaths; and as a social medium (Castro de la Mata). Mayer and others describe its use as prescribed by moral, social and community sanctions, with very rare instances of abuse or uncontrolled use. From the time of the Spanish conquest, coca leaves were often a portion of a worker's

wages, a practice continued today among miners, fishermen, and other workers in the region (Carter, et. al.).

The principal centers of coca consumption in Peru are in the southern region of the country, namely, Puno, Cuzco, Apurimac and Ayacucho (Yepez and Toledo).

A study of traditional use patterns in the highlands of Bolivia among miners and peasant workers sheds light on traditional use patterns in Peru. The study involved a survey of 2,712 peasant and workers' households and 277 miners' households (Carter, et. al.). Approximately 90% of the respondents used coca in some shape or form. Reasons for use were varied, although the majority mentioned "for work." Coca was also seen as a socializing agent, used often in rites of passage (marriage, leaving the armed services, etc.). Specific reasons for use fell into the following categories:

<u>Reason</u>	<u>Percentage</u>
● For working	81%
● For medicine	78
● To assuage hunger	63
● To combat cold temperatures	68
● For travelling	61
● At celebrations	55
● For conversing	55
● To stay awake	50
● When receiving guests	49
● For family rituals	46
● For divination/meditation	44
● For resting	36
● After meals	32
● To aid sleep	16
● With drinking	2
● In times of grief	1

Average weekly consumption per household unit was estimated at 9.41 ounces or 30.58 pounds per year, with the miners' household consumption levels higher, at 17.16 ounces per week or 55.77 pounds per year. The authors state that these figures are in the range of estimates made about coca consumption in Peru (Carter, et. al.).

### 3. Extent of Cocaine and Other Drug Use

Given the scarce data on the current drug abuse situation in Peru, it is still possible to describe and make assumptions concerning the problem. Documentation reviewed during the preparation of this section indicates that a drug abuse problem emerged in Peru in the 1960s, as it did throughout North and South America. In 1965, a study conducted by Dr. Ovidio de León among

university students revealed that approximately 20% of the students surveyed used stimulants (Morales). The use of marijuana was also documented in the 1960s among young people in Peru, as elsewhere (Yepez and Toledo). Drug abuse increased in Peru from the late 60s to the mid 70s with growing numbers of users of alcohol, marijuana, cocaine hydrochloride, and basic cocaine paste. Use was initially limited to upper economic classes. Morales also cites an increased use of stimulants, tranquilizers and barbiturates during that time period.

A 1972 study of hospital and clinic records of drug-related admissions uncovered the following percentages of dependence and/or abuse:

Barbiturates	-	36%
Hallucinogens	-	27
Amphetamines	-	21
Other drugs	-	16

Socio-economic statistics from this study reported that 35% of the individuals were unemployed, 31% were employed in professional positions, 26% were students, and 8% were non-professional workers (Gallegos).

In the early to mid-1970s, Peruvian physicians documented a new pattern of drug abuse: the smoking of coca paste or cocaine base, most often mixed with tobacco or, when available, marijuana (Jeri, et. al.).

An apparent epidemic of coca paste smoking was detected in Lima in 1974 and subsequently cited in other major Peruvian cities, as well as Ecuador and Bolivia. Prior to 1975, there had been no admissions for psychiatric treatment related to coca leaf or cocaine hydrochloride use in Peru's urban areas (Jeri, et. al.). The House Select Committee estimated that 200,000 young people nationwide were involved in coca paste smoking in 1983. (House Select Committee). User profiles indicate that users are mostly males, between the ages of 21 and 30, with significant numbers of users between the ages of 18 and 20 (Yepez and Toledo). An article in El Comercio dated June 27, 1984, reported that approximately 40,000 teenage students in metropolitan Lima's public schools use some type of drug. More recently the U.S. Government has developed the following estimates of the extent of drug use in Peru in 1984, by drug:

Coca leaf	-	3,000,000
Cocaine hydrochloride	-	84,000
Other Coca	-	156,000
Marijuana	-	408,000

Some of these figures are based on projections made by Dr. Raul Jeri in an interview that appeared in the USIS/Lima publication AHORA, dated September 1984.

Gallegos makes several conclusions about the drug problem in Peru:

- Coca paste smoking is becoming increasingly popular, overtaking the popularity of marijuana, which is harder to obtain.

- Approximately one third of all secondary students have had some experience with drug use.
- There is more drug abuse among the upper economic class, but it is spreading into more common usage.
- Drugs most often abused include tobacco, alcohol, basic cocaine paste and marijuana.
- There is virtually no heroin or other opiate use in Lima.

From the existing sources reviewed and cited above, it is believed that basic cocaine paste smoking and marijuana use are the major drug abuse problems among Peru's youth. Another potential abuse pattern worth investigating is the inhalation of toxic substances, including gasoline, toluene products such as Terokal, and aerosols. While it cannot be documented at this point, discussions with health officials and other people in Lima reveal that inhalant usage is gaining in popularity among young people in Lima, particularly in the pueblos jóvenes.

#### 4. Prevention and Treatment Efforts

Efforts by the Peruvian Government in drug abuse prevention and treatment appear to have had limited results. In 1978, the Ministry of Health launched an ambitious prevention and rehabilitation program aimed at the nation's youth (Morales). That same year, one of the first youth rehabilitation centers was inaugurated in Naña, about an hour's drive from Lima. The center continues to operate, providing in-patient rehabilitation services for approximately 30 clients. The prevention activities have since ceased.

Under the auspices of the Guardia Civil and the Ministry of Education, a series of prevention and education activities have been undertaken. Certain members of the Guardia Civil have been provided special training in drug abuse information. They, in turn, have provided training to approximately 5,000 teachers, school administrators, school counselors, and community education center directors. The training focuses on the etiology of drug abuse, physical characteristics of drug users, treatment alternatives and prevention approaches. Lectures are also presented for parent associations, civic and sporting groups, and labor representatives. Internally, steps have been taken to broaden the officers' knowledge of the drug abuse problem. Regular courses are given for members of the Peruvian Investigative Police and customs officials; mobile teams of instructors have taken the courses to the field (Yepez and Toledo).

A variety of other prevention and treatment efforts have been undertaken in recent years. For example, the Catholic Church began a prevention campaign throughout local parishes in the early 1980s. Further, there are private clinics and individual physicians developing and utilizing diverse treatment approaches, primarily found in metropolitan Lima. However, there is little coordination of effort among treatment providers and little consensus on the

most effective treatment approaches. The same can be said for prevention activities.

### C. Social/Economic/Political Costs of Drug Abuse

The costs of drug abuse can be identified in terms of the following elements:

- Criminal activities in the cultivation of coca and its derivatives, illegal trafficking of these products to consumers both within Peru and to other countries (notably Colombia, Mexico and the United States), and the national resources invested in law enforcement activities.
- Loss of worker productivity and related economic costs.
- Human costs associated with individual drug abuse, including primary and secondary health problems requiring treatment services, the effects on individuals and families, and the health of society as a whole.
- Threats to Peru's national security.

These factors are discussed below in greater detail.

#### 1. Crime

Criminal activities permeate nearly all areas of the production and processing of coca and its by-products; these activities exact high social and economic costs.

Starting with cultivation, there are a number of problems. Many registered farmers have registered less than their average yields and actual acreage in order to sell the balance to the illegal market (Coca Crop Production...). Very obviously, there are countless numbers of unregistered farmers growing coca exclusively for the illicit market. Moreover, while coca grows in areas unsuited to other crops, it has been documented that farmers are abandoning their traditional crops (notably food crops) to grow coca on land that could be used for other crops (House Select Committee). In addition to the fact that illegal cultivation produces no tax revenues for the government, this practice leads to shortages of food that have to be overcome through import of foodstuffs. ENACO (the state-owned coca monopoly) has the authority to license coca growing and production, but its licensing system is ineffective as a control mechanism (House Select Committee).

Illegal coca paste processing facilities are now scattered throughout the coca producing regions and are estimated to number several hundred (House Select Committee). Large growers operate their own facilities to convert leaves to paste. Small clandestine laboratories also exist which produce cocaine hydrochloride from coca paste or base. The cocaine is either consumed domestically or smuggled abroad. Coca paste is also smuggled to other countries (chiefly Colombia and reportedly to the U.S.) for conversion to cocaine (House Select Committee).

Illicit traffic likewise includes people who move coca substances within the country and take it out of Peru. Clandestine airstrips have been cut out of the forests on the left bank of the Huallaga River. In May of 1984, 35 clandestine airstrips were located and destroyed in the Upper Huallaga area under "Operation Bronco," although by June, many had been repaired. The Upper Huallaga area is considered the country's most frequently violated air space (Caretas article).

Domestic processing and trafficking are major problems for Peru, not only in terms of their criminality, but for other reasons as well. The most important reason is one of proximity: since coca leaves are processed into paste in Peru and both the leaves and paste smuggled within Peru's borders, the possibility increases several times over that some of the supply will be (and in fact is) diverted to Peru's illegal drug market for internal consumption. As more effective enforcement methods are applied in using countries, the availability of coca paste and hydrochloride will increase in Peru thus further threatening Peru's population. Moreover, as the level of processing and trafficking increases, more and more people become involved in the associated criminal behavior. Both of these scenarios in turn place greater demands on already strained law enforcement resources.

At the level of June 1984 prices, legal coca growers in the Upper Huallaga received about 5 million soles per hectare a year, which is less than what legally registered growers are paid in other regions (such as Arequipa) (Caretas article). The economic incentive is surely difficult to turn down, especially since there are not enough resources or staff (or jails for that matter) to strictly enforce Peru's existing prohibitions against illicit coca growing and traffic (House Select Committee). It is estimated that \$850 million is earned annually in Peru from illicit traffic and export of cocaine and coca paste (House Select Committee).

Increasingly, violence and terrorism have become associated with coca production and trafficking. According to U.S. newspaper reports of August 1984, terrorist rebels had attacked installations involved in eradication and crop substitution activities in Tingo Maria and the surrounding coca producing region (New York Times). This occurred again in late November when 20 workers involved in eradication activities were reportedly killed during the night. Although eradication and crop substitution activities continue with the help of additional police and military personnel, terrorist groups continue to harass, torture, and kill campesinos and local officials suspected of cooperating with the police.

Another area in which crime is increasing is an internal one where the addict steals first from his family and then resorts to other forms of stealing to maintain his habit. Also, it has been stated that, particularly in the pueblos jóvenes, people have taken to minor drug dealing as a means of survival.

## 2. Loss of Worker Productivity

The loss of worker productivity takes on two separate implications within the context of drug abuse in Peru, just as the entire picture has two sides:

on the one hand there is concern with traditional use of coca, and on the other hand with coca and non-coca drug abuse problems.

The chewing of coca leaf was originally believed to increase a worker's endurance and to enable workers to continue work in the absence or scarcity of food and drink. However, while suppressing appetite and thirst, coca use contributes to an inadequate diet, leading to under- or malnutrition (Granier-Doyeux). The same author suggests that among Indian workers, the chronic use of coca limits productivity; responsible work reportedly is not entrusted to known coca chewers.

Jerí and his colleagues studied 188 coca paste smokers admitted to four hospitals in Peru in the period between 1978 and 1979. The patients were primarily males, students or unemployed, from low or middle socio-economic levels. The authors describe the social consequences related to coca paste as follows:

The social consequences of coca paste smoking in the group studied are serious indeed. These individuals became so (psychologically) dependent on the drug that they had practically no other interests in life. They had become completely deficient at work, had serious marital problems, and the students failed courses or dropped out of school. When they held a job, they were frequently absent from work because they were ill or (were using the time to obtain more coca paste). They needed money to pay for it, which is not very expensive when bought in (individual) one gram packages (but mounts up when daily consumption is up to 40 to 60 grams a day)... As money becomes scarce, they resort to theft, swindling, (welching on debts) or become drug (sellers) themselves (Jerí, et. al.).

The authors agree that the sample was biased toward coca paste users who had serious problems, and were thus hospitalized because of their drug usage. Perhaps those who smoke paste less frequently or irregularly would present different effects. Nonetheless, it is safe to say that heavy coca paste smoking contributes to loss of work and school productivity.

In terms of other drugs of abuse, no information was encountered referring to the loss of productivity among drug users, although informal conversations with some Peruvians reveal that alcohol is a major cause. However, statistics from the United States may provide a point of comparison. Based on estimates derived from definitions contained in the International Classification of Diseases, Adapted for the U.S. (ICDA), it is conservatively estimated that 32 million people or 15% of the U.S. population suffer from alcohol, drug or mental disorders. Further, it is estimated that alcohol abusers and problem drinkers alone cost government, business and industry \$28 billion in lost production (approximately two-thirds through absenteeism) and another \$18 billion in health and medical benefit costs each year. These direct costs are amplified by the indirect costs of social services, law enforcement and court costs, and the costs of automobile accidents. Employee drug abuse has been linked to absenteeism, increased sick leave, turnover, thefts, lowered productivity, product loss or waste, higher insurance rates, increased

job-related accidents and workmen's compensation claims, poor judgment on the job, and greater amounts of management time spent with drug abusing employees (National Institute on Drug Abuse).

### 3. Public Health/Social Costs

Numerous studies have been conducted on the health related effects of coca leaf chewing among traditional users in Peru (including Negrete; Buck, et. al.; and Hanna, among others). Among the health problems documented are the following:

- poor nutrition, often to the point of anorexia, due to coca's appetite suppressing actions;
- greater number of days absent from work than non-chewers, possibly because of illness;
- chewers develop anemia more often than non-chewers, especially iron-deficiency anemia; and
- in one study, an association was found with liver problems and coca chewing.

The effects of coca paste smoking on mental health are even more marked. Drug abuse is alternately described as a cause of family disintegration as well as a result or symptom of family problems. Dr. Caravedo Prado, a Peruvian specialist on the treatment of drug addiction, indicated in a June 1984 newspaper article that one of the reasons why youth turn to drugs is family crisis. He recommended medical and social programs geared for youthful abusers of cocaine paste as well as prevention activities. As an aside, he also stated that basic cocaine paste is more dangerous than pure cocaine, because it often contains sulfuric acid, kerosene, and traces of other substances used in the conversion process (El Comercio).

Generally described as psychologically addictive, cocaine paste smoking can cause anxiety, mood swings, paranoia, euphoria, motor excitement, and at chronic levels, auditory and visual hallucinations, and psychosis (Aramayo and Sanchez). Jerí, et. al., identify four specific phases of intoxication from coca paste smoking, in ascending level of usage:

- Euphoria, characterized by excited pleasure, hyperactivity, anorexia, and insomnia, among other effects.
- Dysphoria with observed anxiety, melancholy, apathy, aggression and sexual indifference, among others.
- Hallucinations, including visual, auditory, tactile and others, as well as psychomotor excitement and aggression.
- Psychosis, characterized by hypervigilance, insomnia, aggression, paranoid delusions, hallucinations, persecution complex, as well as unfaithfulness, attempts at suicide and homicide, and death.

Further complicating the situation is the fact there are very few doctors trained to treat drug addicts. Moreover, there is very little knowledge within the medical community on the effects of drug use. Medical schools in the country currently do not provide any training on drug abuse.

Jerí and other researchers have reported that most coca paste smokers begin their drug usage with other drugs, most often tobacco, then marijuana, then coca paste/mixed with tobacco cigarettes. Coca paste smoking is evidently preferred over other forms and drugs. Alcohol is sometimes used in conjunction with coca paste smoking.

A relatively recent phenomenon, coca paste use is primarily found among young people in their teens and 20s. The problem is compounded by the fact that the Peruvian population is a young one, with approximately 46% of the population under the age of 15 (Yepez and Toledo). The foregoing effects of its use could present serious health and societal costs. The lack of incidence and prevalence data precludes a serious assessment of costs at this time. The social stigma associated with drug use hampers the development of an accurate record of drug use. Parents either use their influence to avoid exposure of their children's drug problems (by utilizing private clinics where records are frequently altered to indicate some other illness) or do not bother seeking treatment. Although public hospitals are required to report all drug cases, a considerable amount of underreporting occurs and in many cases much of the information is incomplete. Private hospitals are not required to report these cases. The VEDA system (similar to the U.S. Drug Abuse Warning Network, DAWN), which was developed for Latin American use several years ago, has not been implemented in Peru although it has been stated by Ministry of Health officials that plans are now underway to do so.

#### 4. Threats to National Security

Peru's national security is severely threatened by the current state of drug trafficking, as well as the growing levels of drug abuse. The financial resources of the drug traffickers have enabled them to build empires seemingly outside of legal jurisdiction, with enough clout to purchase the loyalty of many officials charged with law enforcement. According to an article in Oiga, dated November 14, 1983, there are localities governed entirely by drug traffickers. "A typical locality of this kind is Uchiza. Another.... is Farata..... There the drug traffickers' designs are law, and almost the whole population is linked in one way or another to the production or sale of drugs relating to coca." A situation such as this leads to a state of anarchy of such proportions that the people and the government no longer control their own destiny. Although it has not yet happened in Peru, there are graphic examples from other countries where drug traffickers have become so powerful that they attempt to dictate to the state what it shall and shall not do. These threats have been followed up by acts of violence that include murdering a high government minister and terrorist threats and acts against foreign embassies and their personnel (Newsweek, December 10, 1984, and January 28, 1985). The control already exercised by drug traffickers in selected regions and provinces in Peru is an indication of what can happen at the national level if action is not taken to forestall existing production and trafficking activities.

At the same time, individuals involved in drug abuse, the drug consumers within Peru, present an equally menacing threat to the country's national security. Often resorting to crime to support their drug usage, they become pawns in the drug trafficker's network. This assures a steady pool of recruits for the empire, further weakening the country's control and security. Each of these factors contribute to a situation in which the drug traffickers are in a position to threaten the legitimate power sources of the nation.

A much more insidious threat to Peru's national security is an economic one. Although the State Department has estimated that cocaine trafficking contributes approximately \$850 million per year to the Peruvian economy, the GOP derives no tax benefit from it. Although some of this money may be spent on durable goods, none of it is available for social programs such as education and health. Any improvements to the infrastructure are strictly for the benefit of the traffickers (e.g., clandestine airfields, etc.) and not for the benefit of the local populace. While currently the inflationary impact of these "narco-dollars" is regional and distorts the local economy, such distortion could well spread to the national economy which is precarious to begin with. Furthermore, the shifting of production from food crops in favor of coca production is already being felt in increased imports of food products which then affects Peru's balance of payments. The "slash and burn" activities being carried out to create new coca production areas, deplete the soil and create conditions for erosion and increased flooding which subsequently create havoc in areas far removed from the coca producing regions. The disastrous results of these floods are a further drain on Peru's scarce financial resources further impacting on the economy.

Indeed, problems in other countries have shown that it is difficult if not impossible to isolate and ignore problems of drug trafficking and abuse. When this occurs the problem invariably spreads. Typically the spread begins through increased drug use, which by definition brings more trafficking which in turn requires greater efforts to control and influence the government so these illegal activities can flourish. It is a downward spiral, which left unchecked, particularly in a poor country, inevitably weakens the governmental and social foundations of the society.

#### D. Government Efforts/Policies

The Peruvian Government's efforts in drug-related law enforcement is made up of several elements: the state-owned monopoly, several enforcement organizations, the Single Convention, and U.S.-supported efforts at crop eradication and substitution.

##### 1. ENACO

ENACO (Empresa Nacional de Coca) is the state-owned monopoly which oversees the legal production of coca. Required by the Single Convention of 1961, ENACO was created in 1964 and is charged with the control of coca leaf movement from producer to consumer. It operates the Register of Producers in

which all farmers are required to register their number of hectares devoted to coca growing and to state its annual yield. As mentioned earlier, the registry was closed in 1978, with full quotas of registered farmers and their attendant amounts of hectares of coca. All unregistered farmers who grow coca are doing so illegally.

In 1979, ENACO had 215 employees; three percent of its personnel had college degrees and many of ENACO's employees were political appointees. At that time, there was evidence of corruption at ENACO's provincial level operations (Coca Crop Production...) and major weaknesses in ENACO's system included: insufficient resources to fully complete its mission, an unclear role, poor coordination with other agencies involved in drug law enforcement activities (notably the Guardia Civil and the Peruvian Investigative Police), poorly trained and poorly paid personnel, insufficient numbers of personnel, inadequate storage and warehouse facilities, lack of transport facilities, price differences and varying means of handling production by region. The House Select Committee mentioned throughout its report that ENACO has never functioned as prescribed by the Single Convention.

## 2. Other Government Organizations Involved in the Drug Problem

The government bodies involved in Peru's law enforcement efforts related to the drug problem are the following:

- The Peruvian Investigative Police (PIP). The 10,000 person force of the PIP is charged with the investigation of all felonies, including narcotics offenses. The Directorate of Illicit Trafficking in Drugs (DINTID) was established within PIP in 1975 for the express purpose of investigating narcotics offenses; in 1978 it was given that responsibility exclusively. Currently, DINTID has a staff of approximately 270 people. In FY 1982, the PIP received \$300,000 in commodities support and training and another \$300,000 was budgeted for FY 1983, from the Department of State. The PIP has received \$1.5 million in U.S. financial assistance between FY 1978 and 1982 (Department of State), and has been cooperating with the U.S. Drug Enforcement Administration and its predecessors since 1949. However, the dramatic expansion of illicit cultivation, processing and trafficking of coca and cocaine in the last decade has virtually overwhelmed PIP's ability to cope with the problem. With limited manpower, equipment and funding, it confronts an ever-increasing network of powerful criminals (House Select Committee).
- The Guardia Civil (GC). The GC, with its 28,000 person force, is responsible for crime prevention, investigation of misdemeanors and, in areas where there is no PIP presence, the investigation of all criminal offenses. By law, the GC is charged with enforcing existing laws regarding cultivation, production, marketing, movement and possession of coca leaves. In March 1981, a Mobile

Rural Patrol Detachment (UMOPAR) was created by the GC in Tingo Maria. UMOPAR has been provided vehicles and radio equipment through the U.S. narcotics assistance program. The UMOPAR has had some success in seizing coca paste conversion facilities and controlling the illicit movement of leaf and paste (House Select Committee). This unit, which was scheduled to increase to its authorized size of 300 men by the end of 1982 (various delays in construction of physical facilities retarded deployment of the full UMOPAR contingent into the third quarter of FY 1983) is devoted exclusively to the control of coca production. Funds totalling \$1,175,000 were directed to the GC (primarily UMOPAR) in FY 1982 and a further \$1,150,000 was budgeted for FY 1983. From FY 1978 to FY 1982, U.S. financial assistance totaled \$2.1 million.

According to the House Select Committee members, the Guardia Civil is a highly competent paramilitary Gendarmerie-type force, with a long and proud history. Like the PIP, it is also limited in funding, equipment and manpower, and is unequal to its mission to prevent illicit cultivation of coca, and the manufacture and traffic of coca paste and cocaine.

Both the PIP and the GC have narcotics units functioning on national and regional levels. Each has a narcotics training center for its personnel and mobile training teams to provide instruction in the outlying areas.

The Guardia Republicana, responsible for border control and immigration, and the Customs Service, which controls export/import activities, aid in the enforcement of the Peruvian narcotic laws. The Customs Police Patrol and Intelligence Bureau (CPPI) is an enforcement branch of the Peruvian Customs Service which, in turn, reports to the Ministry of Economy and Finance. The CPPI has the responsibility for inspecting passengers and baggage departing Peru, and particularly interdicting outgoing narcotics and contraband. The 850 member CPPI force was supported by the U.S. Government in 1979 and 1981, with project agreements amounting to a total of \$145,000. Approximately \$100,000 was provided to CPPI in 1983 and additional assistance is under consideration for 1985.

### 3. The Single Convention

In March of 1961, the Single Convention on Narcotic Drugs of 1961 was completed, under the auspices of the United Nations. It codified into one document nine earlier international narcotics conventions signed between 1912 and 1953. It was initially ratified by 40 countries, including Peru, and has since been ratified by an additional 94 countries. For the first time, coca cultivation was placed under the provisions of an international agreement. Peru ratified the Single Convention in July of 1964; it came into force in December 1964. Among its requirements, it:

- obligate coca producing countries to license cultivation and establish a government monopoly to control production, limited to the requirements for medical and scientific purposes;

- obliges signers to destroy illegal coca plants; and
- permits parties to allow temporarily coca leaf chewing, while pursuing the abolition of coca leaf chewing within 25 years of the coming into force of the Convention (December 1989 for Peru). Simultaneous reduction and finally abolition of coca leaf production are likewise prescribed.

The Peruvian Government has had little success in prohibiting new coca production and has done virtually nothing to eliminate coca leaf chewing (House Select Committee). The latter is still a serious concern among many Peruvians, particularly those desiring to retain indigenous, cultural and religious customs.

#### 4. Crop Substitution/Eradication Efforts

The U.S. Government has provided technical and financial resources to Peru for many years in the area of crop substitution and eradication. According to INM's narcotics profile paper on Peru, large-scale efforts in the late 1970s to eradicate coca had mixed results. The Green Sea Operations in 1979 and 1980 were Peru's first major efforts to eradicate a portion of the coca crop. The Department of State through INM collaborated with the Government of Peru on these operations by providing supplemental funding. The success of the operations was primarily psychological, although many of the coca fields affected have been abandoned.

In 1979, the U.S. Government, in collaboration with Peru's National Agrarian University of the Jungle (UNAS), began a pilot project to test the feasibility of encouraging farmers to switch from the growing of illicit coca to alternative crops. The initial project agreement, signed in 1979, was the pilot for a large crop substitution program in the Upper Huallaga Valley. Through 1981, INM provided \$650,000 to assist the UNAS in this program. No further INM support is contemplated, as it is expected that USAID will provide any necessary future extension and research assistance.

The Upper Huallaga Valley Project is a joint effort by State (INM), AID and the Government of Peru. It targets an estimated 17,000 hectares (approximately 42,000 acres) of illicit coca cultivation. This five year-agricultural development/coca substitution project in the Upper Huallaga Valley is the first USG-supported experiment in which the long-advocated strategy of coordinating INM's support for enforcement with AID's development assistance is being implemented. The AID agricultural development project, which was signed with the GOP on September 15, 1981, calls for a loan and grant of \$18.0 million over a five-year period to finance a program of combined agricultural research and extension credit, and other activities in the Upper Huallaga. INM plans, contingent upon annual appropriations, to expend \$17.5 million on enforcement and eradication of illicit coca, also over a five-year period. The first INM-funded coca control project agreement, in the amount of \$1,000,000, was signed September 28, 1981. The FY 1982 project agreement, in the amount of \$469,000, includes a specific timetable for the

phased elimination of all illicit coca in the Valley by the end of 1986. The GOP has created a coca control organization for the Upper Huallaga Valley, with representation from the Guardia Civil, the Ministry of Agriculture, and ENACO.

### 5. Constraints

Several constraints hinder efforts at coca crop eradication, substitution and law enforcement. First and foremost, USAID/Lima believes that the lack of public awareness of drug problems among the Peruvian population is a major constraint currently limiting more effective enforcement and coca eradication efforts. The survey discussed later in this report indicates that there is growing awareness of problems associated with drug use; nonetheless the fact that coca is produced in Peru is not perceived as a problem or as a cause of drug abuse. This will be discussed in more detail in Chapter III.

In financial terms, Peru does not have the necessary economic resources to devote to the problem. According to the remarks of President Belaunde Terry in his meetings with the House Select Committee members, the country lost \$800 million in the 1983 floods and droughts, with a resultant loss of \$600 million in exports. Corruption is reported among government agencies charged with law enforcement, as well as insufficient resources, inadequate personnel and poor morale. This is contrasted with growing networks of international traffickers with considerable financial and manpower resources, power, and the incentive of enormous, albeit risky, profits. The growing violence encountered in coca producing areas attests to the potential power of the criminal traffickers and the terrorist group, The Shining Path.

Concern over personal safety is a realistic one among law enforcement and eradication program personnel working in coca producing areas (New York Times). The Shining Path, a guerilla movement, has "successfully turned local fury over a U.S.-backed coca eradication program into a campaign of violence," according to a Wall Street Journal article of August 1984. Apparently the guerillas, besides acts of terrorism, encourage food crop production but do not prohibit coca cultivation. However, the guerillas have outlined specific injunctions against smoking coca leaf (Wall Street Journal). The phasing out of coca chewing as required by the Single Convention is a politically sensitive issue which potentially could unite small and large growers, processors, traffickers and coca leaf chewers into a powerful force against any such prohibitions. Finally, coca cultivation is a significantly more lucrative occupation for farmers than any other crop, regardless of the moral and legal implications.

Although many farmers would probably prefer to grow more traditional food crops rather than have problems with the police there are other factors that come into play. First, the coca growing areas are vast and isolated and there are not enough resources to effectively patrol and police them. Thus the farmer faces a more immediate threat from the traffickers than from the police. Second, the lack of suitable infrastructure makes it difficult to harvest, store, and transport perishable food products to the population centers. Lack of proper storage facilities, and poor roads that frequently are washed out by heavy rains are definite constraints to growing more food

than can be consumed in the immediate region. Crops that are sold for transport to the major cities frequently are not paid for or payment is delayed for an inordinate period of time.

An ambitious crop substitution effort in the upper Huallaga Valley under the auspices of PEAH (Special Project of the Upper Huallaga) is frequently criticized by both elements of the press (the so-called "yellow press") and a few government officials, further demonstrating that some "opinion molders" do not recognize the danger that illicit coca production poses for the nation. Although PEAH staff do not believe there is a drug use problem in the Upper Huallaga, they do express concern over the number of secondary students dropping out of school to become runners for the traffickers. Both of these indicate a need for an effective information and awareness program in the cities and in the rural areas such as the upper Huallaga. Moreover, these constraints will have a significant impact on any program of law enforcement and coca eradication/crop substitution envisioned for the future.

#### E. Conclusion

For many years, drug abuse and trafficking have been viewed by Peruvians as a U.S. problem only. It had little or no effect on them. Moreover, the growing of coca has served to provide a better life for the farmers for whom no other crop can provide as much income. It is now clear, however, that there is a growing drug problem in Peru and experience elsewhere suggests it will continue to grow unless serious steps are taken.

This chapter has laid the foundation for an analysis of the drug problem in Peru. This report seeks to define Peruvian perceptions of the drug problem and to identify what can be done to inform and educate the population in a better way so that they can begin to deal with the problem. One key need, therefore, is to define clearly in a systematic way the public perceptions of drug abuse and related problems. The following chapter presents the results of a survey of public perceptions of the problems in Peru.

### III. PUBLIC PERCEPTION OF DRUGS AND DRUG RELATED PROBLEMS IN PERU

#### A. Introduction

The purpose of this chapter is to provide an overview of the perception of Peruvian opinion leaders and significant others that might be the target groups of public information and education programs regarding drug-related problems in Peru. This study departs from a desire to understand Peruvian perceptions of the drug problem within the context of other national problems, looking at ways to examine the relative priority given to the drug issue. As a working hypothesis, the study assumed that drug use and abuse in Peru and related issues such as drug traffic were not salient issues to the opinion leaders studied, nor was the drug problem one that was given a high priority. To explore this issue and other related questions, the study team undertook a national survey of opinion leaders and of students, parents, and teachers as well as an additional survey of residents in lower class slums (pueblos jóvenes) in metropolitan Lima. This survey of the opinion leaders of Peruvian society and likely targets of drug education campaigns had, in addition to the purpose outlined above, the function of serving as a means of relating specific groups in society to beliefs regarding drugs and providing a frame of reference which could serve as the base for an initial attempt at designing a public information and education program.

#### B. Methodology

##### 1. Instrument Development

The survey instrument was developed jointly by the Development Associates study team and the counterpart team from the Pontificia Universidad Católica. Each team, initially working separately, identified the survey topical areas and then developed a list of general indicators for further elaboration. Subsequently, in joint sessions, agreement was reached on these, and a series of survey questions was developed using a matrix format. These provided about 17,700 variables which were systematically reviewed, revised, and pared down to 536 including demographic items. The initial matrix type questionnaire was also converted into a straight line item questionnaire that took about 30 minutes to complete during a face-to-face interview. This questionnaire, along with the pueblos jóvenes questionnaire developed by La Católica, was then turned over to the survey firm for pretest and further refinement in conjunction with the study team.\*

The entire instrument development process, which was completed in two weeks, resulted in a survey instrument that covered the following areas:

- Knowledge of drugs, including their definition, the extent of the consumption in Peru, their effects on work, health and social relations, and the degree of danger these posed.

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\* The survey was performed under Development Associates' guidance by the Escuela de Administración de Negocios Para Graduados (ESAN) under USAID Contract No. 527-0169-6-00-4104-00.

- Perceptions of the social settings for and social consequences of drug use and of the categories of persons who use drugs.
- Explanations of the causes of drug use.
- Perceptions of the placement of the drug problem (both use and traffic) in the context of other national problems.
- Explanations of the best way to combat drug abuse including explorations of sources of information regarding the subject, type of additional information desired, and the best way to carry out a campaign against drugs.

Information on the Peruvian public's knowledge of drugs, their perceptions of the social context of use and their explanations of the causes of that use served to provide the material needed to plan the context of a public information and education campaign. The questions that covered these themes permitted the team to view the manner in which the problem was conceived both in abstract terms and in terms of its social setting. To explore these areas, various forms of closed questions were used in all but one case, both to facilitate coding and to force choices (in the case of questions regarding causes). The one open question used, "What drugs can you mention?" was included in order to provide a device for getting at the range of substances that each respondent believed belonged within the category "drugs." This in effect permitted a check against the definitions imposed within the survey of what constituted drugs.

The second set of questions, those regarding perceptions of the relationship of drug use and traffic to other national problems, was designed to provide a direct test of the level of awareness of those sampled of the drug issue. The study team asked two questions in this area, one closed and one open. The closed question dealt with whether or not drug consumption had increased in recent years. The open question asked for the respondent to indicate the principal problems the country faced. This question was left open to give the respondent maximum liberty in listing problem areas, thus avoiding a situation which forced the respondent to indicate drugs as a problem when such was not really considered to be the case.

## 2. Sample

The sample included subjects from Lima-Callao and six other locations covering the principal regions of the country: coast (Trujillo and Chiclayo), sierra (Huancayo, Arequipa and Cuzco) and jungle (Iquitos). Forty-nine percent of the sample were opinion leaders (business leaders, labor leaders, politicians, bureaucrats, civic and community leaders, the military and the police), while fifty-one percent were students, teachers and parents. The specifications for each group interviewed were as follows: business leaders -- top-level executives or entrepreneurs; labor leaders -- high-level leaders of national unions or of major provincial unions; public officials -- high-level officials of the central government or of regional development

corporations; politicians -- members of Congress, national party officials or regional and local governors, mayors, council members including all three major political tendencies; military and police -- divided equally between field grade officers (major and above) and junior officers; clergy -- including both sexes, the hierarchy and ordinaries including approximately twenty-five percent non-Catholic; professional leaders -- directors of professional associations; mass opinion leaders -- sports, performing arts figures of national or regional fame; interpersonal opinion leaders -- directors of civic and community organizations; health professionals -- divided approximately equally into medical doctors, pharmacists and auxiliary personnel; parents -- mothers and fathers of school-age children; educators -- primary, secondary and university levels; students -- secondary and university from various class backgrounds; and judges -- civil and criminal judges from Lima-Callao. In addition, a sample of lower class slum and shanty town dwellers in metropolitan Lima represented that segment of the population.

In addition to the two samples (national and pueblos jóvenes), the team interviewed seven journalists in two open-ended discussion sessions (three in one, four in the other) on the same general issues as those included in the survey. These sessions were designed to serve as background to assist in an understanding of the issues explored in the national survey. This background information is used, where appropriate, in the analyses contained in this chapter.

The total number of people interviewed in the national sample was 1,497 (41.8% in Lima-Callao). The total in the lower class sample (also referred to as pueblos jóvenes) was 150. (See Table 2 for the distribution of the national sample by city and sub-sample.) Looking at the overall characteristics of the national sample (Table 3), 30% were natives of Lima-Callao, indicating that a quarter of the Lima sample were immigrants to the capital. As is to be expected, given the groups covered in the sample (business leaders, labor leaders, politicians, the police, the military, high level bureaucrats, etc.) the national sample was predominantly male and well educated, the majority being university graduates. The bulk of the sample is between twenty and forty-nine years of age (68.1%). Those studied saw themselves overwhelmingly as members of the middle class with a middle level of resources (albeit more than 16% said they were rich or well-off and 17% considered themselves poor or of modest means). The pueblos jóvenes sample represents the low end of the economic scale as well as the most mobile section of the populace.

### C. Study Design and Analysis Approaches

The team used the approach to a national sampling strategy described and developed by Kalman H. Silvert and Leonard Reissman in their study of Chile and Venezuela (cf. Silvert and Reissman, 1976, p. 188-189), which is based on formulating a national sample that represents the appropriate socio-demographic characteristics of the elements under study. The team covered groups in the major geographic areas of the country (coast, sierra and jungle), in the major cities of those areas, including all important

TABLE 2  
NUMBER OF INTERVIEWEES BY SUB-SAMPLE, CITY

SUB-SAMPLES	CITIES							Total
	Lima	Trujillo	Chiclayo	Arequipa	Cuzco	Huancayo	Iquitos	
1. Business Leaders	39	7	8	9	7	8	9	87
2. Labor Leaders	20	5	5	6	6	5	5	52
3. Public Officials	21	5	5	5	8	5	5	54
4. Politicians	39	7	6	6	7	6	6	77
5. Military	35	5	4	6	4	4	4	62
6. Police (Guardia Civil)	29	4	4	4	4	4	4	53
7. Students	144	41	36	41	38	37	41	378
8. Teachers	110	25	25	26	30	25	25	266
9. Clergy	24	8	8	9	8	8	8	73
10. Health Professionals	48	13	12	12	11	12	12	120
11. Parents	48	12	12	14	12	12	12	122
12. Professional Leaders	10	4	5	6	5	5	5	40
13. Mass-Opinion Leaders	10	5	5	7	4	5	5	41
14. Interpersonal Opinion Leaders	15	3	4	6	--	5	5	38
15. Judges	34	--	--	--	--	--	--	34
TOTAL	626	144	138	157	144	141	146	1,497

TABLE 3  
CHARACTERISTICS OF THE NATIONAL SAMPLE

<u>CHARACTERISTICS</u>		<u>PERCENTAGE</u>	
<u>Birth Place</u>			
Lima - Callao		30 %	
Provinces		70	
<u>Present Residence</u>			
Lima - Callao		41.8	
Provinces		58.2	
<u>Educational Level</u>			
Primary		5.4	
Secondary and technical		23.7	
University and post-graduate		76.3	
<u>Age</u>			
19 years or less		16.0	
20-29 years		21.0	
30-39 years		26.7	
40-49 years		20.6	
50-59 years		11.4	
60 and older		4.5	
<u>Sex</u>			
Male		66.2	
Female		33.8	
<u>Subjective Class Identification</u>			
<u>1</u>	<u>%</u>	<u>2</u>	<u>%</u>
Upper Class	5.2	Rich	1.2
Middle Class	91.1	Well off	15.2
Lower Class	3.7	Middle level	65.9
		Modest means	14.4
		Poor	3.3

categories of opinion leaders (including journalists in a special fashion as indicated above for certain practical reasons) and covering appropriate divisions within each group (e.g., students and teachers at various educational levels, various ranks in the military, etc.). No attempt was made at securing a random sample, because, given the nature of the universe and the time constraints under which the survey took place, it was not possible to develop the sample frame required for such a random sample. In most if not all of the categories included in the sample in Peru it is either extremely difficult or absolutely impossible to secure accurate lists from which to draw a random sample. That task was made even more difficult by the time constraints (three weeks to carry out the survey) under which the team operated. But even given unlimited time, lists of many groups can never be secured, e.g., the military or the police. Thus, the sampling technique employed, that of purposive quota samples, represents the best one possible given the information available about the universe and the resource and time constraints of the study.

The non-random nature of the sample limits the use of certain statistical techniques such as tests of significance. However, it does not limit the applicability of a range of multivariate techniques in the analysis of the data. The data in the two samples (national and pueblos jóvenes) were subject to a step-by-step analysis, going from less sophisticated to more sophisticated techniques as was indicated by the results achieved and the aims of the study at each step of the analysis. All variables were first examined by frequencies and, where appropriate, were redefined either through recoding and/or consolidation. Paired correlations were run on those variables where relationships were theoretically possible. When the frequencies, the correlations, and the nature of the variables themselves suggested it, more complex multivariate procedures were employed. Specifically, in the case of perceptions regarding the different substances (negative and positive effects, degree of addiction) factor analysis based on varimax rotation was employed to divide substances into different categories. This facilitated seeing the distinctions made between substances as can be seen below. (Only those factor matrices that in fact distinguished among substances are reported or discussed below and in the survey report, see Appendix 4.) In the cases where two or more variables were examined for multiple correlations as, for example, regarding personal significance of drug abuse, analysis of variance was chosen as the most appropriate technique. Again, the results of this procedure are explored more fully in the survey report. To reiterate, all variables were examined by increasingly more complex techniques only up to the point where the nature of the variable and the extent of the analysis desired made a given technique appropriate.

More detailed findings of the survey, including the methods employed to gather data, the sub-samples covered and copies of the questionnaires are contained in ESAN's report on the survey which is included as Appendix 4 to this report.

## D. Findings

In this section, the focus is on the implications of the survey findings for the questions raised regarding the drug problem within the context of the present state of Peruvian society. As such, the section summarizes the major findings of a larger study. That this section is based largely on the results of the two surveys (national and pueblos jóvenes) undertaken by the team is a function of the lack of additional public opinion materials on the subject. The few studies that have been done in Peru on the subject do not cover the range of information necessary to address the study team's concerns nor are those studies of recent origin.

Before discussing the findings, it is worth noting that approximately 1,625 interviews were carried out in seven cities, covering groups ranging from the military to street vendors, with political beliefs ranging across the spectrum. No one refused to participate in the study -- a study clearly identified as dealing with "knowledge of drugs in the country and the opinions of the population regarding their use and effects." To the extent that such cooperation serves as an indicator, it can be said that the topic did not generate a strong negative reaction. On the contrary, the cooperation of this wide range of respondents suggests an interest in and receptivity to discussion of the subject. This interest will be looked at further in this chapter through the questions asked.

