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DEVELOPMENT ASSOCIATES, INC.

MANAGEMENT AND GOVERNMENTAL CONSULTANTS

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FINAL REPORT

**NARCOTICS SECTORAL
ASSESSMENT FOR ECUADOR**

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Introduction

Ecuador's role as a transit point for narcotics has led to its increased involvement in the trafficking and consumption cycle in the Andean region. While not a major producer country, Ecuador has become an increasingly more important actor in the movement of narcotics, and narcotics profits throughout the region. Additionally, surveys on domestic drug abuse show growing consumption of cocaine and marijuana in major urban areas.

As part of its country strategy, USAID/Ecuador has been providing financial support to both PVOs involved in narcotics awareness, prevention and education as well as to the Ministry of Education and Culture (MEC) through ESF support mechanism.

In July 1987, USAID/Ecuador provided the Fundación Nuestros Jóvenes (FNJ) with an Operational Program Grant (OPG) to implement a "Drug Information and Public Awareness" program. Through this Grant USAID/Ecuador provided the FNJ with US\$1,600,000 for the development of the project, which was completed in March 1990. The grant incorporated two key components: institutional strengthening of the FNJ and research and information dissemination activities.

In April 1990, a new agreement was signed between FNJ and USAID/Ecuador. Through this Cooperative Agreement No. 518-0064-A-00-0088-00, "Drug Information and Public Awareness - Phase II," USAID/Ecuador is providing \$1,250,000 for a four year period to fund institutional core costs and programmatic activities of the FNJ. The Project purpose is to significantly increase public awareness about the problem of drugs and prevention of drug abuse by increasing understanding of the negative effects of drug production, trafficking and abuse.

Between April 1990 and April 1992, USAID/Ecuador is providing an OPG in the amount of US\$89,000 to Fundación Guayaquil (FG), a private organization working with micro-entrepreneurs in Guayaquil. The purpose of the project (No. 518-0083-G-00-0080-00) is to develop a training system which will enable members of the Guayaquil informal sector to identify the social, cultural, and economic threats posed by the incursion of narcotics trafficking and abuse in their city and to develop a preventive culture to combat these problems. Through this Grant the FG will study and determine the drug-related knowledge and attitudes of about 500 small entrepreneurs served by the Foundation in the city's slum areas. Based on this research the Foundation will also develop training modules to be included in the normal training courses for micro-entrepreneurs, including printed and video materials. The modules will be tested and evaluated to determine their effectiveness in reinforcing anti-drug attitudes and practices among the Foundation's clients, their families and employees.

From mid-1989 to April 1991, USAID/Ecuador provided up to US\$500,000 worth of local currency to the Ministry of Education (MEC) through ESR Grant No. ESR-58-031 which was managed by the Ministry of Finance (MOF) to help support a national drug prevention education program in the nation's public schools.

In September 1990, the Government of Ecuador (GOE) enacted new anti-drug legislation and in March, 1991 developed implementing regulations and mechanisms. The law establishes a ministerial-level National Drug Council (CONSEP) which has among its mandates the responsibility to formulate a national drug control plan which is to deal in a comprehensive manner with all drug-related demand and supply issues.

In light of the growing number of diverse public and private sector efforts now underway in narcotics awareness, education and prevention, the Mission is undertaking a sectoral assessment of its anti-narcotics strategy and efforts to determine possible areas for future cooperation with public and private sector organizations in Ecuador and to assess those programs which it currently supports to see whether they have been effective in strengthening overall anti-narcotics attitudes and in meeting their individual objectives.

The Scope of Development Associates' Evaluation

In order to assist USAID/Ecuador in achieving its narcotics awareness program goals, Development Associates, Inc. a private management and governmental consulting firm, was contracted by the Agency for International Development to conduct a narcotics sectoral assessment.

In particular, Development Associates was asked to:

- a) conduct an in-depth interim evaluation of Phase II of the Fundación Nuestros Jóvenes Project considering both the institutional components as well as the programmatic components of the project;
- b) measure the achievement of the major objectives of the Fundación Guayaquil project and its potential to expand this project nationwide;
- c) measure the achievements of the major objects of the Ministry of Education's National Drug Education Program supported by USAID/Ecuador;
- d) conduct an institutional review of Ecuadorian governmental and non-governmental organizations active in narcotics prevention, awareness and education;
- e) conduct a review and description of the status of the National Drug Council (CONSEP); and
- f) recommend a strategic objective in the narcotics field and contribute implementation options for the USAID/Ecuador narcotics strategy.

In order to conduct this sectoral assessment Development Associates sent a two-person team to Ecuador during the period of July 27 - August 31, 1991. In addition, Development Associates subcontracted Fundación Simon Bolivar, a non-profit organization, to form part of the evaluation team.

Major Findings, Conclusions and Recommendations

While Fundación Nuestros Jóvenes has made considerable progress in institutional strengthening at the micro level, two problems have appeared at the macro level which are sufficiently serious to raise significant doubts about the continued viability of this organization. Accordingly, it is recommended that continuation of AID support for the Foundation be contingent upon their compliance with the recommendations on these two points. The purchase of a headquarters building in late 1990 without a realistic appraisal of where funds were to be obtained to pay off the mortgage appears to have put the Foundation into a position of great financial jeopardy. Accordingly, an urgent study of this matter is recommended. The growth of the Foundation from a small, all-volunteer organization to one of considerable size and complexity has put a severe strain on its over-all management capabilities. A complicating factor is that, while demands on top-level management have increased greatly, management power has become concentrated in the hands of one individual. This report recommends training for the Board of Directors which will lead to increased understanding of what relative roles and duties of the Executive President and the Board should be. It also is anticipated that the training recommended for various officials will enable the Executive President to draw up a plan for improved day-to-day management of the Foundation which will be acceptable to AID. Appropriate recommendations have also been made with regard to the other financial and administrative issues and the various program areas.

Fundación Guayaquil has shown itself to be fully capable of managing its programs and

meeting the commitments it undertakes. It is too early to say whether Fundación Guayaquil can successfully expand its efforts nationwide as it wishes through the proposal it has submitted to AID. The proposed project appears too ambitious in view of the lack of impact evaluation to date, the extensive site specific formative research requirements, methodological pre-testing and video production demands. However, the evaluation team believes that sufficient evidence exists to show that Fundación Guayaquil has developed a carefully conceived and executed experimental project. It is an innovative approach in the anti-narcotics field and there is good reason to hope that it will yield positive results. For these reasons the evaluation team recommends that AID support and expanded pilot project involving three non-governmental organizations with different mission statements and concerns in distinct socio-cultural situations and geographical locations.

The National Program of Preventive Education (NPEP) at the Ministry of Education (MEC) has been placed directly under the supervision of the Under Secretary of Education. This fact makes political considerations important at any given moment when decisions regarding the Program are to be made and lessen the decision-making authority of the Executive Director of the Program. From the beginning this program was poorly managed in MEC. Preparation of the drug prevention curriculum was not completed, although draft materials for the complete curriculum do exist. Drug abuse preventive education is now required by law in all Ecuadorian public schools and the present Under Secretary of Education is supporting completion of the materials prepared under the project. The National Teachers Union (UNE) will not oppose this project if it appears as a genuine Ecuadorian initiative without foreign intervention. UNE will also not oppose a pilot application of the program which would, in any case, be needed to pretest the materials. It is recommended release of the remaining funds be conditioned upon changes within MEC to provide the Executive Director of the project with appropriate authority and a commitment from MEC to get the funds needed to carry out its part of the proposed revised program, i.e. training teachers in the implementation of the curriculum as well as the absorbing the administrative costs for completion and implementation of the program. The program should be pretested through a pilot stage in selected schools.