### 1. National Problems

At first glance, looking specifically at the relationship between drug use, the drug trade and other national problems, the team's working hypothesis receives ample confirmation. In any ranking of problems, drug abuse and drug traffic are at the bottom rather than the top of the list. They are of lesser weight than problems such as social needs (housing, education, health, etc.), unemployment, terrorism and the general economic situation. This is the case despite the fact that the overwhelming majority (93.3%) of those interviewed believed that the drug problem had increased in the last two years. It is also the case despite the fact that: (1) the survey dealt with the subject of drugs, and (2) the procedure for asking this question called for a follow-up to assure that the drug issue was not hidden in another response (such as corruption, terrorism, or smuggling). But this should not be a surprise. After all, the 1986 Country Development Strategy Statement opens with an image of a Peru weighed down by economic and social problems. As that document states: "Peru is a poor country, with whole regions of grinding poverty. It has regressed from the eighth most developed country in the hemisphere to the sixteenth (based on per capita income in 1970 and 1982). Real wages have decreased approximately 35% since 1973. Over 60% of the economically active population is now unemployed or underemployed, earning less than the official minimum wage -- around \$65 per month. Almost 6 million Peruvians live in conditions of absolute poverty, that is, their incomes do not permit the consumption of a minimally adequate volume of food and non-food items. Another 3.5 million are deemed relatively poor according to World Bank data. Less than half the population has access to potable water. Some 50% of

pre-school children suffer some degree of malnutrition. Children die of diseases and infections that they would survive if nutrition were adequate or if preventive health care were widely offered."

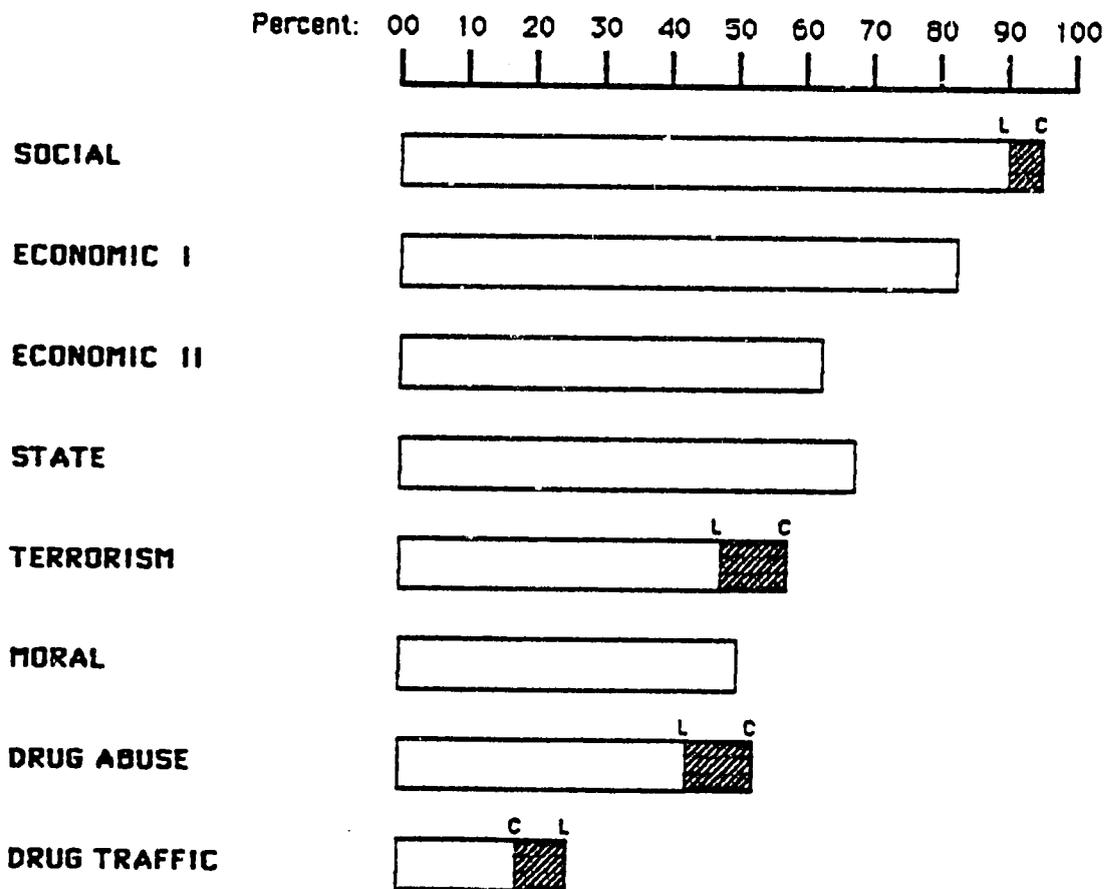
In that context, it is significant that the drug problem is mentioned at all. More so when, in terms of the percentages of those responding, 46% of all those sampled at the national level feel that drug use is a problem. Thus, the study's initial working assumption should be revised. Drug use is of concern to the Peruvian leaders and others in our sample, but not as a prime issue. They are conscious of the issue and have (as will be seen in more detail below) opinions on the nature of the problem and ideas on the way the problem should be attacked. In fact, given the weight of other problems they are facing, it is a telling expression of their interest in the subject of drug use and abuse (but not drug traffic) that they worry about it at all.

When the ranking of national problems is broken down in terms of certain broad groups of those sampled, the pattern remains. Opinion leaders may worry slightly less about the problems than do teachers, students and parents, but it is only slightly less. (See Figures 1 and 2.) And, the next generation, the sub-sample of secondary and university students, feels even stronger about drug abuse as an issue than the adults sampled (around 60% of students so considered it). This can be seen when students are compared directly with teachers (as in Figure 3). Nor are there any great differences in the perceptions of these problems between Lima-Callao and the provinces. Those in the provinces pay slightly more attention to drug abuse, but do not alter its hierarchy among national problems. Certainly, at this level saliency is not an issue when it comes to the problem of drug abuse.

It is worth exploring in connection with the question of consciousness of issues the distinction that all those sampled made between drug abuse, understood as consumption within Peru, and drug traffic. Again, in the panoply of national issues, drug trafficking was mentioned, but only by less than 20% of the respondents. Opinion leaders displayed slightly more concern with drug traffic (which may be an indicator that they are more aware of the dangers associated with trafficking) than did students, teachers and parents, but only slightly more. This pattern held for both Lima and the provinces. Obviously, the issue of trafficking is considered relatively unimportant to the sample, since it can be argued that it is probably not a case of lack of awareness of the issue. In light of this, it is not surprising that no one mentioned coca production as a problem. Obviously, the connection between production, availability and use has not been made. Indeed, although survey interviewers probed for specifics when drug abuse issues were mentioned as a problem, none of the respondents indicated the ready availability of coca paste as a problem or as a cause of drug use and abuse.

The study team's conversations with journalists provide some insights in this regard. Trade and traffic, according to those who participated in the press roundtables, were functions of other processes at work both nationally and internationally. At a national level, the journalists felt that the overall environment, the consumer society, television, the character of

**FIGURE 1**  
**NATIONAL PROBLEMS ACCORDING TO THE LIMA SAMPLE**



Note. Percentages for Commoners (C) and Leaders (L) are given when the two groups show statistically significant differences.

FIGURE 2

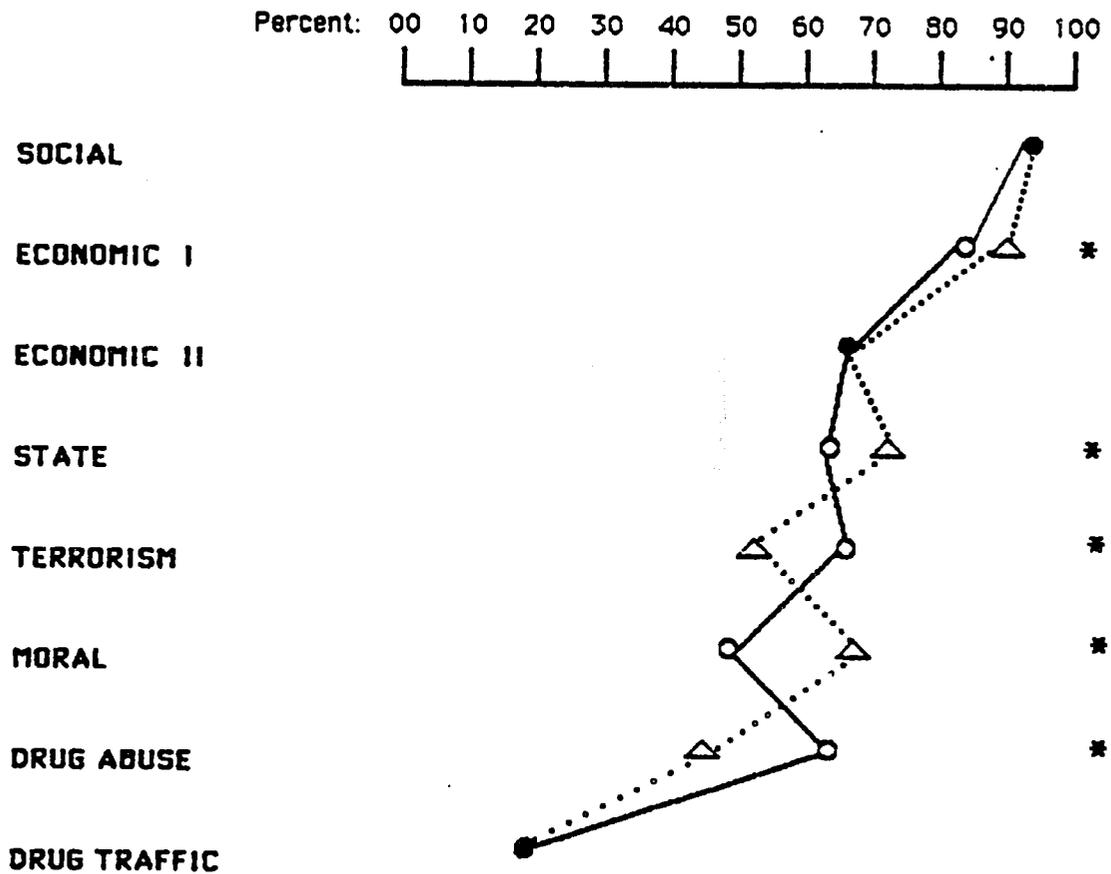
DIFFERENCES BETWEEN LEADERS AND COMMONERS AND BETWEEN LIMA AND PROVINCES:  
 APPROPRIATENESS OF SITUATIONS FOR DRUG CONSUMPTION

SUBSTANCES	GROUPS			CITIES		
	Leaders	Commoners	Signifi- cance	Lima	Provinces	Signifi- cance
TOBACCO	1.77	1.72	n.s.	1.68	1.80	.01
TRANQUILIZERS	2.36	2.17	.01	2.35	2.20	.01
STIMULANTS	2.45	2.30	.01	2.49	2.28	.01
COCA LEAF	2.53	2.47	.05	2.54	2.47	.04
ALCOHOL	2.06	2.01	.01	2.02	2.05	n.s.
TEROKAL	2.83	2.72	.01	2.82	2.75	.02
FOLK SUBSTANCES	2.77	2.69	.01	2.78	2.69	.01
MARIJUANA	2.75	2.63	.01	2.66	2.71	n.s.
PASTA BASICA	2.83	2.73	.01	2.79	2.77	n.s.
COCAINE HYDROCHLORIDE	2.81	2.70	.01	2.75	2.75	n.s.
HEROIN	2.82	2.76	.03	2.82	2.77	n.s.

- \* 1 - Consumption is appropriate under any situation.
- 2 - Consumption is appropriate in some situations.
- 3 - Consumption is not appropriate under any situation.

FIGURE 3

NATIONAL PROBLEMS ACCORDING TO STUDENTS AND TEACHERS



Note: Asterisks indicate statistically significant differences between the Student and Teacher Groups.

- △ -- Teachers
- -- Students
- -- Both

leisure time activities of upper-middle and upper-class youth, and the weight of the crushing poverty of those on the lower end of the scale provided the underlying impulses towards the use of substances of abuse such as pasta básica (cocaine paste) and cocaine. At an international level, it is demand for cocaine on the part of the U.S. (and, to a lesser extent, the European market) that serves as the ultimate cause of illegal coca trafficking in Peru. Thus, returning to the question that was asked the subjects of the national survey, the principal problems the country is facing regarding drugs are not viewed as the drug trade at an international level (that belongs to the U.S. and other nations as one of their principal problems), but the use problem within the country on the assumption that if there is demand, there will be supply. And, demand is generated by social and environmental conditions.

## 2. Causes of Drug Abuse

The above description of the nature of drug abuse can also be linked to an understanding drawn from the survey regarding perceptions of its causes and consequences. Those sampled see drug abuse as arising from several causes. As indicated above, the journalists suggested the importance of external influence (the environment and peer pressure) as well as the connection between interest in the problem and the degree of direct association with it, i.e., whether drug abuse is or is not a family problem.

Those questions are dealt with in the survey in several ways. For the entire sample, the most important single cause of drug consumption is perceived to be the breakdown of the family. (See Figure 4.) One question was asked regarding causes of drug abuse at the level of Peruvian society and another at the level of one's own relatives, friends or acquaintances. (Both responses are shown.) But, if causes are aggregated, then it can be noted that the set of external factors (peer group pressures and the general social environment) is viewed as the prime cause of drug abuse (39% of the sample so believes, as opposed to 31% that mentions family problems). These external factors are far more important than the factors internal to the individual (his or her psychological problems or moral failings). Thus, while the family by itself is viewed as a key factor, it is so only in the context of a broad social environment which promotes drug abuse.

The causes of drug abuse, as perceived by the respondents, are not surprising and in fact substantiate the findings and statements of drug abuse professionals in other countries. For example, Dr. María Isabel de Lince (a noted psychologist and drug abuse expert from Colombia) in her article El Aspecto Humano de la Drogadición (Human Aspects of Drug Addiction) states that of the many reasons identified as causes of drug abuse, the most frequent ones are curiosity, peer or group pressure, and psychological problems. The latter one is usually attributed to family and/or school conflicts that the individual tries to avoid through drug use (AHORA).

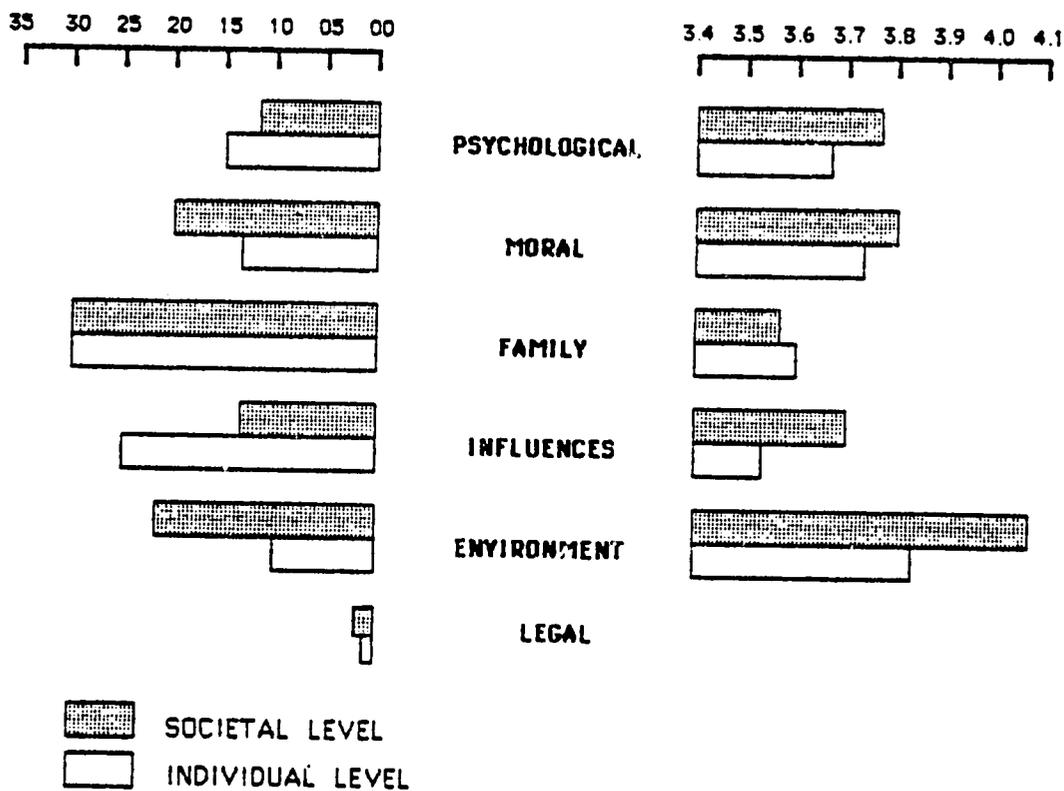
Also, as expected, the respondents did not identify the ready availability of drugs as a cause of drug abuse in Peru. This could possibly

**FIGURE 4**  
**PERCEIVED CAUSES OF DRUG CONSUMPTION AT**  
**SOCIETAL AND INDIVIDUAL LEVELS AND**  
**PERCEIVED DIFFICULTY OF PROBLEM RESOLUTION:**

**WHOLE SAMPLE**

Percentage of Subjects Selecting  
the Factor as the Important Cause  
(0-100%)

Degree of Difficulty in Overcoming  
the Problem when the Factor is the Cause  
(Scale is 1 to 5, 5 is most difficult)



be attributed to several factors: (1) the perception, as stated by the journalists, that the drug trade and traffic are a function of international demand and thus do not impact Peruvian society and furthermore that drug demand is generated by social and environmental conditions; (2) lack of knowledge or awareness of the extent of drug abuse (no recent studies) in Peru; (3) a subconscious attitude of denial, similar to denial by an addict that he/she has a drug problem; and (4) the fact, as perceived by the respondents, that tobacco, alcohol, and marijuana are abused more than coca products although marijuana is not as readily available. Thus, no connection is ever made between use of coca products and the fact that they are easily obtainable due to local production. From this perspective, if any inroads are to be made on limiting coca production, the populace will have to understand this linkage.

Survey respondents also indicate that the social environment is considered far less amenable to change than family problems or peer pressures. Distinctions between opinion leaders and teachers, students and parents are minimal. The former see family as a slightly less important cause and tend to be more optimistic overall about problem resolution. But these distinctions, as discussed below, are not great enough to suggest major differences in dealing with the two groups.

Thus, the sample suggests that the avenue to attack the problem as a whole would be to remedy family problems and to alleviate peer pressures. Such an approach would appear to provide the best potential for success and one to which respondents are receptive. That approach also lends itself to actions that are possible within the context of the limited resources available as well as being in accord with the type of program preferences indicated by the respondents. These are discussed in more detail below.

### 3. Fighting Drug Abuse

If, in a broad sense family problems and the social milieu are viewed as the causes of drug abuse, the best means of combatting the problem is education, according to the national sample. It is here that an important difference between the national sample and the lower class (pueblos jóvenes) sample occurs. The latter feel that the best means is through betterment of social conditions, the clear second choice of all those in the national sample. The view held by the pueblos jóvenes sample can be explained in part by looking further into the relationship among two variables, causes of drug use and the means to combat it. A high percentage of those sampled in pueblos jóvenes who felt that psychological problems were the cause of consumption, also felt that improving social conditions was the most appropriate means of combatting drug abuse. This follows from the particular psychological problems cited -- the need to escape from reality, the lack of satisfaction with one's situation, frustration, etc. The psychological problems that the poor drown in drugs (including alcohol) can be considered a product of their social circumstances.

Education, which can be understood to mean information and education (as described below), is a means that, given the level of action one is willing to take, can utilize a wide range of resources, from the very small amounts that are expended organizing conferences and discussion groups, to the large amounts that are involved in national multi-media campaigns in and out of the school systems. Obviously, far more in the way of resources would be needed to better social conditions. Of course, the lack of those levels of resources is what the respondents see as one of the greatest, if not the greatest, problems in Peru today, when they place social problems -- lack of housing, health and education facilities, etc. -- as the most important national concern.

Linking the answer to this question on means of combatting with the question on the causes of drug abuse, a possible explanation for the choice of education as a means (beyond the question of relevant levels of resources) may be the extreme difficulty that the respondents see in altering the external factors that promote drug use. Education is something that can be done, changing the environment is not. An additional explanation for the priority accorded to education lies in their view of the class basis of drug abuse. For the majority of the sample, consumption of hard drugs such as cocaine and pasta básica are the province of the upper and, to a lesser extent, the middle class. (See Table 4.) Surely in those classes, better social conditions are not of prime concern. Moreover, in Peru as elsewhere, education has been viewed as a panacea for a whole range of societal problems from the economic future of the country to the building of civic consciousness. If the lower class believes differently (as does the sample), it comes from a different perspective, generated in part by their situation, but also in the case of those in pueblos jóvenes by the sort of direct action that they have taken to in fact alter their social conditions in the past.

TABLE 4  
PERCEPTIONS OF THE RELATIONSHIP BETWEEN CLASS AND DRUG USE

SUBSTANCES	Group that Most Consumes: (in percentages)			N
	<u>Upper Class</u>	<u>Middle Class</u>	<u>Lower Class</u>	
Alcohol	9.6	27.2	63.2	1458
Marijuana	20.4	71.8	7.8	1464
P.B.C.	47.3	40.8	11.9	1435
Cocaine Hydrochloride	75.4	19.8	4.8	1424
Terokal and Other Solvents	4.4	20.8	74.8	1383

#### 4. Knowledge of the Problem

Since the national sample believes the best approach to dealing with the problem of drug abuse is through education, then it is important to examine the understanding they already have regarding the nature of the problem. Starting with the question of what the respondents believe to be the substances consumed most frequently in Peru, the study team found that beliefs about consumption focus on, first of all, the most common and legitimate substances within the Peruvian context, alcohol and tobacco, followed by a substance with an international reputation, marijuana, and only then by those with a national reputation (coca leaf and pasta básica). Cocaine in its purest form was not conceived to be a substance of widespread use (seventh out of eleven substances ranked), perhaps because of its strong perception as an upper class drug.

All drugs are not alike in their effects nor in their social acceptability. These matters were explored through a series of questions regarding perceptions of the negative and positive effects of drugs on work, health, and social relations, perceived degree of addiction, appropriate social situations for drug use, and form of control required. In this connection, the sample had clear ideas on how to characterize and categorize drugs. All the questions showed that a distinction was made between various groups of substances. As can be seen from the factor analysis contained in Table 5, there were those substances that were felt to be legitimate, alcohol and tobacco; others that were set apart because of their medicinal properties (tranquilizers and stimulants) while others were considered to be "hard drugs," altogether dangerous, such as cocaine hydrochloride, pasta básica and heroin. Finally, there was a category of substances that for want of a better term could be called collectively "soft" drugs. These included marijuana, coca leaf, terokal and the hallucinogens or folk remedies (San Pedro, Ayahuasca and Floripondio). This grouping (whose composition alters when other variables are included) is perhaps the most interesting. It represents the degree to which knowledge of certain substances or their uses is limited. For example, the sample as a whole underestimated the danger of terokal and other solvents, even though they were aware of the group most likely to use the substance, i.e., children. (Those sampled felt that 50.4% of the users were children.) They, it might be noted, saw hard drugs as an adolescent problem and only alcohol as an adult one. (See Table 6.)

The distinction between "hard" and "soft," legitimate and medicinal drugs, broke down when the study sample faced the possibility that their family might be involved in using the substance. As can be seen in Figure 5, even when substances were not considered highly dangerous, those interviewed believed overwhelmingly that the use would constitute a family problem. Only the widespread cultural support for cigarette use overcame the constraints to protect family members from harm. The distinction between "hard" and "soft" drugs, however, did maintain itself to a certain degree when the social perception of drugs was examined. The sample believed that there were certain situations where the use of such substances as tobacco, alcohol, tranquilizers, stimulants and coca leaf was considered appropriate with tobacco having the highest ranking and coca the lowest, but no such situations were believed to exist for the range of "hard" and "soft" substances (coca leaf excepted). (See Figure 6.)

FIGURE 5  
PERSONAL MEANING OF DRUGS

WHOLE SAMPLE

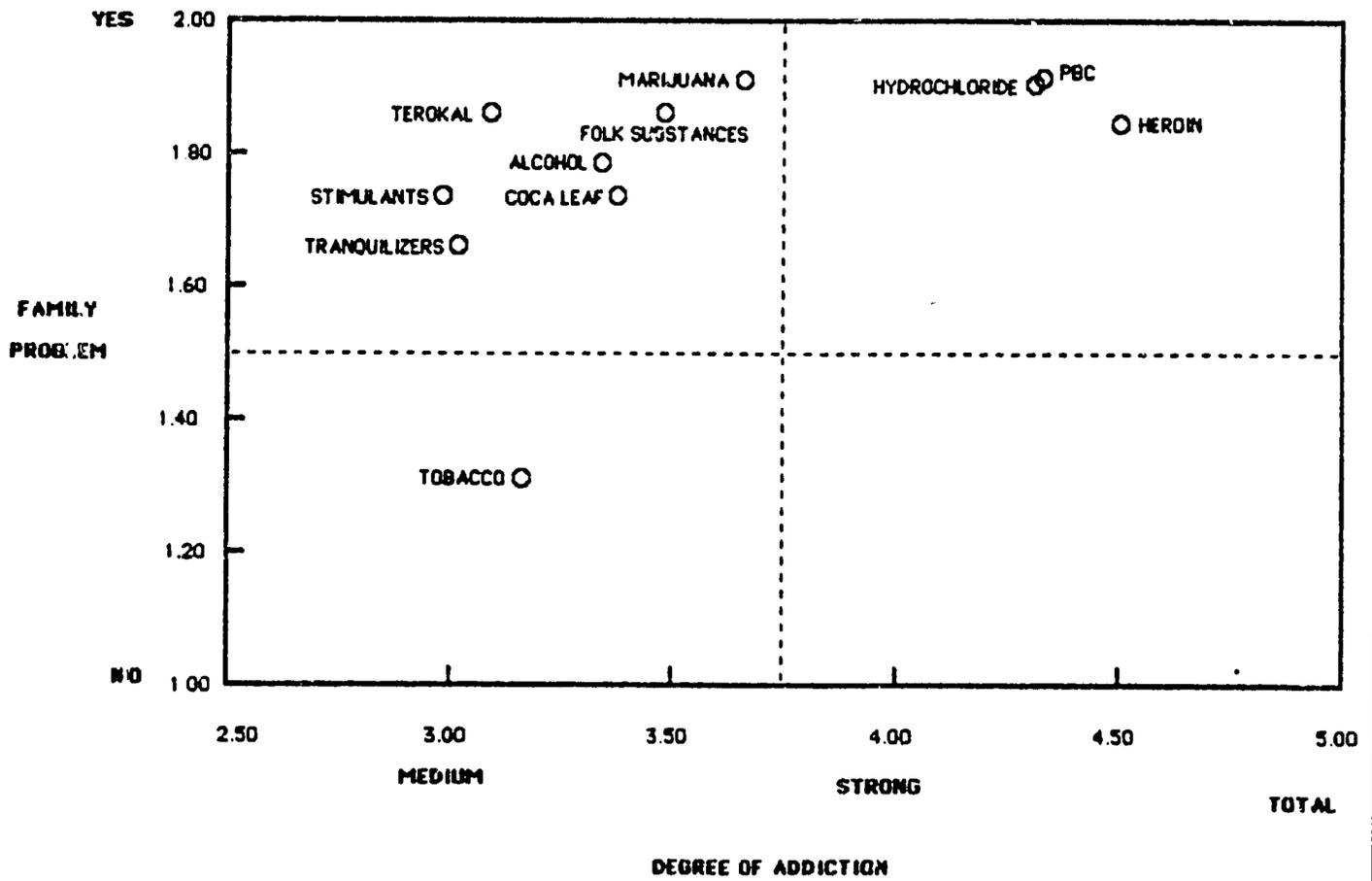


TABLE 5  
 FACTOR ANALYSIS - DEGREE OF ADDICTION STATED BY SAMPLE  
 VARIMAX ROTATED FACTOR MATRIX

	<u>"Hard" Drugs</u>	<u>Medicines</u>	<u>"Soft Drugs"</u>	<u>Legal Drugs</u>
Alcohol	.08613	.12497	.05873	.77229
Tobacco	.01610	.18039	.08640	.81144
Marijuana	.14378	.15701	.71764	.25463
Coca Leaf	.09313	.08010	.58548	.28671
P.B.C.	.72804	.03493	.22878	.19370
Cocaine Hydrochloride	.81015	.01337	.19854	.02202
Tranquilizers	.08604	.88137	.03695	.18915
Stimulants	.04305	.87898	.16225	.18523
Terokal	.03542	.41761	.64677	.16602
Hallucinogens	.26200	.26238	.59866	.29170
Heroin	.79376	.09050	.03188	.08451

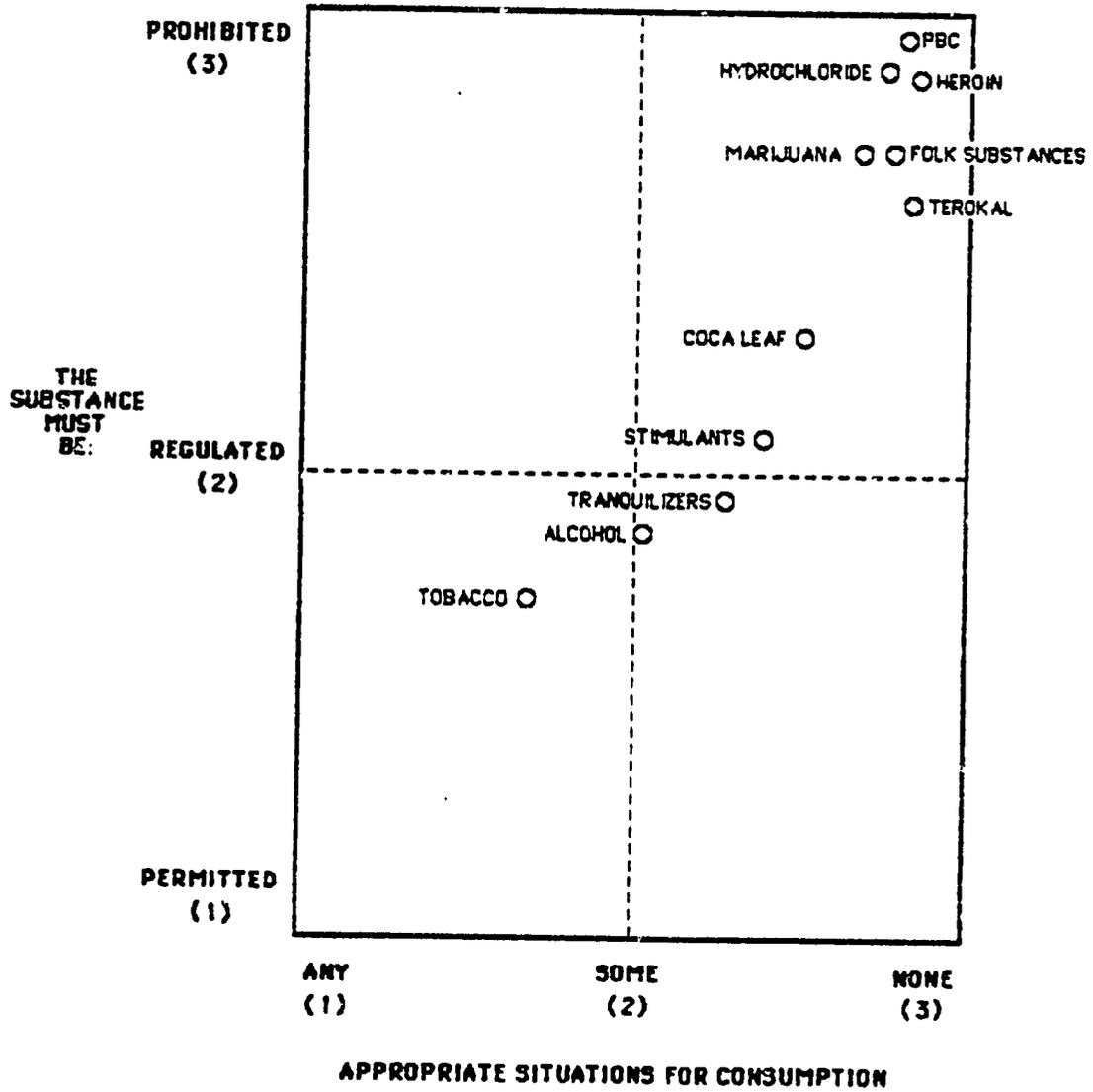
FACTOR COMPONENTS

<u>"Hard Drugs"</u>	<u>Medicines</u>	<u>"Soft Drugs"</u>	<u>Legal Drugs</u>
P.B.C.	Tranquilizers	Marijuana	Alcohol
Cocaine Hydrochloride	Stimulants	Coca Leaf	Tobacco
Heroin	Terokal	Hallucinogens	

TABLE 6  
 PERCEPTION OF THE RELATIONSHIP BETWEEN AGE AND DRUG USE

SUBSTANCES	Group that Most Consumes:			
	<u>Children</u>	<u>Adolescents</u>	<u>Adults</u>	<u>N</u>
Alcohol	0.4	26.3	73.2	1337
Marijuana	1.2	93.2	5.7	1477
P.B.C.	1.3	65.0	33.8	1467
Cocaine Hydrochloride	1.4	44.0	54.6	1446
Terokal	50.4	44.8	4.9	1426

FIGURE 6  
SOCIAL PERCEPTION OF DRUGS



There are some differences between interviewees in the provinces and in Lima-Callao regarding this group of variables. (See Tables 13 and 16 in Appendix 4.). There is, for example, more concern in Lima over drugs as a family problem and more demand for social control over terokal. With respect to the distinction between opinion leaders and others (students, teachers and parents), the former are more concerned with the potential family problems related to the use of cocaine, terokal and coca leaf than are the latter. Opinion leaders are also less tolerant of the use of all substances except tobacco in "appropriate social situations." Placed within a familial or societal context, those who live in Lima and those who are in the upper echelons of power within the society define their concern with drugs as a problem more sharply than those outside Lima or than those who are more likely to be directly involved in the problem. But again, that difference is one of degree and not kind, a point that will be discussed later on.

Moreover, although they did not address production and ready availability as a problem, the respondents felt that all the hard and soft drugs, again except for coca leaf, should be prohibited and all the remainder of the substances, no matter how legitimate nor how unlikely to cause a family problem (as in the case of tobacco), should be subject to some form of regulation. This interest in control needs to be taken together with the question examined earlier regarding the best means of combatting drug abuse. The study sample, while feeling the need to control in some way all substances by means of regulations and therefore through enforcement, sees control as secondary to education and the betterment of social conditions as a means of combatting the problem.

#### E. Means for a Campaign

The respondents in the survey did not feel secure about the information they possessed on drug use and abuse. Well over half of those surveyed (61.4%) considered that the information they had received on the subject was incomplete or useless. (The only groups where at least half of those interviewed felt they had sufficient knowledge were the police and the military. The balance of the opinion leaders were, as a consequence, even more uncertain of their information than the group made up of students, teachers and parents.) Stated in other terms, the majority of those surveyed responded to a wide range of questions on drug abuse without the security that the information they possessed had any basis in fact. Moreover, the vast majority (89.5%) received their information primarily from the mass media or from conversations with friends, that is from an "informal" or "casual" source rather than from a source which seeks to provide an organized and coherent statement such as a specialized publication or presentation by an expert in the field.\* Thus, it can be assumed that the majority of those sampled receive information from sources that could provide at best simplified, at worst distorted, visions of a complex subject.

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\* People in the pueblos jóvenes sample overwhelmingly received their information either from the mass media or from friends.

The sample was not only aware that they lacked information regarding drugs, but they were actively interested in seeking additional information about most areas of the subject. Almost 95% of those sampled want information on the prevention of drug abuse, and more than 90% desire information on treatment. At the other end of the list, the topic of least interest, legal consequences of drug use and abuse, still interests 73% of those sampled. Thus, no matter what the topic, there is a great desire for information, above all on the part of opinion leaders. Indeed, information which can be conceived as "directly" attacking the problem (before its appearance: prevention; after its appearance: treatment) is the most desired.

It can also be pointed out regarding the content of any campaign, that the across-the-board need for information is so great that in the first instance there is no need to discriminate among particular groups (with the exceptions noted earlier regarding the police and the military). Given the widespread desire for information, it would not be necessary to break down target groups in terms of the level of their interest in receiving that information, although it would, of course, be necessary to adapt the form of that message to the specific target audience.

Simply stated, the emphasis placed on education as a means of dealing with drug abuse is also an expression of interest on the part of those sampled to be educated themselves on the subject. Thus, one can return to the saliency of the drug problem for the groups included in the study by another route. While the drug issue is, as stated earlier, not considered by the sample to be in the front line of national problems, it is one that is of enough concern that those interviewed are receptive to being personal targets of the very educational campaign they propose as a solution. Such a campaign should emphasize both the social context of drug use as well as the relationship that exists between the ready availability of drugs (particularly in a drug producing country) and their use. Additionally, the message to opinion leaders should be one that brings the problem home to them, i.e., one that places it in the context of their own families. Leaders that are made aware of the impact that production, excess supply, and ready availability (cheap drugs) can have on their own families will be more willing to take a stand and support increased controls and enforcement of existing drug laws.

Campaigns directed at lower class neighborhoods need to be linked to efforts to improve social conditions or at a minimum, placed in the context of a recognition of the need to improve social conditions. Any such campaign should stress the negative impact of drug use and drug trafficking on the community and the existing social conditions and the need to generate support for action against drug dealers.

In developing a strategy to carry out an information and education campaign, one needs to take into account both means and content. The sample made certain statements regarding priorities in terms of content as just noted, but they also expressed a ranking of preferences on the type of campaign and the institutional channels for such campaigns. With respect to the type of campaign, those sampled approved overwhelmingly (92%) as a first

priority the most intimate and direct approach -- meetings with parents. They were almost equally enthusiastic about the use of conferences and television (85%) with periodicals, radio and flyers completing the list, none of which fell below 75% in terms of the preferences expressed. Moreover, the choice of means was independent of the type of information requested. Therefore, in designing a campaign one is, in effect, free to choose the means best suited to the particular content of the campaign.

Looking at channels for a campaign, there are various institutions in society that are available and/or that have made commitments to provide education and information on the subject of drug abuse. (See Chapter VI for a discussion of various private and public sector institutions.) The study sample was questioned about these institutions in several ways. Dealing first with the formal educational system, all groups in the sample felt the necessity to include drug education in programs of study at all levels, primary, secondary and university. The highest emphasis, however, was placed on secondary education, a position that accords with the view discussed earlier that hard drugs are considered to be primarily a problem associated with adolescents. Other institutions that might be involved in drug education and information campaigns such as the mass media, juvenile clubs (whether private or those proposed by the Ministry of Education), health clinics (again whether private or those associated with the Ministry of Health), parishes and sports clubs, all were considered to be appropriate vehicles with percentages ranging from a minimum of 87 to a maximum of 96. Thus, receptivity exists on the part of those sampled to using a wide variety of institutional channels which could work in a coordinated fashion or on an individual basis depending on organizational capacity, level of interest and available resources.

Finally, in terms of organizational capability, the team explored various alternative means including interest in a center specialized in drug information and education. That concern was reflected in the survey in two questions that evaluated interest in the creation of such a center. Virtually everyone sampled (98%) felt that such a center should exist and that its existence could be of considerable importance. There was no meaningful difference in that regard among the groups sampled nor in terms of the distinctions between Lima-Callao and the provinces. Such a center is seen as a positive force, one that within the context of the data gathered ought to have an expression at the local level and not merely as a national institution located in metropolitan Lima. Such a center would employ various means of informing and educating the public. These could range from informal talks to seminars, and would cover a range of topics from the physical and social dangers of drug abuse to the risks to the nation of unbridled production and trafficking activities.

#### F. Summary

In summary, the drug problem, defined as the use and abuse of certain substances, is seen as a national problem of secondary importance. Nonetheless, it is seen as not just a health problem but one with familial, societal, and environmental overtones as well. This perception is in keeping

with experiences gained in other countries where it has been determined that use of drugs is frequently the result of family problems, social conditions and pressures, and external influences such as unemployment or other economic factors and to a certain extent the ready availability of a particular substance. Also, it can be seen how this problem is viewed as of particular saliency when it touches one's family. It has been noted that the groups of opinion leaders as well as the other groups studied are aware of the problem and of the necessity to take certain forms of action. In addition, those who were interviewed in the national survey see education (broadly based not just in schools) as the most important tool to alter what they see as a family-centered problem. However, the link between availability and use is not yet understood, so it will be particularly important to educate and inform the public on this area since Peru is a major producing country.

This survey also showed that those sampled from lower class neighborhoods (pueblos jóvenes) have a distinct vision of the means to attack the problem. They see it as a problem that arises from their social situation and that it should be solved by improving that situation. Their view implies the need for a broad program of social and economic development which appears to be beyond the reach of the resources available to the Peruvian Government.

The study data indicate that there is a remarkable level of homogeneity among all the groups in the national sample on the major issues discussed. This is not to suggest, as has already been noted throughout the chapter, that different groups do not vary on the different questions discussed. There are varieties in perceptions: opinion leaders do pay more attention to drug traffic, have a lesser tolerance of the use of drugs in a familial or societal context and feel greater concern about certain particular substances such as cocaine hydrochloride. But, these differences are not of a magnitude to warrant that distinct orientations be given a campaign directed at different groups. Rather, the data suggest that an economy of effort is possible. The same campaign can be directed at different groups, if couched in terms appropriate to those groups.

A prime concern of this study has been to explore the form in which awareness of the drug issue could be enhanced. It has been noted in the findings that such awareness does exist. Also noted is the fact that all groups feel the need to disseminate information on the subject through education. The recognition that more information is needed is, in effect, a recognition that while there is awareness of the problem of drug use, those sampled have only a very limited perception of what the problem of drug use really includes. They are not at all certain about the danger of all of the range of substances the team examined nor even the extent of use of those substances. But it should also be pointed out that they would be hard pressed, given the present state of research on drug abuse in Peru, to secure that information. Basic knowledge such as the extent and type of drug use is lacking, either at the level of societal use or at the level of clinical treatment of drug abuse. Nor is there a clear idea of the impact of such societal transformations as massive migration to urban centers or education and acculturation of the population of the sierra on traditional use, particularly of the coca leaf. In short, the need for information exists, both as a demand of significant sectors of the population and as a requirement

for continuing study. Therefore, an important function of any information and education entity would be to sponsor or initiate efforts to conduct relevant research on drug-related topics to include epidemiological and ethnographic studies.

As suggested earlier, the desire for an information and education campaign translates into a receptivity on the part of those groups surveyed to participate as targets of an information and education campaign. It has also been indicated that the content of that campaign should place emphasis on the personal (i.e., familial) aspects of the problem of drug use and abuse, because the data indicate that the subjects become concerned when the problem becomes visible in their own families. Furthermore, the team learned that the subjects make clear distinctions between categories of substances ("hard" versus "soft," licit versus illicit). Those distinctions lead to the identification of certain substances that are considered to have no redeeming features such as PBC, cocaine hydrochloride and heroin. It has also been learned that those sampled assign the major use of particular substances to particular classes and generational groups. That assignment, it should be noted, is consistent whether one is on the top of the social scale or on the bottom.