CONSEP is still in the initial stages of institutional development. Although given a broad range of attributes and jurisdiction in the 1990 anti-narcotics law and the 1991 regulations to that law, it does not yet have a clearly defined mission statement. Considerable doubt exists as to how much of a coordinating versus an implementing role it will have in drug prevention activities. A permanent Executive Director has not yet been appointed, and CONSEP is politically dependent upon the Attorney General's Office. Its internal operating regulations have not yet been approved. It is recommended that AID not provide CONSEP with financial assistance at this time. The team does recommend that, perhaps in cooperation with NAS, technical assistance in program planning and design be provided CONSEP and that such technical assistance be viewed as providing a catalyst to CONSEP in promoting active coordination and cooperation with the various GOE agencies which form part of CONSEP.

The evaluation team has developed a global strategy for narcotics prevention in Ecuador aimed at two principle sub-objectives: (1) to substantially reduce demand for drugs through programs targeted on at-risk population groups; and (2) to build public support for effective government action against narcotics production, processing and trafficking. A series of indicators are recommended for both sub-objectives including those to be obtained through national prevalence and opinion surveys and data collection among special target groups. It is recommended that emphasis be placed on the identification of at-risk groups and the specific risk factors against which narcotics awareness and education programs should be targeted. To a great extent this strategy may be carried out through programs with the FNJ, MEC and Fundación Guayaquil. Alternative suggestions are made if the program with FNJ is terminated

FUNDACION NUESTROS JOVENES

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EXECUTIVE SUMMARY

Introduction

In July, 1987, USAID/Ecuador provided the Fundación Nuestros Jóvenes (FNJ) an Operational Program Grant of US\$ 1,600,000 to implement a "Drug Information and Public Awareness" program. The grant project, which was completed in March 1990, contained two key elements: (1) institutional strengthening and (2) research and information dissemination activities.

In April 1990 a new agreement was signed between the FNJ and USAID/Ecuador, called "Drug Information and Public Awareness - Phase II. This grant, which is the subject of this mid-term evaluation, provides US\$ 1,250,000 over a four year period to fund institutional core costs and program activities of the Foundation. The project purpose is to significantly increase public awareness about the problem of drugs and the prevention of drug abuse by increasing understanding of the negative effects of drug production, trafficking and abuse.

Program Elements

Institutional strengthening continues to be a central concern of the project. It was hoped, at the end of the project, to have a significantly strengthened institution which was covering 30% of its core costs from non-AID sources.

Specific programs are aimed at building support, among opinion leaders, for passage and implementation of a new law on narcotics (Legal Reform), reaching young people with narcotics awareness messages designed by young volunteers (Radio Juvenil) and more general programs aimed at public awareness of narcotics problems and solutions (Preventive Information). Considerable emphasis also is placed on research, particularly that designed to provide baseline and trend data around which present programs can be refined and future programs designed and to provide a better understanding of trends in drug abuse in Ecuador.

The Foundation's activities are carried out through its central office in Quito, a sub-office in Guayaquil, four (previously six) provincial operating units (Unidades Operacionales) and a series of local-level all-volunteer Support Groups (Grupos de Apoyo).

Principle Findings, Conclusions and Recommendations

While considerable progress has been made in institutional strengthening at the micro level, two problems have appeared at the macro level which are sufficiently serious to raise significant doubts about the continued viability of the FNJ. Accordingly, it is recommended that continuation of AID support for the Foundation be contingent upon their compliance with the recommendations on these two points.

-- The purchase of a headquarters building in late 1990 without a realistic appraisal of where funds were to be obtained to pay off the mortgage appears to have put the Foundation into a position of

great financial jeopardy. Although financial analysis is beyond the scope of this evaluation (and the expertise of the evaluators) an urgent study of this matter is recommended.

-- The growth of the Foundation from a small, all-volunteer organization to one of considerable size and complexity has put a severe strain on its over-all management capabilities. A complicating factor is that, while demands on top-level management have increased greatly, management power has been concentrated in the hands of one individual. This report recommends training for the Board of Directors which will lead to increased understanding of what the roles and duties of the Executive President and the Board should be. It also is recommended that the Executive President draw up a plan for improved day-to-day management of the Foundation which will be acceptable to AID.

The Legal Reform project which lobbied actively and effectively for the new Anti-Narcotics Law has been an outstanding success.

In an effort to improve Foundation income a plan has been instituted to urge program departments into money-raising activities. Many of these, however, have nothing to do with the objectives of the program. It is recommended that this practice be stopped.

At least partly because of its participation in the self-financing scheme, the Research Department is behind schedule on at least one important study. It also is now refusing to carry out another important study agreed to in the Cooperative Agreement. The appropriate recommendations have been made.

The Foundation has gotten away from its earlier emphasis on organizing grass roots support groups as a means of mobilizing wide-spread public opinion in support of its narcotics prevention messages. This report recommends the program be redesigned to reincorporate that cost-effective element.

Despite its agreement to do so, the Foundation has not yet developed overhead (indirect) cost factors to be charged against outside contracts and agreements with international agencies. Also, there is no system to check individual program costs against budgeted amounts on a current basis. The report recommends that both of these items be remedied.

I. Introduction

In July 1987, USAID/Ecuador provided the Fundación Nuestros Jóvenes (FNJ) with an Operational Program Grant (OPG) to implement a "Drug Information and Public Awareness" program. Through this Grant USAID/Ecuador provided the FNJ with US\$1,600,000 for the development of the project, which was completed in March 1990. The grant incorporated two key components: institutional strengthening of the FNJ and research and information dissemination activities.

In April 1990, a new agreement was signed between FNJ and USAID/Ecuador. Through this Cooperative Agreement No. 518-0064-A-00-0088-00, "Drug Information and Public Awareness - Phase II," USAID/Ecuador is providing \$1,250,000 for a four year period (until March 1993) to fund institutional core costs and programmatic activities. The project purpose is to significantly increase public awareness about the problem of drugs and prevention of drug abuse by increasing understanding of the negative effects of drug production, trafficking and consumption.

Under the Cooperative Agreement during the life of the project the Foundation will provide a total of \$532,000 (equivalent) as its counterpart contribution. Of this total, the equivalent amount of US\$250,000 is to come from the value of volunteer time contributed to all FNJ outreach and other activities throughout the country. In addition, the Foundation is to provide the equivalent of US\$282,000 to the project from public donations, income from supplying materials and services, and from corporate and other national and international donations.

A. Scope of the Evaluation

In order to determine the progress made by the Foundation in achieving its institutional development and programmatic objectives, AID contracted with Development Associates, Inc. to conduct an in-depth interim evaluation of the project. The evaluation was intended to focus on the following key areas:

- progress in the institutional strengthening aspects of the Foundation including managerial, board and volunteer development leading to a stage of organizational maturity which will ensure the sustainability of the Foundation;
- progress of the Foundation to become a financially self-sufficient organization including its capability to develop and implement appropriate fund raising plans, its ability to repay the mortgage taken out by the Foundation to purchase its new headquarters building, and how the level of effort of FNJ staff compares between activities funded by other donor's and those funded by AID.
- progress in carrying out its program activities, including their impact to date on target

groups, the Foundation's evaluation systems, and the cost-effectiveness of the Foundation's activities.