Also indicated in the study is that the subjects possess a great deal of information on the theme of drugs. However, this information cannot effectively be corroborated because very little in a systematic fashion is known about the "drug abuse scene" in Peru. For example, there are no coordinated public information and education programs and the only recent epidemiology study (Carbajal, et. al.) is over five years old, does not cover pueblos jóvenes and was carried out only in metropolitan Lima. This lack of an entity responsible for informing the public and sponsoring corroborating studies makes it difficult to adequately fill the demand for information expressed by the sample and to support future drug control and prevention efforts.

Finally, mention should be made of the high level of acceptance on the part of opinion leaders and other significant groups (parents, teachers and students) of the idea of the formation of a center for public information regarding drugs and drug-related problems. It should also be noted that the sample indicated that such a center should have a radius of action which stretched beyond metropolitan Lima to include the provinces as well.

#### IV. EXAMPLES OF NARCOTICS PUBLIC EDUCATION AND INFORMATION APPROACHES USED IN OTHER COUNTRIES

##### A. Introduction

Over the last 20 years as the levels of drug abuse and drug trafficking worldwide have rapidly increased, national governments and private organizations have tried a variety of efforts to educate the public on the dangers of drug abuse. Achieving various levels of success, these efforts have included media campaigns, the dissemination of literature and the development of school curricula, among other activities. Among the countries of interest (the U.S., Colombia, Mexico and Bolivia) most public education and information activities are government-sponsored, with some participation by the church and public associations. Notably, the U.S. government is assisting the efforts of Mexico and Bolivia and more recently, Peru.

In the U.S., private organizations such as parents groups currently are in the forefront of public awareness activities, in conjunction with federal, state and private activities. In Colombia, a national campaign against drugs has been initiated, with the President's wife as its leader. The campaign is coordinated through an agency of the Ministry of Health. Mexican educational and information efforts are by and large government-sponsored involving several government agencies. However, one of the more effective public information organizations, the Centros de Integracion Juvenil, is considered an autonomous civic association, receiving minimal supervision from the Secretariat of Health. In Bolivia, the major organizational efforts are carried out by a joint U.S.-Bolivian-sponsored organization, with the Catholic Church recently increasing its drug education/public awareness activities.

In general terms, the Latin American countries described here (historically drug-producing countries) are now encountering greater drug usage problems as well as the criminal activities associated with drug trafficking. Public awareness activities are one part of each country's overall drug strategy. A description of the public awareness activities of the U.S., Colombia, Mexico and Bolivia are presented in greater detail below. Because of the size, history and information available on the U.S. activities, this discussion is considerably longer. Given the experiences of its drug producing neighbors and the U.S., Peru can avoid the pitfalls encountered and hopefully develop a successful public awareness campaign that is best suited to its situation. A brief discussion of the existing information and education activities found in Peru is also presented. The final section of this chapter discusses the implications of the experiences of the other countries for Peru in terms of the lessons learned.

##### B. United States

Throughout the last 50 to 60 years, the U.S. Government has focused varying degrees of attention on public education regarding drug issues. Responding to a major increase in drug abuse, the United States Government has assigned an increasingly higher priority to drug abuse programs, and since

1973, two Cabinet councils have been charged with program responsibility for development of a coordinated federal effort in both prevention and treatment. Nine cabinet departments and over 30 federal agencies are involved in the effort. The present budget is almost one billion dollars to support federal drug abuse programs and to provide state governments with funding flexibility in meeting their own drug abuse priorities through state block grants.

Utilizing the data obtained from several sources on the nature and extent of drug abuse in the nation, the councils formulate strategies for the use of federal resources to reduce the supply of and demand for drugs, and to develop a national prevention strategy. The National Institute on Drug Abuse (NIDA), through its Prevention Branch, has been the principal federal agency responsible for drug abuse prevention activities for several years. An important source of current information about the effects of drugs, NIDA promotes activities to increase awareness of drug problems, sponsors dissemination of up-to-date research, and shares information among prevention programs. In addition, other federal agencies, state and local governments and many private organizations develop and disseminate a large volume of materials such as films, audio-visuals and printed materials on the subject of drug abuse.

NIDA's National Clearinghouse for Drug Abuse Information (NCDAI) operates as a central source for the collection and dissemination of drug abuse information and serves as a coordinating information agency for groups throughout the country involved in drug abuse programs. The Clearinghouse provides services to diverse groups with varying information needs. Users include physicians, lawyers, pharmacists, teachers, police, local government officials, federal government officials, community leaders, concerned parents, young people, researchers and representatives from the print and electronic news media.

A major activity of the Clearinghouse is collecting data on drug abuse programs operating in both the private and public sectors. The NCDAI classifies, processes and stores this information in both printed and computerized form. In addition to collecting and storing information, the Clearinghouse is also responsible for disseminating it. The NCDAI prepares and disseminates numerous informative materials, including fact sheets, directories, bibliographies, the Prevention/Education Report Series, the Scientific/Technical issues, and the Research and Treatment Monographs. Lack of adequate funding is one of NCDAI's problems. Items are available for only a limited period because they are printed once or twice and then superseded, or else stocks are depleted and never reconstituted.

The Clearinghouse has created its drug abuse information and communications network system by cooperating with several state and federal agencies also involved in developing information storage and retrieval services. The result is a program of stimulating, encouraging and sharing information among existing and newly formed drug abuse information centers that participate in the Clearinghouse's Drug Abuse Communications Network (DRACON). The basic premises of the DRACON operation are to provide decentralized access to large scale data bases and prepared materials so that

regional needs may be met quickly and easily. Similarly, DRACON seeks to maximize the appropriate use of both national and local resources, increase cooperation between drug abuse information resources, and develop improved and truly responsive communications.

Federal public awareness activities often have included mass media campaigns. The original mass media programs funded through federal efforts dealt with the moral objections to the use of drugs and advocated temperance. This approach was followed by the use of "scare tactic" techniques that attempted to instill fear in youth by over-exaggeration of the adverse effects of drug abuse. Neither of these approaches worked. It was found that media sensationalism and scare tactics glamorize some risky behaviors and lead to increased experimentation among young people. Another approach is one that emphasizes the objective facts about the physical properties of drugs, and the long-term consequences of using them. While there is a need for such information, over-reliance or sole reliance upon the provision of drug information has not been effective as a prevention tool among current or potential drug users. Materials explaining the effects and symptoms of drug use are more suitable to parents, teachers and adults working with young people, in conjunction with other awareness methods.

Through various vehicles such as research studies, outcome evaluations and national conferences, mostly funded by the federal government, the focus of various campaigns has changed to reflect the present technique of developing positive psychosocial skills, in conjunction with informing adults, especially parents of the dangers associated with drug use.

The few successful media campaigns have shown that those principles found to be successful in the classroom also can be incorporated into media campaigns. Recent media campaigns have included modelled ways of saying "no" to social pressures to take drugs. It was also found that the use of Public Service Announcements (PSAs) aired during prime time and aimed at a specific target group were better recalled thus allowing for some behavioral change. This illustrates the importance of media "gatekeepers" such as television and radio station managers, and newspaper and magazine editors. Studies also indicate that students who view and then discuss a TV series in the classroom evidence more changes than those who just view a series on drug prevention.

Since it is clear that the federal government cannot do the job of drug abuse prevention alone, it is important to capitalize on the potential of voluntary efforts of individuals, groups and organizations. One such effort has been the parent movement. In the early seventies, parent-teacher organizations (PTOs) were a forum where parents could learn about drug abuse through hand-outs, films, or general discussions. It was not until the mid-seventies, however, that parents became more pro-active and began to organize to change the attitudes of their children on drugs.

Parent involvement increased when they noticed negative behavioral changes at home and in their children's school work. Some parents were shocked at the discovery that children were regularly smoking marijuana and occasionally drinking at local parties. Deciding to take action, parents began to educate

themselves by obtaining information to dispel the mythology of "harmless marijuana" and other drugs. Committees were organized by parents to help each other design a set of rules to minimize the opportunities for drug and alcohol use. Parents began to work with the media to change radio and TV shows that seemed to exaggerate the therapeutic usefulness of marijuana and furthermore glamorized movie and rock stars and other public figures who used it. They also worked with school officials to set strict written policies on drug abuse and worked with counselors to help youth adopt drug-free lifestyles. They also encouraged legitimate companies to sue underground companies who used trademark registered products as drug paraphernalia (such as the Coca-Cola "stash" cans).

From these local level parent groups have evolved national parent organizations such as the Parent Resources Institute for Drug Education (PRIDE). PRIDE was originally a drug education program developed by a professor of health education at Georgia State University. The PRIDE program conducts training seminars for 5-7 person teams from schools, parent-teacher associations, civic clubs and religious organizations. Each team then develops an action plan for its community and reports back at the end of the year about its progress. Since parents from different areas and even different states with similar problems have requested assistance on how to deal with their local problems, PRIDE has expanded to serve thousands of parents and hundreds of schools and organizations. The momentum has grown to the point where regional meetings expanded to national meetings and PRIDE is now a national organization with a growing international following.

The National Federation of Parents for Drug Free Youth (NFP), comprised of local parent groups, is another successful group with enormous political influence. These organizations have reached millions through mass media programs, information dissemination, local meetings and national conferences. They have provided direct services to young people in the form of hot lines, crisis centers, rap centers, counseling programs and programs offering alternatives to young people at high risk or in early stages of drug use. Helping youth organize for drug-free alternatives is a powerful new direction that the parent movement has taken. The creation of youth groups that promote drug-free activities has inspired other youth, the schools, parents, and concerned citizens. Youth have begun to reverse peer pressure to use illegal drugs.

The strength of the parent movement is reflected in the fact that the groups have grown independently without government impetus and with little financial support from the federal government. Continued growth and success of the parent movement is based on parents' unity with each other, knowing how their community works and maintaining their identity as a voluntary organization. The parents movement has received additional motivation from First Lady Nancy Reagan, who supports the organization as its honorary chairperson, and has chosen drug abuse as an issue to pursue.

In 1970 a private, non-profit organization called the Do It Now Foundation was formed to offset the "scare tactics" and misinformation generated by the federal government's media and school campaigns, among other organizations.

The Foundation, receiving funds from various private sector sources, developed a series of booklets and training packages for sale to schools, treatment providers, community groups, parents and local governments. These publications dealt with a variety of drug abuse issues. Do It Now publishes a monthly newsletter which informs its readers on the latest developments in the drug abuse field. In addition, it has become a self-supporting organization through sales of its educational and information material which consists of over 150 titles.

The private health care industry has also developed an interest in informing the public on the problems of drug abuse and where to get help. Companies such as Hazelden and CompCare, which administer a series of hospitals and psychiatric clinics throughout the nation, have produced their own publications on the subject. Beth Israel Hospital in New York City has been running training sessions aimed at health professionals and counselors for many years. The pharmaceutical companies have donated money for national conferences to bring together the leaders of the drug prevention and treatment fields. These conferences have been an excellent forum for the exchange of ideas and formulation of national strategies.

Drug abuse also occurs throughout both the private and public workforce. Many industries have developed employee assistance programs to help employees with alcohol and drug abuse problems (as well as job, marital and financial problems). Such programs are designed to identify troubled employees through observation of impaired job performance, and to encourage and assist them in obtaining help. Employers report that after employee assistance programs are established they have experienced significant reduction in lost work hours, disability payments and accidents.

In summary, there have been many techniques and approaches to providing education and information services employed in the United States. Furthermore, there are just as many organizations and individuals involved in providing those services. The cohesive binding force that sets the tone and philosophy to guide all efforts is the National Institute on Drug Abuse. Through its support of resource efforts and dialogue with community, state, and national leaders, the Institute has encouraged the development of an effective prevention policy through information, education, and alternative activities. With the U.S. efforts as a background, below is a brief discussion on the drug abuse prevention/education activities of Colombia, Mexico, Bolivia and Peru.

### C. Colombia

Colombia is one of the few countries that in the past few years has recognized that drug abuse is not restricted to the developed countries and has initiated positive actions to alert its population to the problem. Although its information and public education program is in its initial stages, it appears to have gotten off to a good start. Under the honorary leadership of the First Lady, Colombia has embarked on a Campana Nacional Contra la Drogadiccion (National Campaign Against Drug Addiction). This national effort has involved the Ministries of Justice, Health, and Education

as well as the National Planning Department, the Special District of Bogotá, Colombian Red Cross and others. The operative organization for the campaign is the Instituto Colombiano de Bienestar Familiar (ICBF), an entity within the Ministry of Health. The ICBF has regional offices located throughout Colombia.

As part of its prevention efforts, the ICBF has sponsored conferences, developed and distributed posters as well as informative flyers on specific drugs such as "bazuko," an intermediary product in the processing of cocaine. [In Peru it is known as "pasta basica de cocaina" (PBC).] The ICBF has also developed instructional manuals for use in educating and informing the public on the dangers of drug abuse. The manuals contain lesson plans and teaching guides on topics such as health promotion and prevention, most commonly used drugs, early detection of drug use, and what parents and teachers can do to prevent drug abuse. The ICBF has also developed similar guidelines to be used with a series of posters that culminate in the message "Say No To Drugs." This particular publication also includes an evaluation form so that feedback can be provided to ICBF on the utility and relevance of the posters.

Aside from this national effort, a local program was formed in Medellin in 1979 in response to a perceived need for activities that would foster the implementation of effective policies for the control of alcohol and drug consumption. Founded by the Servicio de Farmacodependencia del Hospital Mental de Antioquia, ICAA International and a group of doctors, the Corporación Colombiana Contra el Alcoholismo y la Farmacodependencia is privately funded and relies on volunteers, its founders, and the community for all of its resources. The Corporación is more popularly known as SURGIR and has recently become very active in materials development and dissemination, outreach and promotion, and capacity building (primarily through seminars, conferences and workshops). As recently as October 1984, SURGIR sponsored a two-day conference for over 300 parents from all over the country to discuss mutual problems and concerns. As a result of this conference, a local parents group (similar to those in the National Federation of Parents for Drug-Free Youth) was formed with the objective of encouraging the formation of other groups throughout Colombia.

As a final note, the Catholic Church has also joined in the fight against drug abuse in Colombia. On July 14, 1984, the Episcopado Colombiano Sobre Drogadicción y Narcotráfico issued a proclamation on the extent of the drug problem in Colombia, the causes, activities required to deal with the drug problem, and the elements or resources available to deal with the problem. Thus, the Church has publicly recognized that drug production and trafficking pose a definite danger to the nation and Colombian society.

#### D. Mexico

There is a fairly extensive range of information and education activities on drugs and drug abuse in Mexico. These are targeted at specific segments of the population, primarily those at risk (e.g., youth living in overcrowded, poverty-stricken areas). Although complete national coverage has not been achieved, there are plans to do so in the near future.

Mexico, like most countries, does not have a distinct national public education and information program solely devoted to narcotics and narcotics-related matters. At best, education and information activities are usually a component of a more comprehensive program offering a multitude of services, or at worst a by-product of promotion efforts by institutions or individuals such as private clinics trying to sell their services.

On a national level, the Mexican government agencies have several plans under consideration that will involve education and information dissemination. One of these is a new effort by the Office of the Attorney General to institute a drug demand reduction program with a focus on juvenile delinquency associated with drug dependency. The main objectives of the program are to educate the public on the social and economic aspects of drug abuse as well as to alert the public to the threats of production and drug traffic to the welfare of the nation. In general terms, this program (estimated to cost \$4-\$5 million when fully operational) will take place in three phases: (1) conduct an epidemiologic survey in Mexico City followed up by similar surveys in other parts of the country; (2) organize the resources available in the public and private sector, such as mobilize key leaders in the community and develop parent groups (along the order of the National Federation of Parents in the U.S.); and (3) sponsor a national meeting of key leaders (private and public sectors) to discuss the program and motivate them into action. What this action will entail has not been defined at this time. It is estimated that the first phase may start as early as January 1985, utilizing a small grant from the U.S. government.

In addition to the above, Mexico has initiated a new effort to combat all types of addiction, focusing on prevention activities. Based on a review of available prior studies, it has been determined that the priorities within this effort would be tobacco, alcohol, and drugs, in that order. Under the sponsorship of the Secretariat of Health and Assistance, three separate programs have been developed, complete with objectives, strategies, activities, and evaluation components for implementation in the order listed above.

Tasks have been assigned to each responsible government agency (Secretariat of Education, Attorney General, etc.), based on their area of interest. However, these programs have not been implemented. Although the Board of Directors is in place, development, staffing, and a budget for the implementing organization have yet to be identified. Members of the Board are representatives from the various government agencies involved, with the Secretary of Health serving as the board's president. The programs mentioned above and their ordering priority are based on the work of Dr. Ramon de la Fuente, currently Director of the Instituto Mexicano de Psiquiatria, who conducted a review of previous studies and developed the basis for these programs. Dr. de la Fuente is considered a leading candidate for the job of director of the implementing agency.

The above programs are still in the planning stage. However, there are several currently active programs with excellent information and education

components. These are the Centros de Integración Juvenil, the Consejo Nacional de Recursos para la Atención de la Juventud, and the Centro de Orientación para Adolescentes.

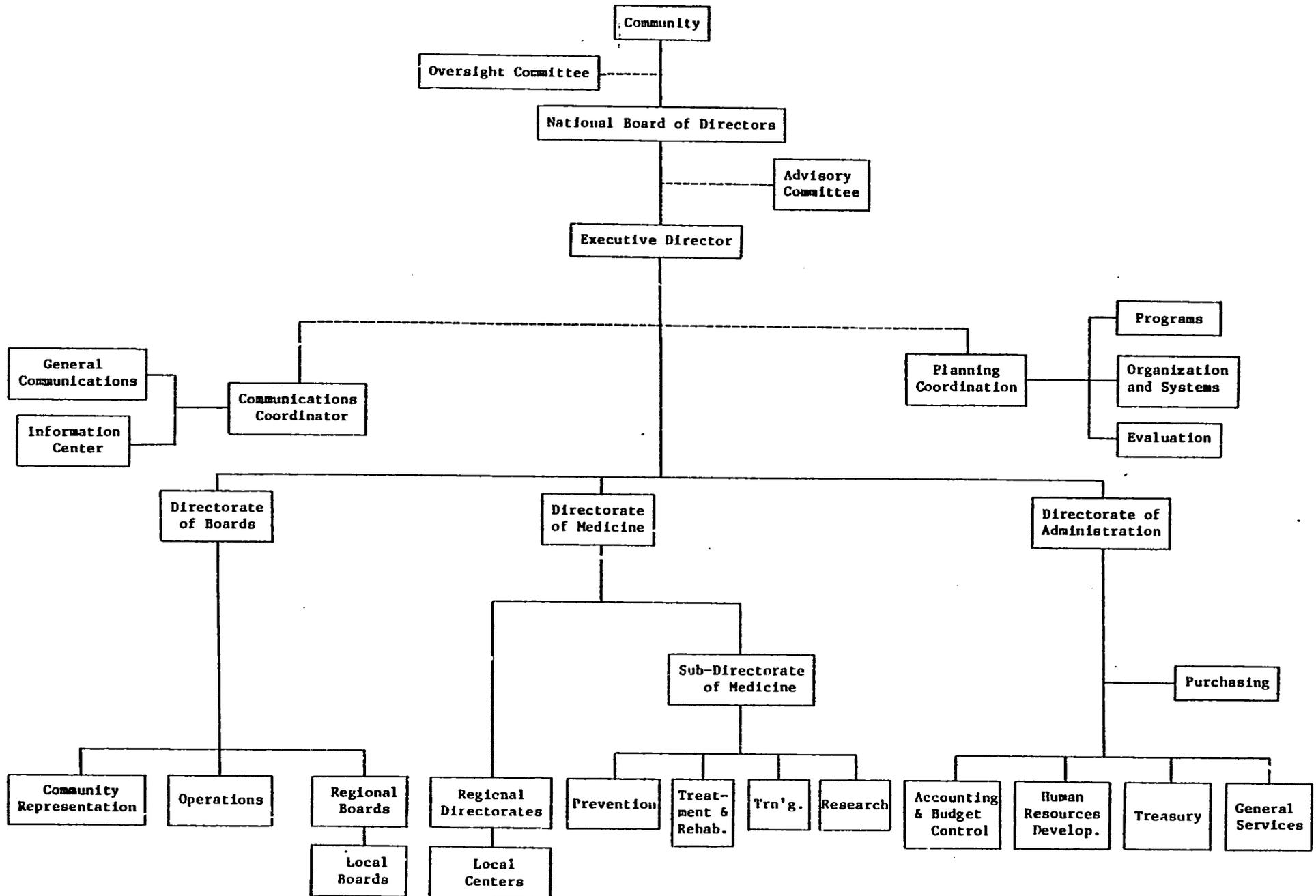
The Centros de Integración Juvenil (CIJ) is probably the most active information and education entity in Mexico today. Formed in 1970 as a community-oriented organization within the area of mental health with a focus on prevention, treatment, and rehabilitation in the substance abuse field, CIJ has grown to a total of 32 centers located strategically throughout Mexico. These centers tend to be located in densely populated cities, or those that have experienced rapid industrial growth, and cities that are heavily dependent on tourism. CIJ is legally defined as a civic association within the Secretariat of Health, which makes it an autonomous organization that can act independently in most matters, subject only to general guidance from its board. The National Board of Directors consists of ten members, five representing the federal government and five private individuals. CIJ is funded primarily by the federal government with additional resources from state/city governments and from the local community in which the Centers are located. Available operating resources consist of cash, volunteer efforts, contributions in kind such as facilities, furniture, utilities, etc. The latter are included in the operating budget and are costed at market value. CIJ also relies on the availability of professional graduates who are required to devote six months of internship in their chosen field in order to be considered fully qualified to enter the job market.

CIJ operates on the premise that community interest and involvement is critical to its success. Thus, local centers are established only at the request of a sponsoring group, either a civic organization or the local city/state government. The sponsoring group makes provision for the development of a local board of directors and commits sufficient resources for its initial operation. Each local center, when fully operational, is able to provide a full range of services in prevention, treatment and rehabilitation, with treatment being provided on an outpatient basis except for two centers that have an inpatient capability. Again, each center, although an integral part of the overall organization, operates autonomously in all functions, relying on the national organization for support and assistance.

As shown in the chart on the next page, CIJ has organizational elements devoted to research, training, and public information, education, and resource sharing. The latter is handled by the CIJ coordinator for communications through the Public Information Section and the Information Resource Center at the national level. CIJ prints and distributes pamphlets on various drugs, their effects, risks to health, and potential for addiction. They also distribute promotional materials to recruit volunteers and reach groups at risk. In addition, CIJ has recently initiated a quarterly publication entitled "FD-Organó Informativo de los Centros de Integración Juvenil."

The other department or section of communications coordination is the Information Resource Center which collects and maintains an extensive library of journals, newspapers, and books on drugs, drug abuse and related problems and solutions. The Center has an inter-library loan capability and in addition to the exchange of information with other institutions, also responds to requests for information from the general public.

FIGURE 7  
CENTROS DE INTEGRACION JUVENIL



As of this writing, CIJ appears to be the major source of information and education on drugs and drug-related problems. Nonetheless there are other entities in Mexico that do provide some drug information services, although the drug issue is an adjunct to other social services provided. These are discussed briefly below.

The Consejo Nacional de Recursos para la Atención de la Juventud (CREA) is a youth-oriented organization funded by the Secretariat for Public Education. The organization, which serves as a channel between the government and youth, prints and distributes materials such as posters, booklets, and a monthly magazine (Encuentro) on topics that are relevant for the youth of Mexico. These topics include health, nutrition, sex education, family planning, alcoholism, and drug abuse. Initiated in 1977, CREA has 16 chapters in Mexico City and at least one chapter in each of twelve other states. With a current annual budget of US\$7.5 million, CREA has 2,000 salaried personnel and approximately 1,000 volunteers. The organization sponsors sports events for youth, operates a youth job bank in Mexico City and has published a booklet on the legal aspects of employment in Mexico.

Another civil association sponsored and funded by the Secretariat of Public Education is CORA or the Centro de Orientación para Adolescentes. The idea behind this center was to create an integrated social services program for youth that takes into consideration the personal, family and social development of adolescents and includes parents, teachers, and supervisors. CORA was started in 1978 and to date claims to have reached more than 30,000 adolescents between eleven and twenty-two years of age.

Some of CORA's more significant objectives are to:

- Develop youth leaders to motivate and work with other adolescents;
- Orient and train those adults that are closest to youth (such as parents, teachers, and professionals that work with youth) in such areas as interpersonal communication, working with youth groups, counseling;
- Conduct research on youth problems and distribute the results of this research;
- Develop and distribute informative materials directed at youth and their families; and
- Encourage the coordination between institutions and youth groups in the health and education sectors to better address the needs of youth.

Specific services offered by CORA include psychological guidance (individual and group), medical services, and personal education on health, psychology, and human sexuality. In addition, CORA provides its youth membership with the opportunity to engage in various activities such as sports, social, arts, vocational, and cultural activities. Probably one of the most popular activities is the theatre, where young people develop their own concept for a production, write the script, produce, and act in the

production. This has received extensive support from the National Theater Company and people active in the arts. A competition is held each year to determine the best play. In addition to providing an alternative to negative behavior, this activity enables youth to communicate with adults on topics that they would normally be reluctant to do on a face-to-face basis.

In addition to the above, there are other government programs that provide social services, including prevention and health promotion, to the public at large, such as the Sistema Nacional para el Desarrollo Integral de la Familia, popularly known as DIF. Although DIF utilizes various forms of media to publicize its services (a wide range of social services) and to reach the target population, public information and education on narcotics related matters are not its main function.

#### E. Bolivia

The major drug information and education program in Bolivia is being carried out by CESE, Campaña Educativa sobre Estupefacientes, a U.S.-funded Bolivian organization staffed by three people. CESE's objectives are to alert the public, youth, parents, and opinion leaders to the dangers of drug abuse and the impact that production and drug traffic have on Bolivian society and eventually to convince the government to take stronger action in this area. Less than a year old, CESE has sponsored two national seminars; conducted a national survey on the attitudes of Bolivians toward the drug problem; held a three-day seminar for journalists in La Paz and one-day seminars in Cochabamba and Santa Cruz; conducted one-hour daily sessions for school children over a twelve-day period; held orientation meetings for parents; trained young people on information dissemination; and sponsored a national poster contest.

Although CESE is an organization within the Ministry of Interior, specifically under the Comité Nacional de Lucha Contra el Narcotráfico, United States Information Service (USIS), and Narcotics Assistance Unit (NAU) personnel jointly oversee CESE's activities. The annual budget for the first year is approximately \$100,000, with the Bolivian government providing office space. The staff consists of a director, who is a clinical psychologist, a writer/editor, and a secretary/translator. The staff appears to be well versed in lobbying activities and has excellent relations with the media, especially the press, and obtains excellent coverage of all its activities both before and after specific events. The seminars for media representatives as part of the overall educational efforts have been an excellent way to gain their continuing support.

Although CESE has not developed any specific materials for distribution other than a synopsis of its two national seminars and its periodic news releases, a national poster contest has provided some material for possible future use. Unfortunately, of the approximately 150 entries, all except five carried a "scare-tactic" theme which is still very much in use in Colombia, Mexico, and Peru. The U.S. experience with this theme has indicated that scare tactics do not work with potential or current drug users. It is much more effective to focus on the positive aspects, such as prevention and health promotion. This is an area that will have to be explored further in the campaign strategy that is finally developed for Peru.

The winning poster in the CESE-sponsored contest was used as the cover for the daily newspaper PRESENCIA's weekly supplement on Thursday, November 1, 1984. In addition, the supplement contained a two-page spread of articles on the drug problem in Bolivia.

CESE appears to have been a catalyst for renewed efforts against narcotics by the Catholic Church. According to a recent letter from the Bolivian Bishops, two years ago the Church warned Bolivians about the dangers, to the country and its people, of coca production and drug traffic. It is now joining forces with CESE on a national campaign to once again bring the drug problem into public focus.

AID is also supporting a Catholic-run radio station in Cochabamba with the goal of expanding its transmission capability to the coca-producing Chapare region to support its agricultural development projects. The idea is to provide in the near future public education-type programs to assist the campesinos in switching from coca to other crops. In addition, radio spots on production, trafficking, dangers of drug abuse, etc., also would be produced and transmitted.

Finally, during the last week of October 1984, the Bolivian police forces mounted a raid on some of "Coca King" Robert Suarez Gomez' property in the Department of Beni. The police, utilizing troop transport planes, helicopters, and small Cessna aircraft, and with a full contingent of radio, TV, and newspaper reporters, raided the Villa Mosquito, a cocaine processing facility, along with Suarez' personal hacienda. Both sites were found abandoned, although 80 kilos of cocaine and an undetermined amount of coca paste were found at the second site. A twenty-minute film documentary was aired on the state-owned television network on October 31, 1984, and all the newspapers carried accounts of the raid.

#### F. Peru

For all intents and purposes, Peru does not have a public education and information program on narcotics or narcotics related matters. There are many small organizations, clinics, and institutions that provide some information but it is either directed at a particular group (limited distribution) or the information is promotional in nature; i.e., it is designed to solicit clients for treatment services. Chapter VI. on Private Voluntary Organizations contains a fairly comprehensive list of these organizations. However, some are discussed here to provide an indication of the type of information available.

The Asociación Nacional de Scouts Peruanos is actively involved in working with youth throughout the country. Individual troops work closely with the Peruvian Investigative Police in coordinating drug information and education activities for their members. Posters and flyers are developed for individual troop use. On a national level, the Scouts sponsored a national seminar on "Youth Against Drug Addiction" in May 1983 in Lima. The objectives of the seminar were to:

- motivate the community (local, regional, national) to take action against the illicit use of drugs; and

- minimize and/or eradicate the drug addiction problem.

The topics covered during this two-day session included, but were not limited to:

- the causes of drug dependency in Peru;
- incidence of drug dependency;
- role of the family;
- role of youth organizations; and
- the therapeutic value of the Scout movement.

The proceedings of this two-day seminar were printed in the June 1983 issue of Acción Internacional, a monthly bulletin of the Interamerican Region of Organización Mundial Scout. Earlier, in 1980, the entire June issue of Acción Internacional was devoted to the problem of drug use and abuse. Included were prevention techniques, causes of drug addiction, drug use indicators, and a description of the types of drugs that are commonly consumed in Peru.

More recently, the Programa Interamericano Scout de Desarrollo de la Comunidad has started to publicize its latest campaign against drug abuse with the development of a poster entitled "Crusade Against Drug Abuse" and the announcement of a forthcoming seminar on drug abuse prevention scheduled for December 5-7, 1984.

The scouting movement in Peru appears to be very active in prevention activities and could be a useful partner or adjunct to any information/education activities undertaken. Furthermore, adults involved in the scouts tend to be leaders or potential leaders in the community as well as at the national level.

The Church has also been involved to some extent in drug information, education and prevention activities. The diocese of Callao, in coordination with the Ministry of Education organized and conducted a series of juvenile group sessions that contained a prevention component. Although discontinued due to lack of funds, the Bishop of Callao continues to be concerned about the problem and speaks out on the issue frequently. Fe y Alegría, a religious association that sponsors and supports schools in marginal neighborhoods throughout the country, has incorporated a ten-hour drug information component into the school curriculum.

On the other side of the coin are organizations such as the Asociación para la Prevención, Tratamiento y Rehabilitación de la Drogadicción and the Instituto Internacional de Información sobre Coca y sus Derivados. Although both have their own board of directors, they are primarily one-man organizations. Both have developed, printed, and distributed booklets

designed to inform the populace. The former's "Guide to Mental Health - Prevention of Drug Use" is a comprehensive booklet covering the etiology of drug use and dependence, prevention, characteristics of a drug user, and the family syndrome of drug dependency. This author uses the booklet extensively with the families of his patients.

The second organization mentioned above has printed a booklet entitled "No a la Droga." It is a simple easy-to-read booklet that provides basic information on coca and its derivatives, dangers of drug use, addiction, and a self-administered test to determine susceptibility to drug addiction. The booklet also professes to be an announcement of a national campaign against drug addiction and authorizes and encourages readers to reproduce it and pass on copies to friends and associates. Also included are various references for additional information such as the Ministry of Health, several hospitals, and the local U.S. Information Service, as well as some international sources. Unfortunately, the founder of this organization has been linked to experimental surgical procedures to treat hardcore coca paste addicts.

In the public sector, in accordance with Decree Law No. 22095, the law for Control of Illicit Traffic of Drugs, the Ministry of Education is responsible for developing educational activities related to drug abuse prevention. This responsibility has been further assigned to the Comité de Coordinación Sectorial de Educación para la Prevención del Uso Indebido de Drogas (COSEPUID), of the Junta Permanente de Coordinación Educativa (JUPCE). To date, COSEPUID has developed, and the Minister of Education has approved, a National Plan for the Prevention of Drug Abuse. The specific objectives of this plan are to promote awareness and consciousness raising among teachers and parents and to foster the development of teachers in the area of human values. As part of this plan, the Ministry of Education has trained over 5,000 teachers to deal with drug abuse prevention issues and has developed audio-visual materials for use in schools and on the air. However, these have not been used very much due to lack of funds.

The American Embassy, through the United States Information Service (USIS/Lima), recently initiated a new information and education activity to increase awareness among Peruvian professionals. Working closely with public officials and private professionals, USIS staff sponsored the formation of a select committee of Peruvians to plan the first Peruvian national drug abuse prevention conference. The conference, held at the Binational Center's auditorium in Miraflores on October 29-31, 1984, attracted over 300 representatives of civic organizations, the Peruvian government, the medical profession, educators, the news media, parent group leaders, church and youth groups, the police and the military services. The conference was officially opened by the Minister of Health and the U.S. Deputy Chief of Mission and closed by the President of Peru, the U.S. Ambassador, and the Minister of Education. Presenters during the three-day session included Dr. Ethel Bazan, Director of Mental Health, MOH, who spoke on "Drug Addiction Problems"; Dr. Raul Jerí, Chief of the Department of Medicine, National University of San Marcos; "Measures for Treatment and Prevention of Drug Addiction in Peru"; Father Aurelio Idrogo Sanchez, Ministry of Education, "Education and Drugs"; Dr. María Isabel Salazar de Lince, Director/Founder of the Colombian

Foundation, PROMETFO, "Communication as an Indispensable Element in Drug Prevention"; Dr. Edgardo Pando Pacheco, Director-General of the National Institute for Educational Television, "Outlines of Education Policy and Prevention of Drug Use"; Dr. Manuel Gallardo, State Department's Bureau of International Narcotics Matters (INM), "U.S. Experience in Drug Abuse Prevention"; and Dr. Juan Luis Avendano Valdez, Vice-Minister of Justice, "Peruvian Judicial Policy on Narcotics." Each presentation was followed by a question and answer period in which questions were directed in writing to the presenter. Except for questions (in writing) there was little opportunity for dialogue and exchange of information among attendees other than during the breaks taken at midmorning. Nonetheless, this was a "first" for Peru and both USIS and the other co-sponsors of the conference are already planning for the next phase of activities with the most immediate goal being that of creating a "broad-based pressure group led by prominent Peruvian citizens" to inform, educate and lobby for more effective control of drugs and drug production.

As an adjunct to this first national seminar, USIS printed and distributed the first issue of AHORA, a publication on drug addiction. Hopes are to make this into a bi-monthly publication as a means of informing and educating the Peruvian public on the growing dangers of drug use. Also available to conference participants were translations of five articles on cocaine, marijuana, drugs in general, and drug policies of the United States.

Other USIS activities include interfacing with the media to arrange for publication of news releases and relevant articles on drug use, working with Rotary and Lions Clubs to involve them in information and education programs, and coordination with Channel 5 to develop and air relevant drug prevention spots.

In its review of narcotics-related activities in Peru, the study team encountered no programs or activities specifically directed at educating the public at large or the population in coca-producing regions about production-related problems. The news media reporting on terrorism and violence tend to sensationalize the movements of drug traffickers. While the awareness survey -- carried out by this study (discussed in Chapter III) -- was designed to elicit responses about drug use and abuse rather than about traffic and production, conversations with many groups in Peru indicate that drug trafficking is considered a problem. However, production of coca is not considered either a cause of coca trafficking or as a cause of drug abuse. The fact that Peru is one of the major producers of coca products is not linked in the public eye to the availability of pasta básica on Peru's streets. Any educational effort planned to address drug problems must address the enormous risk which the ready availability of drugs poses for the country.

Except for the USIS-sponsored efforts, public education and information activities in Peru are minimal, and those that do exist, occur in a vacuum. However, there is tremendous potential for rapid and easy dissemination of such activities through the existing organizations and groups that are involved. Civic groups such as Rotary and Lions Clubs are interested and already involved in drug information and drug abuse prevention within their own communities.

### G. Implications for Peru

Based on the experiences of the U.S., Colombia, Mexico and Bolivia, there are a number of implications for Peru as it embarks upon public awareness activities focused on drug problems. They include:

- The coordination of efforts among all groups involved is essential. This includes not only a systematic division of labor among the groups involved, but also an agreement on the type of messages, aimed at particular audiences that will be promoted. All segments of the society should be encouraged to join the campaign, including schools, churches, government and military groups, PVOs, youth organizations, the media, and so forth. Communication among and between these groups and the center is very important -- to avoid overlap and to motivate a united effort. Moreover, the participation and support of all such segments of the population will lend greater credence to the anti-drug messages, and distribute the burden of scarce resources. The review of many private organizations (Chapter VI.) has shown that such organizations are concerned about the drug problem and are attempting to inform their constituencies to the best of their ability. Some are more effective than others. What is obviously missing is a national strategy to focus the efforts of diverse groups against drug use, production and trafficking. Equally important will be the need for coordination within the U.S. country team. As discussed in the Peru section of this chapter, USIS is already sponsoring the formation of a broad-based group of Peruvian citizens who will undertake certain information and education activities designed to increase the awareness of the populace to drugs and drug-related problems. Although the drug problem is sufficiently serious to warrant multiple efforts to combat it, it is important that these efforts be fully coordinated so as not to transmit mixed messages to the populace at large.
- The involvement of recognized leaders, at all levels, is an important element. In the U.S. and Colombia, the support by the First Ladies has greatly enhanced the efforts of their respective national campaigns. Similarly, sports heroes, actors, and movie stars have lent their names and support to past drug campaigns, with certain levels of success. Moreover, community leaders, authority figures and youth "heroes" can be called upon for support in promoting drug abuse prevention. Such activities are important to counteract the glorification of "drug moguls" with expensive material possessions and "fast lane" lifestyles. The involvement of Peruvian leaders, particularly those holding political or governmental positions, will be difficult at first and will require intensive orientation and lobbying by peers. Unfortunately, there is still a tendency to stigmatize (as having a drug problem) anyone that speaks up against drugs. Additionally, terrorist actions against local officials or community leaders suspected of cooperating with the government's efforts to control drugs, production and trafficking, will have a dampening effect on their involvement. Such involvement will have to be carefully orchestrated to minimize any negative fall-out from their actions.

- Informational messages and educational materials must be targeted carefully to appeal to those groups most willing to act on the problem and those groups most heavily involved in drug abuse . This includes appropriate language and characterizations, proper timing and follow-up of media messages and realistic messages. Many examples of messages and materials used in Peru rely on the use of scare tactics or negative messages. By and large, scare tactics have proved ineffective at best and counterproductive at the worst extreme. Similarly, straight informational messages on the effects of drugs also tend to arouse curiosity in the young thus sometimes leading to experimentation and continued use. On the other hand, parents, teachers and adults working with youth need realistic and factual information if they are to recognize the indicators of drug use and effectively counter the effects of causal factors.
- Messages focusing on promoting good health, encouraging personal skills of assertiveness, dealing with peer pressure, leadership, etc., have proven to be effective in the U.S. Similar messages targeted, for example, at the inhabitants of the pueblos juvenes may be particularly useful especially if they are tied in with specific activities that promote the improvement of social conditions by the residents themselves within the neighborhood.
- The awareness survey (see Chapter III.) indicates both a demand for information and a receptivity to information campaigns. Further, educational methods are highly regarded in Peru; survey respondents overwhelmingly endorse the use of educational techniques in response to the drug abuse problem. Respondents' perceptions that drug abuse is due to the social environment, peer pressure, and the breakdown of the family leads one to believe that the way to attack it is through the technique of developing positive psychosocial skills, a technique that has worked well in the U.S. and is being used more and more in both Mexico and Colombia. This concept was expressed succinctly by a representative from the Ministry of Education at the recent USIS seminar, when he stated that "to change the world we must first change the individual. "However, it is also critically important that an information and education program or campaign stress the ready availability of coca products in Peru and alert the citizens to the danger that such availability poses. In this regard, the current problems in Colombia, another country with ready drug availability, should be well-publicized as an example of the widespread problems drugs can cause in a country.
- Although Peru is not unique (Mexico, Colombia, Boliva, and even the U.S. are also producing countries), the fact that Peru is a major producer of coca suggests that certain factors be taken into consideration in organizing and implementing a public education and lobbying campaign. First, coca production and use are traditional, going back many centuries; this traditional and cultural trait has many defenders in Peru and they are opposed to any eradication activities.

Furthermore, they tend to see these efforts as U.S. infringement on Peru's sovereignty. Secondly, some coca production is legal and the illegal production, which is increasing, is difficult to control due to lack of resources, terrorist activity, and corrupt officials. Third, the populace apparently does not perceive that there is a connection between ready availability (relative price and purity of the product) and drug use in Peru. Therefore, a comprehensive public information and education program to increase public awareness must address the above issues, but must do so carefully in order to avoid possible backlash that could destroy the program.

- The level of knowledge of all drug issues (individual and societal effects of use, effects of production and trafficking, etc.) is very low among all survey respondents indicating a need for drug education activities. Mexico's CIJ provides an excellent example of well-coordinated and successful information and education activities. While sponsored by the government, CIJ's centers also receive community support, giving the community a sense of ownership. CIJ is very successful in disseminating materials throughout the country and the materials produced by CIJ are generally of high quality.

Similarly, CESE in Bolivia provides a good model for possible public information activities in Peru. In just one short year, CESE has accomplished several things: it has conducted seminars, held meetings with parents, conducted attitude surveys, sponsored a poster contest, and so on. CESE also appears to have developed a good relationship with the press and enjoys significant media coverage. The large response to the poster contest is a strong indication of CESE's publicity efforts and presumably its ability to reach large numbers of people.

- The example of drug education activities of Peru's Latin neighbors as well as the U.S. point out an important administrative fact. All of the programs summarized receive major funding from either private or public sources. None are totally self-supporting; however, many, if not most, rely upon in-kind and cash contributions for a part of their operating budgets. Even the parents' movement, a grassroots effort in the U.S., has received support in the form of technical assistance from the federal government. Thus, any attempts at establishing a similar program in Peru with the intent of making it self-sufficient will very likely have to take into consideration some type of continuing financial support from either the U.S. government or the Peruvian government.
- The involvement of the Catholic Church in Colombia and Bolivia in the fight against drug abuse has lent valuable credence and support to the effort. The Church is a very strong guiding force in Latin America as elsewhere and can have an enormous impact on educational efforts in Peru.

- Before developing written and media messages, it may be worthwhile to carefully analyze the specific materials produced by Mexico, Colombia and Bolivia to determine the applicability of these materials to Peru's situation. Materials and media produced in the U.S. could be reviewed also, although translation (linguistic and cultural) may require more effort than producing new materials and messages. Furthermore, these countries have developed brochures and other literature on various drugs, their effects and symptoms of use. The majority of these materials are accurate and up-to-date. Thus, these materials would fill the most immediate of Peru's information gaps: that of factual, current drug information.

Peru is in a unique position in that general interest exists in increasing public awareness on drug problems. Starting late in the game, Peru also has the opportunity to benefit from the past successes and failures of the U.S. and the other Latin American countries who have faced similar problems. In the next chapter, alternative means of dealing with the lack of information in Peru are reviewed to determine the best means of implementing a public awareness effort.

## V. ALTERNATIVE MEANS OF DEALING WITH LACK OF DRUG INFORMATION AND KNOWLEDGE

### A. Purpose

This chapter reviews media resources available in Peru and their applicability for use in future drug-related information efforts. The survey results presented in Chapter III are discussed in terms of the various forms of information activities available in Peru. An analysis of television, radio and print media was conducted to ascertain available resources, expertise and past experience in producing public education messages. The analysis also included a review of past efforts in disseminating drug information, and the receptivity of various media groups to participating in future drug information activities.

### B. Relevant Survey Results

The survey of public perceptions and knowledge summarized in Chapter III pointed up many important insights. Most importantly, the survey found that drug use and abuse are considered national problems by the sample, albeit secondary ones when compared with other problems facing Peru (inflation, unemployment, lack of adequate housing, poverty, terrorism, etc.) The majority of the survey respondents indicated that education is the best means of attacking drug abuse problems. The sub-sample of respondents from pueblos juvenes indicated that improving social conditions is the preferred means of combatting drug abuse. The survey also demonstrated that there is a lack of accurate and current information and knowledge among the population. Moreover, it established that there is a strong desire and receptivity for information on drug use and abuse among all sectors of the population. Most of the respondents identified the mass media and conversations with friends as the most common avenues of obtaining drug-related information, which puts a burden on the media to ensure that their sources are credible and the information they disseminate is factual.

Given their lack of information and their expressed desire for educational activities, the survey respondents indicated they favored various formats for disseminating information:

- 94% suggested meetings with parents;
- 87% identified conferences; and
- 86% recommended mass media messages.

Other alternatives, such as disseminating flyers, articles, and periodicals, and producing radio and TV messages, were suggested by respondents, with all alternatives identified by at least 77% or more of the respondents. Moreover, a majority of respondents emphasized using educational programs through the schools at all levels (primary, secondary and university) with a special emphasis on the secondary level. The majority of survey respondents also recommended educational and informational activities

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organized through youth clubs, health clinics, religious organizations, and sports clubs. Finally, the survey respondents overwhelmingly supported informational messages that emphasize the family-related and personal aspects of drug use and abuse.

To summarize, the survey results strongly identify the need for information and educational activities as the best means of responding to the problem of drug use and abuse. All segments of the society indicated they would be receptive to such information through the channels identified. Given these mandates, the study team reviewed media and publishing groups in Peru and assessed drug messages previously disseminated. In the following paragraphs, a brief review is presented of approaches available for disseminating public information and educational messages.

### C. Overview of Media in Peru

The study team conducted a review of available media sources in Peru during the first two weeks of November 1984. The review included an overview of television, radio and print sources, and a look at programs, booklets, and brochures produced in the area of drug abuse prevention.

#### 1. Television

Television is clearly an important and growing medium in Peru. The study team found that television reaches a large segment of the population and that the resources exist in Peru for creating television messages. As part of a coordinated information and education effort, television could be a very effective tool to raise public awareness.

During its review, the study team looked at several variables: the levels of television ownership, the quantity of television viewers, types and scheduling of current programming, audience preferences for specific programs and the extent and type of drug-related messages currently or recently broadcast. Data were collected through the review of television spots and programming schedules, audience acceptability surveys (when available) and through interviews with staff of television channels, advertising agencies and film production companies. Another part of the television review included an examination of ratings and of a 1976 UNESCO-funded audience preference survey of the El Salvador pueblo joven. Interviews included one with the Director of Social Communications in Peru, who provided a book on laws as they pertain to television, radio and the use of print.

According to a study by a local research company, Centro Privado de Investigacion (CPI), as of October 1984, there are 1,735,319 homes with television sets, or approximately 60% of all homes in the departments surveyed.\* In Lima, approximately 80% of all homes have television sets,

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\* The departments of Ayacucho, Huancavelica, and Madre de Dios were not included in this survey.

accounting for some four million potential viewers over the age of five. Based on the CPI study, it is believed that there are approximately 7.6 million individuals in the 21 departments surveyed living in homes with television sets. Thus, television is an extraordinarily powerful tool to get information to almost 40 percent of the population. Table 7 presents a breakdown of the number and percentage of television sets and viewers found in 21 departments in Peru.

A study carried out by DATUM in July 1984 correlates television ownership with socio-economic status. This study found that 43.5% of all television sets are owned by individuals in the upper and middle classes. The lower class makes up 56.5% of television ownership. This is significant when one considers that the lower classes outnumber the upper and middle classes, and have lower levels of accessibility to other relevant information and education resources, such as private physicians or clinics, newspapers, etc.

There are five major television channels in Peru:

- Channel 2 - Latino Americana
- Channel 4 - América
- Channel 5 - Panamericana (PANTEL)
- Channel 7 - RTP
- Channel 9 - Andina

There is also a cable channel in Lima, Channel 27, which primarily broadcasts English language movies and programs. Because it is a pay channel, access is limited. However, depending on how the cable television system progresses, it may be a secondary option for promoting drug prevention information.

Channels 2, 4, 5, 7 and 9 have stations in Lima with the following coverage in the provinces:

- Channel 4 - seven stations and 55 relay transmitters
- Channel 5 - twelve stations and 51 relay transmitters
- Channel 7 - seven stations and one relay transmitter  
(Channel 2 and 9 are only located in Lima)

América has a network that reaches the following cities: Piura, Chiclayo, Trujillo, Lima, Arequipa, Tacna, Huancayo, Tarma, Iquitos, Tarapoto and Pucallpa. These cities also have local television stations that transmit local programming and commercial advertising.

Television channels transmit on an average of eleven and one-half hours each day. Broken down further, the picture looks like this:

	<u>Average</u>	<u>Week days</u>	<u>Weekends</u>
Channel 2	7.5 hrs	8.0	7.0
Channel 4	14.4 hrs	13.3	15.5
Channel 5	15.5 hrs	15.0	16.0
Channel 7	10.5 hrs	9.0	12.0
Channel 9	9.5 hrs	10.0	9.0

TABLE 7  
HOMES WITH TV SETS

Departments	Homes with TV No.	%	Persons 5 yrs. and up in homes with TVs	No. of TVs
Amazonas	5,286	28.9	23,331	5,815
Ancash	64,907	49.4	263,229	71,398
Apurímac	5,264	48.7	21,890	5,264
Arequipa	109,806	69.9	455,922	153,728
Cajamarca	20,409	22.2	90,685	22,450
Cuzco	46,459	34.8	181,301	55,751
Huánuco	14,578	28.5	66,241	16,036
Ica	56,119	61.1	255,850	72,955
Junín	67,107	39.7	279,375	80,528
Lambayeque	82,672	58.0	360,948	98,486
La Libertad	103,715	51.9	443,985	114,087
Lima	907,012	80.5	4,017,238	1,269,817
Loreto	23,579	73.7	122,431	25,937
Moquegua	14,374	59.4	55,585	18,686
Pasco	9,000	53.3	34,200	9,900
Piura	104,480	46.7	485,478	125,376
Puno	35,752	23.4	156,304	42,902
San Martín	16,563	37.7	76,102	18,219
Tacna	21,340	73.1	90,446	32,010
Tumbes	12,131	59.8	58,451	12,131
Ucayali	15,366	48.2	72,154	16,903
<b>T O T A L</b>	<b>1,735,319</b>	<b>59.9</b>	<b>7,611,146</b>	<b>2,268,379</b>

SOURCE: CPI research study, dated October 1984, of 150 cities/towns in 21 departments of Peru, not including Ayacucho, Huancavelica and Madre de Dios, departments declared rebel territory. The cities surveyed contain 84% of the population in Peru.

The results of an audience preference survey by DATUM reveal the following preferences by channel:

Channel 5	Panamericana	935,500 viewers
Channel 4	América	812,200 viewers
Channel 2	Latino Americana	339,900 viewers
Channel 7	RTP	133,800 viewers

Table 8 presents data on audience preference ratings for the five major channels in 21 departments.

Program schedules are varied and include a variety of local and imported "soap operas," quiz shows, talent shows and music video discs. Locally-produced programs for children and youth are of poor quality. News shows are of a mixed format and include interviews, weather and news, both national and international, similar to the "Today" show in the U.S. With regard to specific programs and audience preferences, the October 1984 DATUM study shows that "soap operas" have the highest rating among adults.

A further breakout of the composition and schedules for television programming per week during the period of the DATUM study are as follows:

Children's programs	71 hours*
Films aimed at adults	49 hours
Soap operas	46 hours
Series (imported, canned)	43 hours
News	37 hours
Variety	32 hours
Sports	16 hours
Cultural (documentaries)	12 hours
Comedy	7 hours
Quiz shows	7 hours
Politics	6 hours

For each 60 minutes of television time, there are 12 minutes allotted for commercial "spots." These spots are usually 10, 20, 30, 40 or 60 seconds long with 30 and 20 second spots most common. The system for placement of spots varies per channel. For example, Channel 5 reserves time per program, the remaining four channels place them by "time blocks." As in the U.S., spots broadcast during prime time are more expensive than those shown during other hours of the day.

The costs for air time are negotiable. In accordance with Article 37 of Decree Law No. 182, legal non-profit organizations may petition the television media for inclusion of educational programs during their normal air time. Although required to pay for the air time, the station must reduce

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\* Children's programming includes imported "sitcoms" and animated cartoons dubbed in Mexico.

TABLE 8

## AUDIENCE PREFERENCE RATING BY CHANNELS

DEPARTMENT	TV VIEWERS	CHANNEL 5 PANAMERICANA	CHANNEL 4 AMERICA	CHANNEL 7 RTP	CHANNEL 2 LATINO AMERICANA	CHANNEL 9 ANDINA	OTHERS
Amazonas	23,331	5.0	19.5	7.3	-	-	6.1
Ancash	263,229	18.2	19.5	1.9	-	-	-
Apurímac	21,890	29.3	-	4.7	-	-	-
Arequipa	455,922	19.5	18.9	-	-	-	-
Cajamarca	90,685	12.3	25.5	3.6	-	-	-
Cuzco	181,301	25.8	-	6.9	-	-	-
Huánuco	66,241	29.0	-	3.9	-	-	-
Ica	255,850	18.7	20.4	-	1.5	1.3	-
Junín	279,375	18.7	13.4	7.1	-	-	-
Lambayeque	360,948	18.8	21.4	-	-	-	-
La Libertad	443,985	21.9	19.5	-	-	-	-
Lima	4,017,238	13.3	14.6	2.9	12.0	10.2	-
Loreto	122,431	20.7	20.0	6.1	-	-	-
Moquegua	55,585	32.1	13.5	-	-	-	1.2
Pasco	34,200	25.7	-	-	-	-	11.3
Piura	485,478	27.6	14.2	-	-	-	.2
Puno	156,304	-	30.3	-	-	-	-
San Martín	76,102	15.0	4.1	26.6	-	-	-
Tacna	90,446	18.5	17.7	-	-	-	0.1
Tumbes	58,451	28.1	7.5	-	-	-	6.8
Ucayali	72,154	27.8	18.2	-	-	-	-

the charges somewhat. The station does have the option of refusing to air such programs if management feels they are of poor quality and could impact negatively on the overall rating. This has both positive and negative implications for future possible drug abuse information/education programming. Notably, ads for alcoholic beverages and cigarettes are only permitted in the evenings after 9:00. p.m. which indicates some sensitivity to drug type concerns.

In addition to collecting the preceding descriptive data, the study team reviewed the extent of drug-related educational messages found in television programming. It was found that few programs or spots had any worthwhile content related to drug abuse or drug traffic. One spot produced by Forum for Galletas Field was the exception. The spot was well-produced, did not use scare tactics and gave positive messages about preventing drug abuse. The spot was filmed by Channel 1, a film production company located at Calle Las Aguilas 154, Limatambo.

Other spots on drug abuse were produced by INTE - Instituto Nacional de Televisión Educativa, the TV educational arm of the Ministry of Education. The quality of the spots was poor and the content faulty with instances that show youth in the act of smoking pasta básica (PBC). The spots tend to promote guilt trips among parents. Creativity was lacking and direction, acting and pacing were poor. These programs give an appearance of "home movies." Towards the end of the study team's stay in Peru, the team noted the introduction of a new TV spot which emphasized better communication between parents and children as a prevention technique. The quality of this one was much better.

Television messages dealing with drug trafficking are limited to sensational news accounts. These releases carry no messages about the dangers of drug use or the morality of drug production and trafficking. Rather, they tend to contribute to the mystique surrounding those involved in trafficking: they have limitless financial resources and are the purveyors of the notion of conspicuous consumption. The danger of trafficking and its potential financial rewards can appear highly attractive to some segments of society when portrayed in this light.

In summary, television is a widespread medium in Peru, reaching approximately 7.5 million viewers. Production facilities exist for creating television programs, and the experience and technology are available. Television has had only limited use for broadcasting drug information messages, but its potential is great as a tool for raising public awareness if used as a part of a well-coordinated effort.

Radio is another highly pervasive medium in Peru. The study team's assessment of the radio medium in Peru follows.

## 2. Radio

Educational radio as we know it in the U.S. does not exist in Peru -- yet radio is the perfect medium for reaching large numbers in urban and rural

areas. Television cannot reach all segments because of the geography of the country. In addition, audiences that cannot read or do not have access to television can be reached by radio. According to a survey conducted by DATUM in July 1984, AM radio reaches 870,318 homes in Metropolitan Lima alone. FM reaches 657,090. AM reaches 98.5% of the population of Lima and FM 75.5%. In the 10 principal cities\* of Peru besides Lima/Callao, there are approximately 781,000 radio listeners or 37.3% of the total population in these cities.

There are 175 AM radio stations in the provinces and seven FM stations. Many of these stations relay broadcasts from Lima to the audiences in the provinces. According to the Director of Social Communications, radio broadcasting is less expensive in the provinces than in Lima. Furthermore, although no survey results were available on the number of radios in use it can safely be assumed that most households with television sets also have radios. Radios can be listened to while engaging in other activities and thus are perfect for transmitting appropriate drug prevention and control messages to the maximum number of people, particularly during working hours.

There are 35 AM and 20 FM radio stations in Metropolitan Lima. Tables 9 and 10 rank these stations by preference, based on the DATUM preference survey. For AM stations, young people prefer the RPP and Radio Mar stations. These two stations have a weekly listening audience of 309,000. For FM stations, 1160 and RBC are preferred by young people. Radio 1160 has a weekly radio audience of 94,400; RBC has an audience of 85,100 per week.

DATUM survey respondents spent their AM radio listening time on the following types of programming, in rank order:

Modern music	32.3%
News/information	15.8
"Salsa" music	13.4
Romantic music	8.7
"Del recuerdo" music	7.1
"Creole" music	5.5
"Tropical" music	4.5
Sports	2.1
Commercial ads	1.4
Radio novellas	0.8
Other music	6.6
Other programs	1.8

During every hour of radio programming, 12 minutes are allotted for commercials, usually in spots ranging from ten to sixty seconds. As with TV, cigarette commercials are only allowed to be broadcast after 9:00 p.m.

Like television, radio can be a very useful medium in reaching a large portion of the general public, particularly in the rural areas. It is in

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\* These figures refer to the DATUM survey, which identifies the 10 principal cities as: Arequipa, Cuzco, Chiclayo, Chimbote, Huancayo, Iquitos, Piura/Sullana, Pucallpa, Tacna, and Trujillo.

these areas that radio becomes a critically important medium for communication with the populace. Radio, in these isolated areas, is used not only for entertainment and information on matters of general interest but for personal messages as well, informing people of the planned arrival of a relative, status of relatives in the hospital, etc. As such, radio can be a valuable means of promoting new or improved techniques in agriculture, health and sanitation, and for informing the populace of the dangers of drug use as well as production and trafficking. Tables 9 and 10 provide a clear picture of the potential of using radio as a medium for drug abuse education/information in metropolitan Lima alone. The potential in the other major cities and rural areas is likely even greater. However, neither radio nor television should be used as the only public education tools. A well-planned and coordinated effort must be designed which calls for the use of all media appropriately targetted to reach specified audiences. In this light, the following paragraphs describe the study team's review of another medium -- print media sources.

### 3. Newspaper and Print

The important element in designing a print media program is to establish who the reading audience is for the various publications. Studies provided by DATUM give a better understanding about the literacy rate and reading level of the Peruvian people. The figures quoted correspond to newspaper and magazine sales and give insight into the limited interest in reading materials.

Peruvian educational statistics quote a high literacy level (84% for 1981) for the country. One of the measurement tools used is the electoral registry (which is mandatory and necessary to obtain required identification documents) where a person must sign his/her name. This interpretation of a literacy level is highly questionable. Persons interviewed at the Ministry of Education stated that 95% of school age children are registered in first grade; of these, 45% drop out at third grade, and only 50% complete sixth grade or primary education. Of the 50%, 10% complete secondary education and go on to a university. Given this, it appears that a large number of the people in Peru either cannot read or do so at a very low level.

Although there are many reasons why people don't buy newspapers, literacy very likely would head the list (with economics a close second, particularly for a large portion of the population). However, newspapers are read to a certain degree even when they are not purchased. People walking along the street in downtown Lima can often be observed reading the front pages or even just the headlines of the posted newspapers at the stalls of street vendors. Children selling newspapers to motorists on the bigger highways tend to give motorists the opportunity to scan headlines quickly. Albeit limited and haphazard, some information is disseminated in this fashion. An informal survey with market vendors interviewed during this study found that people often do not comprehend all the words in one sentence. They could read and understand common words of two or three syllables, but beyond that they could not give a clear explanation of what they read.

Based on a national survey of 3,277,000 persons, DATUM compiled a listing of readers and non-readers of newspapers by sex and by class. Tables

TABLE 9

AM TRANSMISSION

Study No. 3 - July 1984  
Greater Lima

PREFERENCE (in order)	STATION	NO. HOMES
1	R. P. P.	33,500
2	Radiomar	31,800
3	1160	24,600
4	Victoria	17,200
5	Onda Popular	15,700
6	Panamericana	14,800
7	R. B. C.	11,900
8	Moderna	10,700
9	Miraflores	8,100
10	América	7,200
11	Libertad	6,900
12	El Sol	6,800
13	Excelsior	6,600
14	Inca Radio	6,200
15	Omega	6,000
16	La Crónica	5,700
17	Aeropuerto	5,600
18	Exito 1060	5,000
19	Del Pacífico	4,500
20	Estación X	4,300
21	Unión	4,100
22	Nacional	3,800
23	Atalaya	3,600
24	Lima	3,400
25	Comas	3,300
26	Otras emisoras	25,900

TABLE 10  
FM TRANSMISSION  
Study No. 3 - July 1984  
Greater Lima

PREFERENCE (in order)	STATION	NO. HOMES
1	1160	22,300
2	R.B.C.	20,600
3	Panamericana	19,800
4	Radiomar	14,100
5	Studio 92	14,000
6	Excelsior	11,500
7	Omega	8,900
8	Miraflores	6,800
9	Super FM	5,300
10	América	4,700
11	Doble Nueve	4,600
12	Radio A	3,600
13	San Borja	3,600
14	Telestereo	2,900
15	Del Pacífico	2,600
16	Unión	2,300
17	Stereo Lima	2,200
18	Sol y Armonía	1,500
19	Otras Emisoras	1,000

11 and 12 provide details of this national readership survey by sex and socio-economic class. Also included is an indication of readership levels among housewives as a population segment.

Peru has a total of 10 newspapers. They are La República, El Comercio, Expreso, Ojo, Hoy, La Crónica, La Prensa (temporarily not in press). Extra, Tercera and Última Hora are afternoon tabloids.

El Comercio reaches all parts of the country with the same news. Expreso has two editions, one for Lima and one for the provinces. La República has the highest volume of sales daily, except on Sundays, when El Comercio's circulation is almost doubled. This is due to the Sunday supplements.

Newspapers have proven to be an effective tool for reaching opinion molders. This method was successfully used by the International Planned Parenthood Federation (IPPF) affiliate in Lima with the Population Information for Policy and Opinion Makers (PIPOM) project. Articles on social and economic implications as they relate to population growth appeared on a weekly basis, reinforced with a full-page family planning information section printed in the Sunday supplement. The impact of this campaign led to the television and radio spots produced by Forum for the Ministry of Health. The spots emphasize and promote family planning methods. Three years ago, this would not have been possible in Peru. Another outcome of the news campaign and PIPOM is the decision by the Ministry of Health to include family planning information and methods in all government hospitals and health centers. Similarly, AMIDEP (Asociación Multidisciplinaria de Investigación y Docencia en Población) through a series of educational activities, complemented by a program of research and information, has been very effective in raising consciousness about the population problem in Peru. More recently, El Comercio ran an extensive campaign on automobile and traffic-related problems in the Lima metropolitan area, which has stimulated public dialogue and political action. Although these types of newspapers campaigns have tremendous potential, like any other type of campaign, there must be some group or organization to followup and keep the impetus going to produce viable results.

Study team interviews with members of the press included leading journalists from newspapers and magazines. As an example of the level of interest among journalists, a journalist from the magazine Caretas, one of the oldest magazines printed in Peru, indicated that the magazine could cooperate with a drug abuse information campaign aimed at leaders as long as they had liberty to pick the features.

There is interest among journalists to pursue drug information and education activities if a certain degree of editorial freedom is permitted. The newspapers can be very useful in stimulating public discussion of the issues, which can lead to legislative review and change. The print media seems to be particularly effective in influencing public leaders and opinion molders. However, to reach this audience print media must be used in conjunction with other methods of disseminating information, which are described in the following paragraphs.

TABLE 11  
 NEWSPAPERS/MAGAZINES READERS\*  
 N = 3,277,000

	TOTAL		MEN		WOMEN		HOUSEWIVES	
	%	Number	%	Number	%	Number	%	Number
<u>Readers</u>	45.0	1,474,700	50.3	805,800	39.9	668,900	29.2	290,000
<u>Non-Readers</u>	55.0	1,802,300	49.7	796,200	60.1	1,006,100	70.8	703,000
<u>Total</u>	100.0	3,277,000	100.0	1,602,000	100.0	1,675,000	100.0	993,000

TABLE 12  
 READERS BY SOCIAL CLASS\*

	UPPER		LOWER			
	%	Number	%	Number		
<u>Readers</u>	58.6	313,000	48.6	307,100	40.5	854,300
<u>Non-Readers</u>	41.4	221,700	51.4	324,900	59.5	1,255,700
<u>Total</u>	100.0	535,000	100.0	632,000	100.0	2,110,000

\* Circulation data from DATUM, based on an interview population of 3,277,00.

#### D. Other Methods of Disseminating Information

Both from the study team's experience and that of the PIPOM project and others, it is clear that the exclusive use of print and broadcast media to inform the public is not sufficient. Other activities must take place over time to reinforce and build upon the media messages. Moreover, the electronic media are relatively expensive; repeatedly using large quantities of air time to disseminate messages would be prohibitively expensive.

Other activities planned to coincide with or followup media efforts that have proven successful are conferences and discussion groups (with government leaders, civic and youth group leaders, teachers, parents, religious leaders, etc.). Another followup method that has been useful is school curricula designed to incorporate and expand upon the media messages broadcast. For example, in the fall of 1983, a television program on drugs was broadcast nationally in the U.S., sponsored by the national parents organization. Schools across the country planned meetings with parents and students about the program and presented daily lesson plans during the week to reinforce the program's major messages. The PIPOM project discussed above conducted seminars, discussion groups and luncheons with government leaders that included parliamentary members interested in population problems. These parliamentary members later formed a "Parliamentary Group" for population and family planning issues that lobbied intensively for approval of family planning information/education programs within the government health sector.

This review of approaches to inform and educate the public has shown that many dissemination sources are available in Peru. In the next section the results of interviews with staff at organizations which might potentially produce educational materials for the media are presented.

#### E. Organizations Involved in Developing Educational Messages

To get a clearer picture of capabilities relative to developing drug abuse messages in Peru, visits were made to various institutions/production companies that have developed educational messages for the public in the past. Of the 15 companies and organizations interviewed who are involved in developing educational/informative messages, all but one expressed an interest in cooperating in the future development of drug-related messages. Two of the organizations interviewed are planning future drug-related productions: Sonoviso del Peru is planning a documentary on drug use, using a former drug addict and the University of Lima/CECOM is developing a radio program on alcoholism. However, Sonoviso declined involvement in future efforts. Five of the organizations have previous experience with the development of drug-related messages:

- Center for Non-Broadcast Radio Production for Marginal Neighborhoods produced a program on alcoholism for its target audience (pueblos jóvenes);
- University of Lima/CECOM presented a 1-hour radio program with testimony from an ex-drug user;

- Channel 1 developed an animated drug prevention commercial;
- INTE, as discussed earlier, has produced three minidocumentaries on drugs; and,
- Caretas has printed a variety of feature articles on drug traffic.

As described in Table 13, the other organizations have different missions and target audiences. Notably, the staff interviewed at Causa, an advertising agency, expressed interest in involvement with a drug-related campaign and indicated that it could be accomplished with a relatively low budget and a high level of cooperation. Causa produces television, radio and print commercials/advertisements and has excellent production capabilities. Table 13 at the end of this chapter contains greater details of the organizations interviewed, their experience with developing drug-related messages, and their willingness to participate in future information/education campaigns. Overall, however, it is clear that there are a diversity of organizations capable of producing quality materials.

#### F. Potential for Using Alternative Information and Education Approaches

The overview presented thus far provides insights for making media decisions and program choices. To summarize, television reaches a wide audience in most of the regions in the country. A decision not to use television sometimes is made because of cost considerations. However, if the costs are considered in relation to the total number of persons reached, the cost/benefit factors often favor the use of this medium. Radio is a low budget medium for reaching a great number of people. All classes listen to radio; it reaches distant rural areas not covered by television. Effective use of print may require research on true literacy levels. On the other hand, the advantages for using print include the delivery of the message in all regions and the multiplier effect in the passing down of information through readers. In the following pages, the applicability of various means of informing and educating the Peruvian public about the country's growing drug problem is discussed in more detail.

##### 1. Electronic Media

The electronic media (television and radio) in the last few decades have demonstrated their power to inform and influence people, either subconsciously or consciously. They are powerful tools for reaching a large number of people, regardless of literacy. Their power to influence leaders may not be as great as the print medium as they tend to confine their advocacy role to selling consumer-oriented products. Unfortunately, in Peru, unlike other countries, television stations do not as a general rule take an objective editorial position on matters of public interest. Apparently, they prefer to identify with a policy line and stay with it regardless of its impact on the general public.

TABLE 13  
COMPANIES/INSTITUTIONS SURVEYED

PLACE	CONTACT PERSON	DRUG RELATED PROGRAM		INTEREST IN COOPERATION		ACTIVITIES	TARGET AUDIENCE
		Yes	No	Yes	No		
1. CESPAC	Dir. Manuel Garcia Solaz		X	X		Video production, educ. in nature for use with groups.	Rural and urban groups.
2. Center for Radio Production Non-Broadcast for Marginal Neighborhoods	Pedro Sanchez Dir. Radio Santa Rosa	X		X		Programs aimed at the problems of <u>pueblos jovenes</u> , produced by petition one program on alcoholism.	Community groups in <u>pueblos jovenes</u> .
3. Sonoviso del Peru	Fr. Claudio Chouinard C.S.V. Episcopal Commission	X			X	One documentary on drug use-plan to produce another using an ex-adict. Prod-in house	Parish groups.
4. University of Lima/CECOM	Manuel Benavides Director of the Center	X		X		Radio programs, 1 hour with music and testimonial messages delivered by an ex-drug user. Program on alcoholism currently in production. Prod-low budget.	Marginal groups and general audience.
5. AV Center EST	Inés Statuft Dir. of Center	X		X		The programs in stock are imported. The co. sells and distributes AV materials for schools produced overseas. Currently in stock for sale are programs on alcohol, and drug prevention produced by Encyclopedia Britanica. Prod-Excellent.	Schools and Educ. Centers.

PLACE	CONTACT PERSON	DRUG RELATED PROGRAM		INTEREST IN COOPERATION		ACTIVITIES	TARGET AUDIENCE
		Yes	No	Yes	No		
6. Pedagogical Institute	M. Gloria Peirano Dir. - AV Prod		X	X		Educ TV programs on child development and other such related subjects. Home-made, non-professional.	Teachers in training.
7. Studio 100	Javier Cinago Producer		X	X		Produced TV spots for FORUM on Responsible Parenthood, Vaccination, and Rehydration. Production quality - Very good.	General audience of reproductive age, parents.
8. CHROMA Productions	Oscar Alvarez Dir/Producer		X	X		Many commercials, documentaries and video tapes Excellent prod. capabilities.	General audience.
9. FORUM - Ad Agency	Jorge Salmon José Romero	X		X		Ad agency responsible for research & development of "Health Spots" for Min. of Health. Agency handles a large portfolio of accounts in Peru. Program dev. capabilities-Excellent.	General audience.
10. CAUSA - Ad Agency (Oldest in Peru)	Jaime Grau and Fernando Florez-Estrada		X	X		Commercials for TV, radio and print. Expressed interest in cooperating with the campaign-thinks it can be done at a low budget if cooperation is sought without mention of USAID Program dev. capabilities-Excellent.	General audience.

PLACE	CONTACT PERSON	DRUG RELATED PROGRAM		INTEREST IN COOPERATION		ACTIVITIES	TARGET AUDIENCE
		Yes	No	Yes	No		
11. Sistema Nacional de Comunicaciones	Henry Aragon Director		X	X		Production of booklet on laws re Social Communications in Peru.	Station managers- ad agencies interested parties.
12. Channel 1	Enrique Boisset	X		X		Series of short films and commercials. One commercial on drug prevention/animation format. Quality excellent financed by Field Crackers.	Young children and adolescents during vacation.
13. INTE - Educ. TV Min. of Educ.	Alfredo Barrios	X		X		3 mini-documentaries - Soap opera style. Prod. quality-poor Content-negative *See narrative for description.	Parents and youth.
14. El Comercio newspaper	Jorge Aprile Director Public Relations	X		X		Various news stories on drug traffic. Nothing for drug prevention. Offered help in developing a campaign.	Middle class reading audience.
15. Caretas	Gustavo Gorriti	X		X		Various feature articles on drug traffic.	Middle class reading audience. Opinion leaders.
16. BERSA Films	Bertha Saldana		X	X		3 art films, good direction and camera work; poor processing; has possibilities but lacks studio equipment, etc.	General audience Movie theaters.

PLACE	CONTACT PERSON	DRUG RELATED PROGRAM		INTEREST IN COOPERATION		ACTIVITIES	TARGET AUDIENCE
		Yes	No	Yes	No		
17. J.Walter Thompson	Fernando Otero		X	X		Ad agency with many years of experience in Peru. Excellent work. See letter of cooperation included.	General TV, radio magazines.
18. Channel 4 Cia. Peruana de Radiodifusion	Condorcet Da Silva Costa	X		X		High audience rating. Channel interested in disseminating programs as long as they are broadcast quality. Cannot afford to let their ratings drop. Quality-Excellent.	General TV, radio
19. Colegio Medico del Peru	Dr. Americo Mendoza	X		X		See attached letter of endorsement in App. 7. Seminars and conferences address drug related problems and topics.	University students in ICA.
20. Producciones Canal 5	Lucho Llosa	X		X		Detective series. Gamboa currently on Channel 5. Excellent writer and producer.	General.
21. ASEM - Associates of social workers in industry	Dora Castaneda Pinto	X		X		ASEM has over 300 affiliates out of a possible 800. Social workers implement health programs and supply information to blue collar and white collar workers. Some industries have closed circuit TV, print shops and internal radio systems.	Executives, clerical and blue collar workers throughout Peru.

However, one can buy air time, and in the case of educational programs, negotiate for a lower than usual rate, for transmission of "spots" or the airing of regular programs such as telenovelas (soap operas). These are popular with the general public and, properly designed, written and produced, can have an impact on the viewing public's attitude toward drugs. Although per capita (viewing public) cost is minimal, actual upfront costs can be high. Evaluation of the effectiveness of the message can also be expensive. Thus, care has to be exercised in the planning and use of this medium to ensure that the effort expended is worth the cost. The production must be of high quality and all messages must be pretested to assure relevance and acceptability. Nonetheless, use of this medium should not be discounted because of cost. In-kind contributions or support by private agencies and electronic media stations could sharply reduce actual expenditures.

The other option that needs to be explored is that of educational radio programs, particularly in the outlying provinces and more specifically in the coca producing regions. Such programs could present information for farm families on crops, rotation, fertilization, where to get help, nutrition, home economics, regional doings, and family health matters, as well as general literacy programming. Similar educational components are found in drug-related projects in such countries as Bolivia and Colombia.

## 2. Print Media

In looking at the print medium as an option for informing the general public on drugs and drug-related problems, special consideration must be given to the fact that illiteracy is probably more widespread than official statistics indicate. Accordingly, booklets, pamphlets and other written material must be appropriate to specific target groups and reading levels. For example, comic books and illustrated posters with minimal writing (or printing) are best for those populations where the literacy level is low.

On the other hand, print, particularly newspapers and magazines, is an excellent medium for reaching leaders, especially those in politics. Appropriate news releases on drugs and drug-related problems can keep this topic in the public eye so as to keep people informed. Additionally, well documented and written campaigns in major newspapers can have a dramatic impact. An excellent example is El Comercio's recent series on transportation and related problems in Metropolitan Lima. This two-month campaign not only alerted the public but it also resulted in the Minister of Education taking a stand on automobile traffic safety education in schools. In addition, the Senate approved an interim project to develop a code on automobile traffic and transportation in the city. Any viable drug information program needs to take maximum advantage of the power of the press. Careful, selective use of this medium can be a powerful lobbying tool to initiate legislative and executive actions to counter the drug problem.

## 3. Seminars/Conferences

Seminars and conferences are ideal means of transmitting specific information to a select group of individuals and if properly carried out can

have a substantial multiplier effect. Although the audience is limited, this is an excellent way to expand knowledge and improve skills in a particular area. Seminars for a specific group can influence that group to take actions. For example, a seminar for journalists and other media personnel can serve to expand their awareness of specific problems such as drug abuse and drug production and trafficking, as was done in Bolivia (Chapter IV.). Once this base is established, media personnel can be useful in promoting and/or conducting investigations on drug matters. Their new awareness and knowledge can serve to direct their efforts toward the dissemination of drug information and education and eventually serve as advocates for change. Similarly, seminars or conferences for people in the health and/or education field, could serve as opportunities for exchange of information and ideas, which in turn could encourage further study and investigation to expand the state-of-the-art of drug matters in Peru. In fact, this approach is being considered by the USIS-sponsored Permanent Committee on Drug Abuse Prevention which is currently planning a two-day seminar for secondary school teachers and administrators. This seminar for teachers is an outgrowth of a successful three-day seminar held in Lima in October 1984 at which over 300 professionals and interested individuals attended. Similar seminars have been organized and conducted by the Peruvian Boy Scouts who have used this vehicle several times in the past few years to alert and educate adult leaders. As an additional awareness tool, the proceedings of the Boy Scout seminars were published in the Scouting magazine Acción Internacional, thus making the results available to people that could not attend the seminar.

Workshops, a variation of seminars and conferences, serve as skill building tools to encourage the transfer of knowledge and enable participants to improve their operations or embark on new endeavors. Usually, groups are small and are designed to assure maximum exchange and interchange of ideas and concepts. Workshops are useful in working with community leaders, local program personnel, parent groups, etc. It is here that people discuss mutual problems and work together to arrive at possible solutions.

Seminars and workshops can also serve a secondary function, i.e., for generating income. It is the study team's understanding that people as a general rule are willing to pay a registration fee to attend certain seminars. However, this requires that the seminars/workshops be well organized so that attendees see a potential benefit to attending.

#### 4. Printed Materials - Booklets, Pamphlets, etc.

As we indicated in our discussion of the print medium, literacy is a consideration in designing and developing printed matter. However, the use of brochures, posters, pamphlets and the like does have its place in an information and education program. Besides literacy, other considerations are the target audience and the message. For example, informative materials on use and effects of drugs should not be developed for young children, since these materials are likely to arouse curiosity that may lead to experimentation. Such materials should be targeted at parents, teachers, and adults that work with children and youth. Health promotion and disease

prevention topics are much more appropriate for young children as well as messages that promote self-esteem and decision making. Appropriate media for young children include posters, comic books, and short booklets with maximum use of illustrations, being careful to avoid scare tactics. Poster contests are also an excellent means of involving young children in promoting prevention activities. Combined with some form of follow-up, through schools or churches for example, these types of materials can have an effect.

Printed matter for adults should also focus on health promotion and disease prevention messages with appropriate and factual information on drugs and their effects. Additionally, adults can use materials on establishing local prevention programs that provide alternatives to drug use; organizing groups to focus on mutual problems; and improving parenting skills. Again, the level of literacy and education of the target audience has to be taken into consideration.

Pamphlets and brochures can be especially useful in a controlled setting, such as schools, churches, or youth groups, where leaders can use them within a lesson plan or curriculum design. Discussion of the pamphlets contents is crucial, however. If they are merely handed out without follow-up or discussion, their effectiveness is decreased substantially. Parents and other adults may request information on the effects of specific drugs or the symptoms of drug use. This can be supplied in a short brochure or booklet. Posters can be successful reminders used to reinforce messages presented in other ways, such as from television or radio, or from a school lesson plan. The most important considerations for using printed materials then are appropriate reading and literacy levels, appropriate target audience variables (age, education, etc.) and that printed materials be used in conjunction with other educational methods.

## 5. Studies and Research

Relevant and up-to-date studies on drugs are extremely important in both planning and developing actions and activities to counter drug abuse. They also provide the basis for factual information that can be used to educate both the public and leaders. However, research studies, to be effective, must be readily available to those working in the area of drugs. Unfortunately, many studies conducted by the public sector and/or academicians are never published or disseminated.

The study team's review found that research in the area of drugs is limited and outdated. The latest epidemiological survey (and a small one at that) was conducted in 1979. Other studies reviewed by the team were not very good from a research point of view. As indicated in the Background Chapter and in the survey findings, no one really knows how serious the drug problem is or who is most affected by it. Peruvian experts and U.S. Country Team Officials have developed rough estimates on the number and types of users. However, these are not adequate for development of rigorous prevention modalities and treatment programs. Although a preliminary information and

education program can be implemented to provide the public with general information on the dangers of drug production, use, and abuse, a rigorous epidemiological study needs to be conducted as soon as possible. Such a study needs to be followed up by additional research. Appropriate topics have to be identified, priorities established, and research studies funded. Furthermore, universities have to focus on better training for researchers. Research is an area that has lacked attention and must now be addressed. Currently there does not appear to be any research (other than the perceptions survey conducted as part of this study) that can be used to provide up-to-date information on the drug problem in Peru.

#### 6. Hotlines

Hotlines are useful, not so much as information dissemination tools but more as a support mechanism to help callers resolve problems and obtain help. In this respect, hotlines can be established in Lima and other cities. However, for a hotline to be effective it must be staffed, if not 24 hours a day, at least eight hours and preferably at night when the normal sources of assistance are not in operation. Thus, hotlines need organizational support such as a hospital or local treatment center. Moreover, hotlines require a network of service providers to which callers can be referred. This network does not currently exist in Peru.

Under current conditions in Peru, hotlines would not be an effective means of reaching the public. Limited access to telephones by a large part of the population coupled with the lack of appropriate treatment facilities makes this an inappropriate way of dealing with the public need for information at this time.

#### 7. Lobbying

Lobbying is an effective tool to incur change in attitudes and behavior and is critical to success, particularly in a country such as Peru where coca production and use (in the traditional sense) has been going on for centuries. Indeed, in Peru, lobbying with politicians and government officials must take place in order to motivate meaningful legislative and executive actions on drug control and regulation. Furthermore, the attitudes of government leaders will impact on the overall acceptability of a drug information and education program.

Also personal lobbying by committed key individuals can lead to the formation of specific "parliamentary groups" that can further lobby with their peers to support appropriate new legislation or to call for enforcement of existing laws. Changed attitudes among top government officials will tend to permeate down to all levels thus facilitating and promoting actions among leaders of professional, social and civic associations. This can lead to drug education topics (to include the negative aspects of drug production and availability of supply) being included on the agenda of these organizations for discussion at annual membership meetings or more frequently. This will further generate discussion of the issues among a diverse group of leaders and

opinion molders resulting in acceptance of the information and education program among these leaders and ultimately a commitment to action against drug abuse, trafficking, and production. Thus lobbying must be a critical component of any information and education effort.

## 8. Education

Survey respondents indicated that education was one of the preferable means to combat drug abuse. They also indicated (and this was borne out in conversations with other individuals) that there is no formal classroom education on drugs and drug-related problems. It was also suggested that drug education in the schools should take place at the secondary school level. The Ministry of Education has initiated actions to train teachers to deal with drug-related problems in the schools. Currently, only 5,000 of the over 165,000 teachers have received training. As a preventive measure, appropriate drug education needs to be included in the school curricula.

The study team also found that there is no drug education at the university level. This includes medical schools. Medical students do not receive training on drugs and drug-related problems. It is a situation that must be rectified and one in which the Católica staff has expressed some interest. Lobbying with government and university officials as well as medical associations could help rectify this situation.

There are also requirements for informal education of leaders, parents, and adults that work with children. This informal education can take various forms; education on the effects and dangers of drugs including the increased risk posed by the ready availability of drugs in a producing country; skills-building on values clarification; how to effect attitude change; administrative and organizational skills, etc. Recognizing that the educational needs of parents and adult leaders that work with youth may be different from the needs of other leaders, a three-pronged approach can be utilized. Parents and youth leaders can receive education on the effects of drugs, recognition of the indicators of drug use, parenting skills, health, etc. Education of other leaders can focus on the social, political, and economic costs of drug use, trafficking, and production and the need for positive action. Directors and staff of PVOs and other interested organizations could probably be educated on some aspects of the above as well as organizational techniques to mobilize the community to take action against drug use and local drug peddlers.