Basically, the mid-term evaluation was designed to determine indicators of current levels of performance under the project and problems and constraints in the implementation of the project with corresponding recommendations on any mid-course corrections in the project activities, products and inputs. In addition, according to the Cooperative Agreement other potential donors such as the Inter-American Development Bank and the European Economic Community (EEC) have indicated an interest in reviewing the evaluation of AID's program with the Foundation to help guide their own decisions about assistance to the FNJ.

B. Methodology

A two-person team from Development Associates conducted the mid-term evaluation during the period from July 29 - August 31, 1991. The Development Associates team employed a wide range of information gathering methods to respond to the questions posed in the scope of work. Data gathering included site visits to the Foundation's office and project activity sites in Quito, its sub-center in Guayaquil, and its provincial units in Portoviejo and Milagro. Document analysis techniques were applied to a complete review of internal files and project documents, and analysis of the minutes of all FNJ board and general assembly meetings for the sixteen-month period preceding the evaluation. Information was obtained with respect to the different elements associated with the institutional strengthening of the Foundation including its administrative, financial and management systems. The project agreements with the Inter-American Bank and the EEC were analyzed. Studies and publications produced by the Foundation including Phase I of the project were examined. Manuscript and draft material including artwork of products not yet completed were also reviewed. Audio and visual materials employed in current FNJ activities were examined. Focused interviews were used with members of the board of directors, Foundation management, program directors, staff and volunteers.

II. Institutional Strengthening

Under the Cooperative Agreement setting out Phase II of the project, two lines of action are delineated to achieve the project purpose. Institutional strengthening is the first of these. Institutional strengthening also is the first of the four project components and, as is apparent from the Cooperative Agreement in its totality, it is the most important aspect and, indeed, the sine qua non of the project. For that reason a great percentage of the time of the evaluation team was spent on this element.

Our general finding, discussed in greater detail below, is that the Fundación Nuestros Jóvenes has come a long way during the course of this project but that there still is a long way to go. There has

been a good deal of solid progress but, in some important respects, there appears to have been some retrogression as against earlier achievements. Good people are being hired (although turn-over has been a continuing and serious problem), working relationships are being worked out, and systems and manuals are being installed and implemented. In the details of day-to-day operations, the results of the institution strengthening component of the project are apparent.

Nevertheless, the Foundation is not a well-managed institution. The Board of Directors is a shell, the enthusiasm and impressive, relevant experience of its members going almost untapped. The institution, we believe, faces a very serious financial situation (detailed elsewhere) with no serious plan as to how to handle it. Talented project personnel are spending substantial amounts of their time on non-project-related money-raising activities, although this isn't the fault of the Foundation's management, while some legitimate fund-raising possibilities are being overlooked. (These findings also are detailed in other sections of this report, but we put them here because they are relevant to our findings on management.) Some key personnel needs are not being met, particularly in the administrative area. Overall we find a strong propensity to detailed, highly centralized management which puts a premium on control at the expense of individual initiative, creativity and even, to some extent, honest internal communications. The Foundation is very much a one-person show.

A. Board of Directors

At the time of this evaluation there were only seven directors, as against the eleven mandated by the Foundation's Charter. The Foundation lacked a Treasurer and a General Secretary. The former lacuna is considered to be particularly important given the problems we foresee in paying off the mortgage on the new building (see discussion elsewhere in this report) and the need for the Board to stay abreast of that situation and consider measures needed to resolve it. Since candidates for the positions of Treasurer and General Secretary must be nominated by the Executive President before they can be elected by the Board of Directors, we recommend that AID press the Executive President to make these nominations at the earliest possible date.

The evaluation team spoke to five of the present seven members of the Board, including the President and Vice-President. We also spoke to a previous member who had resigned. The Board members we talked to were motivated, dynamic people, active in a range of public service institutions and most having experience of direct relevance to the work of the Foundation. Despite this, we came away with the sense of an overall feeling of malaise among the members of the Board and a definite sense that neither their strong motivation nor their eagerness to participate more fully nor their accumulated, relevant experience was being used to anything like its full potential.

Several things struck us about the Board of Directors, but the most striking thing we found - and the clearest confirmation of our impressions as recorded above - was the high turn-over in Board membership. Over the period of 16 months immediately prior to this evaluation, the average period of service on the Board was 10.9 months (see Appendix 1). If the continuous service of the President and Vice-President are not counted, this drops to 10.1 months. Half of the members of the Board stayed on for less than 9 months; one out of three lasted no more than 5 months. Over this same period of 16 months, there have been a total of 16 members of the Board (again, including the President and Vice President) as against 11 positions. (excluding the President and Vice President, this is a total of 14 members against 9 positions. The impact of this situation is even greater when one notes that not since January, 1991, have all 11 positions on the Board been occupied.) Six members have dropped off of the Board since February, 1991. This means, among other things, that only a very small number of long-term directors have a sufficiently deep understanding of Foundation policies and operations to fully carry out their functions.

This conclusion was strengthened by conversations with the Directors themselves. Their expressed desire for training for Board members was universal. In the minds of several of the Board members, this was tied in with a desire to participate more fully in the work of the Board and the Foundation.

There is, in preparation, a manual for Board members, an update of an earlier manual taking account of the changes made in the Statutes of the organization in 1990. This presently is in the hands of the Vice President for final revision. This should help, and we suggest it be completed and issued as quickly as possible. We also think, though, that a regular training program for incoming Board members should be designed and instituted. We have included a specific recommendation to this effect under our general recommendations on training.

Most of the Board members went further in expressing their frustration at not being able to participate as fully as they wished in Board decisions. They felt that the background materials presented to them on decisions to be taken were insufficiently detailed to provide the basis for adequate decision making on their part. They also felt they were, in general, not adequately informed about the on-going programs of the Foundation. Countering this impression was the fact that one Board member we talked to was very well informed about the business of the Foundation in general and she did not have sources of information not available to the others.

One other striking fact emerged from our conversations with the Board members. That involved their perceptions of the wisdom of having combined the positions of President of the Board and Executive

Director in the present single post of Executive President. Although, when the vote was taken on this change in the statutes only one Board member expressed opposition to it, in fact a startlingly high number of the Directors we talked to (far more than a majority) who were present when that vote was taken now say they thought it was a bad idea at the time. It must quickly be added that all of these remarks were aimed at the institutional implications of that move; at the same time, every Director that we spoke to expressed admiration for the present Executive President and confidence in her knowledge and ability.

We think it would be useful, and accordingly recommend, that the Board be provided with periodic, short-term technical assistance. This might start with a two week visit to analyze and then brief the Board on their powers and duties as Directors in addition to giving them a basic understanding of project planning, implementation and evaluation and of basic budgeting. This should enable them to carry out their oversight responsibilities more effectively. At the same time, the individual providing the technical assistance might work with the training office, if our recommendation is accepted that such an office be set up, to set out the outlines of a basic training program for new Directors. Several short (three day) follow up visits should be planned to see how the training is "taking".

B. Overview of Views and Ideas of Board Members

The evaluation team found the views and ideas expressed by members of the Board to be particularly useful. Their expressed concerns and suggestions are important for designing the changes that must be undertaken in order to remedy the existing deficiencies in the overall management of the Foundation which threaten its long-term institutional viability:

- An overall feeling of malaise exists among members of the Board; there is a definite sense that neither their strong motivation nor their eagerness to participate more fully nor their impressive, relevant experience is being used to anything like its full potential;
- In great part due to the above and in order to stop further confrontation with the Executive President, the Board has experienced high turn-over and low attendance by many of its members;
- Most of the Board members are frustrated at not being able to participate as fully as they wish in the formulation and taking of Board decisions. They feel that they are presented with insufficient background information and are not adequately and opportunely informed about program activities, operations, program expenditures, and financial status of the Foundation;
- Only a very small number of long-term directors have a sufficiently deep understanding of Foundation policies and operations to fully carry out their functions; all Board

members have expressed a desire for external technical assistance to help them carry out their oversight responsibilities more effectively through providing them with training on their powers and duties as Directors, project planning, implementation and evaluation and basic budgeting;

- The majority of Board members believe that from an institutional perspective, it is not good for the Foundation to have combined the positions of President of the Board and Executive Director in the present single post of Executive President. Respect for and fear of the Executive President were key factors in the passage of this change to the statutes of the Foundation.