## G. Conclusions

In summary, all of the above measures are important in dealing with the public awareness problem in Peru, and each has a specific role in reaching various segments of the population. Table 14 presents examples of the type of target audiences that can be reached using specific media or other approaches with the intent of transmitting a specific message. This table is an illustrative example of a conceptual framework that can be used to plan an overall information and education program. In terms of quick impact and maximum outreach, television, radio, and newspapers are probably the most

effective, since, with a properly coordinated campaign, both leaders and other influential people can be marshalled into action. However, it is extremely important that an overall plan be developed which advocates a coordinated effort utilizing various approaches. None of the approaches discussed in this chapter will be effective if carried out in isolation. Moreover, each approach is limited in application, e.g., newspapers are effective with leaders but less effective if the target audience is the general public. Thus, it is clear that Peru has the media and other resources needed to educate people at all levels. The resources, however, must be carefully orchestrated and focused to be effective. Chapters VII and IX discuss such an approach in detail.

TABLE 14  
POSSIBLE MEDIA AND MESSAGES FOR SPECIFIC TARGET AUDIENCES

<u>Audience</u>	<u>Media and/or Approach</u>	<u>Message</u>
<ul style="list-style-type: none"> <li>● Political and other leaders.</li> </ul>	<ul style="list-style-type: none"> <li>● Newspaper and magazine series, articles, columns and editorials; television/radio editorials; seminars and workshops; individual lobbying efforts.</li> </ul>	<ul style="list-style-type: none"> <li>● General information and education on drugs and drug-related problems; lobbying to promote awareness of dangers of drug consumption and production; understand relationship between availability, production, and use; to promote concept of drug information/education activities; to promote political action.</li> </ul>
<ul style="list-style-type: none"> <li>● Media representatives.</li> </ul>	<ul style="list-style-type: none"> <li>● Seminars/workshops; individual lobbying efforts.</li> </ul>	<ul style="list-style-type: none"> <li>● To understand nature of problem; to gain media support for drug-related media activities.</li> </ul>
<ul style="list-style-type: none"> <li>● Community organizations.</li> </ul>	<ul style="list-style-type: none"> <li>● Seminars/workshops; individual lobbying efforts.</li> </ul>	<ul style="list-style-type: none"> <li>● General drug information; stimulus to network/coordinate with other organizations; to spread message to various constituencies, and influence population.</li> </ul>
<ul style="list-style-type: none"> <li>● Primary and secondary school students.</li> </ul>	<ul style="list-style-type: none"> <li>● School curricula; lesson plans for youth, sport, civic clubs and associations; written material (posters, comic books, pamphlets, etc.), audio-visuals; radio/television "soap operas."</li> </ul>	<ul style="list-style-type: none"> <li>● Health promotion; self-esteem; decision-making skills; problem solving skills; how to resist peer pressure; alternatives to drug use.</li> </ul>
<ul style="list-style-type: none"> <li>● Parents and teachers of primary and secondary school students and other adults/organizations working with youth (religious, social, civic groups).</li> </ul>	<ul style="list-style-type: none"> <li>● Workshops/conferences; written materials; audio-visuals; radio/television "soap operas."</li> </ul>	<ul style="list-style-type: none"> <li>● Drug information; how to talk with youth about drugs; parenting skills; alternative activities; how to recognize/deal with drug use.</li> </ul>
<ul style="list-style-type: none"> <li>● Health/education professionals (and health/education students) general public.</li> </ul>	<ul style="list-style-type: none"> <li>● Workshops/conferences, radio/television "soap operas."</li> </ul>	<ul style="list-style-type: none"> <li>● To promote drug prevention activities. Family and personal perspectives of drug abuse.</li> </ul>
<ul style="list-style-type: none"> <li>● Farmers (especially in coca producing areas).</li> </ul>	<ul style="list-style-type: none"> <li>● Radio spots and series.</li> </ul>	<ul style="list-style-type: none"> <li>● Agricultural news and advice on farming and health issues; impact of coca production on the overall food supply; general literacy programming.</li> </ul>

## VI. ALTERNATIVE INSTITUTIONAL MEANS OF CARRYING OUT EXPANDED PUBLIC EDUCATION AND INFORMATION CAMPAIGNS ON PERU'S NARCOTICS-RELATED PROBLEMS

### A. Purpose

The purpose of this chapter is to examine and evaluate selected Peruvian institutions in an effort to determine their capability and/or willingness to sponsor a major drug abuse education program. Institutions were also reviewed to target those leading organizations concerned with drug-related issues in Peru that may have the potential to conduct drug information and education programs.

### B. Methodology

This review was conducted using a combination of primary and secondary sources. The primary sources included interviews with selected directors and other staff of approximately 29 selected PVOs and 12 of the organizations reviewed by Masías. The secondary source used by the study team was a preliminary inventory of public and private sector institutions and groups active in drug-related matters in Peru, conducted by Carmen Masías in August 1984. Masías' study covered 48 groups and organizations operating in Lima, as well as in the cities of Abancay, Ica, Arequipa, Cuzco, Trujillo, Puno, Huánuco, Huaraz, Tarapoto, Oroya, and Chimbote. Other sources included materials, brochures, etc., developed by various PVOs.

This study team reviewed the Masías study in depth and selected for further study 12 organizations that reportedly provided some drug-related information, education, and research services (see Table 15). In addition the team, based on discussions with USAID staff and selected Peruvian individuals, identified and selected another twenty-nine institutions for review and study (see Table 16). These were selected using the following criteria:

- provision of information, education, and/or research services;
- existence of a positive reputation in the community;
- a history of accomplishments; and
- coverage/membership at national, regional, and local levels.

### C. Overview of Current Activities

Masías' study looked at the availability of services, government plans for information and education activities, and the extent of materials production. Like most services in Peru, considerably more drug-related information activities were found in Lima than in the provinces. The middle and upper socioeconomic classes have greater access to private centers and clinics that provide treatment services than the lower classes. Very few services are available for individuals unable to pay for them.

TABLE 15

PRIVATE INSTITUTIONS IDENTIFIED BY MASIAS STUDY  
AS PROVIDERS OF DRUG INFORMATION, EDUCATION,  
AND RESEARCH SERVICES

Rotary Club

Club de Leones

Boy Scouts

Girl Scouts

Colegio Médico del Peru

Instituto Hipólito Unanue

Grupo de Estudios para el Desarrollo

Pontificia Universidad Católica

Centro de Investigación y Prevención en  
Farmacodependencia

Asociación Comunicatio

Asociación para la Prevención, Tratamiento  
y Rehabilitación de la Drogadicción

Grupo Multidisciplinario de Prevención y  
Tratamiento de las Drogas

TABLE 16  
INDICATIONS OF CRITERIA IN THE PRELIMINARY ASSESSMENT LEADING TO SELECTION OF INSTITUTIONS  
FOR INDEPTH STUDY

	TYPE OF SERVICE PROVIDED			PUBLIC IMAGE			PERFORMANCE				MEMBERSHIP/COVERAGE			
	Info.	Educ.	Research	High	Med	Unknown	High	Med	Low	Unknown	Nat'l	Reg.	Local	Unknown
1. Episcopado Peruano	x	x		x							x			
2. Arzobispado del Callao	x	x		x			x							
3. Oficina Nacional de Educación Católica	x	x		x			x				x		x	
4. Consorcio de Colegios Religiosos	x	x		x						x			x	
5. Movimiento Familiar Cristiano	x	x		x			x				x			
6. Caritas del Perú	x	x		x			x				x			
7. Concilio Nacional Evangelico del Perú	x	x				x				x	x			
8. Obra Filantropica y Asistencia Social Adventista	x	x		x			x				x			
9. Fe y Alegría	x	x		x			x					x		
10. YMCA	x	x		x			x					x		
11. Centro Peruano de Investigación Aplicada	x	x	x	x				x				x		
12. Asociación de Asistentas Sociales de Empresa	x	x				x		x				x		
13. Universidad Peruana Ricardo Palma	x	x			x		x						x	
14. Universidad Peruana Cayetano Heredia			x	x			x						x	
15. Consejo Nacional de Mujeres	x	x		x				x				x		
16. Confederación Nacional de Trabajadores del Perú	x	x		x						x				
17. Perú-Mujer	x	x		x						x	x			
18. Movimiento de Prevención de la Juventud contra las Drogas "Arco Iris"	x	x				x							x	
19. Asociación Educativa EFATA	x	x				x				x			x	
20. Fraternidad Humanitaria San Francisco de Asís	x	x				x				x			x	
21. Sociedad Nacional de Industrias	x	x		x							x			
22. Southern Peru Copper Corporation	x	x		x			x							
23. Minero Perú	x	x		x						x		x		
24. Occidental Petroleum	x	x		x						x		x		
25. Molinera Santa Rosa	x	x		x						x		x		
26. Construcción Metalica La Unión	x	x		x						x			x	
27. Compañia Oleaginosa S.A.	x	x		x						x			x	
28. Industria de Detergentes, S.A.	x	x		x						x			x	
29. Laboratorios EFESA, S.A.	x	x		x						x			x	

Masías also found that over the last 15 years, the Government (Ministries of Interior, Health, and Education) has been developing norms, internal regulations, action plans, and guidelines in the drug abuse and alcoholism field. Thus far, relevant programs are still only in the planning stages due to bureaucratic and technical problems (op. cit., pp. 11-14). Drug information and education services are the lowest priority in the public and private agencies surveyed. Drug and alcohol treatment services have the highest priority, followed by research (op. cit., p. 8).

In the area of materials production, Masías found that there is very little being done in the field of drug prevention and education. Of the forty-eight institutions examined, only eight had produced any type of materials. Training materials could not be identified, with the exception of a teacher's guide developed by the Ministry of Education and a manuscript in press by a private clinic. It is important to note that the content of the Ministry's guide is heavily theoretical and has little practical application (op. cit., pp. 9-10).

The following pages summarize the study team's review of 41 organizations and their activities in drug abuse education and information. The review looks at both education and information activities (including materials production) and research. The discussion is divided into two parts: the first focuses on private sector organizations and the second describes public sector agencies. Table 17 lists the 41 organizations examined in this study.

### 1. Private Sector Organizations

Individual and agency initiatives to provide information and education on drug issues have increased in Peru over the last five years. Psychiatrists, physicians, and psychologists who privately treat drug abusers have become more involved in information activities, primarily as a means of promoting their services.

Mental health specialists have also created groups to develop information and education materials as an extension of their personal careers. The study team found two examples of this approach, Grupo Multidisciplinario de Prevención y Tratamiento de las Drogas, and Asociación para la Prevención, Tratamiento y Rehabilitación de la Drogadicción. For these two groups, the interest in prevention was incidental. For example, the first group was not really an institution but one person that wanted to develop an audiovisual program; once the program was finished the institution was dissolved. In the second case, also an association staffed by only one person, a booklet on prevention and other information activities was designed primarily to promote the physician's treatment services.

Other private organizations whose objectives, resources, and activities are concentrated on drug prevention and treatment, included: Asociación Educativa EFATA, Fraternidad Humanitaria San Francisco de Asís, Movimiento de Prevención de la Juventud Contra las Drogas "Arco Iris", and Centro de Investigación y Prevención de Farmacodependencia. The first three

TABLE 17  
PERUVIAN PRIVATE INSTITUTIONS

ORGANIZATION	PURPOSE	ACTIVITIES ACCOMPLISHED TO DATE
RELIGIOUS		
1. Peruvian Episcopate	Provide family life counseling services to Catholic couples.	None.
2. Diocese of Callao	Offer self-improvement educational services to youths.	Two series of talks and two protest marches with youths.
3. Oficina Nacional de Educacion Católica	Formulate plans and programs in the teaching of religion at Catholic schools.	None.
4. Consorcio de Colegios Religiosos	Coordinate communication among Catholic schools in Lima & Callao.	None.
5. Movimiento Familiar Cristiano	Provide family life counseling services to Catholic couples.	Distribution of 120,000 leaflets at secondary schools.
6. Caritas del Perú	Give nutrition and community development services to low income groups.	None.
7. Concilio Nacional Evangélico del Perú	Offer health, education, social, and community development services to church members.	None.
8. Obra Filantrópica y Asistencia Social Adventista	Improve the nutritional status of low income groups by distributing "CARE" packages.	None.
9. Fe y Alegría	Provide education for poor communities through primary and secondary schools.	A 10-hour annual program to students at 15 schools in Lima.
10. Rotary Club	Provide community services through its membership.	Distribution of 80,000 pamphlets on drug abuse aimed at secondary schools; community talks.
11. Club de Leones	Provide community services through its membership.	3 to 5 talks given to students and parents by each of 200 clubs.
12. Boy Scouts	Promote self and civic improvement among young men.	Talks to youth members; two national seminars; training of ten anti-drug brigades.
13. Girl Scouts	Promote self and civic improvement among young women.	Talks to young members.
14. Asociación Cristiana de Jóvenes (YMCA)	Provide education, recreation, and cultural services to young men.	A 6-hour annual program to young members.
EDUCATIONAL		
15. Colegio Médico del Perú	License all graduate physicians.	None.
16. Instituto Hipólito Unanue	Supply updated information to the members of the pharmaceutical Laboratories Association.	None.
17. Grupo de Estudios para el Desarrollo	Design and evaluate Policies and Projects of social development.	None.
18. Centro Peruano de Investigación Aplicada	Conduct research on national problems and disseminate findings.	None.
19. Asociación de Asistentas Sociales de Empresa	Coordinate social workers employed by business organizations.	None.
20. Pontificia Universidad Católica del Perú	Conduct basic research on drug related problems.	A study on drug consumption among students.
21. Universidad Peruana Ricardo Palma	Prepare written materials on drug prevention.	Publication of a pamphlet on drug prevention.
22. Universidad Peruana Cayetano Heredia	Conduct basic research on drug related problems.	Conducting a study on PBC.

PERUVIAN PRIVATE INSTITUTIONS (CONTINUED)

ORGANIZATION	PURPOSE	ACTIVITIES ACCOMPLISHED TO DATE
<b>ADVOCACY</b>		
23. Consejo Nacional de Mujeres	Promote women's development.	None.
24. Central Peruana de Trabajadores	Promote workers' rights.	None.
<b>SOCIAL CONCERN</b>		
25. Centro de Investigación y Prevención en Farmaco-dependencia	Provide drug prevention and re-search services to youths and adults.	5 talks to youths; publishing and distributing of a leaflet.
26. Asociación Comunicatio	Improve human communication.	None.
27. Perú-Mujer	Give health and family planning services to poor women.	A few "talks" to women.
28. Asociación para la Prevención, Tratamiento y Rehabilitación de la Drogadicción	Provide drug prevention services to adults.	A few "talks" to adults.
29. Movimiento de Prevención de la Juventud contra las Drogas "Arco Iris"	No longer in existence.	None.
30. Asociación Educacional EFATA	No longer in existence.	None.
31. Grupo Multidisciplinario de Prevención y Tratamiento de las Drogas	No longer in existence.	None.
32. Fraternidad Humanitaria San Francisco de Asis	No longer in existence.	None.
<b>BUSINESS</b>		
33. Southern Peru Copper Corporation	Provide health and social services to employees at all levels-executive, administrative, blue collar workers.	A series of talks and films aimed at blue collar workers.
34. Minero Perú	Provide health and social services to employees at all levels-executive, administrative, blue collar workers.	
35. Occidental Petroleum	Provide health and social services to employees at all levels-executive, administrative, blue collar workers.	None.
36. Molinera Santa Rosa	Provide health and social services to employees at all levels-executive, administrative, blue collar workers.	None.
37. Construcción Metalica La Unión	Provide health and social services to employees at all levels-executive, administrative, blue collar workers.	None.
38. Compania Oleaginosa S.A. La Unión	Provide health and social services to employees at all levels-executive, administrative, blue collar workers.	None.

Continued next page...

PERUVIAN PRIVATE INSTITUTIONS (CONTINUED)

ORGANIZATION	PURPOSE	ACTIVITIES ACCOMPLISHED TO DATE
39. Industria de Detergentes S.A.	Provide health and social services to employees at all levels-executive, administrative, blue collar workers.	None.
40. Laboratorios EFESA S.A.	Provide health and social services to employees at all levels-executive, administrative, blue collar workers.	None.
41. Sociedad Nacional de Industrias	Provide health and social services to employees at all levels-executive, administrative, blue collar workers.	None.

organizations listed above no longer exist and the fourth one is practically non-operational due to the lack of financial resources and a limited staff (three part-time volunteers).

Table 17 provides a list of the 41 organizations examined by the study team. Fifteen of these are active in providing drug information and two are conducting basic research. Another fifteen of the organizations do not have programs focusing on drug information, but are interested in becoming involved in this field. The six organizations discussed previously either no longer exist or are not viable organizations. The remaining three organizations are not presently interested in becoming involved in drug related issues. For example, Caritas is no longer interested because of an unfortunate experience in drug treatment activities, which had to be stopped because the staff was being harassed by the police. Both the Consortio de Colegios Religiosos and the Concilio Nacional Evangélico del Perú believe that their religious program is already sufficiently structured to prevent drug abuse and that an additional drug component would be superfluous.

Looking at some statistics, sixty percent of the organizations providing drug information services focus their services on youth. Fe y Alegría carries out its drug program within the formal education setting of secondary schools in poor communities. The Boy Scouts and Girl Scouts, the YMCA, Rotary and Lions Clubs, the Diocese of Callao, the Movimiento Familiar Cristiano, and the Center for Research and Prevention of Drug Addiction concentrate their efforts on programs at the community level. The remaining 40 percent of the organizations active in providing information services target their programs toward adults (half of them are private voluntary organizations and the other half are businesses).

It is important to note that the Boy Scouts, the Rotary Club, and the Lions Club, in addition to working with youth, also have directed a major portion of their efforts toward community leaders, as a means of creating positive peer pressure on drug related issues. The technique used by most groups to provide information on drug related matters consists of conducting group presentations through lectures, films, and seminars. Audience-participation, discussion, and simulation techniques are not used. Resource persons for delivering lectures are either medical professionals with drug abuse expertise, or the Peruvian Investigative Police's (PIP) narcotics education department instructors, who make their services available for these purposes on a volunteer basis. In all cases, resource persons require training both in training techniques and in drug abuse issues.

Some organizations have prepared and distributed printed materials, such as journals, articles, leaflets, and pamphlets. For example, the Rotary Club printed and distributed 80,000 copies of a pamphlet on drugs. The Boy Scouts developed posters and journal articles, and they are currently organizing a drug abuse prevention campaign, which includes the distribution of a pamphlet. The Movimiento Familiar Cristiano developed and distributed 120,000 copies of a drug leaflet at various schools in Lima. While these

limited informational activities have been generally good, assistance in materials development is definitely needed. The individuals who developed these materials had little or no technical training in drug abuse issues. They could benefit from technical assistance to improve the quality and ensure appropriateness and accuracy of the messages.

Because these information activities were conducted by private sector agencies with specific target groups (as shown in Table 17 under activities accomplished), the drug information components of their programs are small and their total coverage is very limited. Project administrators often do not identify clearly their target populations in quantitative terms, and they do not set realistic coverage goals. Furthermore, the drug information and education programs are not part of a comprehensive design with stated program objectives, strategies, and action plans. Finally, evaluation criteria and procedures are non-existent. All of these factors would greatly improve drug education efforts.

Research on drug-related topics has been conducted by Universidad Cayetano Heredia, La Pontificia Universidad Católica del Perú (La Católica) and El Instituto Nacional de Salud Mental. For example, a research study on the effects of coca paste in rats is being conducted by the Cayetano Heredia. La Católica did a study on drug consumption among secondary students in 1983 under an agreement with the Ministry of Education. However, the survey results were never analyzed to the satisfaction of the Ministry.

## 2. Public Sector Organizations

### a. Ministry of Health (MOH)

Under the provisions of Decree Law No. 22095 entitled "The New Law Against the Traffic and Illicit Consumption of Drugs" the Ministry of Health (MOH) is responsible for the development of research programs, epidemiological, medical, and scientific studies and technical assistance on drug addiction. A major portion of the MOH's drug-related activities are sponsored and supported by international donors, such as the United Nations Fund for Drug Abuse Control (UNFDAC), the International Labor Organization (ILO), and the Pan American Health Organization (PAHO) in coordination with the World Health Organization (WHO).

For example, the Ministry recently developed guidelines for the regulation and control of the medical use of psychotropic drugs and for the collection of epidemiological data. Mental health and other medical staff at the national hospitals have received training on the regulations controlling the medical use of drugs and the epidemiological system, as well as in other drug abuse related areas. In addition, equipment and materials have been purchased, including a microcomputer, to facilitate the collection and analysis of epidemiological data.

A draft program proposal and a draft organizational manual for implementation of Juvenile Centers were recently forwarded to the PAHO

Regional Office in Washington, D.C., for approval. The purpose of these centers will be to provide outpatient services to drug abusers, as well as prevention services for the catchment area. Additionally, the Ministry of Health is establishing resource centers to provide support services to relatives of drug abusers. One is currently operational. The plan calls for the opening of additional family resource centers, and as no additional organizational infrastructure is needed, their forthcoming implementation is anticipated.

In addition, several studies are being conducted by the Ministry of Health with one already in press: an epidemiological study based on the clinical histories of 498 drug cases treated in specialized hospital facilities on an inpatient and outpatient basis. Consideration is also being given to the establishment of a drug abuse treatment program for women at the Instituto Nacional de Salud Mental. The services of an expert in program development and administration have also been requested from PAHO for next year for this program.

b. Ministry of Education

Under the same Decree Law No. 22095, the Ministry of Education (MOE) is responsible for the development and implementation of drug abuse prevention actions. These include information and orientation activities targetted at teachers and community group members. To carry out these and other education-related activities on drug abuse prevention, the MOE, in 1979, created a nine member Comité de Coordinación Sectorial de Educación Para la Prevención del Uso Indebido de Drogas (COSEPUID). This Sectoral Education Committee for Drug Abuse Prevention developed in 1982 a National Drug Abuse Prevention Plan to promote and increase awareness among teachers, parents, and community leaders relative to drug-related problems and to train teachers on values clarification. Specific activities indicated in the National Plan are:

- training secondary and primary school teachers from various regions of the country on an annual basis in drug abuse prevention issues;
- reviewing existing curricula and developing new guidelines and materials to assist teachers in the implementation of the drug prevention component;
- delivering talks to parents and other community members to inform them of drug issues;
- organizing local committees in those regions with a high prevalence of drug consumption, inviting local authorities and community organization's representatives to join and participate in these committees; and
- organizing and implementing six pilot centers to facilitate research on drug consumption.

The Ministry of Education has focused attention on the training of secondary school teachers in drug issues with 5,000 teachers trained to date. However, the guidelines for a drug prevention curriculum have not been developed, and the majority of the trained teachers are not encouraged to communicate the information they received to their students (Masiás' survey, pp. 11-12). Another major obstacle to implementing the National Plan is the lack of commitment from individuals involved in the program. Activities are not well presented, participating organizations do not coordinate with each other, and departmental coordinating groups are unable to function effectively because of the lack of resources and the bureaucratic process required to obtain those resources.

c. Peruvian Investigative Police (PIP)

The PIP's training school operates out of the headquarters building in downtown Lima. A 14-member professional staff is responsible for providing training to all investigative police candidates. In addition to their regular PIP training responsibilities, these 14 professionals voluntarily deliver talks on drug issues to teachers, parents, and students, when requested. They conduct approximately five informational activities per week in selected communities. (The curriculum guidelines for these talks, as well as the materials used, were not available for review by the study team.)

PIP supervisors expressed concern about the drug problem in Peru and stated their willingness to continue their informational talks in the community as long as the demand continues. However, they stated that educational materials relevant to their target population groups are needed to enhance their ongoing program.

In summary, the study team's review did not find any private sector organizations that provide drug information and educational services either exclusively or as a major focus. It was also discovered that where they exist drug information and education services are typically integrated with already established service delivery systems by the various types of Peruvian private organizations. Public sector institutions, while responsible for providing such services, are notoriously slow to implement activities to fulfill those responsibilities. A description of institutions visited by the team and their activities is included in Appendix 5.

D. Capability of Current Drug Programs to Participate in a National Drug Information and Education Campaign

An evaluation of the capability of existing organizations to take on the added responsibility of mounting a national information and education campaign on drug and drug-related problems must take into consideration the following variables: knowledge of the subject, priority of information and education services in relation to other program activities, the organization's standing in the community, access to leaders in Peruvian society, and current status of funding. These are discussed below.

### 1. Knowledge of Subject

To carry out an effective drug information effort, it is essential that participating groups be fully knowledgeable and fluent in all perspectives of drug issues; this includes a solid grounding in behavioral and physical effects of drugs on individuals, the effects on society of drug usage, all varieties of drug treatment and rehabilitation approaches, and the issues surrounding production and trafficking in Peru. Moreover, knowledge in administering drug education programs is a priority prerequisite. In the study team's opinion, all private organizations reviewed by the team would require staff training and technical assistance in drug issues, program design and management and materials development. The need for technical assistance becomes even greater when consideration is given to expanding organizational efforts to include informing and educating leaders and policy-makers. These organizations do not currently have funds for expanding drug information services to leadership groups. Even if additional funding could be obtained, these services have such a low priority that specific actions would have to be taken to change priorities and to fill the above-mentioned needs.

### 2. Priority of Services

Drug information and education activities must occupy a higher priority category than currently occurs if these activities are to have any effect at all. The existing information and education activities surveyed by the study team have only recently been incorporated into the PVOs, and are accorded a very low priority. Expanding the target audiences and/or increasing drug information activities is not envisioned by the PVOs reviewed and it is unlikely that they will be, for the following reasons: it would dilute the PVOs' original mission and focus and use up scarce resources allocated for that original focus; skills and knowledge do not exist among the PVOs to carry out such activities; and there is no existing force in Peruvian society motivating such action. Moreover, in addition to specific missions and goals, the PVOs reviewed serve specified audiences. Attempts to broaden the target audience would likely result in a further clouded and diluted mission, hindering the PVO's effectiveness.

### 3. Standing in the Community

Successful information and education efforts must have the visible sponsorship and endorsement of institutions that have established credibility with the community. A reputation of accomplishment and implementing efforts in the best interest of the community and/or the organization's constituency will have a bearing on the effectiveness of the efforts. The survey team assessed organizations with either national reputations for effectiveness or good standing and respect among a particular segment of the society.

Religious institutions are well known at the national level because of the mission they pursue. Peruvian leaders and the community at large are receptive to their actions and do not react indifferently to them. The Peruvian Episcopate, the Diocese of Callao, the National Office of Catholic

Education, and the Adventist Philanthropic and Social Assistance Works are four religious groups with a favorable public image that are aware of the drug problem and are motivated to contribute to some degree to this cause.

The Rotary and the Lions Clubs, as well as the Boy Scouts and the Girl Scouts, are civic organizations which exemplify a positive public image. The fact that these organizations are already developing drug prevention programs with participation by their leaders, provides greater potential for expanding their programs and cooperating effectively. Additional institutions reviewed that have a positive public image within the leadership groups with which they work include the Colegio Médico, the Instituto Hipólito Unanue, the Central Peruana de Trabajadores, the Consejo Nacional de Mujeres, the Asociación de Asistentas Sociales de Empresas, and Perú/Mujer. These organizations, however, are not as well known to other groups. Nonetheless, they do have the capacity, as part of a network, to channel drug information services to their own target groups. Clearly, a foundation for a network of participating organizations with good reputations exists in Peru; what is lacking is an organization capable of spearheading and unifying drug education and information activities.

#### 4. Access to Target Groups

Drug information and education activities must be planned and coordinated to reach the broadest audience(s) possible (within the defined target groups, to include those influential in policy making and implementation, potential and current drug users, and those individuals able to influence potential and current drug users). The study team encountered several findings in this regard. For example, organizations presently covering large sectors of youth are Fe y Alegría which sponsors 25 secondary schools with approximately 50,000 students, the Boy Scouts, Girl Scouts, and the YMCA that work with approximately 50,000 youths in Peru, the Lions Club which has 200 affiliates throughout the country and conducts a drug information program with adolescents, and the National Organization of Catholic Education that coordinates religious programs in 570 public and private schools across the country.

The Peruvian Episcopate provides family life counseling to 11,000 married couples, the Central Peruana de Trabajadores covers 600,000 members affiliated with hundreds of labor unions, the Colegio Médico del Perú has 17,800 member physicians, and the Asociación de Asistentas Sociales has 280 members who are responsible for the social service programs in 300 business enterprises with more than 100 employees each. The Adventist Philanthropic and Social Assistance Work serves 40,000 persons in poor communities of Peru. All of these institutions are interested in promoting drug prevention actions among the population they serve and can play an important role in establishing a network for dissemination of drug information.

#### 5. Costs and Funding

To be effective, information and education activities require specifically allocated funds. It is inadvisable to rely solely on community

fundraising activities, particularly given Peru's difficult economic situation. Transferring funds from one line item or activity to another is detrimental to an organization's ability to reach its goals. A specific budget amount is necessary for the information activities to have a real effect.

There are no funds specifically allocated for drug prevention purposes among the organizations reviewed. The majority of the ongoing drug-related programs take advantage of the administrative structure, staff, equipment, and materials their organizations have available. Whenever additional funding is needed to cover costs directly related to drug prevention activities, such as the development of promotional materials, local fundraising activities are conducted. Generally the civic groups are the most successful in obtaining local assistance.

In the area of research, lack of funding is even more critical. For example, for La Católica and the Universidad Cayetano Heredia as well as the Instituto Nacional de Salud Mental, funding is a decisive factor in the research studies these institutions plan to carry out. The three institutions possess the material and human resources, but lack the financial resources to pay for the data processing and other research expenses. It appears doubtful that these research programs will expand or that new meaningful research initiatives would be undertaken in Peru, unless there is an additional source of funds to support drug-related research.

#### E. Conclusion

It is the study team's conclusion that none of the institutions reviewed has the capability of assuming the responsibility for leading and implementing a major national drug information and education program, either individually or as part of a consortium. Although most of them are interested in providing some drug information and education services (and some are already considerably involved in such activities), their reason for existence in the first place lies in other directions. Acceptance of a major new function such as this one can only dilute their efforts and possibly have a negative impact on their effectiveness. Although there are other limiting factors such as lack of knowledge and skills in the subject area as well as lack of financial resources, these are not insurmountable.

While drug abuse is not their primary concern, many of the organizations reviewed are concerned about the problem. One of the most positive outcomes of the review of these institutions is the clear identification of a potential network already in place that could participate in and support drug information and education activities. Each organization serves a specific target group, although with some overlap, and can effect good coverage of major portions of Peru's population. Moreover, most of the organizations count influential leaders and community opinion molders among their boards of directors and executive committees.

From this analysis, it is clear that the foundation for a national information and education network exists but overall leadership, coordination and support resources are lacking. All sources agree this vacuum would best be filled by creating, a new national drug information and education center which would take the lead role in organizing existing PVOs and community organizations into a network of institutions providing drug education services. This could be accomplished in several ways. Starting with the list of organizations contained in this report as one constituency base, the center could establish channels of communication, via introductory information of the center's existence, press releases, newsletters, bulletins spotlighting the drug-related activities of various organizations already involved in drug abuse prevention efforts (such as the Scouts or Rotary Clubs) and other resource sharing activities. Once it is fully established, the center could then offer the network such services as training, conferences, technical assistance, materials and referrals to other sources of information. Also the center could seek to encourage communication and resource sharing among network members.

As time goes on, additional organizations would likely wish to join this network. However, it is important in the early stages of initiating the center that representatives from PVOs and community organizations be called upon for advice and input into the development of the center. Moreover, representatives of these organizations should be considered as candidates for election to the Center's Board of Directors. This will accomplish two objectives: it will provide the center with a representative cross-section of Peruvian PVOs, whose combined experience will contribute substantially to the center's development; at the same time, it will "get the word out" to a large segment of the population, i.e.:

- community leaders through Rotary, Lions and related clubs, and the beneficiaries of club community development activities;
- labor leaders through such groups as the Confederación Nacional de Trabajadores del Perú;
- medical leaders and their clientele through such organizations as the Colegio Médico del Perú;
- youth through Scouts, YMCA, Fe y Alegría and other youth groups; and
- the general public through religious organizations and parishes.

In addition, there are existing organizations that could make up research, support and advocacy, and funding networks. A research network for planning and developing strategies could include the following organizations:

- Centro Peruano de Investigación Aplicada
- Universidad Cayetano Heredia
- Universidad Católica
- Grupo de Estudios para el Desarrollo

Support and advocacy could be given to the program through a network of institutions such as the following:

- Oficina Nacional de Educación Católica
- Consejo Nacional de Mujeres
- Confederación Nacional de Trabajadores del Perú
- Peruvian Episcopate

A funding network could be organized with business enterprises such as the ones included in this study. In addition, the Asociación de Asistentas Sociales de Empresas consists of social workers in the service of 300 business enterprises.

Finally, it will be important to coordinate and work with the various ministries of the GOP, particularly the Ministries of Health and Education which are charged with carrying out information, education, treatment, and research functions related to drugs. A mutually cooperative effort will serve to standardize and strengthen the various drug messages in a comprehensive national program.

In sum, all program administrators interviewed agreed that a center on drug information and education is needed in Peru in order to carry out a national campaign. They envision that center as an entity that does not directly provide prevention and treatment services, but rather provides the resources necessary to support a network that collectively carries out a national campaign. In the next chapter the role of such a center and the potential network is discussed in terms of the strategy proposed by the team for a Drug Information and Education Program in Peru.

## VII. PROPOSED STRATEGY FOR A DRUG INFORMATION AND EDUCATION PROGRAM

The preceding chapters have presented data on the status of coca production, law enforcement activities and estimates of use and abuse patterns. The public perceptions of several issues surrounding the drug question have been identified and the responses of PVOs, community organizations and media agencies have been outlined. The report then summarizes the problems and efforts of neighboring drug producing countries at educating the public about drugs. Together these chapters provide the base on which to build an information and education strategy; they are briefly discussed in the following paragraphs as a prelude to presenting the proposed strategy.

### A. Summary and Analysis

The cultivation and chewing of coca leaves is a tradition with a long history in Andean culture. It is estimated that there are approximately three million people who chew coca leaves, which would require 9,000 to 11,000 hectares (of the 18,000 legally cultivated hectares) to fulfill their needs. The remainder of the legal crop is used for pharmaceutical and commercial preparations. Illegal cultivation is estimated to involve anywhere from 50,000 to 250,000 hectares. Efforts at law enforcement and illegal crop eradication have been hampered by many factors: seemingly unlimited financial, material and human resources of the "narcotraficantes"; scarce government resources; corruption; lack of political will; and a geographical terrain difficult to monitor.

In the last ten years, Peru has undergone a dramatic increase in illicit drug use of such substances as pasta básica, cocaine hydrochloride and marijuana. Scattered attempts have been made by private physicians, community organizations and the government to address the problem via prevention and treatment activities. The prevention activities, while well intended, have been poorly designed, uncoordinated and sporadic, and have often used inaccurate information. Various treatment approaches have been heralded as "the cure," but recidivism is the more common result.

The Peruvian public, as represented by the major sectors surveyed during this study, recognizes that drug use and to a lesser extent, drug trafficking are national problems, but view them as secondary to economic and social concerns facing Peru. The availability of coca substances, the close proximity, purity of the drug and low prices are not considered causes of increased drug use. On the contrary, the population believes that the causes of drug abuse are based on the breakdown of the family and the societal environment. Education is identified as the best means to combat the problem. Survey respondents are highly receptive to educational and informational campaigns; indeed, they indicated both a lack of knowledge and a strong desire for accurate information.

A review of private and public organizations demonstrated that no single community organization, PVO or public sector institution could undertake a

national long-term drug information program. Such an additional mission would dilute the organizations' missions and receive only limited attention and support from those organizations. However, both community groups and media agencies surveyed expressed significant levels of interest in participating in future informational activities. Moreover, a number of the media respondents pledged support and assistance in such an effort.

Other traditional drug producing or processing countries in Latin America (Bolivia, Colombia and Mexico) are experiencing domestic drug use problems and each has designed prevention and education efforts (in conjunction with law enforcement and other activities) to deal with the problems. In each of these countries, the government, the church, and public and private institutions have embarked upon, to varying degrees, drug abuse prevention and education efforts. Mexico's CIJ and Bolivia's CESE, each in their own way, have made strides in educating the public, both directly and through organizations and their memberships. The United States offers several examples of drug information activities, from media campaigns, to parent's movements, to school-based approaches. By and large, all of the efforts undertaken by the other countries surveyed are sponsored and/or supported by the government (or the church to a lesser extent) either in whole or in part.

This study was based on two major hypotheses concerning Peru: the first hypothesis was that there is a lack of public awareness among the Peruvian population of the extent and consequences of its drug problems; the second hypothesis suggests that this lack of awareness has limited Peru's efforts to carry out effectively coca eradication, substitution and related law enforcement activities. The public awareness survey discussed in Chapter III. and Appendix 4 indicated that the public recognizes drug use and abuse, and to a lesser degree, drug trafficking as national problems, but as secondary to economic and social survival problems. The production and availability of coca products, on the other hand, are not identified as problems by the survey respondents.

It is the study team's belief that this lack of awareness is one of the several factors constraining Peru's enforcement of coca-related laws and its commitment to eradicating illegal cultivation. Other impeding factors include lack of financial and material resources; corruption; bureaucratic inertia; poor morale; and the vastness and isolation of many of the illegal growing sites. This lack of commitment is echoed by Peru's president, Eng. Belaunde Terry, interviewed for the documentary television program "Snowstc in the Jungle." The President states emphatically that illegal producti is the problem of consuming countries, namely the U.S. and western Europe. In effect, he suggests that were there no demand for coca products, there would be no problem with coca in Peru.\*

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\* Since the filming of that production, President Belaunde Terry has lent his support to the USIS Permanent Committee's efforts by participating in the Committee's October 1984 seminar. However, his earlier comments are indicative of sentiments found throughout the government, and other sectors of the population.

This type of sentiment seems evident throughout the public sector, where plans are made but implementation is hampered by a wide range of constraints. On the other hand, the Peruvian public is concerned and appears to be receptive to learning more about the drug problem. It therefore is necessary to focus upon private sector initiatives to affect the problem and ultimately motivate the government to take significant action against use, production and trafficking.

Given the foregoing results of the study's three-month effort in Peru, it is the study team's conclusion that an information and education program is needed in Peru. Furthermore, it is the study team's contention that the best means for carrying out such a program would be a free-standing, private, non-profit drug information and education center. As envisioned by the study team, this center would be charged with:

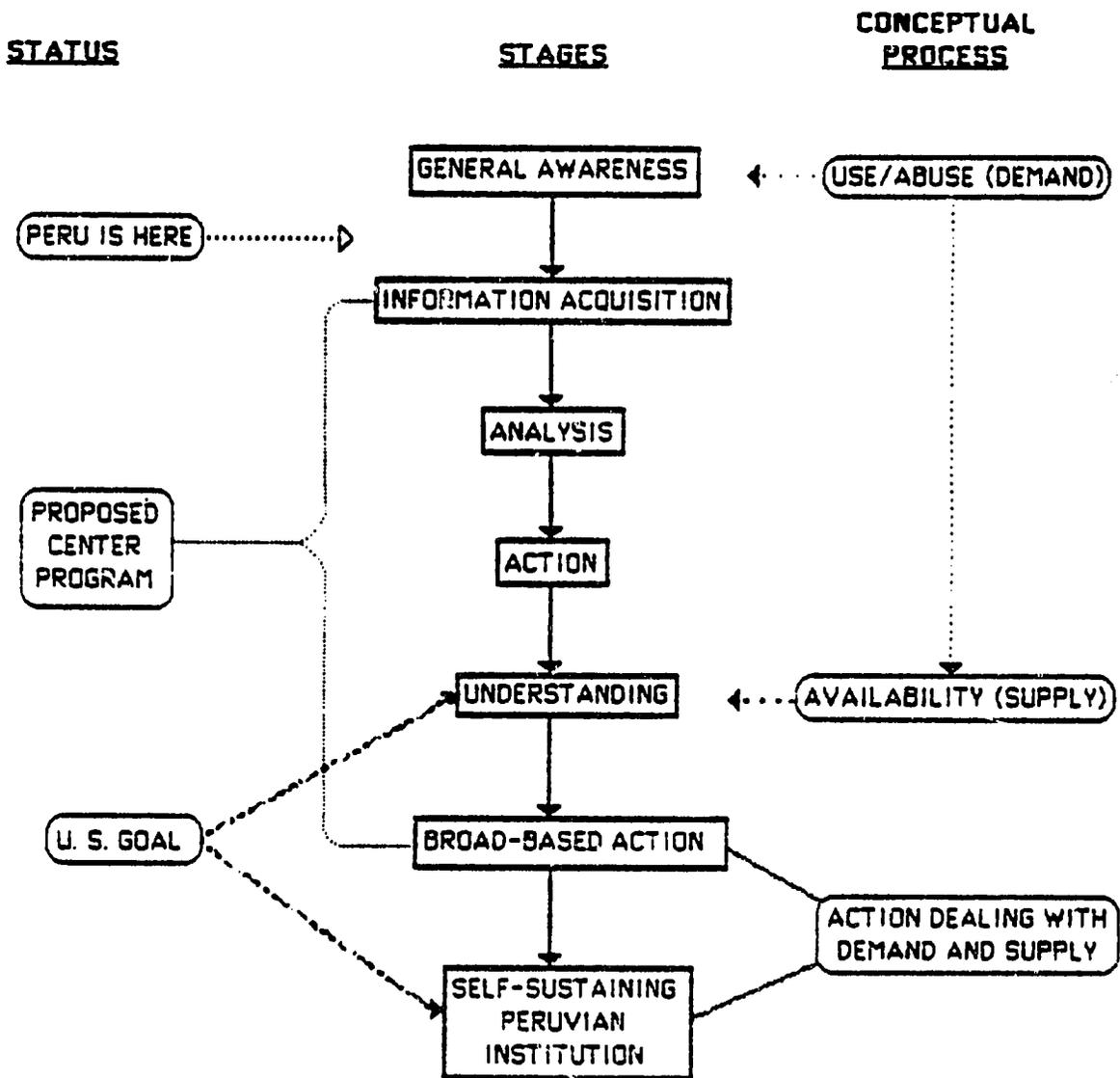
- a leadership role to inform and lobby leaders of all segments of Peruvian society to elicit a recognition that drug use, production and trafficking are critical national problems, requiring immediate action;
- a unifying role to coordinate, guide and assist the drug education efforts of a diverse group of community organizations; and
- an educating role to inform the general public, through various media and organizational channels, of the dangers of drug abuse, illegal production, and drug trafficking.

This recommendation to create a center is based on several factors: the present situation in Peru; the history and experience of other countries in coping with a drug problem; and the stages individuals and societies go through in coming to grips with a difficult problem. When dealing with a problem or issue such as drugs, people and societies have a very real difficulty coming to a full understanding so they can take appropriate action. The role of the proposed center is to speed up and facilitate the process so the Government of Peru and its people take more effective action sooner rather than later.

In this situation, both the government and the public generally know there is a growing drug use problem in the country. They become concerned with the internal demand for drugs. The problem is that use or demand is in part a function of supply and until the public realizes that they must deal with drug availability (supply) as well, they can only achieve limited success.