C. The Executive President

Under a change in the Statutes of the Foundation promulgated in 1990, the positions of President (who functioned as Chairman of the Board of Directors) and Executive Director (the principal operating officer) were combined in the position of Executive President. The position exercises almost absolute control over all aspects of Foundation policy, operations and finances. Whatever counterbalancing or watchdog function that might be served by the Board of Directors is seriously attenuated, in theory and in practice, by the functions of the Executive President vis-a-vis the Board.

An example of how this has worked to the detriment of the Foundation can be found in the story of the purchase of the Foundation's new building. The very serious financial implications of that decision for the future of the Foundation are set out elsewhere in this report. But the fact seems to be - based on our interviews - that the approval of the Board was based on the strong recommendation of the Executive President, backed up by a highly speculative financial projection, rather than being based on even a cursory study of the financial projection itself.¹ We are aware that the rationale for the building purchase was that ownership of its own building was viewed as contributing to the Foundation's stability and sense of permanence (including improving staff morale) as well as providing the capital base to attract more donor support. The "sales pitch" to the Board, in any event, appears to have been that the building to be purchased represented a very good deal in terms of price per square meter (which it was). The question of where the money was to come from to pay for it was relegated to a poor second place. Hardly discussed at all, and discarded early on, was the option of rental of an alternative site.

¹ There is another question presented here on which we cannot speculate, although it is important. That is, did the Executive President not understand the dubious nature of the financial projection she presented to the Board, or did she understand that but feel confident - correctly as it turned out - that the Board would not deal with it seriously?

What seems to have been operating here was, simultaneously, respect for and fear of the Executive President. (Both factors appeared clearly in our interviews with the Directors on the background of the vote to combine the two leadership functions.) As they played out in practice, these factors overrode any tendency any members of the Board might have had to look more closely into the recommendation and its consequences. Be that as it may, the fact is that the combination of the Board of Directors and Executive Presidency, as both presently are constituted, did not work to save the Foundation from what the evaluation team regards as a very serious mistake.

And that situation continues. The Board now is aware - at least to some extent - of the serious nature of the financial problem faced by the Foundation, due to the need to make monthly payments on the mortgage, and are meeting frequently in an attempt to come to grips with it. But they still are working on the basis of changing financial projections based on hopes and possibilities rather than firm estimates of cash receipts.

The present Executive President is an almost-religiously dedicated, highly intelligent individual with an outstanding professional background for the policy-related aspects of the position. (As an example, see the comments elsewhere in this report on the "Youth in Action" program she designed.) She is very "well connected" socially and politically and in that respect, also, she is ideally suited to the position she occupies. Indeed, her connections enabled her and the Foundation to play an important role in the passage last year of Ecuador's new narcotics law and undoubtedly have been instrumental in the Foundation's success in getting free air and television time and such donations as they have been able to glean.

Counterbalancing all of this, however, is one very important shortcoming: the Executive President does not "speak the language" of management. This was not a problem when the Foundation was a small, volunteer-action-oriented organization with a theme and a goal but with very little staff or money. Today the Foundation has a staff of over 50 people, an annual budget of some US \$367,000 and has entered into agreements (or is about to) to manage some US \$835,000 of funds from other donors. It is an organization that needs to be professionally managed. And - despite efforts by AID under the Institutional Strengthening Project and a good deal of progress that has been made - this still is not happening. Particularly given the extent to which power is concentrated in the hands of one officer, the responsibility for management shortcomings in the Foundation and the locus of any remedial action can only reside in the Executive President.

Midway through the visit of the evaluation team the appointment of Mr. Gabriel Ludeña as FNJ's Project Manager for the USAID/FNJ Project was approved by USAID. Mr. Ludeña has extensive high

level corporate management experience in the private (for profit) sector. However, he will need full delegation of authority to carry out his job. For this to work will require the Executive President to withdraw from involvement in the day-to-day management of the Project.

The Foundation's management style is authoritarian (as opposed to participatory), with delegation of functions as opposed to responsibility. Even minor decisions seem to move to the top. (At one point during a lengthy exit interview the evaluation team held with the Executive President she was interrupted by a phone call asking her where to leave the keys to the Foundation's vehicle.) Top levels of management are concerned with policy direction and moving things along. They have not focussed adequately on design and installation of systems and procedures to be sure (for example) that proposed actions are well-grounded in basic analytical data. (See the comments herein on the background of Informa-T). Nor are there systems to assure that projects are producing the results desired. The Foundation has no evaluation - as opposed to monitoring - systems in place much less systems that would insure feed-back of evaluation findings into project planning. Inadequate attention is being paid to the functions and needs of the Departments of Finance and Administration. Despite requests from various levels in the organization (those from the Board of Directors has been noted) there is no systematic training function in the organization. The staff may be providing Top Management with "overly-optimistic" information on this question. What the Executive Director told us about the existence of training programs and what we were told by other people we talked to were quite discrepant. (Details to support these summary findings will be found below and elsewhere in this report.) Lack of adequate financial management (as opposed to day-to-day accounting and check-writing) has already been alluded to with respect to the purchase of the new building. This is also seen in the failure of the Foundation to have developed a real system of either cost accounting for projects or "an institutional overhead or indirect cost base to charges made for goods and services" as called for in the cooperative agreement.² One result of this, noted elsewhere, is that the Foundation is carrying the indirect costs of administering the IDB and EEC programs, rather than having those programs contribute to the core budget of the Foundation.

The problem, we are convinced, is not a lack of will but rather a lack of knowledge. A number of the problems outlined above and elsewhere in this report would not have occurred had many of the excellent professionals in the organization been assigned responsibilities and the authority to carry them

² The evaluation team believes the Foundation has the capacity to undertake this kind of financial analysis, but that it is not being used.

out as their professional experience suggested, rather than simply being given orders. The manuals and position descriptions may say one thing, but the reality of day-to-day management style in the Foundation is quite different.

Modern management methods and techniques must be brought into the Foundation not just in the form of procedural manuals for secretaries and accountants but through the top management. Recommendations already have been made for strengthening the Board of Directors. It is also recommended that the Executive President present to USAID an acceptable plan to correct the shortcomings in management - vis-a-vis both the Board of Directors and the staff of the Foundation - outlined in this report. Unless such a plan, and clear directives for its implementation (specific changes in Board functioning and day-to-day management of the Foundation) are forthcoming, the evaluation team recommends that USAID terminate the funding of the project on the basis of serious deficiencies in the overall management of the Foundation which make it unlikely that that organization is or is likely to become institutionally viable.

D. Administration

The Department of Administration is run by one well-qualified professional who had been in the position for two months at the time of our initial interview with him. He has an assistant in charge of personnel (an industrial psychologist who came from the Legal Reform program) and one secretary. The position had been vacant for some time prior to the appointment of the incumbent; some functions had been picked up by the Department of Finance.

In addition to their responsibility for personnel, this office also is responsible for "physical property", which includes purchasing and maintenance (inventory control is the responsibility of the Department of Finance) and for contracting. There is no position in the current Foundation staffing pattern to cover these latter functions. Purchasing currently is being done by - or at least in cooperation with - the Department of Finance.