The proposed center would seek to quickly move Peru's present general level of awareness to a broader level of understanding which will in turn move them to take more forceful action against supply. This process is graphically illustrated in Figure 8. It represents the evolutionary process in the society which would lead to more effective enforcement, eradication, and crop substitution actions. It is this process which the center is designed to accelerate.

FIGURE 8  
SOCIETAL STAGES ON DRUG ABUSE ISSUES



It should be noted that because of its present status as a major drug producing country and because of a long history of coca leaf chewing, this educational/social change process will take time and will involve some controversy. However, it is critical to begin the process now before Peru's own producers flood the streets with cheap cocaine-based substances which would only make the effort all the more difficult.

Moreover, at the present, there is a substantial foundation of interest and potential support among organizations and individuals in Peru which would enable it to become effective quickly and economically. With this base of support in place, the center can become fully rooted within Peruvian society. The team envisions a highly group-intensive approach with efforts targeted at three major segments of the population most able to affect the situation:

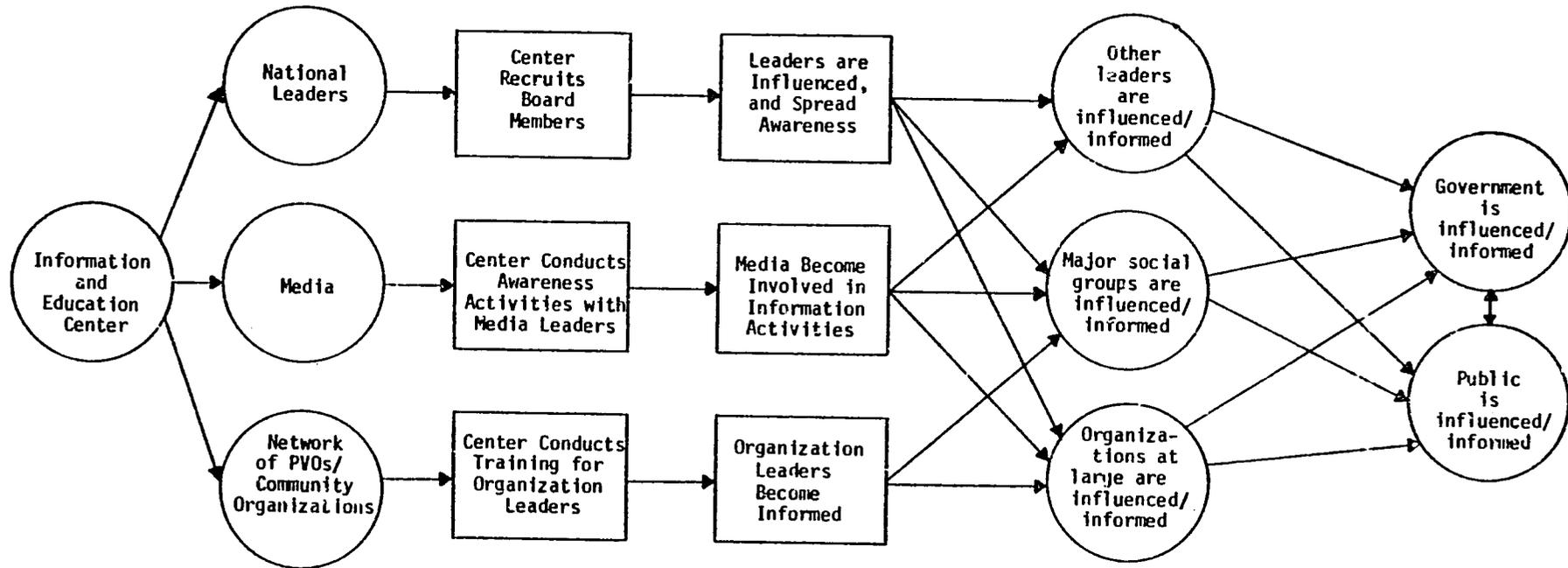
- national leaders (politicians, business leaders, etc.);
- media leaders (of all forms, especially television, radio, newspapers, magazines and publications); and
- a network of community, civic, religious, educational and private voluntary organizations.

Figure 9 on the following page illustrates the process of educating and informing these three groups and the interactive effect of each effort. The study team feels it is important to focus on national leaders who can effect change (many of whom already recognize a problem as reflected in the survey; 46% of leaders surveyed identified drug abuse as a national problem); on the media because, by and large, survey respondents receive their information on the drug issue from the media and from conversations with friends (moreover the media reach a broad segment of the population and have considerable influence on attitudes); and on existing community and related organizations, (including the public sector) which provide services to a large proportion of the public and are highly regarded for their good works.

This configuration calls for a well-coordinated effort with a broad reach to the various groups and ultimately to the public. Moreover, as illustrated by the chart, this three-pronged approach is mutually reinforcing; as national leaders become informed and involved, their efforts influence major social groups and the public at large. Different media forms are influential with different segments of the population. Similarly, as community, civic, and religious leaders become informed they are able to educate and influence their constituencies. The benefits overlap and are reinforced by each other.

In addition, it will be important to coordinate with the efforts being carried out by the Government of Peru. To facilitate and enhance this effort, consideration should be given to providing some financial and technical assistance support to both the Ministry of Health and the Ministry of Education. Such support can relieve some of the financial pressures on both agencies and also serve as a stimulus to expand their efforts in an area which currently has low priority.

FIGURE 9  
 MAJOR TRACKS FOR INFORMATION AND EDUCATION CENTER AND THEIR INTERACTIVE EFFECTS



The rationale for a private non-profit drug education and information center considers the following factors: the need, existing drug education efforts, and the institutional setting. These factors are discussed below.

### 1. Need

The survey (Chapter III) demonstrated a desire for information about drugs among the population, the lack of accurate knowledge on the part of Peruvian society, and the lack of recognition that Peru's production of coca is related to its abuse problem. Not only is information required but lobbying and advocacy activities are called for, to effect changes in attitudes and behaviors. The response to this need requires an organization which can collect, develop and disseminate information; provide followup activities; coordinate the information activities of a network of other organizations; and carry out a program of lobbying and consciousness-raising on a continual basis of leaders and opinion-molders.

### 2. Existing Efforts

As discussed in Chapter VI, there are number of private and public organizations that have conducted limited drug-related education and information efforts. While admirable in their intent, these efforts have been outside the primary goals of the organizations, have not been well-coordinated, and in some cases may have been counterproductive. Many religious, youth and civic organizations have developed drug information and education activities which have focused on narrow audiences or memberships. In the public sector, the Ministry of Education has developed a National Prevention Plan which calls for curriculum development and teacher training. The Ministry of Health is establishing a data collection system for admissions and treatment data; plans are also underway to establish youth centers in the pueblos jóvenes to provide prevention and treatment services (one is currently operational). The Peruvian Investigative Police (PIP) provides lectures and discussions for parents, schools and any other requesting group.

In addition, a multisectoral committee comprised of the major elements in the government has been formed as part of the National System for Control of Drugs. Presided over by the Minister of Interior, the committee is responsible for supervising and coordinating the activities of the member agencies; approving policy guidelines for the implementation of Decree Law 22095; dictating the necessary standards for compliance with the law; and proposing the regulations needed to accomplish the objectives of the law. Further, an executive office (OFECOD) has been formed to coordinate the various drug-related activities of the agencies. However, the office consists of only a coordinator who has neither staff nor control over the individual agencies or departments. Each agency carries out its responsibilities in this area in accordance with its own priorities and budgetary resources.

Although unwieldy, the structure is clearly in place for more positive action by the government. The responsible ministries already have sufficient plans mandated and supported by legislation to carry out an effective program

to alert the public to the dangers of drug abuse and drug trafficking. Implementation, however, is the problem. It has been slow, if existent at all. One can only speculate on the many reasons why this is so. Lack of resources; other, more pressing priorities; bureaucratic processes that inhibit implementation; lack of perception that a problem exists for Peru; corruption -- these are all viable reasons for the lack of implementation. Regardless of reasons, it is not likely that the Peruvian Government will move quickly to marshal resources to establish a drug information and education initiative, let alone take consistently effective action against production and trafficking without the motivation and stimulus of the private sector and the public. The proposed center would act to mobilize the elite, the media, community organizations and public opinion generally to promote more effective government action.

More recently, the United States Information Service, (USIS)/Lima, has initiated two activities designed to increase public awareness of the drug problem. One is the beginning of a bimonthly publication, AHORA, on drug addiction in Peru. To date, two issues have been printed and disseminated. The second activity is the creation of a Permanent Committee on Drug Abuse Prevention. This committee has sponsored a national drug abuse prevention seminar and is making plans for another one aimed primarily at school teachers. The first seminar was attended by approximately 300 drug professionals and interested public and private individuals. Some of the outcomes of this seminar included a recognition that there is a need for (1) developing and airing appropriate television spots on prevention; (2) developing and disseminating factual drug information that does not rely on scare tactics; and (3) working with Padres de Familia associations to improve communications and interpersonal relationships within the family. It is significant that none of these address the problem of production and availability of coca products which must be a key objective of any effort.

Furthermore, while these endeavors are an excellent beginning to increasing public awareness, there is no Peruvian mechanism for implementing many of the committee's actions, and to guide and assist the efforts of other organizations, including the public sector. An implementing organization is needed to work on a daily basis to carry out a viable information and education program.

### 3. Institutional Setting

In considering the possibility of establishing a drug information and education center, questions arise as to where such a center should be located institutionally, either in the public or private sector, and as a component of an existing organization or as a free-standing entity. Conversations with selected public officials provide mixed results. Some feel that a new center or organization should not be created. Instead, they suggest that the funds for such a center be given instead to the responsible public sector agencies to augment their resources and enable them to carry out their information and education functions. Other officials interviewed strongly advise against that option and against establishing a new entity within the public sector. They feel that funds allocated to existing agencies would be

swallowed up by the immense overhead costs inherent in an existing public sector agency without any appreciable increase in information and education activities. Moreover, a new center incorporated within a public sector agency would be subject to all the existing governmental administrative and budget constraints, which would stifle new initiatives. [Since the Ministry of Education (MOE) is responsible (under the provisions of Decree Law 22095) for public sector drug-related information and education activities, such an action would also result in a duplication of effort or in the center taking over the MOE's responsibilities.]

Looking at the private sector,\* the study team analyzed the possibility of incorporating drug abuse information and education activities into an existing Private Voluntary Organization (PVO), either one already involved in the drug field or, barring that, into any other PVO capable of and willing to take on the added responsibilities and functions. As pointed out in Chapter VI, private organizations that appeared to be involved exclusively in drug information activities turned out to be in fact nothing more than private doctors or clinics that developed materials and pamphlets primarily to promote their services. While most were legitimate professionals, some were engaged in questionable treatment practices. The other entities that the study team surveyed such as Rotary and Lion clubs, Boy Scouts, and religious groups, while genuinely interested in providing viable drug information and education services, were doing this as a component of their overall function of serving their constituency and the community. Grafting a national drug information and education program onto these existing organizations would tend to either drastically alter their primary reason for existence or would place the drug information component in a subordinate position where it would not receive the attention necessary to make an impact. Thus, although it is recognized that it is AID policy to strengthen existing entities rather than create new ones, the team feels that the best possible option is to create a new organization within the private sector; an organization free of outside influences and constraints, that would eventually gain a reputation as a national authority on all drug-related matters.

Given this overview, the study team has identified eight guiding principles, a conceptual framework and proposed goals, objectives and activities of a drug education and information program. Together they constitute the program strategy it is recommended that USAID/Peru pursue.

## B. Guiding Principles

In developing a response to the growing need for drug-related information in Peru, several guiding principles came to light. These principles are intended to set the stage for providing drug information and educating the public on drug matters. They are based on the study team's findings in Peru and Development Associates' experience in conducting drug education efforts.

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\* Chapter VIII discusses the feasibility of where to locate a center in detail.

- The first principle to guide the development of an information and education program is that it be a Peruvian sponsored, initiated and directed response. A U.S.-directed project on this particular subject area could be perceived as an unwanted intervention in Peruvian affairs primarily to serve U.S. interests. While it is expected that a successful information and education program will ultimately impact on the production and export of cocaine to the U.S., for it to succeed the Peruvians themselves must believe in it and support it. They will do that only if they see a potential benefit for their own people. As the public opinion survey indicated, both opinion leaders and other respondents recognize the need for such a program directed at the Peruvian populace.

A response that develops from the grass roots, builds on and unites (as well as assists) past efforts at drug abuse prevention, and has the visible sanction and support of influential leaders and opinion molders has greater chances for success. Earlier chapters have identified previous drug information activities, so the team knows that certain groups have identified drugs as a problem and have attempted to address it. Moreover, the study has identified an open willingness on the part of many organizations to participate in, support and assist drug information activities. The interest and receptivity exist; assistance is needed in leading, coordinating and assisting these activities.

- In conjunction with the first principle is one which relates to the funding of the program. Similar programs in other countries and the experience of such organizations in other fields demonstrate that total self-financing is not feasible under present economic conditions. However, it is neither realistic nor logical to expect the U.S. government to finance the entire operation of a Peruvian educational effort indefinitely. A sense of ownership, of control and of having a stake in the program are attitudes which from the outset must be engendered among the program's founders, supporters, and indeed, the population at large. Increasingly, PVOs and community organizations are looking to the private sector for in-kind contributions of equipment and services as well as technical assistance and funding. Moreover, they are depending, to a greater extent, upon multiple resource bases.

There are a number of means which organizations can use to obtain support, in-kind contributions, and donations,\* such as:

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\* As identified by 25 administrators of Latin American private family planning institutions in 11 countries, attending Development Associates' four-day "Seminar on Resource Development for Private Non-Profit Family Planning Providers in Latin America" held on October 16-20, 1983, San Andres, Colombia. The seminar was also attended by representatives of PVOs and AID/Washington.

- charging fees for goods and services, usually using a sliding fee scale;
- expanding services into related areas (such as conducting research with pharmaceutical companies);
- traditional fundraising techniques (raffles, contests, etc.); and
- charging fees for unrelated services (renting out audio-visual materials, fees for use of office equipment, etc.)

The study team also identified offers of support, assistance and in-kind contributions among organizations contacted. These are discussed in earlier chapters and Appendix 7.

- A third guiding principle relates to early credibility. While the process of organizing and establishing an information and education program may be slower than desired, it is imperative that such a program establish credibility at an early stage in its development. This can be achieved by the involvement and input of respected leaders and organizations and the careful planning of activities. Within the first year, the program must take positive action toward educating the public; whether this is the stimulation of public dialogue through a series of newspaper articles or the convening of a national drug abuse conference, an effort must be made to quickly gain credibility in the public's mind.

It must be noted that while there is minimal hard data on the extent of drug use in Peru there is circumstantial evidence that a problem does exist.\* Doctors treat drug abusers every day and promotional activities by doctors appear to be on the increase. Regardless of the actual extent of drug use, the perception is that a problem does exist; people do not have sufficient knowledge on the subject, and desire additional information. Parents and teachers need to know the effects of and how to recognize the indications of drug use. Leaders and the people need to be informed of the social, economic, and political consequences of production and trafficking on Peru. This type of information is readily available and can be disseminated pending completion of more rigorous studies to substantiate the extent of the problem and to guide future information and education activities. The provision of factual and useful information early on with a concurrent advocacy position on drug-related topics will facilitate the establishment of the center's credibility. Furthermore, the sanction of leaders and respected individuals mentioned above will contribute to this credibility.

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\* This lack of systematic data must be corrected but need not delay center startup.

- A fourth guiding principle concerns the organizations and individuals discussed in Chapters V and VI. Capitalizing on the existing network of organizations, individuals and groups that have expressed an interest in cooperating in a drug-related information and education effort will be an important step. This will enable the program to reach a larger audience through existing organizations. Uniting the various public sector agencies (Ministries of Health and Education, PIP, etc.), private clinics and individual medical personnel, and civic and social associations that have made attempts at drug abuse prevention activities into a focused information dissemination network will be a crucial element of any plan. Similarly, combining and guiding the potential contributions (of assistance, media time and space, and other supports) from interested agencies and groups toward a specific goal will make for a well-coordinated approach. This will achieve broad-based support for the program and expand the program's constituency to include various segments of the population. It will also assist the program to get off to a quicker start, be less expensive and work to assure the effort is thoroughly grounded in Peruvian culture.
- A fifth principle to guide the design of information and education activities takes into consideration past experiences of similar efforts. First, there are the experiences of other drug producing and consuming countries to inform and educate the public about drug issues (namely, Mexico, Colombia, Bolivia and the U.S.). The examples and resources (e.g., research studies, informational materials, curricula, etc.) of other countries are available for review for potential adaptation. Lessons from service providers in other fields within Peru, such as the population field, can guide the development of an information and education program. Drug information and education activities need not start from scratch; rather, existing resources can be adapted and lessons learned from the experiences of other information and education efforts.
- Another guiding principle evolves from Peru's status as one of the major producers of coca products. Initially, the center should focus efforts on raising public awareness of the dangers of pasta basica and cocaine, and establishing the link in the public's mind between the proximity of coca cultivation and processing and the availability of pure, relatively inexpensive coca substances. Later in the center's evolution, its emphasis might be expanded to a more comprehensive approach, namely a health promotion approach. This approach focuses on abuse rather than on any particular drug. In this way, the use of any harmful substance or the immoderate use of a substance not generally identified as harmful is considered abuse. In Peru, this may mean ultimately expanding the center's efforts to include the abuse of substances such as prescription drugs, folk remedies, marijuana, inhalants, and perhaps even alcohol and cigarettes.
- The next guiding principle relates to the program's broad-based orientation. The influence and activities of an information/education

program should affect and unite differing levels of the society. For example, information activities should be aimed at leaders who can affect legislation; parents, educators, clergy, medical personnel, and individuals involved with youth and with social service activities; and at the media, which can stimulate public dialogue and effect change. Decision/policy makers and opinion molders need information upon which to base decisions regarding not only prevention and treatment activities, but also decisions relative to actions that impact drug production, trafficking, and availability within the country. Although the majority of social services are centralized in Lima, information activities must be focused both in the provinces and in Lima/Callao and the other major urban centers over time. Different activities may be designed for urban and rural audiences, as well as varying socio-economic groups within the society. The program must seek to respond to the needs of diverse target audiences and serve a varied constituency.

- Planned growth and development is the final principle which should guide the implementation of an information and education effort. Growth for its own sake, or too rapid expansion, will be counter-productive.\* If based on the program's capabilities to achieve its mission and on evaluations of the effectiveness and levels of need, planned growth and development can be achieved. The ultimate objective is to institutionalize the program as a viable and responsive entity, able to progressively, over time, meet the country's need for narcotics and other drug information and education activities.

In sum, the foregoing principles should be considered in the design of an information and education program. Indeed, they were a major factor in developing the conceptual framework for such a program, which is presented below.

### C. Conceptual Framework

An organized and well-defined program to inform and educate the Peruvian public about drug issues should be built within a conceptual framework which specifies the program's orientation and direction. This framework defines the program as a coordinated effort of information, education, referral, training, technical assistance, research and advocacy/lobbying activities. Moreover, it should also serve as a catalyst for these types of activities on the part of other organizations and individuals. As envisioned, this program will evolve as the leader of a coordinated effort of education and information, setting the precedents, standards, and policies to guide drug abuse prevention activities.

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\* If properly motivated and coordinated, the network of existing institutions should help to assure the growth of center efforts without over-commitment/expansion.

In essence, this program should include the following components:

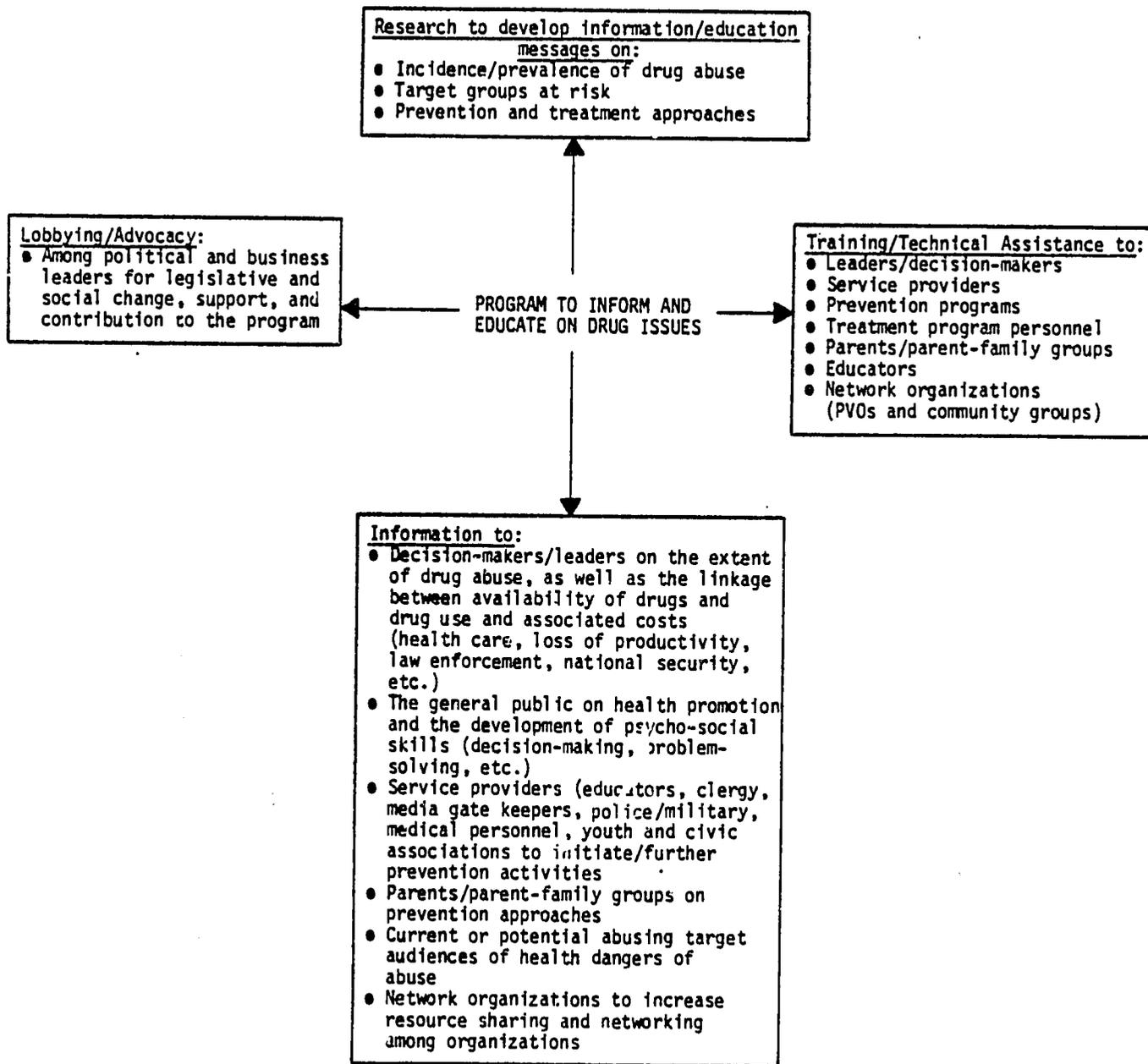
- promotion of public policy dialogue, lobbying and legislative change, especially among business leaders, politicians, community leaders, journalists and other media representatives, and religious officials;
- information provision, both on a request basis and on a proactive basis, to identified groups that could affect or participate in public awareness/education activities (opinion leaders, schools, church groups, youth groups, the media, medical agencies, police, etc.);
- development (or coordination of the development) of informational materials, media messages and campaigns, etc.;
- collection and review of materials, curricula, research studies, audio-visual materials, and training materials to establish a clearinghouse;
- informational service to increase networking among other service and information providers;
- networking, exchange of information and resource development among network organizations and expansion of network;
- provision of training and technical assistance to organizations and individuals through the development of conferences, training workshops, discussion groups, debates, etc.; and
- sponsorship/leadership of research and data collection efforts, media campaigns, and related activities.

Figure 10 displays a conceptual structure of the different components of a drug information and education program. These components in turn define the basic functions a national center would perform.

Equally important, there are a number of roles a drug information and education center should not play:

- Service provider to drug users -- the program must not dispense suggestions on how to treat drug abuse; rather, the center should, in these instances, refer inquiries to qualified treatment providers.
- A political role, affiliated with one or another political power center -- while this is, again, a difficult undertaking, the program should draw support from a variety of power sources without becoming associated with any one group. Retaining autonomy and objectivity are essential criteria for program success and effectiveness.
- A funding source -- while research, media or other activities may be funded by the program, it must not be promoted as a source of grants or funds; rather it should seek out and identify those individuals or groups with the skills and experience necessary to carry out the program's objectives.

FIGURE 10  
DRUG INFORMATION AND EDUCATION PROGRAM STRUCTURE



#### D. Goal and Objectives

The study team has identified a primary goal and attendant objectives for the information and educational activities which are recommended be undertaken. The goal is the following:

to inform and educate the Peruvian public about narcotics, other drugs, and national drug-related problems through the establishment of a viable information and education program which leads to positive action to prevent drug abuse, and control illicit production.

The objectives that relate to this goal are to:

1. Lobby and provide information to leaders and opinion molders to motivate positive actions to prevent drug abuse, to control production and to reduce drug traffic and drug availability;
2. Organize a network of organizations and assist/coordinate/lead drug information activities;
3. Conduct research on drug related topics and disseminate the results;
4. Provide training and technical assistance to organizations and individuals; and
5. Develop and disseminate information/educational messages to the general public.

To accomplish these objectives, we recommend that USAID/Peru help to establish a center for drug education as a new national community organization. This center would work with and through existing organizations to implement the recommended strategy as outlined in this report. The team further recommends that USAID/Peru provide start-up and operational funding, and technical assistance for a period of three years. Thereafter, USAID support should decrease for a period of two additional years. At the beginning of its fifth year, a joint US/Peru evaluation should be performed and a strategy, work plan, and funding plan for the years hereafter be developed.

Table 18 on the following pages illustrates the proposed tasks involved in achieving these five objectives, detailing tasks by year for three years. The selection of a three-year time period was designed to allow for periodic evaluations of program activities and a potential need for revision or restructuring. Following the charts is a year-by-year discussion to clarify further the activities of the program.

It is the study team's suggestion that these tasks and activities be viewed as examples to be assessed by the center's board, staff and committees for appropriateness. It is not the study team's intention to inhibit or create unrealistic expectations for the center's personnel with over-specific activities. For the center to be truly effective in Peru, it must reflect the ideas, creativity and capabilities of the center's founders and directors. For this reason, the tasks and activities are purposely general and broad.

TABLE 18  
YEARLY ACTIVITIES

OBJECTIVE	YEAR 1 ACTIVITIES	YEAR 2 ACTIVITIES	YEAR 3 ACTIVITIES
<p>1. Lobby and provide information to leaders and opinion molders to motivate positive actions to prevent drug abuse, to control production and to reduce drug traffic.*</p>	<ul style="list-style-type: none"> <li>● Develop/disseminate center publicity packages to leaders/opinion molders (political, religious, business, military, educational, media, health, union leaders).</li> <li>● Convene national conference for leaders/opinion molders to promote awareness of the problem and to identify actions.</li> <li>● Initiate personal lobbying efforts by center founders/sponsors/socios/committee members to gain support for center and to motivate action.</li> <li>● Disseminate newsletter to selected leaders/opinion molders.</li> </ul>	<ul style="list-style-type: none"> <li>● Disseminate new information to selected leaders/opinion molders.</li> <li>● Convene meetings, seminars to solicit support, suggestions of ideas/solutions/actions, and to motivate change.</li> <li>● Convene personal lobbying efforts.</li> <li>● Continue dissemination of newsletters.</li> <li>● Convene meeting of provincial leaders to solicit support, inputs and involvement.</li> </ul>	<ul style="list-style-type: none"> <li>● Continue and expand activities of Year 2.</li> </ul>
<p>2. Organize a network of organizations.</p>	<ul style="list-style-type: none"> <li>● Meet with leaders of selected organizations for input and support of program.</li> <li>● Develop/disseminate publicity package on center to interested/related organizations and individuals (listed in Chapter VI).</li> <li>● Identify network of interested organizations/individuals (in addition to Chapter VI list).</li> <li>● Attend/participate in national association conferences.</li> <li>● Develop/disseminate newsletter to network.</li> </ul>	<ul style="list-style-type: none"> <li>● Continue to develop/expand network.</li> <li>● Continue dissemination of newsletter to network.</li> <li>● Begin development of "how to" package for network organizations/individuals to conduct information/education activities.</li> <li>● Encourage information/resource sharing among organizations.</li> </ul>	<ul style="list-style-type: none"> <li>● Continue to update list of network organizations.</li> <li>● Continue dissemination of new information to network.</li> <li>● Continue dissemination of newsletter.</li> <li>● Begin development of educational curricula; start with secondary and primary levels (later look at curricula for university, post graduate, military/police academies, medical/nursing schools, etc.).</li> </ul>
<p>3. Conduct research on drug related topics.</p>	<ul style="list-style-type: none"> <li>● Review available research data, from Peru and other countries.</li> <li>● Assess research needs.</li> <li>● Identify potential research topics (e.g., level of drug abuse in Peru, across age, sex, education, SES, and other demographic variables; qualify prevention and treatment approaches and service providers, etc.).</li> <li>● Identify potential researchers.</li> <li>● Conduct and support epidemiological research.</li> <li>● Identify mechanisms to evaluate and publish research findings.</li> </ul>	<ul style="list-style-type: none"> <li>● Continue support for research.</li> <li>● Publish/publicize research findings.</li> <li>● Simplify research findings for use in informational/educational messages.</li> </ul>	<ul style="list-style-type: none"> <li>● Continue support for research.</li> <li>● Publish/publicize research findings.</li> <li>● Simplify research findings for use in informational/educational messages.</li> </ul>

TABLE 18  
YEARLY ACTIVITIES

OBJECTIVE	YEAR 1 ACTIVITIES	YEAR 2 ACTIVITIES	YEAR 3 ACTIVITIES
<p>4. Provide training and technical assistance to interested organizations/individuals.</p>	<ul style="list-style-type: none"> <li>● Begin assessment of training and technical assistance needs and resources.</li> </ul>	<ul style="list-style-type: none"> <li>● Identify, orient and begin training of cadre of consultants to conduct training and technical assistance activities.</li> <li>● Develop training curricula (in conjunction with "how to" package) for network organizations and individuals to conduct prevention activities.</li> <li>● Conduct initial training sessions for organizations (start with organizations that have initiated some drug prevention activities)</li> <li>● Develop technical assistance plans for various types of organizations (service providers, educators, community groups, etc.).</li> <li>● Publicize availability of technical assistance to network, community leaders in all departments.</li> </ul>	<ul style="list-style-type: none"> <li>● Continue to identify, recruit and train consultants.</li> <li>● Continue training workshops for different groups (parents, scouts, religious leaders, police, civic associations, etc.).</li> <li>● Continue provision of technical assistance on a request basis.</li> </ul>
<p>5. Develop and disseminate information/educational messages to the general public.</p>	<ul style="list-style-type: none"> <li>● Meet with media representatives to initiate the development of media messages.</li> <li>● Begin information collection activities starting with a review of existing materials (from Peru and other Spanish speaking countries).</li> <li>● Begin topic identification/selection of informational materials.</li> <li>● Develop a proposed pastoral letter for review and dissemination by the Peruvian bishops.</li> <li>● Plan/coordinate/schedule a specific promotional activity to draw national attention to the drug problem.</li> </ul>	<ul style="list-style-type: none"> <li>● Begin development of media spots (radio, TV, newspapers and magazines).</li> <li>● Continue collection of materials/media messages for dissemination.</li> <li>● Begin development of information/educational materials for dissemination.</li> <li>● Disseminate materials on request.</li> <li>● Plan/coordinate/schedule National Drug Abuse Prevention Year (for Year 3).</li> </ul>	<ul style="list-style-type: none"> <li>● Continue collection and dissemination of materials.</li> <li>● Plan/coordinate/schedule promotional activities such as fairs, parades, etc., associated with National Drug Abuse Prevention Year.</li> </ul>

\*Our use of the terms "leaders and opinion molders" refers to a broad spectrum of leaders in a field such as those identified in our survey.

The study team believes that an organizational structure should be designed to carry out the information and education program outlined here. Options (and the feasibility of each) for such an organization are discussed in Chapter VIII and an organizational development, start-up and funding plan presented in Chapter IX.

#### Year 1

The first year should be devoted primarily to start-up activities, staff and board training, network development and planning and needs assessments for future activities. In addition, in the first year, an epidemiological study of the incidence of drug abuse in Peru should be designed and conducted. This study would form the basis for a national action conference at the end of year one. Before and after the conference there should be a series of media events designed to inform and heighten awareness on the lines of Table 19. One of the first activities of the center should be to develop publicity materials and/or a newsletter describing the center's mission and objectives. These should be disseminated to leaders and organizations/agencies identified in this report. Informal meetings should be scheduled with leaders and opinion molders to plan courses of action and to identify means of support for the center. These meetings would lead to a national-level conference to solicit input and to promote awareness among the invited attendees.

Similarly, media representatives should be consulted to discuss alternative media messages and techniques related to the center's goal. These meetings (with leaders and the media) should lead to the scheduling of a specific promotional activity. Representatives of the organizations listed in Chapter VI should be contacted for several purposes. First of all, they should make up a pool from which to elect members of the Board of Directors. Secondly, these organizations should be encouraged to join the network of prevention and education organizations. Thirdly, input as to the center's operations and activities should be elicited from this network. It is envisioned that the center will serve as the guiding force of this network and, at the same time, the channel for information, materials, technical assistance and training, research and educational data.

This network should be augmented during the first year by other interested groups and individuals. Remaining activities include planning for future media, materials development, educational, research and training and technical assistance activities. In addition, evaluation processes should be designed and integrated into the center's operation to gauge progress and the achievement of objectives.

Table 19 presents an illustration of potential campaigns the center could carry out in year one. A detailed work plan of activities for year one is not presented as the team believes the center board and staff should develop their own work plan as soon as the center is formed. The exhibit and this report overall, however, should provide a solid foundation from which to develop a work plan.

TABLE 19

EXAMPLES OF MIXED MEDIA CAMPAIGN APPROACHES FOR POTENTIAL CENTER IMPLEMENTATION

NETWORK ORGANIZATIONS	BOARD	MEDIA
<p><b>Purpose</b></p> <p>To Educate Network Members to Problems:</p> <ul style="list-style-type: none"> <li>● formulate action plans</li> <li>● stimulate and coordinate local action</li> <li>● generate support for Center</li> </ul>	<p><b>Purpose</b></p> <p>To:</p> <ul style="list-style-type: none"> <li>● educate Board</li> <li>● organize Board</li> <li>● stimulate support for local actions</li> <li>● stimulate lobbying activity</li> <li>● support general effort</li> </ul>	<p><b>Purpose</b></p> <p>To:</p> <ul style="list-style-type: none"> <li>● educate media</li> <li>● stimulate public relations</li> <li>● catalyze stories and investigations</li> <li>● support general information effort</li> </ul>
<p><b>Campaign Elements</b></p> <ul style="list-style-type: none"> <li>● Local conferences and support</li> <li>● 30-second TV spot</li> <li>● 3-day National Conference with network representatives from all over</li> <li>● Media coverage of conference</li> <li>● TV Panel Show/local discussion groups with materials</li> <li>● Repeat Spots</li> <li>● Follow-up support posters/brochures/contact</li> </ul>	<p><b>Campaign Elements</b></p> <ul style="list-style-type: none"> <li>● 2-day seminar</li> <li>● Legislative program</li> <li>● Center Program Support</li> <li>● Legislative Committee Meetings</li> <li>● Board Meetings</li> <li>● Participation in National Conferences</li> <li>● Follow-up Seminar</li> </ul>	<p><b>Campaign Elements</b></p> <ul style="list-style-type: none"> <li>● 2-day seminar</li> <li>● News Releases</li> <li>● Coverage of Events; e.g., National Conference</li> <li>● Cooperation on Stories</li> <li>● Media Briefings</li> <li>● Shows</li> <li>● Spots</li> <li>● Follow-up Seminar</li> </ul>

## Year 2

With the center now fully established, the second year should be an important one; it is in the second year that the activities of the center will be fully established and full scale implementation will occur. Lobbying efforts and meetings with leaders would continue, and information disseminated to them as it is collected and/or developed. The development, collection and dissemination of information will continue and expand. During the second year, the center should seek to expand and solidify a network of organizations interested in drug education activities and develop educational materials to assist the network organizations in their prevention/education efforts. Within the research component, activities should be to continue to identify and select research topics, researchers, and means for supporting and publishing resultant research studies. Training and technical assistance activities should focus on orienting and training potential consultants and developing curricula to assist network organizations in prevention and education endeavors. During year two, there should be a full scale schedule of media activities, seminars, workshops and publications. These should be designed to build on the end of the first year's momentum and orchestrated so the center becomes a valued part of Peruvian society.

## Year 3

During the third year, the center should, by and large, continue and expand upon the activities of the second year. It is proposed that new activities to begin in the third year might include the development of educational curricula and processes to implement drug information and education activities in public and private schools. To start, this activity might focus on secondary schools, or both primary and secondary levels. Later efforts along this line might expand to the university and graduate levels, medical and nursing schools, and military and police academies. At the end of the third year, it will be essential to conduct a broad-based evaluation of the center and develop plans for subsequent years' activities based on the evaluation results. In addition, efforts to obtain local support must accelerate as U.S. funding will start to decrease after this year.

Subsequent years' activities should build upon the first three years. An important consideration will be to expand services and activities to the provinces as soon as possible. On a regular (perhaps annual) basis, the center's founders, sponsors and staff should conduct an evaluation of the center's progress and effectiveness. From this evaluation, restructuring or revision of the center's program and direction can be designed if necessary.

## E. Summary

This chapter has presented a strategy for conducting a drug information and education program under the auspices of a private non-profit center. This strategy has been defined by guiding principles, a conceptual framework, and goals and objectives. The study team has purposely defined this strategy in general terms for several reasons. First, this was done to avoid inhibiting the program implementers to a specific course of action. This allows flexibility, and importantly, it demands considerable input from the

individuals and organizations involved in the program. The year-by-year illustration of objectives and activities is designed to be a proposed guide for the implementation of the strategy rather than a detailed scope of work.

The following chapter details the feasibility of a series of alternative settings and structures for the center. Chapter IX then outlines the steps necessary to start an information and education center.

## VIII. FEASIBILITY OF ORGANIZING A PRIVATE NARCOTICS EDUCATION AND INFORMATION CENTER IN PERU

The preceding chapters of this report have focused on the drug problem in Peru and various possible ways to address it. In the last chapter, the study team concluded that the Peruvian public would respond to an information and education campaign, that there were many resources to build on and that such an effort could stimulate action against drug abuse, traffic and production. It was also concluded, however, that to be successful and make effective use of resources, there was a need for a center to provide overall leadership, coordination and support. Experience elsewhere and the current history of efforts in Peru strongly suggest that the center should be privately funded and operated; the Government of Peru cannot at this stage be looked to for such an effort. This chapter continues the analysis and discusses the feasibility of designing and establishing a private narcotics education and information center which would respond to the needs for information on narcotics and other drug problems.

The study team explored several options for the creation and organization of a viable drug education and information center. In analyzing the various options, several factors were considered. These included the Peruvian environment or climate in which the center must operate; the need for active Peruvian participation and involvement; USAID control and visibility; and the process and length of time required to obtain legal status. These are discussed below.

### A. Feasibility Factors

#### 1. Environment

There are several aspects to the environmental situation in Peru that have considerable bearing on the organization and operation of a drug education and information center. First, a certain amount of coca production is legal, as is coca leaf chewing above a certain altitude. Eradication of illegal production is seen by many people as the first step to total eradication and the ultimate elimination of the cultural practice of coca leaf chewing as required by the Single Convention on Narcotic Drugs of 1961. There is still some opposition to this step.

Second, while most Peruvians are supportive of USAID-sponsored activities, some prefer not to be too open about it. Recent terrorist activities against workers in coca producing areas and against local officials suspected of cooperating with GOP efforts to control illicit coca cultivation are seen as an indication of what could happen to anyone associated with a "drug education and information program" that might be construed as interfering with drug traffic activities.

On the other hand, the drug problem is no longer perceived as strictly a U.S. problem by many Peruvians. As the results of the national survey indicate, Peruvians are beginning to realize that they do have a drug problem

and lack both the information and the resources to deal with it. Thus they want to see an organization created that would provide the requisite information and education and serve as a catalyst for action by other institutions but they do not want the organization to attract undue attention that might impair its effectiveness.

## 2. Peruvian Involvement

One of the principal objectives of this study has been to determine the feasibility of establishing an organization that will take root in Peruvian society and grow and develop. Therefore a proposed course of action for organizing the center must take into consideration the following: one, if the center is to be a true Peruvian entity, USAID visibility must be minimal. Two, the major activities involved in organizing the center will have to be done by Peruvians. Three, the Peruvians identified as sponsors must have an opportunity to review and comment on the proposed organizational structure and operational concept of the center as well as on the stated objectives of the center. This will require that the "sponsors" or their representatives be completely briefed on the results, proposals and recommendations of this study, as modified by USAID. The sponsor may be an existing institution or a core group of individuals that have agreed to act as "founders" of an independent autonomous institution known as the center, but the important part is the active support and involvement of the Peruvians themselves. Four, since the proposed center is intended to serve and have an impact on all segments of society, the organization's Board of Directors must be fully representative of all sectors and classes of Peruvian society.

Although this may result in a large Board of Directors, broad representation accomplishes several things. First, a broad-based board will facilitate networking with existing PVOs and other civic and community organizations and will provide an entre into diverse sources of funding and in-kind support. In addition, such a group of individuals can, individually and collectively, have a major positive impact within their own constituency on Peruvian attitudes toward drug use, prevention, and control activities. Further, their diverse backgrounds (they should not all be drug-related professionals) and interests will be useful in developing credible information activities designed to demonstrate the negative impact that drug production and trafficking have on the Peruvian society and economy. Therefore, individuals selected to serve on the board should be influential within their community and should be willing to lobby their peers and others for positive change.

## 3. USAID Control and Visibility

This concept does impact somewhat on USAID control and monitoring of project activities. It is recognized that USAID has a responsibility for ensuring proper control and expenditure of U.S. funds. The process for exercising this control will have to be carefully orchestrated to avoid the appearance that the Peruvians involved in this effort are "puppets" of the U.S. USAID visibility thus also becomes a factor. The sensitivity of Peruvians to the drug issue and their desire to control their own affairs as well as potential terrorist threats against U.S.-sponsored drug control

activities, all suggest that the USAID should maintain a low profile. In discussions with Peruvians interested in sponsoring a drug information and education center, some indicated that although they welcome the funds to start and operate such a center, they would prefer the funds be channelled through a source other than USAID, preferably a U.S. academic-type institution such as the National Institute on Mental Health.