In the opinion of the evaluation team, the Department of Administration is inadequately staffed to carry out its functions. We recommend that a professional position be added to this department to cover purchasing, maintenance, contracting and other functions falling under the rubric of "physical property."

The evaluation team notes, parenthetically, that present arrangements under which the Finance Department handles purchasing show both the strong and weak sides of the Foundation. On the plus side, it shows the willingness of people in the Foundation to take on added duties that need to be covered in the absence of whoever bears primary responsibility for them - the esprit de corps needed to "get the job

done". On the minus side, the Foundation apparently did not think through the implications of having the Finance Department, which should scrutinize and control purchase transactions, involved in carrying out those transactions. This observation lends particular urgency to the recommendation immediately above.

As presently planned, the individual in charge of personnel will, at some point "in the future", also be given responsibility for training. At present, however, there are no formal training programs. This is not to say that no training is going on. A number of professionals are on training programs out of the country according to information given to us by the Executive President. Most programs have training programs for volunteers. But staff training is mostly of the "on-the-job" type. Manuals exist but incoming personnel do not get their own copies. The quality of volunteer training depends on the knowledge and attitudes of the program personnel who carry it out. As already indicated, there is no training for new members of the Board of Directors.

The evaluation team believes that training at all levels is a vital function in any large organization. This would be true even without the turnover that has characterized the Foundation. Furthermore, we do not believe that this function can be carried out part-time by an official with a substantial primary responsibility, such as personnel.

Accordingly the evaluation team recommends that an additional professional position in the Department of Administration be created for an Office of Training. The official in charge of this function should, at a minimum:

1. Establish orientation programs for incoming personnel and work with employing offices to establish training programs for all new employees.
2. Work with project offices to help them design training programs for new volunteers. Consideration also should be given to establishing follow-up training for volunteers after 6 months or 1 year of service, bringing them up to date on the latest information in narcotics prevention, new programs of the Foundation and related areas.
3. Establish a training program for incoming members of the Board of Directors. This should cover not only the duties and responsibilities of Board members, but also enough material on program design, implementation, evaluation and budgeting to allow the Board to participate at an appropriate level in Foundation operations. (Technical assistance to assist in this matter already has been suggested.)

Turn-over has been a particular problem for the Foundation although no statistics have been kept on this subject. It is believed that turn-over has been even higher in Guayaquil than in Quito; this is

believed to be due, at least in large part, to the higher cost of living in Guayaquil. This would seem to bolster the Foundation's argument that inadequate salaries, particularly at the mid- and lower-ranges of employees, is an important factor in causing the high turn-over rates.

The evaluation team understands that USAID is reconsidering the salary policy of the Foundation. We believe this needs doing at this point and urge that the reconsideration be carried out as rapidly as possible and that the high turn-over rates in the Foundation, particularly at the middle and lower ranges, be considered importantly in this reconsideration.

We were told that the personnel manuals produced by the Stern Company have been installed and those systems are in place. While time did not permit checking this out in detail, we did see evidence that this was the case.

E. Finance

The Department of Finance is headed by a highly qualified professional who has been in that position for about a year-and-a-half. The Department is fully staffed with five professionals plus support staff. In addition to carrying out the normal tasks of a finance office, the Department, as noted above, also handles purchasing. The purchasing system used is not very clear to us; apparently the Finance Department does some of the purchasing itself while some of the program departments do their own purchasing with the prior authorization of the Finance Department. In any event, while the recommendations of the Romero audit are "being installed", they have not been fully installed as yet.

Although cost-information appears to exist on each program³ this information is not being used for budget control purposes either within the Foundation or by USAID. Such accounting/reporting is not required by USAID; financial reporting is done on a line-item basis (salaries, travel, supplies, etc.) One result of this is that funds are readily shifted from one program use to another without any consideration of the impact of such shifts on overall priorities as set out in the annual action plans. Thus, for example, (as detailed elsewhere in this report), the bulk of the funds programmed for Campañas Masivas were actually used for the INFORMA-T and Legal Reform programs. Another example is found in the "subsidy" being provided to Arte America in the form of the considerable amount of the time of Alejandro Pinto being devoted to that enterprise - time paid for under the Institutional Strengthening project for his position as Director of the Guayaquil Center.

These are not "book-keeping niceties". They go to the fundamentals of management control of

³ The Annual Plans show such information for the prior year and, on a projected basis, for the Plan year.

program/budget compliance - that is, the extent to which an institution is adhering to the priorities established by its policy makers - and to an institution's ability to measure the cost effectiveness of its program activities. (The case of Arte America is particularly striking. It is critical that the Foundation know whether and when that enterprise can become self-supporting. However, the lack of real cost accounting data simply means that such a projection is impossible.)

The evaluation team recommends that the Foundation quickly install a program-cost accounting system which will allow the Foundation Management and USAID to track program expenditures against annual work plans. Program cost reports for each program should be included as a part of each quarterly report to USAID required under the cooperative agreement. USAID might wish to reach an understanding with Foundation Management as to the extent to which expenditures for any program can deviate from the projected annual budget for that program without requiring prior USAID approval.

Under the terms of the cooperative agreement⁴, as part of its effort to become increasingly self-supporting, the Foundation agreed to "Development and application of an institutional overhead or indirect cost base to charges made for goods and services." It has not yet done so with the results set out elsewhere in this report.

The evaluation team believes it would be merely fatuous to recommend that the Foundation carry out a specific undertaking to which it agreed as part of the cooperative agreement. We do wish to underline the singular importance of this issue, however.

III. Program Areas

A. Legal Reform

Under Phase I of the program and at the beginning of Phase II the FNJ was very active in encouraging the drafting and passage of Ecuador's new, tough anti-narcotics legislation. That legislation, and its implementing regulation, created CONSEP, (q.v.) the central coordinating body in charge of all anti-narcotics-related activities in both the public and the private sector.

This represents a singular accomplishment for this entire program.

The Legal Reform program now is engaged in an effort to publicize the provisions of the new law and to help focus public attention on the operations of CONSEP. The program is directed by an experienced lawyer who had been with the Foundation for only 3-4 months as of this writing. He has the help of six part-time volunteers, law students from Catholic University. They are engaged in an active program of speeches, seminars, TV appearances and promotion of newspaper coverage all of which

⁴ Attachment 2, Section VII, p.19, subparagraph 1.

also serve to publicize the work of the Foundation itself.

This work appears to be going well. Since Phase II began the program has resulted in over 300 print media articles and about 90 TV pick-ups (both news and features). Many of the appearances of project personnel result in requests for additional presentations to different groups.

The Program Director would like to send some of the volunteers on short training visits to the United States to study changes in bank laws designed to discourage money laundering. The evaluation team believes this would be an excellent use of existing project funds.

B. Research

Building on the base of research carried out in the first phase of the project, the Fundación agreed in the CA to undertake an action-oriented research program. That action research program, according to the CA, was to focus on two variables, drug consumption and the risks of consumption, and to include the following elements:

- a national epidemiological survey, to be completed in 1992, that will trace the evolution of drug consumption in Ecuador since the 1988 survey conducted by FNJ, and estimate the impact of FNJ program interventions;
- an opinion survey, implemented in conjunction with the epidemiological study, to track changes in public opinion since the 1988 opinion survey on the consequences of drug trafficking, abuse and other drug-related issues;
- two longitudinal studies of two population groups: drug consumers and groups at risk.

1. Accomplishments to date

As of the date of this evaluation, one research project has been completed, and two others are underway. In 1990 the Foundation carried out a study of "Illegal Drug Users in Ecuador". The study focused on marihuana, cocaine, and cocaine base use in Quito and Guayaquil. It sought to analyze the nature and extent of illegal drug use, and compare users and non-users regarding socio-demographic characteristics, the operation of certain risk factors (e.g. reaction to parental discipline, problems in school), and opinions regarding various aspects of drug trafficking and control.

The survey was based on a closed questionnaire interview of a sample of individuals, ages 10-65, located in their households. The sample was a probabilistic sample of the two cities. The sample overrepresents the 18-35 age group found in the 1988 epidemiological survey to be at higher risk in order to ensure sufficient numbers for in-depth analysis of this population segment. The questions included in the survey instrument depart from those in the 1988 epidemiological survey. Nonetheless, some

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conclusions may be drawn with respect to trends in the use of illegal drugs in Quito and Guayaquil between 1988 and 1990. The results of such comparisons show a significant rise in the use of illegal drugs during this period among the male population. The study represents a professional contribution to the body of existing epidemiological and opinion data within Ecuador. It has not yet been published, however, nor have its results received diffusion through the Foundation's "Sintesis" collection.

The longitudinal study of drug users in Quito focusses on 375 drug users stratified by social groups. It involves both a closed questionnaire and the use of ethnographic techniques to obtain in-depth information through case studies. All questionnaire data has been collected, has been coded and entered into the computer data base. Most of the field work for the case studies has been completed. Although the 1991 Action Plan calls for the study to have been completed in May 1991, the research team now expects the final report to be completed by December 1991. This study should be a valuable contribution for all Ecuadorian agencies working in the area of prevention.

Over months of close contact with illegal drug users FNJ has managed to establish a relationship of trust sufficient so that documentary videos and T.V. capsules may be produced using the testimony of these key informants as well as giving unique insight into the "street culture" of illegal drugs with its individual and social costs and dangers. This video material is a direct result of the longitudinal study, and will serve to increase awareness and rejection of illicit drug use among target audiences.

The major research component being planned for 1992 is the epidemiological survey. This is a national study of drug prevalence as well as of attitudes toward the drug problem. It will employ the same methodology, and sample as the 1988 survey. Work on this project to date has concentrated on refining the questionnaire and recruiting field workers. Initial field work is scheduled to begin in January 1992. This is a very important project since it will provide the only reliable data for in-depth analysis of trends in drug use and attitudes which exist in Ecuador. The evaluation team, however, recommends that the population sample should be revised to limit it to individuals between 10-45 years of age. With appropriate adjustments in the 1988 tabulations, comparative data over the four year period can then be developed to bring into much sharper focus the nature and extent of drug use.

The Cooperative Agreement also calls for a study on "Populations at Risk". This research project seeks to use a combination of quantitative and qualitative methods to examine the characteristics (risk and protective factors) of segments of the population who are at risk of using drugs. Work on this project was scheduled to begin in June 1991. The evaluation team was informed that this project is not funded by AID, but rather is "self-financed" by the Foundation. This may only be understood as being one of the counterpart contributions of the Foundation to the Cooperative Agreement. Properly conceived and

conducted, a study of risk factors certainly could be a valuable contribution to understanding and explaining drug use among youth. There are few empirically tested causal theoretical models of youth drug use to guide the development of effective prevention programs. This study has the potential to be a very important contribution to national drug prevention efforts in Ecuador.

However, the evaluation team was informed that the Foundation has no resources to carry out this project, and does not plan to carry it out as described in the Cooperative Agreement. This programmatic change is a result of the time constraints on the research staff due to contractual requirements undertaken to comply with autofinanciamiento and the now urgent need to generate resources to pay the mortgage on the new building. It is important to note that at least 30 percent of research staff time is spent on generating contracts and producing commercially deliverable studies. Many of these do not support narcotics awareness and education efforts.

Under a contract with the GOE, the Director of Research, Evaluation and Self-Financing is conducting a study on women in jail for drug dealing offences. He informed the evaluation team that he is considering using this study to meet the requirements of the "population at risk" study. Such a study would be conceptually biased and the conclusions misleading. The evaluation team recommends that AID not approve this surrogate for the original study. The team also recommends that this the original study be carried out on a longitudinal basis in conjunction with the "Youth in Action" outreach program developed by FNJ so that it may provide baseline data, and serve as a program planning guide and as an instrument of impact evaluation for this specific prevention program.⁵

2. Application of Research to Program Activities

In reviewing the design of the program activities the evaluation team found that many activities were based on the extensive body of research undertaken during Phase I of the Project. Public diffusion of the results of the research have taken place in seminars, conferences, articles published in newspapers and journals, and in TV and radio programs. The Legal Reform Project has used the

⁵ A two wave panel study to be carried out in one or more selected schools over a two-year period is suggested. FNJ research staff are referred to the following articles for a more complete technical explanation of what is being proposed: Lawrence M. Scheier and Michael D. Newcomb, "Psychosocial Predictors of Drug Use Initiation and Escalation: An Expansion of the Multiple Risk Factors Hypothesis using Longitudinal Data" in Contemporary Drug Problems (Spring, 1991); Karol L. Kumpfer and Charles W. Turner, "The Social Ecology Model of Adolescent Substance Abuse: Implications for Prevention" in The International Journal of the Addictions 25:4A (February 1991); Carlos E. Climent, and others, "Prediction of Risk for Drug Use in High School Students" in The International Journal of the Addictions 25:5 (1990); Jan Skirrow and Edward Sawka, "Alcohol and Drug Abuse Prevention Strategies - An Overview" Contemporary Drug Problems (Summer, 1987).

findings of the 1988 Epidemiological Survey as well as "Street Children" in its work. The Director of INFORMA-T has informed the evaluation team that the selection of themes was based on the 1989 study on Urban Youth. Three of the six pamphlets for youth (prepared but not yet printed) were based on two 1989 studies - "Secondary Educational System and Risk: The Experience in Quito, Guayaquil and Cuenca", and "Drug Consumption in Ecuador" a Quantitative Approximation".

No program, outside of the research department appears to have made use of "Illegal Drug Users in Ecuador" which is the only study completed to date under Phase II.

3. Impact Evaluation

When the evaluation team asked the Director of Research, Evaluation and Self-Financing who is responsible for carrying out impact evaluations of the Foundation's activities, he replied: "We probably are, but there is no budget for this and it is a very complicated matter. We have left it for others to do, but all they do is process evaluation."

The evaluation team can add very little more to this statement. Although the Cooperative Agreement calls for impact evaluations of its programs, in fact no impact evaluation is being carried out for any program activity undertaken by the Foundation. A herculean effort at designing the monitoring system was expended in 1990 and resulted in the preparation of a highly detailed manual entitled "The System of Planning, Follow-up, Evaluation and Measurement". Application of this system throughout all the Foundation's activities and locations has resulted in an almost overwhelming amount of attention being paid to monitoring program activity level of effort and preparing statistics on process.

This is a serious deficiency and one that must be remedied in short order. Three programs lend themselves to specific impact evaluation which is within the capability of the research and evaluation staff. These are: a) pilot application of the Youth in Action program linked to the groups at risk research project as recommended above; b) radio juvenil; and c) mass media campaigns - both of which could be evaluated through simple marketing techniques of opportunistic sampling. FNJ volunteers could be trained and the evaluations conducted with a minimum of financial resource requirements.