Although USIS' high visibility during the October 1984 seminar did not produce any negative consequences, it is necessary to point out that this was a one time event that probably will be followed up by similar periodic events 4-6 months apart. That irregularity, by itself, tends to provide some invisibility. The center being considered here will operate daily and have frequent contacts with the media, politicians, and other leading segments of society. The center and its staff will have considerable visibility and consequently so will the center's sponsor, in this case USAID. It may be that this concern is unwarranted, but the more Peruvian society feels it is dealing with a Peruvian organization that is acting in Peru's national interest, the more willing the society will be to support it, thus increasing its chances for success.

In sum, the study team believes USAID visibility should be kept relatively low. Accountability and technical direction can be reasonably managed via a fulltime technical assistance specialist in the early years. If more direct involvement than this is deemed necessary by the USAID, we suggest it be limited to one or two members of the Board's Executive Committee for the first few years.

#### 4. Legal Status

A final factor to be considered is the process for obtaining Peruvian legal status for a new organization. An organization created as part of an existing legal institution such as a university or existing PVO immediately takes on the status of the parent institution. Thus, legal recognition is instantaneous. A new free-standing organization will have to apply for legal status, a process that can take from two to six months, depending on the standing of the sponsors and the competence of the lawyer handling the case. Legal status must be obtained before USAID can enter into any kind of grant or contractual agreement with the organization.

#### B. Options for an Information and Education Center in Peru

With the above considerations in mind, the study team looked at four possible options for organizing and locating the proposed center. These are discussed below.

Option 1: Under this option (proposed by the counterpart team from LA Catolica) the center would become an administrative satellite to the university system, but would be "autonomous" in its operation. The Center would be sponsored by both La Universidad Católica and the Cayetano Heredia University. The six-member Board of Directors would be appointed by the rectors of both universities with La Catolica responsible for four members and Cayetano Heredia, two members.

**Option 2:** A variation of Option 1, this option would increase USAID involvement and participation. The center would be administratively attached to the university system as before. However, in this case, Católica and Cayetano and the Mission would each appoint two members of a seven-member board. The seventh member would be the Executive Director of the center, selected by the six members of the Board from a panel proposed to them by the Mission Director in consultation with the Rectors of Católica and Cayetano Heredia.

**Option 3:** This option involves sponsorship by an independent group of distinguished leaders (business and civic) that can attract additional influential leaders to serve as board members or as "socios" who can serve on working committees and lend their name and support to the center's activities. Under this option, the center would be a completely free-standing organization requiring active involvement and participation by Peruvians to obtain legal status and get off to a clean start. Under this option, the "founders" would have to be identified, selected, and carefully briefed on the goal, objectives, and functions of the center so that they can then recruit other individual or institutional representatives to provide for a broad base of support. The number of board members would be more than in the previous options and would include representatives from the major societal groups such as those included in our national survey.

**Option 4:** Under this option, the center's activities would be incorporated into those of an existing PVO. Although the study team had discounted this possibility (as part of its PVO review - Chapter VI), the idea was raised during discussion of Option 3 with a group of Peruvians. One of the individuals in this discussion happened to be the President of the Board of the Instituto Peruano de Fomento Educativo (IPFE) which USAID helped start in 1962. IPFE is involved to some extent in maintaining a collection of drug abuse films and renting them, on request and at a nominal fee, to institutions, schools, and business and industrial firms. As proposed under this option, the center would become a department of IPFE and would absorb the above function as part of its information and education activities. IPFE would provide the physical plant and equipment as well as the administrative structure to support the center.

The advantages and disadvantages for each option are listed in the table on the following page. These were arrived at through extensive discussion, first with members of the counterpart team from La Católica, and subsequently, with selected individuals representing various segments of Peruvian society.

A possible fifth option which is not listed in the table would take advantage of the Permanent Committee on Drug Abuse Prevention that successfully sponsored the first Drug Abuse Prevention Seminar in October 1984. However, since, to the best of the study team's knowledge, the committee is not a legal entity in its own right, this option would be a variation of Option 3 above with the exception that in this case the core founders would be the committee members themselves. Although this is definitely a possibility, there are factors that mitigate against it. One,

TABLE 20  
ADVANTAGES/DISADVANTAGES OF VARIOUS OPTIONS

OPTION	ADVANTAGES	DISADVANTAGES
<p>1. Sponsorship by La Católica and Cayetano Heredia Universities</p>	<p>a. Immediate legal status available.            b. Associated with two prestigious institutions thus ensuring support to get started.            c. Immediate access to academic resources and skills.            d. Administrative and logistical support            e. USAID dealing with known quantity -- minimal visibility, but good control and influence over activities.</p>	<p>a. Total policy control by university            b. No client access to broad-based constituency that is needed to ensure support by Peruvian society.            c. Opportunity for "buy-in" or commitment by national/local leaders is minimized.            d. Limited access to outside funding sources -- thus minimizing potential for eventual self-financing.            e. Academic connection may deter involvement or acceptance by other segments of Peruvian society, particularly those working in pueblos jovenes environment.            f. May tend to be overly conservative.            g. May tend to be overly research-oriented.</p>
<p>2. Joint sponsorship by USAID, Católica and Cayetano Heredia</p>	<p>a. Same as a - d above, plus more control by USAID.</p>	<p>a. Same as b - g above, plus excessive visibility of USAID.            b. Too much control by USAID. Organization clearly seen as instrument of U.S.</p>
<p>3. Free-standing organization sponsored by group of select business and civic leaders</p>	<p>a. Access to broad spectrum of Peruvian society.            b. Sponsors have a stake in ensuring operation of center.</p>	<p>a. Legal status must be obtained thus requiring lead time before center can receive USAID funding.</p>

TABLE 20

## ADVANTAGES/DISADVANTAGES OF VARIOUS OPTIONS

OPTION	ADVANTAGES	DISADVANTAGES
3. (Continued)	<ul style="list-style-type: none"> <li>c. Opportunity for "buy-in" or commitment by national leaders is maximized.</li> <li>d. Opportunity exists for access to outside sources of funding leading to eventual self-financing.</li> <li>e. Minimum USAID visibility.</li> <li>f. Opportunity exists for innovativeness and creativity in center operations.</li> <li>g. Independent standing will facilitate dealing with different segments of Peruvian society.</li> </ul>	<ul style="list-style-type: none"> <li>b. USAID control more difficult.</li> <li>c. Sponsors need extra training and technical assistance to ensure sufficient knowledge to take on "new" venture. More USAID involvement initially.</li> <li>d. Center has to establish own credibility and reputation -- more difficult time getting "off the ground." Will have to rely on influence of board members and "socios" to facilitate entry to various segments.</li> </ul>
4. Center incorporated into existing PVO	<ul style="list-style-type: none"> <li>a. Legal status immediately available.</li> <li>b. Administrative and logistical support readily available.</li> <li>c. Minimum visibility as drug information and education center, thus avoiding negative publicity.</li> <li>d. Startup costs might be less.</li> </ul>	<ul style="list-style-type: none"> <li>a. Same as b - d in Option 1.</li> <li>b. Policy established and controlled by parent organization.</li> <li>c. Minimal visibility as a drug information and education center.</li> <li>d. As USAID support diminishes, center will have to compete with other departments for available funds.</li> <li>e. Freedom to be creative and innovative would be minimal.</li> <li>f. Difficult to create own constituency.</li> </ul>

the majority of the members are public officials that may not be around after the upcoming elections. Second, most appear to be closely allied with some aspect of the drug field, either treatment, prevention, or enforcement, which is useful but does not have the broad-based makeup that will be necessary to attract influential leaders from other fields. The study team feels that this Permanent Committee, because of its makeup and experience, can play a more meaningful role in the outcome of this study effort by serving, as the nucleus of a technical advisory committee which is discussed in the next chapter. In that role, the committee would provide technical advice and guidance to both the Board of Directors and to the organization's (center) staff in the development of policy and implementation of information and education activities.

The team also participated in a focus group session chaired by the ESAN staff where all focus group participants, except for one, consisted of individuals that had been founders or supporters of independent PVOs. Although there were differences of opinions on the different options, the idea of a drug information and education center was received with great enthusiasm. The study team also encountered several individuals (politically and socially influential) who expressed a desire to participate in the establishment and operation of such a center. (These individuals are listed and identified in Appendix 6 to this report.)

### C. Conclusion

Considering the factors discussed at the beginning of this section and the advantages and disadvantages of the various options, the center, to be effective, must have the support of all segments of Peruvian society. It must have the freedom to be creative and to try innovative techniques that reach not only influential government and private sector leaders, but also the majority of the population that will most benefit from its services. The center, in addition to providing information and education services, above all must serve as a leader and coordinator of the many groups and organizations needed to reach the maximum number of people at least cost. Therefore, it must rely on a group of founders or sponsors that represent all segments of Peruvian society and not be seen as an elitist tool of any particular interest group, be it USAID or a particular segment of Peruvian society. This will not only facilitate accessibility by all groups, but will also place it in a position where it can access outside funding sources to support its efforts toward eventual self-financing.

On balance, the study team feels that the third option, an autonomous, private organization with its own distinct Board of Directors, provides the best potential for success. The team recommends that the organization be founded or sponsored by an active group of committed leaders and supported by IPFE, Universidad Católica and Universidad Cayetano Heredia as well as other prestigious organizations. This would certainly create an institution well rooted in Peruvian society, with an excellent potential for growth and eventual self-financing. The team further recommends that USAID initiate contact with the President of the Board of IPFE and the Rectors of Católica and Cayetano Heredia and others to further explore this option. This initial meeting should be with a limited number of individuals to agree on concepts

and policies and arrive at a strategy for involving additional individuals in the process for establishing a new organization.

The following chapter presents an action plan for establishing a private autonomous center, detailing the start-up activities and resources required.

## IX. PROPOSED ACTION PLAN FOR ORGANIZING A PRIVATE NARCOTICS INFORMATION AND EDUCATION CENTER

This section addresses a proposed course of action for organizing and setting up a private drug information and education center, paying particular attention to the need for creating an entity that will be acceptable to Peruvian society and over time attain some measure of self-sufficiency. Accordingly, although USAID would provide initial financial support, it is imperative that Peruvians (preferably key influential leaders) be involved in the process of establishing such a center. Below, the key points in setting up a center are addressed. These include: (1) the involvement of key leaders and institutions that have expressed an interest in the center; (2) outlining a plan for establishing the center; (3) discussing resources; (4) discussing start-up requirements and costs to support the center; (5) outlining a proposed organizational structure and staffing for the center; and (6) outlining criteria for evaluating the center's activities.

### A. Involvement of Individuals and Organizations

There is a wide array of Peruvian institutions and individuals willing and capable of assisting the center. Some of the key cases are discussed below; others are in the Appendix. During the course of this study, the study team worked closely with selected staff from the Pontificia Universidad Católica del Perú. Their involvement in all aspects of the study, from the development of the survey questionnaire to the review of PVOs and the development of a concept for the proposed center and its functions, has given the study a Peruvian perspective that would not have been possible otherwise. In addition, their involvement and acceptance of the concept leaves a collective memory available in Peru long after the study team has departed. These persons can be valuable allies in promoting the center and assisting in the start-up activities.

The Escuela para Administración de Negocios para Graduados (ESAN) participated in the refinement of the survey questionnaire, conducted the survey, and participated in the analysis of results. Their experience and knowledge of the survey itself provides USAID with the capability for further analyses of pertinent data that might be used in the future to publicize center activities. Furthermore, at least initially, ESAN serves as a potential resource for additional surveys and studies that will most certainly be needed once the center is fully operational.

The majority of existing PVOs that were reviewed by the study team have expressed an interest in supporting the center's activities. These institutions provide the nucleus for a nationwide network that will be valuable in promoting and channeling the information/education/technical assistance activities of the center. This concept of a nationwide network of existing organizations is the key to the proposed center's success. By mobilizing and utilizing the existing organizational infrastructure the center will be able to reach large segments of the Peruvian population at minimal

cost and without having to develop a large nationwide PVO. At the same time, the center will serve as a central resource for providing information, materials (publications) and technical assistance to the members of the network. This will ensure, to a certain extent, a coordinated effort to raise public awareness.

As indicated earlier, many PVOs and other community/civic organizations have been involved in drug information and education activities without benefit of outside assistance. This concept will remedy that situation. Further, as the center's activities expand and become better known, additional organizations will be encouraged to join the network. However, to succeed, the relationship between the center and the network organizations must be one of mutual sharing and non-threatening. Local organizations must be able to trust, work with, and rely on the center without fearing that the center intends to exercise control over their organizational activities. The success of the center will be initially demonstrated by these organizations eventually looking to the center for guidance and assistance in drug information and education matters. In addition, these institutions have prominent leaders from all segments of Peruvian society as members of their boards of directors. These people can be tapped as resources for promoting and supporting center activities.

Complementing the network of existing organizations are various other individuals and private and public organizations. For example, a number of the media organizations and agencies expressed an interest in cooperating with the development of an informational campaign. Some of these organizations may be in a position to contribute technical assistance or to discount the prices of their services. The study team also identified numerous individuals that figure prominently in one or more aspects of the Peruvian leadership. Names of these are listed in Appendix 6 to this report. Many of these serve on the boards of private business firms and on the boards of civic associations and other PVOs.

Late in the study, as a result of a personal contact by one of the team members, the study team met with a group of prominent individuals to discuss the proposed center and its activities. The group, consisting of a banker, a former IBM executive and member of the Asociación Peruana de Scouts, a journalist and TV interviewer, a lawyer, and two doctors, was extremely interested in the subject and promised their full fledged support. They were receptive to the idea of serving as "founding fathers" for the center and offered to recruit additional members. The person that set up this particular meeting is the father of the current Vice-minister of Hacienda. This individual has his own medical practice and is a member of the board of directors of the Instituto Peruano de Fomento Educativo (IPFE), a twenty-year old PVO started with USAID support.

Another entity that can play a key role in the proposed center organizational structure and activities is the newly established Permanent Committee on Prevention of Drug Abuse. Sponsored by the United States Information Service (USIS), Lima, this group of Peruvian drug experts has

already started on a program of raising public awareness on drugs and drug-related problems. The background and experience of the committee members makes this group an ideal candidate to form the nucleus of a Technical Advisory Committee to the proposed center. Their involvement in this capacity will facilitate coordination between USAID and USIS-sponsored drug information activities.

In summary, there is substantial interest in Peruvian society about the establishment of a national drug education and information center. The involvement of Peruvians in the study itself, coupled with the statements of support and willingness to sponsor such a center, from other groups and individuals, is certainly the first step in ensuring that such an institution takes root in Peruvian society.

#### B. Initial Activities

This discussion of the process for establishing the proposed center assumes approval of the study team's recommendation to establish a private independent organization to implement a national drug information and education program. Following the concept that this should be a Peruvian endeavor, maximum use should be made of those interested individuals and organizations identified during this study. This will require a dynamic recruiting effort to identify dedicated individuals who are interested in addressing the nation's drug problems and are vitally committed to the success of the project. Thus, as a first step the Mission should identify and select a group of 9 to 15 prominent individuals representing diverse segments of Peruvian society to attend an initial organizational meeting. This initial group should include representatives from Católica and Heredia Universities; one or two PVOs such as IPFE, GREDES, or APROPO; the USIS Permanent Committee on Prevention of Drug Abuse (this will probably also ensure representation from one or two GOP agencies such as the MOH or MOE); the media (print and electronic); industry; the Church; etc. This initial group should be carefully selected to ensure that their individual philosophical leanings are in line with the overall goal of this project.

At this initial meeting attendees should be fully briefed on the results of this study, the goal and objectives of the drug information and education program, and the concept and organizational structure of the proposed center. Emphasis should be placed on the need to involve Peruvians in establishing an organization designed to help Peruvians. The primary outcome of this meeting should be to motivate attendees to commit themselves to support the program, first by participating in a process to identify additional prominent and influential Peruvians that will be willing to serve on the Board of Directors of the proposed center, and second, by their own involvement in future center activities.

Potential board candidates should, in addition to the criteria listed above, all be respected leaders in the community or within the particular sector of Peruvian society they represent be it in industry, public service, or pueblos jóvenes. The objective of the organizing committee should be to identify 30-40 such individuals, assuring fairly equal representation of all segments of society, including the military and the police. If this program is to make any impact on the attitudes of Peruvian society and those of the

Peruvian government, whether it is drug consumption, trafficking, or production, then it is essential that the Board of Directors be representative of all the people.

Once potential board members are identified, they should be invited to a half-day meeting, followed by lunch, at which the initial organizing group briefs all attendees on the need for and objectives of the center and proposed activities. The importance of giving attendees a full and clear understanding of the proposed goals and objectives, and anticipated tasks of the center cannot be overstated. Any misunderstanding or confusion at the start could be extremely detrimental later as the center gets off the ground. ESAN and La Católica can be used in this session with ESAN personnel presenting a brief overview of the survey results. La Católica staff would present the background of the study. Members of the USIS Permanent Committee can describe their efforts to date and the reception they have received. Emphasis at this meeting should be on Peruvians initiating actions to help Peruvians with initial U.S. funding that will be decreased as the center attains some measure of self-sufficiency through the efforts of the people at this meeting. After attendees have had an opportunity to have their questions answered, those gathered if they so choose to participate, would form the Board of Directors and initiate the formal process of legally forming the center.

As a first step, committees should be formed to facilitate the organizational process as well as future operational activities. Examples of possible committees are By-laws and Rules; Finance; Program; Personnel; Public and Government Liaison; Oversight; etc.

At a mutually agreed-upon date, the Board would meet to develop and approve the necessary statutes and to initiate the paperwork for incorporation as a legal organization. Appendix 8 contains a draft proposed Constitution and By-laws (in Spanish) for possible use by the Board.

Concurrently with the above actions, USAID should begin the process for funding the organization.\* The agreement between USAID and the proposed organization can be either a contract or a specific support grant. Recognizing that drug abuse information and education is not a typical AID function and the need for minimal USAID involvement (lack of an identified position to oversee the contract and a desire to make this a Peruvian endeavor), it would appear that the best course of action is to employ a grant agreement. Since the organization will be newly formed, it will more than

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\* Throughout this organizing period, it will be important to coordinate with and support the efforts of the USIS Permanent Committee (Comité). This will serve to highlight the problem and create a more receptive environment for the center's efforts. In addition, it would be useful to promote other short-term awareness activities. In this regard, the study team recommends that USAID consider supporting a USIS/Comité drug abuse seminar for the media so they are better informed and can provide more coverage of the problem during the organizing period.

likely not be able to meet the 50% requirement of a matching grant. Thus, an Operational Program Grant (OPG) is probably the best approach where only 25% of the cost has to come from non-USAID sources. Initially even this will likely require some sort of waiver, at least for the first few years. In subsequent years, it is expected that the self-financing efforts of the center will enable it to meet or exceed the 25% requirement.

It should be noted that in utilizing an OPG, USAID has virtually no control over the activities of the grantee. Any degree of control will have to come through the initial grant agreement which spells out what the grantee will do and through the technical assistance contract discussed later. In this case the activities outlined in Chapter VII and in this chapter can serve as the basis for the agreement. It is probably wise to also provide incremental funding on a yearly basis to ensure that the USAID's purpose in supporting this organization is being accomplished.

Concurrent with the above actions and administrative procedures actions should be initiated to implement board training activities.\* These activities should consist of an orientation to the field of drug abuse with a focus on prevention/education/information activities. This step is critical if the Board members are to play relevant and effective roles in the center's guidance and management. Based upon the level of knowledge and experience of the individual Board members, the training activities should be designed to give the Board a solid grounding in the drug abuse field. Moreover, the training should be developed to elicit consensus and support from the Board members on the purpose of educational and informational messages (e.g., not to scare people with exaggerated claims or misinformation, but to provide factual information and encourage reasonable decision making and problem solving).

The remaining activities are then controlled by the Board. The Board elects an Executive Committee that will be responsible for the active supervision of the Executive Director and the center's activities. Based on agreements between USAID and the Board, a search starts for an Executive Director and other center staff. Figure 11 is an illustrative example of the time frame required to establish the center.

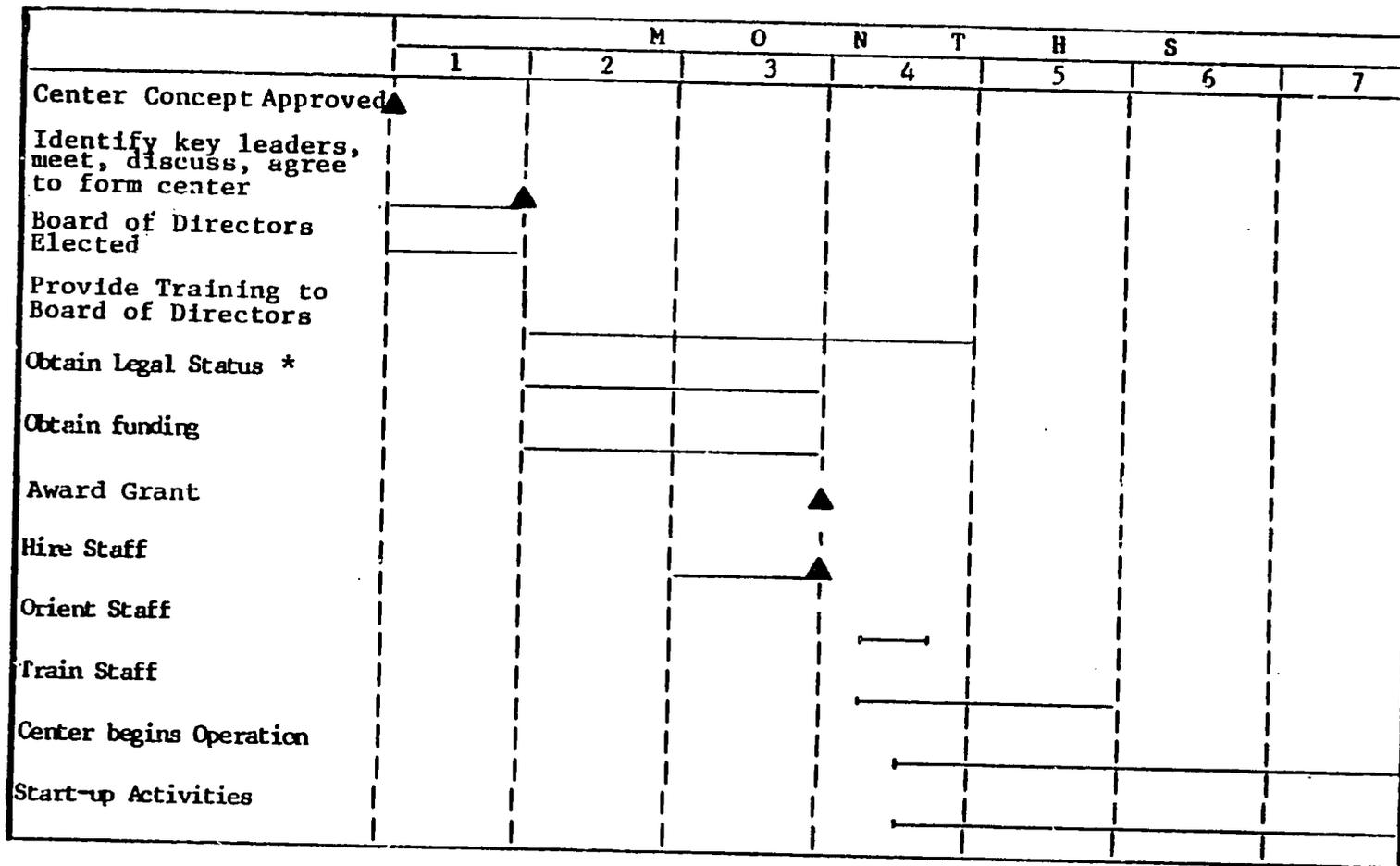
### C. Resources Required

The resources required for the effective operation of the center can be further subdivided into financial, human, material, and training. The availability of these are discussed separately.

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\* In these early stages, it will be necessary for the USAID to contract for short-term assistance to itself and the committee on legal, start-up and training matters. This assistance would serve as a bridge until an OPG and long-term assistance contract can be funded. In addition, the current USIS-sponsored Permanent Committee on Drug Abuse Prevention can be useful in planning and implementing board training activities.

FIGURE 11  
TIME FRAME TO ESTABLISH CENTER



\*May take as long as six months.

## 1. Financial

Initially, and probably for a period of at least five years, the center will require substantial financial support from an outside source, in this case, USAID. Although it is unlikely that the center will ever be totally self-sufficient, it is essential that, from the beginning, the center's director and staff operate the center and its activities on a business-like basis. The focus and the orientation need to be on the idea that to succeed the center must eventually attain some measure of self-sufficiency. This is an area where an active, interested board of directors can be extremely helpful by identifying and securing contributions either cash or in-kind. The center staff, particularly the Executive Director, also needs to be alert to such sources. The potential for such assistance is there. For example, the study team, while investigating the availability of media resources, received an offer from an ad agency to provide free in-kind services in the development of TV and radio spots (See Appendix 8).

In addition to obtaining this type of outside support, the center's operations should provide for the receipt of some income from its services. Although it can never hope to recover all of its costs (in general the target population cannot or will not pay a fair price for materials or services) recipients of the center's services should pay a nominal amount. Thus, the center should establish a price list for materials and for services rendered. For example, where materials or publications are requested, the policy may be to develop a sliding scale with reduced unit prices for additional or multiple copies. The same technique should be used for attendance at conferences, seminars, and workshops and for technical assistance services. However, this has to be carefully planned so that customers or recipients of services are not precluded from those services by their inability to pay. In general, people prefer to pay for what they get, provided they are able to do so. Other possible sources of income include contributions from industry and business and the publication and sale of research studies or other publications as well as membership fees from member organizations and members of the Board of Directors.

It is unlikely that the center will be able to generate any appreciable income during the first year of operation (other than membership fees from the Board of Directors and possibly some contributions). By the second year, however, through expansion of its activities and recruitment of additional organization members the center should begin to see some increase. However, based on the nature of its services and the experiences observed in other countries, total self-sufficiency is questionable and some external support will be required. As indicated in Chapter IV, all the drug information and education organizations visited are dependent to a large extent on federal government support supplemented by local government support and in-kind contributions from the community and some individuals. A similar situation exists in the United States where many local and state drug programs closed down when federal funds were withdrawn. Even the national Federation of Parents for Drug Free Youth, a grassroots organization which is almost totally supported from memberships, contributions, and the sale of materials, gets some support from the federal government.

Thus, recognizing the importance to Peru and the U.S. of the proposed effort, the Mission should plan on being the major funding source for the first five years with the objective of decreasing its support gradually starting with the fourth year. An order of magnitude could be a 15% reduction in year four; and 36% in year five with the center having to come up with the difference. Any income generated by the center in excess of the above rates could be used to establish an endowment fund to finance future operations. Concurrently, the Board of Directors should be lobbying to secure cost support from the GOP to replace USAID share during this period. During the second five-year period, U.S. support should be limited to individual contracts or specific small grants. Table 21 presents a budget, income and cash flow plan which outlines this approach in more detail.

## 2. Human Resources

The center will require the services of a board of directors, an executive director, a secretary/office manager, an accountant, and specialists in information, education, training, technical assistance, and communications in drug-related matters. Additionally, it will need access to specialists in drug abuse prevention, treatment, and research. These specialists will be used to provide training and technical assistance in development of local community prevention and treatment programs, as well as facilitate the identification of appropriate research topics and assist in selected studies.

It has been demonstrated that there are key individuals in Peruvian society willing to assist in the establishment and operation of an information/education center. However, since the center is projected to be small, the staff will require multidisciplinary skills that will be acquired through technical assistance, cross-training, and on-the-job training. These will be discussed in more detail in the next section on start-up requirements.

In order to have maximum impact in the area of drug information and education with minimum staff and at minimum cost, the center must avail itself of professionals that are experts in the various fields. They will serve as advisers as well as consultants that can provide the necessary training and technical assistance services. Thus, a priority for the center staff will be to identify qualified people and ascertain their willingness to serve on a technical advisory committee and/or form the nucleus of a consultant pool. The Mission is fortunate in that USIS has identified and formed a permanent prevention committee that can serve as the nucleus of a technical advisory committee and can also assist in developing the consulting pool. Additionally, they may be a valuable resource in identifying and selecting potential Board members as well as possibly serving as Board members themselves.

## 3. Material Resources

The necessary material resources: office space, furniture, equipment and supplies will have to be purchased. These items and the cost of obtaining them are listed in Table 22 at the end of this chapter.

Table 21(a)

OPERATING BUDGET  
PUBLIC INFORMATION AND EDUCATION CENTER

	BUDGET YEAR 1	BUDGET YEAR 2	BUDGET YEAR 3	BUDGET YEAR 4	BUDGET YEAR 5	TOTAL BUDGET YEARS 1-5
<b>1. DIRECT LABOR</b>						
CENTER DIRECTOR	20000	21000	22050	23153	24310	110513
ASSOCIATE DIRECTOR (INFO. & ED.)	15000	15730	16538	17364	18233	82884
ASSOCIATE DIRECTOR (T & T/A)	15000	15750	16538	17364	18233	82884
RESOURCE SPECIALIST	12000	12600	13230	13892	14586	66308
CHIEF OF RESEARCH	15000	15750	16538	17365	18233	82886
OFFICE MANAGER/BOOKKEEPER	5000	5250	5513	5788	6078	27628
SECRETARY	5000	5250	5513	5788	6078	27628
MESSENGER	3600	3780	3969	4167	4376	19892
INTERNS (STIPEND ONLY)	3000	3150	3308	3473	3647	16577
INFORMATION SPECIALIST		12000	12600	13230	13892	51722
TECHNICAL ASSISTANCE SPECIALIST			12000	12600	13230	37830
TOTAL 1	93600	110280	127794	134184	140894	606752
<b>2. BENEFITS (35% OF TOTAL 1)</b>	32760	38598	44728	46964	49313	212363
<b>3. IN-COUNTRY CONSULTANTS</b>						
CONSULTANT FEES (175 DAYS @ \$100/DAY)	17500	18400	19300	20000	20000	95200
TRAVEL (CONSULTANTS & STAFF)	15000	15750	16538	17364	17364	82016
PER DIEM (50 DAYS @ \$45/DAY)	2250	2475	2700	3375	3375	14175
TOTAL 3	34750	36625	38538	40739	40739	191391
<b>4. INTERNATIONAL CONSULTANTS</b>						
CONSULTANT FEES (20 DAYS @ \$175/DAY)	3500	3675	3858	4050	4255	19338
TRAVEL (4 RTS., @ \$1200/RT)	4800	5040	5292	5556	5835	26523
PER DIEM (22 DAYS @ \$75/DAY)	1650	1730	1820	1910	2000	9110
TOTAL 4	9950	10445	10970	11516	12090	54971
<b>5. OBSERVATION/TRAINING TRIPS (10 AVG. TRIPS)</b>	28500	28500	28500	14965	14965	115430
<b>6. MEDIA COSTS (TV/RADIO TIME)</b>						
(SCRIPT, TAPING, EDITING & FIELD TEST)	80000	125000	200000	200000	200000	805000
<b>7. PRINT COSTS</b>						
(BOOKLETS, NEWSLETTER & POSTERS)	15000	20000	25000	25000	25000	110000
<b>8. SEMINARS/MEETINGS/WORKSHOPS</b>	20000	25000	30000	30000	30000	135000
<b>9. RESEARCH COSTS</b>	20000	100000	100000	100000	100000	420000
<b>10. OTHER DIRECT COSTS</b>						
RENT	12000	12600	13230	13892	14586	66308
TELEPHONE	5000	5300	6050	6655	7320	30525
OFFICE SUPPLIES	4000	4400	4840	5324	5856	24420
MAINTENANCE (OFFICE EQUIPMENT AND MOTOR BIKE)	4800	5040	5292	5557	5834	26523
ACCOUNTING	2400	2520	2646	2778	2917	13261
MATERIALS, BOOKS, SUBSCRIPTIONS	8000	9000	9500	10000	10000	46500
TOTAL 10	36200	39060	41558	44206	46513	207537
<b>11. TOTAL ESTIMATED COSTS</b>	370760	533508	647088	647575	659513	2858444

Table 21 (b)

OPERATING COSTS OFFSETS PUBLIC INFORMATION AND EDUCATION CENTER						
	INCOME YEAR 1	INCOME YEAR 2	INCOME YEAR 3	INCOME YEAR 4	INCOME YEAR 5	TOTAL INCOME YEARS 1-5
<b>1. MEMBERSHIP FEES</b>						
-----						
BOARD MEMBERS (FEE 30 MEMBERS @ \$20 FOR 1ST & 2ND YEARS AND 50 MEMBERS @ \$50 FOR 3RD TO 5TH YEARS)	600	600	2500	2500	2500	8700
ORGANIZATIONS (FEE 60 ORGS. @ \$10 FOR 1ST YR.; 120 ORGS. @ \$50 FOR 2ND YR.; 180 ORGS. @ \$50 FOR 3RD YR. AND 200 ORGS. @ \$100 FOR 4TH & 5TH YRS.)	600	6000	9000	20000	20000	55600
TOTAL 1	1200	6600	11500	22500	22500	64300
<b>2. CONTRIBUTIONS</b>						
-----						
BUSINESSES	2500	5000	10000	20000	20000	57500
FOUNDATIONS	0	2000	2000	4000	4000	12000
GOVERNMENT (GOP)	0	10000	50000	80000	80000	220000
IN-KIND *	43300**	45000	48000	50000	50000	236300
TOTAL 2	45800	62000	110000	154000	154000	525800
<b>3. INCOME GENERATED BY CENTER ACTIVITIES</b>						
-----						
SEMINAR REGISTRATIONS	0	1200	1500	2000	2000	6700
SALE OF MATERIALS	0	1000	2000	4000	4000	11000
CONSULTING SERVICES	0	1000	3000	5000	5000	14000
TOTAL 3	0	3200	6500	11000	11000	31700
<b>4. TOTAL ESTIMATED INCOME</b>						
-----						
	47000	71800	128000	187500	187500	621800
=====						

\* Could increase by \$12,000 if rent-free space can be obtained.

\*\* Includes \$40,000 share of media development to be provided by J. Walter Thompson advertising agency.

Table 21 (c)

SUMMARY OF PROJECTED COSTS/  
ANALYSIS OF OFF-SETTING COSTS  
PUBLIC INFORMATION AND EDUCATION CENTER

	STARTUP	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5	TOTAL YEARS 1-5
1. DIRECT LABOR		93600	110280	127794	134184	140894	606752
2. BENEFITS		32760	38598	44728	46964	49313	212363
3. IN-COUNTRY CONSULTANTS		34750	36625	38538	40739	40739	191391
4. INTERNATIONAL CONSULTANTS		9950	10445	10970	11516	12090	54971
5. OBSERVATION/TRAINING TRIPS		28500	28500	28500	14965	14965	115430
6. MEDIA COSTS (TV/RADIO TIME)		80000	125000	200000	200000	200000	805000
7. PRINT COSTS		15000	20000	25000	25000	25000	110000
8. SEMINARS/MEETINGS/WORKSHOPS		20000	25000	30000	30000	30000	135000
9. RESEARCH COSTS		20000	100000	100000	100000	100000	420000
10. OTHER DIRECT COSTS	32875	36200	39060	41558	44206	46513	207537
11. TOTAL COSTS	32875	370760	533508	647088	647574	659514	2858444
12. OFF-SETTING INCOME*	0	47000	71800	128000	187500	187500	621800
13. SURPLUS / DEFICIT (-)	-32875	-323760	-461708	-519088	-460074	-472014	-2236644
14. RECOMMENDED USAID SUPPORT	32875	370760	533508	647088	550438	422089	2523883
15. SURPLUS / DEFICIT (-)	0	47000	71800	128000	90364	-49925	287239
16. EPIDEMIOLOGY STUDY (MOH)		80000					80000
17. MINISTRY OF EDUCATION		50000	70000	90000	110000	130000	450000
18. TRNG. & TECH. ASSIST. CONTRACT	100000	350000	350000	0	0	0	700000
19. TOTAL USAID COST	132875**	850760	953508	737088	660438	552089	3753883

\* If feasible, it is recommended that USAID provide full funding (line 14) for three years. This will enable the Center to build up a surplus to help support activities in Years 4 and 5 (line 15); thus, there would be no grantee share in Years 1-3, but in Year 4, their share would be 15% and in Year 5, 36%. It would also provide a carryover surplus for Year 6 of about \$287,000 which, along with the same level of off setting income as in Year 5, would enable a 6th year of operation with no U.S. support at 72% of the Year 5 level.

\*\*Not included in totals for Years 1-5.

PUBLIC INFORMATION AND EDUCATION CENTER

Long-Term Technical Assistance

Term: Two Years

Level of Effort: Three person-years per year consisting of one full-time technical and managerial advisor complemented by a full-time Peruvian national and short-term experts in such areas as media, publications, research, etc.

General Scope of Work:

- Liaison between USAID, the Center and the Board
- Assistance in formation of the Board
- Oversee the process for obtaining legal status for the Center
- Provide technical training to the Board
- Provide organization training and technical assistance to the Board and Center staff
- Coordinate and manage utilization of short-term technical assistance experts
- Technical assistance in planning and implementing Center activities
- Oversight of Center activities during the contract period

Cost: \$350,000 per year

#### 4. Training and Technical Assistance

In addition to the above resources, the study team recognizes the need for training of the center staff and board as well as technical assistance in the initial organization of the center. Although some basic qualifications are outlined in Section E. Management, Organization and Staffing for the center staff, they very likely will need to see and work with other professionals involved in similar activities. For example, it would be beneficial for at least the Director (and, if possible, the Information/Education staff) to visit the Centros de Integración Juvenil (CIJ) in Mexico City. Three to five days spent with that organization would be useful in learning how an information resource center is organized and also how new centers are established. Visits to the main CIJ location in Mexico City will be especially useful in the area of information collection, classification, storage and dissemination. CIJ has one of the most extensive resource centers (library) on drug abuse in Latin America and is an excellent model for the proposed center to emulate. Although the proposed center is not intended to be a replica of CIJ, it does incorporate many of CIJ's features. The information resource center collection and CIJ's techniques for working with community and civic groups are two features that the proposed center will gain. Additionally, such a visit will also serve to establish a line of communication for future information sharing between the two organizations. Similar visits should also be scheduled to Colombia, Bolivia and the U.S. in that order. Participation of some Board members on these trips will serve to further enhance the capability and utility of the Board.

Since this center is a new initiative for Peru and for USAID, it will be useful to provide at the outset extensive outside technical assistance to get the center organized and operational. The proposed center will engage in a national drug information and education effort using a very small staff and relying upon existing private voluntary organizations, community groups, and others to serve as intermediaries with Peruvian leaders and the populace. In its proposed role the center will serve as a national resource for information, publications, and technical assistance. In order to be accepted, the center must establish excellent collegial working relationships with the various community groups mentioned above and must not give the impression that it intends to control or coordinate their activities. Since the center must quickly demonstrate its capability to provide viable services, it will be beneficial to provide a long-term technical and managerial advisor for a two-year period. This advisor should be assisted by a full-time Peruvian national who understands the complexities of the situation to facilitate the interchange with, and assistance to the Board, as well as the other Peruvian institutions and organizations (to include the public sector such as the MOH and MOE) that will be involved in the center's program. The advisor should also be able to call on short-term experts in such areas as media, publications, research, etc., as supplemental assistance. In addition to assisting the center Board and staff, the presence of such an advisory element, under separate contract to USAID, provides additional assurance that the center will function and operate in accordance with the original USAID intent of the grant agreement.

Once the center is fully operational, staff members should alternate traveling to and attending international conferences. For planning purposes, a minimum of one trip should be scheduled each year. This will enable the center to expand its network and draw on a broader array of resources.

#### 5. USIS Support

Ancillary to the resources required for operation of the center are the current and future activities of the United States Information Service. The existing USIS-sponsored Permanent Committee on the Prevention of Drug Abuse has successfully sponsored a national seminar on drug abuse prevention and is planning a Latin American regional conference for spring 1985. For the short-term, the efforts of this Committee in raising the awareness of selected segments of the population will serve to make the debut of the center much easier. These efforts can be further enhanced through joint USAID/USIS sponsorship of immediate action activities such as workshops for media representatives to stimulate expanded coverage of drug-related issues and problems. A workshop for media people could easily focus on the effects of specific drugs on humans, especially cocaine and cocaine paste, citing examples of cases treated locally and backed up by research in other countries. Another topic could be the impact of the narcotics problem on Peru's national security, economy and social order. The situation in the upper Huallaga valley is a good example of the damage that can be done to a particular region. Citing available statistics (although outdated), the workshop can then turn to a discussion of narcotics abuse among Peru's population and the link between drug use and drug availability. The workshop could also include small group discussions on the role which the media, society, and government can or should play in controlling the problem. The results of the small group discussions could then be compared to the findings of the perceptions survey (Chapter III). In addition, excerpts or a summarized version of the study would be given to participants at the end of the workshop.

An alternate "immediate action" activity could revolve around a meeting of prominent Peruvians gathered to discuss the formation of the education and information center. By advising the media in advance they could provide press coverage of the discussion and rationale for such a center. This would serve to publicize the results of the perceptions survey as well as the goal, objectives, and proposed activities of the center.

For the long-term, as the center becomes fully established as a Peruvian entity, it will be important for USIS to continue its aggressive publicity of the U.S. position on drug issues. In this respect, the Permanent Committee can continue to play a role as an advisory body to USIS to ensure proper focus of U.S. messages directed at the Peruvian situation. Further, the continued participation of certain members of the Permanent Committee in the center's activities, either as members of the Board or of the Technical Advisory Committee, will serve to facilitate coordination of efforts between the two bodies.

## 6. Coordination with the Government of Peru

The Government of Peru has underway a number of relevant and complementary activities which, while presently lagging, are of potential importance. They include the teacher training and student awareness efforts of the Ministry of Education (MOE), the statistical and treatment activities of the Ministry of Health (MOH), the awareness and enforcement activities of the Peruvian Investigative Police (PIP), and the internal education efforts of the military. It will be important for the center to coordinate with all of these agencies. In addition, the center should be able to assist directly these efforts through training, technical assistance, observation trips and materials. Indeed, representatives of these groups should be on the center Board.

More directly, as part of the overall project, USAID may wish to consider assisting the MOE and the MOH to carry out more effectively their efforts. For example, a small grant and some technical assistance via the proposed project could serve to stimulate the lagging MOE effort. The MOH is already receiving support on a data collection system from the World Health Organization (WHO) and the Pan American Health Organization (PAHO), and USAID might assist that effort as well as capitalize on an existing resource to involve the MOH in the recommended epidemiology study of drug use, as well as other research. Further it is extremely important that the Ministry of Education be assisted in developing a national leadership capability and role in drug-related public information and education since eventually the MOE will probably be the ultimate support base for center-related activities.