The question arises regarding the true yield of funds from the research contracts which the Foundation has entered into with other institutions such as Ciba-Geigy, Ecuarouche, the Colegio Americano, the Ministry of Social Welfare, etc. When questioned as to how costs and "profit" for these contracts were calculated, the Director of Finance replied that all direct costs (salaries, fees, and materials) were included plus 30 percent "profit". But indirect costs are not included. Indirect costs for all these contracts are borne by the Foundation which constitute a subsidy to these activities rather than generating funds for self-financing and the payment of the mortgage.

In consideration of the above the evaluation team recommends that the Director of Research and Evaluation be relieved of responsibilities for self-financing and that an acceptable impact evaluation plan be presented to AID and put into practice before the end of the last quarter of 1991.

C. Information Centers

1. Extent and Quality of Holdings

During Phase I of the Project Fundación Nuestros Jóvenes set up Drug Prevention Information Centers in Quito and Guayaquil. These information centers were supposed to fill the existing void in information on drugs and drug-related matters for the general public, schools, universities, journalists, public-opinion leaders, government officials, and political leaders. In meeting their objectives the centers were to undertake outreach activities, conduct programs in drug information and public awareness, and publish bibliographical and press clippings.

The Centers have organized their materials in three general thematic areas: youth, society and drugs. In Quito the first two collections include books, articles, clippings, videos, and audio cassettes dealing with a range of topics in problems facing adolescents, history, geography, literature, current affairs, etc. that would be of interest to high school students. The collection dealing with the problem of drug abuse and related matters includes books, articles, newspaper clippings, audio cassettes and videos.

The Information Center in Quito has a collection over 11,000 documents. The Center in Guayaquil has a much smaller collection of documents. Quito's holdings are primarily oriented to high school students. During Phase I of the Project it had a very active acquisitions program, but because of budget cutbacks, purchased acquisitions have been reduced to a bare minimum. Subscriptions exist for 5 national newspapers, a few current affairs/general interest magazines such as Vistazo, La Tuya, and Time, and a youth related periodical, Revista Juvenil Joven. No systematic acquisitions program exists; virtually all new acquisitions are received through donation or exchange.

The Center has entered into agreements for the exchange of information with resource centers in the Andean Region such as CEDRO and SEAMOS. But few materials have been received and those do not appear to be forthcoming on a regular basis. Much of the drug related information in Spanish received from abroad came from Centros de Intergración Juvenil in Mexico. But this source is not providing documents on a regular basis either.

Considering that the Center was formed in 1987 and that it was one of the major activities of FNJ, its holdings in drug materials are now weak and outdated. Many materials which are available free of charge are not represented in the collection. These would include materials from such organizations

as: the U.S. National Clearinghouse for Alcohol and Drug Information, Substance Abuse Librarians and Information Specialists (an international professional association of information professionals dedicated to the management, exchange and dissemination of drug abuse information), the International Council of Alcohol and the Addictions (ICAA) and other European documentation centers, CICAD of the Organization of American States, the World Health Organization, the United Nations International Drug Control Program, etc. No knowledge exists as to how to acquire journals and periodical literature which may be had from other sources either without cost or at reduced rates for non-profit organizations such as FNJ. The Center does not access the latest bibliography on drug related topics available from all over the world through computerized information services such as DRUGINFO, MEDLINE, Research Alerts of the Institute for Scientific Information in Philadelphia, or the Institute for the Study of Drug Dependence in London (ISDD), etc.

2. Operational Analysis

Both the Quito and Guayaquil Centers have computerized data bases of their collections. The system used is MICROISIS which was developed by UNESCO and is utilized by various other resource centers working in the field of drug abuse including CEDRO and CICAD. For drug-related material, the Center uses the Thesaurus developed by the Institute for the Study of Drug Dependence (London) translated into Spanish by the South American Agreement on Drugs and Psychotropics (Buenos Aires).

The system is good but, unfortunately it is of limited use at present. The reason for this is that changes were made in the classification of many books which were not entered into the computer. Thus, the catalog codes in the computer are different from the physical location of the documents. Staff knew how to operate the MICROISIS program to search for material but did not have sufficient training in its operation to introduce program changes.

Until the arrival of the present librarian four months ago, the Quito Center appears to have been plagued by a number of problems. In addition to those mentioned above, the newspaper and magazine clipping file was a mass of papers piled into filing cabinets without any order. Quality control in bibliographical analysis, cataloging, and processing was irregular and the document processing was seriously delayed. To some extent this is due to the high turnover in staff. In great part, however, the explanation is that although the Center had an information specialist (although not trained in substance abuse), it lacked the services of a professionally trained librarian.

In this regard the Quito Center is now in competent hands. The librarian has a degree in Library Science from the University of Chile and ten years of professional experience. A thorough evaluation

of the Center's condition has been undertaken and corrective measures are now underway. To meet the needs of the Center, however, the evaluation team recommends that the Foundation hire an information specialist. Staff should have adequate training in MICROISIS. In addition the team recommends that technical assistance be provided in strengthening the Center's holdings in drug-related material.

3. Outreach

The Information Centers have approached outreach through several mechanisms. General reading rooms containing each center's collections are accessible to the general public. The purpose of the reading rooms is to serve as a place where students can come and do their homework. The idea is to attract students to the centers and then to interest them in the topics of youth problems and drug abuse. This idea is also followed in the unidad operativa in Portoviejo and the grupo de apoyo in Milagro, and presumably in other unidades operativas and grupos de apoyo. The holdings of the local centers are much smaller, of course. Both reading rooms in Quito and Guayaquil are attractive, comfortable and inviting. The Quito Center has a video room, which although well equipped, needs to be separated from the reading room. Hours of operation are sufficient to make them available to students. During the first six months of 1991, 229 persons used the reading room of the Quito Center and 100 its video services. From site observations in Quayaquil and conversations with the Center's staff, smaller numbers of readers made use of that Center's reading room. In Portoviejo, the reading room also seemed to be popular.

Both the Quito and Guayaquil Centers are proactive in sponsoring public information events in schools, civic associations and other organizations. During the first half of 1991, the Quito Center reached 1,189 persons.

The 1991 Action Plan set a goal of 10,000 users of the Information Centers' services. This is clearly an overambitious goal and needs to be reconsidered. In order to increase the outreach capability of the Information Center, the evaluation team recommends that a volunteer group should be trained just as is done in community libraries throughout the United States and Canada. Since the installations are appropriate, more and a wider range of activities may be sponsored at both information centers to build constituencies and establish closer links to broader segments of their respective communities. Flyers, information sheets and other material should be developed, inexpensively reproduced and distributed through the Information Centers to promote both awareness of drug-related issues and the services of the Centers. This same kind of program would also be useful to the local units although to some extent some units are taken initiatives in this regard.

Other forms of outreach conducted by the main Information Center at Quito were to include

several publications for distribution to journalists, public-opinion leaders, government authorities and politicians. The 1991 Action Plan calls for three major publications: Alertas, Revista Referativa, and Dossier.

Alertas is a biweekly publication which has a mailing list of 300 individuals. It is published in a timely manner and provides synopses of articles on drugs, youth and society found primarily in the newspapers and magazines received by the Fundación. As such it provides a valuable service. Its coverage could be easily expanded, however, through the recommendations made above in the "operational analysis" section.

Revista Referativa is a publication providing bibliographical citations (without abstracts) on the Foundation's three central topics: youth, society and drugs. Only one issue has appeared. Since its preparation depends upon greater proficiency in the use of MICROISIS, it will not be published until appropriate training has occurred.