### D. Start-up Activities

Basically, the operational concept for the center is simple. Once the center is formed, staff selected and hired, and office space obtained, the center announces its existence through letters to organizations and individuals identified during this study. A simple descriptive promotional flyer should also be developed as soon as possible to be used as part of the center's on-going promotion program. At the same time, the center staff should begin to identify professional experts to be used as consultants; identify, select, and subscribe to professional journals and other relevant publications; initiate a search for, collect, and review all possible materials for inclusion in the resource library; and begin to identify individuals, groups, associations, and institutions working in or interested in working in the drug abuse prevention and treatment field and maintain a file on each one. (This file can be started with the information contained in Chapters V. and VI.) This latter effort will result in a mailing list that will be maintained and revised on a continuing basis and will form the basis for the establishment of a country-wide network for information dissemination as well as the core of the center's customers.

As indicated above, the relationship between the center and the country-wide network of organizations will be one of mutual sharing of information and assistance. A similar non-threatening relationship should be established with the public sector, such as the Ministries of Health and Education, so that there is no conflict in the messages being transmitted to

the Peruvian public. The roles of the various ministries in the area of drug information and education are well defined in Decree Law 22095 and relevant ministerial documents. The MOE works through the formal educational system and the MOH through the public health system. Neither addresses the needs of the populace outside those areas (although their target population is not well served either), and this is where the center comes in. Its private non-profit status, supported initially by USAID's funding, gives it a freedom of action and capability not available to the public sector agencies. However, again, it is important that the center avoid actions that come across as threatening to other agencies and organizations. Although these are indicated as start-up activities, they are also on-going ones that must be continued for the center to remain an effective, viable resource in the field.

Throughout startup, the Board's role will be critical. Once trained, they should receive periodic updates in addition to regular board activities. In the early months of the project it will be particularly important for the Board to exercise leadership and to assist the staff in its informational efforts including assistance with entre to groups and the media. The Board should also be organizing to carry out lobby efforts with opinion leaders and the government.

A final critical start-up activity for both Board and staff will be development of a detailed first year work plan. While this study can be used for many elements of such a plan, it is important the Board and staff actually develop it. The plan should detail specific first year objectives, including time lines and staff assignments and be keyed to their operating budget. One condition of the USAID grant should be the annual development of detailed work plans.

Once these activities are well underway, the center would begin full operations to implement the strategy outlined in Chapter VII and to offer training and technical assistance services.

#### E. Management, Organization and Staffing

The overall concept of the center provides for an organization with minimal but well qualified staff that makes maximum use of outside resources such as technical advisers and consultants. Utilizing some of the features of both CIJ in Mexico and CESE in Bolivia, the organization and operational concept is designed to keep costs down while at the same time being able to reach the maximum number of the target population through its network activities. Management of the organization would be provided by a broad-based policymaking Board of Directors, working through an Executive Committee to oversee and support the activities of the Executive Director. The Executive Director should have maximum freedom (working within established guidelines) to act to ensure effective and timely implementation of center activities

using normal management and control techniques such as GANTT and personloading charts. Figure 12 is a proposed organizational chart. Figures 13 and 14 are draft management tools depicting the first year's operation of the center based on the strategy discussed earlier. Below, the functions of each element within the organization are discussed.

### 1. Board of Directors

The Board of Directors would consist of 25-30 key influential leaders representing to the maximum extent possible the groups in Peruvian society that were the subject of this study's perceptions survey. The Board develops policy and oversees the center's activities acting through a small executive committee. Members of the Board of Directors should be willing to promote the activities of the center and lobby their peers for positive change to assist in the achievement of the center's objectives. Members will also assist in fundraising to help the center to eventually become self-financing and provide entre to the groups they represent. The Board of Directors at its discretion should also consider forming several committees such as the following:

- Program Committee to oversee and assist in the development of the Center's annual program.
- Finance Committee to lead and coordinate fundraising activities such as contributions from private sources.
- Public and Government Liaison Committee to coordinate publicity and lobbying activities of the Board; keeps Board informed of legislative and other government initiatives in the area of drugs; carries out lobbying activities with the government to obtain support and funds from the GOP for positive anti-drug actions.
- Oversight Committee to monitor and assess the operations of the center.

### 2. Executive Committee

This Committee, comprised of no more than six members elected by the Board of Directors, would be responsible to the Board for the overall direction and accomplishment of the center's objectives. The Committee ensures that the Board's policies are implemented, and reviews and approves the center director's actions in accordance with pre-established guidelines.

### 3. Executive Director

The Executive Director would be responsible for the overall management and operation of the center. Since this is a key position in the functioning of the center, the Executive Director must be a strong and capable administrator, preferably with a public health background. He/she should also be a good politician (without getting involved in politics) who is respected for his/her technical competence. Preferably the Director would be something

FIGURE 12  
ORGANIZATIONAL CHART

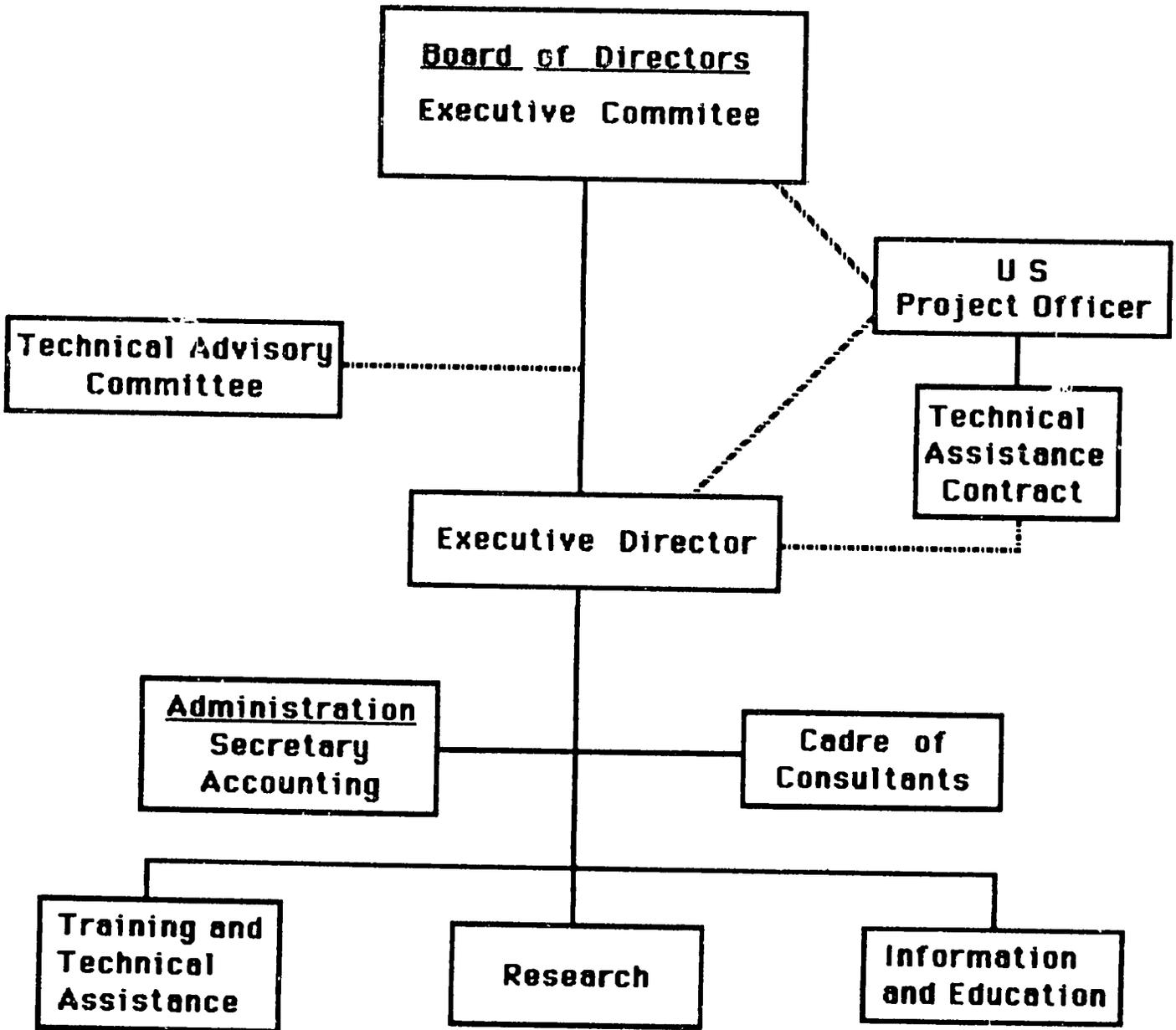
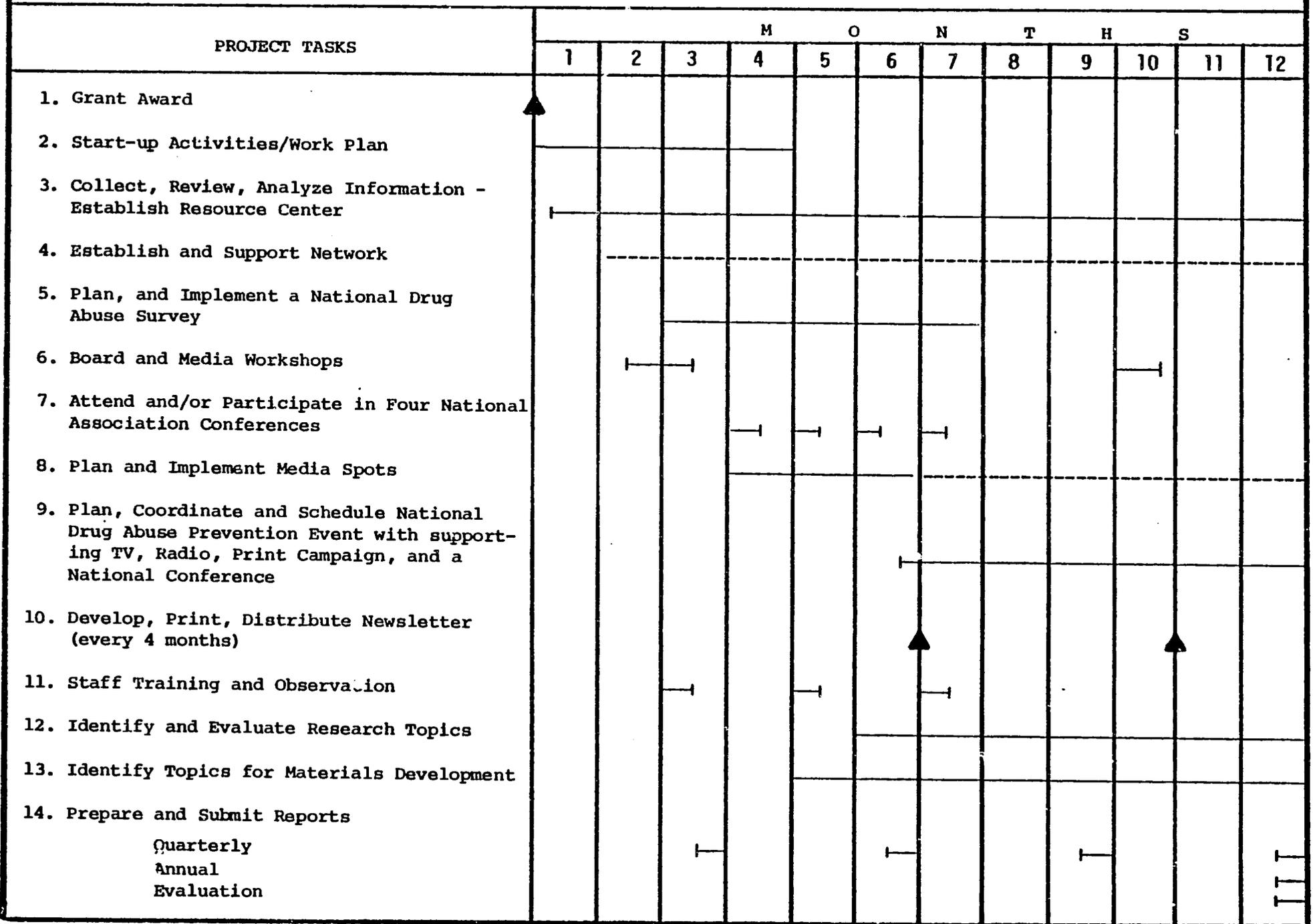


FIGURE 13

[SAMPLE SCHEDULE]

CENTRO PERUANO PARA LA PRESERVACION DE LA FAMILIA SIN DROGAS (CEPPREFAM)  
GANTT CHART



1/6/7

FIGURE 14  
CENTRO PERUANO PARA LA PRESERVACION DE LA FAMILIA SIN DROGAS  
SAMPLE PERSONLOADING CHART

PROJECT TASKS	PERSONDAYS						
	Total	Director	Assistant Director Information/Education	Asst. Director T & TA	Chief of Research	Resource Specialist	Consultants
1. Grant Award							
2. Start-up Activities/Work Plan	115	30	20	40	20	5	
3. Collect, Review, Analyze Information - Establish Resource Center	165	15	40	30	25	55	
4. Establish and Support Network	120	15	10	40	15	40	
5. Plan, and Implement a National Drug Abuse Survey	110	15	10	10	55		20
6. Board and Media Workshops	85	15	15	30	10	5	10
7. Attend and/or Participate in Four National Association Conferences	39	10	4	11	4	10	
8. Plan and Implement Media Spots	88	10	28		10	10	30
9. Plan, Coordinate and Schedule National Drug Abuse Prevention Event with Supporting TV, Radio, Print Campaign, and a National Conference	172	30	35	20	20	37	30
10. Develop, Print, Distribute Newsletter (every 4 months)	60	10	10	5	5	30	
11. Staff Training and Observation	100	20	20	20	20	20	
12. Identify and Evaluate Research Topics	60	10	5	10	30	5	
13. Identify Topics for Materials Development	126	15	25	10	7	14	55
14. Prepare and Submit Reports							
Quarterly	35	15	8	4	4	4	
Annual	40	20	5	5	5	5	
Evaluation	60	10	5	5	10		30
<b>TOTAL</b>	<b>1,375</b>	<b>240</b>	<b>240</b>	<b>240</b>	<b>240</b>	<b>240</b>	<b>175</b>

of an entrepreneur with the drive to spearhead fundraising type activities. The Director reports directly to the Executive Committee. The Director coordinates and supervises the activities of the Advisory Committee and works closely with the Executive Committee in developing recommendations to the full Board. The Executive Director hires and fires the staff and monitors and evaluates the activities of the Assistant Directors.

#### 4. Information and Education Division

The information and education function is carried out by an Assistant Director and a Resource Center Specialist. If center activities grow as expected, a second Resource Specialist may be needed in the second year to serve needs. The Assistant Director and Resource Specialist would work with consultant experts and volunteers, to accomplish the following functions:

- Establishment and maintenance of an information resource center consisting of library and data bank;
- Collection, review, evaluation, and dissemination of factual and culturally appropriate information on drugs and drug-related problems, to include research studies;
- Development, field testing, and dissemination of materials and/or publications to fill existing gaps;
- Response to requests for information and materials from individuals, groups and agencies or other institutions;
- Development and maintenance of an information network throughout the country to assure maximum coverage of the population. This is accomplished through the development of a mailing list of interested individuals, organizations, and groups which is updated periodically;
- Publication and dissemination of a periodic newsletter to keep the center's constituency informed and current on drug matters; and
- Development and implementation of publicity and promotional activities to include periodic campaigns utilizing all forms of media.

The Assistant Director should have a strong background in media, communications, development of campaigns, and dissemination of information. The Resource Specialist should be well grounded on the subject of drugs and drug-related problems and have a background in library science. Additional staff assistance (at no cost) can be obtained through local universities by arranging for utilization of graduates who must perform a period of internship in order to qualify for their professional status. Interns may be obtained from the fields of health, communications, social sciences, library science, etc.

## 5. Training and Technical Assistance Division

The center, through an Assistant Director, would provide training and technical assistance on request to community and civic groups, institutions, and others in the area of prevention and treatment. The objective of this function is to encourage, foster, and assist in the development and establishment of local community prevention and treatment programs. This element is also responsible for the development, coordination, and conduct of conferences, seminars, and workshops. Particular attention will be focused on training workshops at the province and local level aimed at parents, educators, health service providers, and community leaders.

The Assistant Director for Training and Technical Assistance should be an experienced trainer with a strong background in drug abuse prevention and treatment. If the network grows as projected, a second staff person will be needed in this unit after the first year. In addition, it is expected they will make maximum use of consultant experts, volunteers, and local community resources such as Associations of Padres de Familia, Rotary and Lions Clubs, Boy Scout groups, etc.

## 6. Research Division

The research function, at least in the early years of the center's operation, will be a critical one. The center's Chief of Research will coordinate with the two Assistant Directors, and the Technical Advisory Committee and collaborate with various universities and ministries to identify and prioritize research topics that will expand the base of knowledge on drug matters in Peru. Within budgetary limitations, the center should fund, through grants or contracts, appropriate research studies. Wherever possible, every effort should be made to obtain co-sponsorship of such studies to minimize costs to the center. Specifically, collaboration with and support of the MOH should be emphasized so as to encourage and enhance that Ministry's capability for continuing research in this area.

The center's research component should be action-oriented so as to stimulate research activities of other appropriate and interested parties designed to get them involved with the problem of drugs. The results of any such studies should be carefully reviewed for validity and appropriateness and then published and disseminated by the Assistant Director for Information and Education.

## 7. Technical Advisory Committee

The Technical Advisory Committee should be formed by the Center Director in coordination with the Executive Committee and consist of experts in medicine, public health, social services, media, communications, and drug abuse prevention and treatment. The nucleus for this committee can be the existing USIS-sponsored Permanent Committee on Drug Abuse Prevention. Their

knowledge of the Peruvian drug situation and experience in developing information seminars provides an excellent beginning to what should be a technically competent group of drug professionals.

The Committee would provide advice, as needed, to the Board and the center staff. At a minimum it would meet twice a year, initially to assist in developing plans, and later to review the center's planned activities and accomplishments. Additional meetings may be held at the option of the Director. The Committee's services should also be used as needed in specific instances. Examples might be during the planning phase of a conference or in the development of specific media campaigns and materials. Every effort should be made to obtain the services of the members on a voluntary basis. This committee, along with selected Board members would also participate on a publications review panel to assist the center in developing and disseminating relevant materials.

#### 8. Consultants

For maximum effectiveness, the center will have to rely on expert consultants in the area of drug abuse prevention and treatment, training, media, materials development, community organization, and communications. Eventually, consultants should be well qualified Peruvian experts, although there will very likely be a need to initially identify and use outside (foreign) consultants from time to time. The center should maintain an up-to-date listing of these consultants for use as needed. The center staff, in using consultants, must take extra care to match consultant qualifications with the specific requirements of the task for which the consultant is being hired.

#### F. Administration

The center's administration should be handled by the Director and the office manager, utilizing the services of a part-time accountant which may be provided by one of the board members as a contribution in kind. The individual files and records associated with the different center elements would be maintained by the respective Assistant Directors.

#### G. Reporting

The center should prepare and submit to the Executive Committee a quarterly activities report with a copy to the USAID project officer. Annually, the center should compile and submit an annual report/evaluation to the Board of Directors, listing accomplishments. A separate financial report should also be included.

#### H. Facilities and Costs

The center should be located in Lima near the downtown area with easy access to transportation, but avoiding areas that are heavily congested. The center should have enough offices for daily operations, good telephone communications and one or two large meeting rooms. If at all possible, parking should be available in the immediate vicinity.

Furniture should be functional, neat and durable. The office equipment should be modern and easily adaptable to modern systems of communication. In addition to an electric self-correcting typewriter, a mini-computer or personal computer with word processing and data storage and retrieval capability should also be obtained. Table 22 is a preliminary list of furniture, equipment, materials and vehicles that will be required for operation of the center. Included are tentative cost figures that include office space, communications, service maintenance agreements, etc.

### I. Evaluation

From the beginning, the center should provide for an ongoing evaluation of its activities and establish criteria and indicators for determining whether or not it is achieving its objectives. The criteria should include increased awareness of the drug problem, effectiveness of specific information and education campaigns, enforcement of laws regulating and controlling licit and illicit drugs, development of prevention and treatment programs, effectiveness of conferences, seminars, and workshops, as well as acceptability and use of materials developed and distributed. Indicators may consist of numbers of publications developed and distributed, numbers of requests for publications and information, attendance at workshops and conference and willingness to pay registration fees, participation in local prevention programs, numbers of individuals seeking treatment, etc. The center should make provisions from the beginning to begin collecting and maintaining the data necessary to measure whether or not it is having an impact.

\* \* \* \* \*

The action plan detailed in this chapter is designed to assist the center to get off to a good start. It also seeks to provide a solid basis on which USAID/Peru can base its funding actions. As pointed out in the chapter, it is essential that the center board and staff go through their own planning process and develop detailed action plans for the center to implement in its first and in subsequent years. This chapter should therefore be viewed as a guide and an idea bank, not a roadmap.

Finally, it must be noted that the study team is convinced that the proposed center is both appropriate and necessary at this time. There is no question that the drug problem in Peru is growing and will only get worse unless action is taken on drug use and on production and trafficking. Moreover, the Peruvian public and many community organizations appear to sense this and are willing, even anxious to become involved.

At the moment, leadership and resources are missing. Commitment, talent and concern are present. The proposed center, building on experience in Peru and elsewhere, can fill the gap and help the Peruvian people to deal with their drug problem before it consumes them as it has so often done elsewhere. Indeed, while the Government of Peru is presently taking important anti-drug actions, without the center or a similar effort it is unlikely that the large scale action required to effectively deal with use, production and trafficking will occur until there is an almost overwhelming drug problem or related crisis. Moreover, the proposed approach will build a Peruvian institution which should be able to deal with abuse-type problems now and in the future. Chapter X, which follows, summarizes the major recommendations of this study and the rationale for each.

TABLE 22

LIST OF EQUIPMENT AND START-UP COSTS FOR THE CENTER

	<u>Initial Cost</u>	<u>Monthly Cost</u>
1. Office space with utilities included		\$1,000
2. Telephone	\$1,500 (installation)	220
3. Typewriters (Selectric III)	1,150 each	
4. Furniture Desks, chairs, shelves, conference table, credenza, etc. for three professionals and one secretary	10,000	
5. Personal Computer (WANG) with word processing and data storage and retrieval software	8,500	
6. Copier	3,800	
7. Calculator	260	
8. 12" Fan, Office (3 at \$135 each)	405	
9. Motor Bike	1,260	
10. Office Supplies	6,000	
11. Maintenance Service Agreement		<u>250</u>
TOTAL START-UP COST	<u>\$32,875</u>	

## X. MAJOR STUDY RECOMMENDATIONS AND RATIONALES

The major recommendations resulting from Development Associates' study are presented in the following pages. They relate directly to the main findings of the study and each is followed by a discussion of the rationale for the recommendation. The recommendations take into account the combined expertise of the study team, the Peruvian counterpart team, USAID management and selected study participants. Within the rationale discussion of each recommendation is a brief reiteration of the study findings and analysis that lead to each recommendation as well as chapter references. Development Associates believes strongly that these recommendations provide the foundation upon which a resolution of Peru's many drug issues can be built. It should be noted here that experience elsewhere indicates that before a country takes large scale action to deal with a drug problem, there must be a high level of public concern, understanding and support. This is normally a time-consuming process which the proposed program is designed to significantly accelerate. Without such an effort, it will take many years before Peru comes to grips with the problem of drugs and the danger to the country of permitting production. By that time, it is likely Peru will have an overwhelming internal drug problem and the flow of drugs to the U.S. will have continued. Neither scenario is in the best interests of either Peru or the U.S. It is for these reasons that an innovative institution-building approach has been developed and is recommended for USAID support.

Throughout the report, several plans are proposed which relate to specific activities of the center. These suggestions, such as the illustrative media plan, define the center's operations and provide guidance for strategy implementation. It is important that these plans and the resultant recommendations receive careful study by the Board of Directors and center staff who will be responsible for implementation. The input of these individuals will play a critical role in ensuring the success and promoting the cultural acceptability of the center's activities. The following recommendations are presented for consideration by the USAID, other USG officials and ultimately the Peruvian leaders elected to carry out the center's operations. These recommendations represent the major items we believe must be followed for the center to succeed. The other suggestions throughout the report are just that and are offered for use by the center in developing its own work plan.

### RECOMMENDATION ONE:

That USAID sponsor the implementation of a national public information and education program designed to increase the awareness of the Peruvian public on drugs and drug-related matters. The strategy to carry out this program would be a two-pronged effort that addresses the topics of production and trafficking, drug abuse and treatment, as well as relevant prevention techniques. The program, which would provide information, education, and technical assistance on drug-related matters utilizing various media and other techniques, would employ a group-intensive approach to reach out to all

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segments of the population. This group approach makes maximum use of a network of existing organizations and dedicated individuals to further spread the program's message.

#### RATIONALE:

The background (Chapter II) reveals there is very little factual information available in Peru on drug-related matters. Studies on drug use are minimal and out of date. The survey (Chapter III) of 1,625 individuals reveals an awareness of the drug problem by the society but specific knowledge and information are lacking. Respondents see the cause of drug abuse as related to societal and family problems. Most respondents feel that the best way to combat drug abuse is through the family and education; also the improvement of social conditions and the environment. No connection is made by respondents vis-a-vis drug production and use. Respondents also indicated a need for more factual information on causes of drug abuse and the means to combat it.

A review of public and private organizations revealed many are concerned and interested and are trying to address the drug abuse problem. The public sector has plans but has not been able to actively implement them. Private sector organizations provide drug information and education to their constituencies but again lack up-to-date factual information. Also, they lack the resources such as money, publications, access to knowledgeable individuals, etc. Most would be willing (Chapters V and VI) to participate in a national information and education program. The concept behind the recommended strategy is to mobilize these organizations and others into a national network that can spread the message to all segments of Peruvian society (Chapter VII).

#### RECOMMENDATION TWO:

That USAID mobilize a select group of influential Peruvians to undertake the sponsorship and establishment of a private, free-standing, non-profit organization, (hereafter known as "the center") to inform and educate the Peruvian public about narcotics other drugs, and national drug-related problems. In this effort, USAID should take advantage of the expressions of support from Católica and Cayetano Heredia Universities, ESAN, Instituto Peruano de Fomento Educativo (IPFE), and others such as APROPO, as well as the USIS-sponsored Prevention Committee. The functions of this new center would be to:

- lobby and provide information to leaders and opinion molders to motivate positive actions to prevent drug abuse, to control production and to reduce drug traffic and drug availability;
- organize a network of organizations;
- conduct research on drug-related topics;
- provide training and technical assistance to organizations and individuals; and

- develop and disseminate information/educational messages to the general public.

**RATIONALE:**

There currently does not exist any single entity (private or public) carrying out this function or able to do so. Existing entities are not up to the task for various reasons (Chapter VI). There is a need for such an organization as indicated by survey respondents (Chapter III) who overwhelmingly (98%) felt that such an organization would be of considerable importance. Representatives of private voluntary organizations and other individuals (Chapter VI) also indicated such an entity was needed. La Católica representatives feel strongly enough about such an organization that they are more than willing to sponsor it. The need to truly represent all segments of Peruvian society requires that such an organization be free of any ties that might restrict or impair its independence and ability to address the needs of all the people, hence the stipulation that it be a free-standing organization (see Chapters VII and VIII).

**RECOMMENDATION THREE:**

That USAID, in conjunction with the initial forming group of Peruvians, take necessary action to ensure that the Board of Directors of the center is representative of all segments of Peruvian society; and further that the membership be made up of influential Peruvians (each within their own particular group) deeply committed to the success of the center.

**RATIONALE:**

Drug abuse and other drug-related problems affect all segments of Peruvian society regardless of economic or social standing according to survey respondents and drug professionals interviewed by the study team (Chapter III). Certainly coca production and its related activities have such an impact (Chapter II). If the center is to take root in Peruvian society and succeed in its overall goal of raising public consciousness, it must have the support of the people it seeks to serve. Further, past experience with PVOs shows that to be successful, PVOs must be comprised of the target populations they serve. Representation of all segments of Peruvian society on the Board would meet that requirement. In addition, the center is embarking on a sensitive mission in a drug-producing country (Chapter VII). The Board members must be of sufficient stature in the community that they can mobilize their communities and constituencies to provide both moral and financial support. As the center becomes increasingly successful, the Board must be strong enough to withstand and defend the center's activities against negative pressures that are sure to surface. Also, as USAID support decreases, the Board must take aggressive action to secure outside financing for continued operation. (Chapter IX).

**RECOMMENDATION FOUR:**

That USAID should assure that the center's work plans emphasize a group intensive approach to information and education through development and use of

the existing network of interested community organizations. This group intensive approach includes government agencies as well as civic and community organizations as a means of reaching and influencing all segments of the Peruvian population. At the same time, the plans should include capitalizing on the talents and offers of support from various local groups including media agencies, universities and PVOs.

**RATIONALE:**

The study has shown in Chapters V and VI that there are a large number of interested and committed organizations in Peru willing and able to work on the drug problem. However, they lack leadership, coordination and effective resources. The center can be the link which unlocks and focuses these resources and by so doing, multiplies its efforts as well as enhances its own credibility (Chapter VII).

This type of group intensive approach builds on similar successful efforts in other countries (Chapter IV). In particular, it responds to the survey results by using an educational approach and enhancing it by the use of highly credible in-place organizations (Chapter III).

This approach is complementary to two other key recommendations dealing with the need for the center to be grounded in Peruvian society and to work toward being self-sustaining. By tapping offers already made for support and in-kind contributions, the achievement of both of these objectives can be assisted.

The study team has highlighted this area as a recommendation in the belief that this concept is central to the programmatic success of the center. Various other suggestions in the report will no doubt require adjustment, but this item is a central programmatic concept which, it is believed, will help to ensure the center's success.

**RECOMMENDATION FIVE:**

That USAID provide sufficient funding to support start-up activities, technical assistance for two years and full support of center operations for a period of three years with incremental funding yearly, based on an acceptable work plan. Thereafter, USAID support, although substantial, should decrease for a period of two additional years with funding from other sources making up the difference. At the beginning of the fifth year, a joint U.S./Peru evaluation should be performed and a strategy, work plan, and funding plan developed for the years thereafter.

**RATIONALE:**

For various reasons discussed throughout this report (Chapters II, IV and VII), Peru has been unable or reluctant to support and finance a national information and education program on drugs and drug-related matters. One of the working hypotheses of this report has been that the lack of awareness by

Peruvian society of the negative impact that drug production, trafficking, and consumption have on Peruvian society is a major constraint to Peruvian action in this area. This study report reveals that although some awareness exists as to the problem, knowledge and factual information are indeed lacking. Further, the magnitude and relative priority of problems facing Peru have limited Peru's ability to provide support from its scarce economic resources.

Recognizing that increasing the level of awareness among Peruvians can be mutually beneficial, it is recommended that USAID provide the stimulus and financial support to initiate this national program. To assure success, certain start-up activities such as training and appropriate facilities will also have to be provided along with outside technical assistance.

The study has shown that there is substantial base of support for such a center in Peru but resources and leadership are lacking (Chapters III, VI and VII). It will, however, take time to develop a network and a fully operational program (Chapter IX). On the other hand, U.S. support cannot be indefinite and it is important that a Peruvian base of support be developed. Thus, full funding is proposed initially, followed by an accelerated period of significant Peruvian input (Chapter IX).

#### RECOMMENDATION SIX:

That aggressive action be taken by the Board of Directors at the outset to develop and implement an orderly plan for financing center activities beginning with partial financing during Years 4 and 5 and if possible complete financing for Year 6 and beyond. Utilizing the services of a properly staffed finance committee as the lead element within the Board, the entire resources of the Board should be utilized to ensure the success of such a self-financing plan.

#### RATIONALE:

The interest and involvement of the U.S. notwithstanding, the drug problem in Peru among Peruvians is real and eventually they must deal with it. The initial USAID financial support will assist the center in getting started and assure it of adequate financial support during the initial institution-building phase. Although the U.S. might continue to provide some support through specific contracts or small grants to the center, it is important that the center not depend on such support after Year 5. The study has shown that there are individuals and organizations in Peru that are interested in being involved and have stated their willingness to provide in-kind support. These expressions of interest need to be followed-up and new ones identified and pursued (Chapters V, VI and IX).

#### RECOMMENDATION SEVEN:

That USAID enter into an Operations Program Grant (OPG) agreement with the newly established center to support its first five years of operation (with full funding during the first three years and gradually decreasing increments during the final two years of AID support).

#### RATIONALE:

The OPG is the most reasonable alternative for AID funding of the center. It allows for: field management of the program by the Mission; transfer of funds, goods and services directly to the grantee; substantial freedom on the part of the grantee to pursue its stated program; and minimal direct involvement by the Agency. It is important, because of the sensitivity of the subject, that the center's activities and operations be perceived as Peruvian, initiated for Peru's best interests.

The OPG mechanism was designed to support the work of PVOs without interfering in their operations, activities or philosophical mission. In the last ten years, AID has increased its support of development-related PVOs. The experience of PVOs in the drug as well as other fields demonstrates that PVOs often require full or substantial funding to accomplish their stated goals. Although initially the organization formed to operate the center will be unable to provide from other sources the 25% of the cost required under OPGs to operate the center, the proposed strategy and action plan envision the solicitation of fees and contributions from the very beginning of the center's operation. By the fourth year, it is anticipated that AID funding be decreased as the center seeks to mobilize greater local support. It is further expected that the GOP will recognize the value of the center's mission and activities and will contribute toward the center's future operations. Financial planning to achieve this will be essential from the very start of the center's establishment (Chapter IX).

#### RECOMMENDATION EIGHT:

That USAID contract separately with a private firm to provide necessary technical assistance in the formation and operation of the center. The contractor, over a two-year period, would provide two persons full-time of which one would be a Peruvian, plus an additional person-year equivalent per year of selected specialists as needed to enhance the successful establishment of the center. In general, the technical assistance should consist of:

- Liaison between USAID, the center and the Board;
- Assisting in formation of the Board;
- Overseeing the process for obtaining legal status for the center;
- Providing technical training to the Board;
- Providing organizational training and technical assistance to the Board and center staff;
- Technical assistance in planning and implementing center activities; and
- Oversight of center activities.

#### RATIONALE:

This is a new endeavor for USAID and Peru in a very sensitive area. USAID will need assistance in mobilizing selected Peruvian leaders, organizing a Board of Directors, and overseeing the process to legally establish the center, all time-consuming efforts (Chapters VII and IX). The Board, once constituted, will need considerable training, not in Board activities, but in the technical aspects of drug and drug-related matters. If they are to be

involved in developing policy and overseeing the activities of a national drug information and education center, they must be as knowledgeable as possible about the subject matter. Also, even though center staff should be technically qualified when hired, they will still need some up-dating on specific areas of drugs and in the organization and operation of the center. This outside technical assistance will also be extremely useful in assisting the center to get off to a rapid start. Furthermore, a full-time Peruvian on the technical assistance team will facilitate entrée into Peruvian society in identifying and contacting potential Board members. Finally, the presence of the technical assistance provider during these critical time periods will enable USAID to exercise some control over the direction taken by the center and will ensure USAID intentions are being carried out (Chapter VIII).

**RECOMMENDATION NINE:**

That every effort be made to make this public information and education program as much of a Peruvian effort as possible, maximizing the role and visibility of the Board and center staff, while keeping USAID visibility low.

**RATIONALE:**

The proposed information and education program is a new endeavor that should impact heavily on a very sensitive topic. Coca production and coca leaf chewing are legal under certain specific conditions. Coca production, particularly the illegal portion, is highly lucrative to certain individuals and for many campesinos, more economically beneficial than growing traditional food crops.

The U.S. position on drugs is clear. Unfortunately, many Peruvians believe that the U.S. position is self-serving and not in Peru's best interest. Furthermore, they feel that any support of drug control efforts is an infringement on Peru's sovereignty. While this is untrue, only greater understanding of the problem will change peoples' minds vis-a-vis the U.S. position.

Peruvians, as a rule, recognize that drug abuse is a problem in Peru (Chapter III) and feel that information and education activities are needed to assist the populace in combating the problem. This view was further reinforced during informal discussions with prominent Peruvians on the possible formation of an organization to carry out an information and education program. They welcomed USAID support in this endeavor, but some expressed reservations and would prefer such support be funnelled through a scientific U.S. agency such as the National Institute on Mental Health. Their concern was that USAID involvement be viewed in the same light as the crop substitution program and the coca eradication program, and thus would draw the same attention and opposition (Chapter VIII). Further, if this endeavor is to be a Peruvian effort and take root in Peruvian society, it must be viewed as such by all Peruvians. Too much U.S. visibility will "tar" this effort as one designed to solve U.S. problems and not Peru's problems.

**RECOMMENDATION TEN:**

That USAID, at its earliest convenience, brief selected members of the public sector such as COMUCOD, and the Ministries of Health, Education, and

Interior on the proposed establishment of the center. The purpose is to inform them of the center's organization, functions and activities and to secure their cooperation and support. In addition, USAID should consider involving the MOE and MOH in the overall project but not in the center per se.

**RATIONALE:**

The cited public sector entities are responsible, by law (Decree Law 22095) for many of the functions to be performed by the center. Some of these are narrowly restricted, such as the Ministry of Education which is responsible for prevention activities in the school system. The Ministry of Health working through the public health system, is responsible for data collection on drug incidence and medical treatment of drug addicts. The subject ministries need to understand that the proposed center does not intend to take over those functions, nor interfere with their activities (Chapter VII). Instead, by working through the private sector utilizing the network of organizations mentioned before (Chapter VI, VII, VIII, and IX) the center will complement and reinforce the activities of the public sector. By securing the public sector's cooperation and support, and establishing lines of communication and coordination, the center can be a useful supporter of public sector activities including assisting them with training, technical assistance and materials. In addition, USAID may wish to consider giving some support to ongoing MOE and MOH activities. However, such support should be provided directly as part of the overall project and not linked to or channeled through the center. The center has a substantial agenda to perform and direct involvement with government agencies would overload and slow down the center's progress.

**RECOMMENDATION ELEVEN:**

That USAID coordinate the establishment of the proposed center with other members of the U.S. country team.

**RATIONALE:**

The U.S. country team is presently carrying out a variety of relevant and related activities. Agencies involved include DEA, NAU, AID and USIS. The USIS efforts are complementary to those of the proposed center and can support and assist the center both in the long and short-term. In the short-term, continuance of the Permanent Committee on Prevention and their efforts to educate the Peruvian public (Chapters IV and VI) will serve to keep the issue before the public and create a more positive environment for center operations (Chapter VII). In the long-term, continued aggressive USIS efforts to provide information on the U.S. position will be important both to the center and Peru in general. These efforts, however, must be closely coordinated.

Similarly, the NAU activities with the MOE are important and mutual support between the parties and the center should occur. Indeed, this effort should directly parallel the private sector focus of the center and the center should be able to support the NAU/MOE effort with training and materials.

The NAU and other AID efforts dealing with eradication and crop substitution are well coordinated. However, as the center begins to focus more on production and trafficking, it will be important for regular communications to occur.

The center and the overall project represent a significant increase in the U.S. commitment to dealing with drugs in Peru. Potentially, this project can make a major impact on Peru with regard to stimulating meaningful action against production and trafficking as well as on drug use. Thus, there will be a need to continue a strong U.S. country team oversight effort.

**RECOMMENDATION TWELVE:**

That the survey results contained in Chapter III and expanded upon in Appendix 4 be refined, published and disseminated to potential participants in the drug information campaign (including the media, politicians, business and community leaders, the military and representatives of religious, civic, youth, health and sport organizations, etc.)

**RATIONALE:**

As mentioned above, the knowledge level of all segments of the Peruvian population about drug and related issues is extremely low (Chapter III). There is little research and resultant literature on the subject, and existing studies are out-dated and limited in scope (Chapter II). Furthermore, there is a demand for information about all elements of the drug question in Peru and an interest in the problem. The survey results present an accurate picture of public attitudes, perceptions, and the lack of knowledge found in Peru. Furthermore, the survey results, once published, may stimulate additional research and investigation of the drug situation by health professionals, universities or such groups as the media or youth organizations. This should stimulate public dialogue and hopefully subsequent public action, coupled with support for the proposed center.

**RECOMMENDATION THIRTEEN:**

That the center sponsor a national epidemiological research study during the first year, to determine the level and extent of drug abuse in Peru.

**RATIONALE:**

The most recent research study conducted on this subject was completed in 1979, was small in scope, and was limited to the Lima metropolitan area (Chapter II). While useful as baseline data and as a point of comparison, it is now old enough to cast doubts on projections made using the six-year old data. Initially, the center will focus its activities on reaching the general public about the abuse of coca substances. At the same time, however, it will be critical to determine if a particular age or demographic group is most at risk or if certain substances require additional legislation for regulating domestic supply because of their abusive or addictive properties. For

example, there is an intuitive perception that young children are the primary abusers of the substance Terokal. This could have extremely serious effects on the physical and emotional development of these children. The use of Terokal might be of epidemic proportion or it may be of very limited use among a small minority. The same can be said for all of the substances considered in this report; there is intuitive or circumstantial evidence of abuse patterns but an epidemiological study is required to identify and therefore prevent abuse patterns turning into full fledged epidemics (Chapter VII). It is important that in the first year the center have rigorous information on the extent of drug abuse in Peru. Since the MOH is already working on a data system with WHO and PAHO assistance, it may be appropriate to involve them in obtaining such information. While the center need not conduct or contract to conduct this research, it is critically important that it be done quickly and with unimpeachable rigor.

#### RECOMMENDATION FOURTEEN:

That the center, once established, and as part of the staff's observation and training trips, take action to establish lines of communication with private international organizations involved in drug abuse research, information, education, treatment and prevention activities.

#### RATIONALE:

There are several organizations (e.g., CIJ in Mexico, CESE in Bolivia, PRIDE in the U.S.) that are involved in information and education activities and some have been for several years (Chapter IV). Their experience and resources can be useful to Peru's proposed center staff not only in material resources but in administrative and operational techniques that work. The proposed observation/training trips for the center staff that are discussed in Chapter IX are an excellent vehicle for initiating international cooperation efforts. In addition, drug abuse and drug related problems are pervasive throughout the world and international cooperation and mutual resource sharing can be extremely beneficial to all parties. Where possible and when budgetary resources permit, the center staff should attend selected international conferences, and conversely the center should invite selected personnel from other countries to attend similar seminars/conferences in Peru (Chapters IV, VII and IX).

The foregoing recommendations are based on a careful yet time-constrained study of the drug issues in Peru. The input of U.S. and Peruvian experts has been combined to develop the most feasible recommendations possible to address Peru's serious and growing drug-related situation. It is Development Associates' firm conviction that the implementation of these recommendations would represent a positive and significant response to the multi-faceted drug issue in Peru that will ultimately benefit both Peru and the U.S. Moreover, the recommended approach should build a Peruvian institution which can assist the country to deal with abuse-type problems which impinge on health and other concerns for many years to come.