Dossier is an annual publication which reproduces clippings and reports from newspapers, magazines, T.V. and radio on selected topics. The 1990 issue was dedicated to the theme "Narco-economy". Approximately 100 copies of this publication are sent to institutions upon request. It is a useful service, but in order to ensure that information is timely, the evaluation team recommends that it be published with greater frequency, if possible, three times a year.

D. Radio Juvenil

Radio Juvenil has a three-fold purpose: (1) to transmit by radio a series of anti-drug use messages, through programs designed and run by young volunteers; (2) in doing so, to provide productive free-time activity to the volunteers ("to keep them off the street" as it were), and (3) to prepare this group of volunteers for possible careers in radio journalism.

There are (as of mid-August, 1991) about 100 volunteers working in this program in seven provinces: Pichincha, Loja, Guayas, El Oro, Manabi', Zamora and Imbabura. Working with local radio stations which donate the air time, the volunteers now are producing 12 weekly and two daily radio programs. (There are 4 weekly programs in Loja and 3 in Guayas.) Three of the weekly programs are of 60 minute duration, one is 20 minutes and the rest run 30 minutes. Of the two daily programs, one runs for 15 minutes and the other for 30.

The budget of the program for 1991 was projected at US\$14,386 as against US\$27,101 actually spent in 1990. The 1991 projections represent 4.10% of total project costs. Projected expenditures of US\$11,000 for the procurement of radio equipment were cut from the budget as part of the readjustment necessitated by the purchase of the new building. Project personnel were told by higher level FNI

officials that Radio Juvenil funding might be increased depending upon the outcome of this assessment.

The professional staff consists of two people working out of Quito. A third professional, a Belgian volunteer serving his alternative military duty, was leaving shortly to work with the treatment center. The two Ecuadorean professionals both have solid backgrounds in radio journalism. The Chief of the project has a licenciatura in Social Communications. He has worked for CIESPAL and for Radio Nederland, in addition to other positions. He currently is the Director of Radio Municipal in Quito and teaches a course in radio journalism at the Central University. He has been with the Foundation for 6 months.

The Assistant Chief of the project, who has been with it for 4 months, is working on his thesis at the Catholic University. He has held a number of positions in various radio stations, including news director at Radio Tarqui.

Volunteers are self-selected. They come in through contacts with the Unidades Operativas (provincial or cantonal centers) or make contact directly with the Foundation in Quito. They are trained in radio production techniques in Quito, then sent out to work through the UO's. The project hopes eventually to set up training centers in each of the UO's.

The target audience of Radio Juvenil is lower and lower-middle class urban youth. Both the Project Chief and his Deputy also are concerned with campesinos recently arrived in urban areas from the countryside; they feel that this group is particularly at risk, although they cannot point to any studies that indicate this. While we cannot disagree with their feelings on this matter (our own experience in Andean countries would indicate they're probably correct) we point this out as an example of the gap between program research and program operations. As far as we have been able to determine, no programs of Radio Juvenil, as yet, are addressed to this audience.

The volunteers design and produce their own programs. This is felt by project staff to be important, in that it allows them to get their message across to their individual (young) audiences in ways most likely to be well received by those audiences. We agree with that point. What is not so clear is the control exercised by the staff over the content of the programs, i.e., to what extent is narcotics awareness a or the central theme. Project staff say the programs do concentrate on narcotics awareness and that the volunteers are constantly being fed new information on that topic. We were told that they receive copies of Alertas every 15 days and also receive information from the Information Centers. While the project staff receive some of the taped programs, most are retained by the radio stations that broadcast them. We listened to a few minutes of several tapes that were in the possession of the project. Some dealt with narcotics awareness/avoidance topics and some did not appear to do so (although there

might have been segments on narcotics awareness that we didn't hear).

Given the fact that project staff cannot depend on program tapes for follow up, they rely on monthly reporting forms sent in by each UO. Follow up also is accomplished by interviewing volunteers who come into Quito from time to time for additional training or, specifically, to talk to project staff about specific problems.

In answer to our questions about measuring project impact, we were told that, in August, 1991 the project intends to start running a series of listener surveys to see what percentage of the audience in each area is listening to Radio Juvenil during their specific time slots. That will be a good measure of the project's effectiveness in gaining audience but will not, of course, measure impact in terms of attitudes and practices. (See section III.B.3 of this report dealing with impact evaluation.) The project staff is aware of this but have no plans to deal with it. Nor are they aware of any plans the Fundacion has to measure broader program impact.

The staff of Radio Juvenil is working on a project, which they told us had been approved, for a weekly Radio Magazine (Radio Revista) which will help the program get into areas not now covered by the programs working out of the UO's. This program, which is projected to cost S/.570,000 per half year, is now at the stage of negotiating agreements with local radio stations. (Given the 1991 budget cut for Radio Juvenil referred to above, it seems highly unlikely that this project could be started this year.) Another new program, also approved by the Foundation, is a series of six to seven minute spots called "Talks About Life" (Charlas de Vida), which would get into such topics as the role of youth in society, sexuality, etc. These could be picked up and used in the local Radio Juvenil programs. Plans call for a series of up to 500 such spots.

Radio Juvenil is, potentially, one of the most important direct outreach programs run by the FNJ. Its small staff is well-qualified and highly motivated. It seems to have had some success, at least, in attracting volunteers. Its success in attracting audience will start to be measured with the series of audience surveys which is supposed to start in late August of 1991. Its impact in terms of attitudes and practices, however, needs to be studied. That probably implies a series of local base-line studies on present attitudes and practices in the areas covered by the program, with follow-up studies to be carried out yearly. As indicated in the section on impact evaluation simple marketing techniques using intercept interviews at selected public locations could be used.

Plans to expand first round training to provincial levels should be looked at carefully. Since this would require procurement of additional equipment for the provincial centers, the benefits to be derived from those additional costs should be studied. On the other hand, follow-up training (and general project

follow-up at the local level) should be expanded. This probably will take additional staff now and certainly will as the number of local programs grows.

E. Preventive Information

1. INFORMA-T

INFORMA-T is essentially a telephone information project aimed at the mass dissemination of preventive information. It is presently operating in Quito and Guayaquil. Callers to the service have the option of choosing from a wide range of topics including: preventive education, drug abuse information, health, nutrition, family life, alcoholism, problems of adolescence, AIDs, ecology, civic education, Ecuadorian history, illiteracy and community service agencies. The system is organized into 19 topic modules with approximately 650 messages, varying from four to six minutes in length. Of these messages, 30% deal with drug information and related matters. According to the Foundation's Executive President plans call for the development of an additional 1,400 messages over the coming year.

It is expected that the costs of preparing new messages will be covered by "profits" on messages prepared for private enterprises which will pay for messages in their area of work. Ceba-Geigy has requested messages on health and epilepsy and the publishing house, Editorial Norma is contracting for messages on adolescence and family. The evaluation team was assured that no specific brand names or products will be mentioned in the messages.

To use the system, the client has to call a number and request a tape. A volunteer worker answers the call, and plays the desired message in a specially designed console with tape decks connected to the telephone lines. When using this service, the caller remains anonymous.

The Ecuadorian Institute of Telecommunications (IETEL) has contributed locals with a PBX system in Quito and Guayaquil for the system, four telephone lines in Quito and five in Guayaquil. Apparently some difficulty on this score is being experienced at the provincial level. For example the Coordinator of the unidad operativa in Portoviejo has been trying for some time to get some lines for this service in the Province of Manabí, but without success to date.

Diffusion of the INFORMA-T messages is also being done through Radio Juvenil. This probably is a better diffusion method since it reaches a potentially larger audience. The costs of the existing modules are "sunk costs" in any event. Plans exist to distribute the printed scripts in schools through an agreement with the Ministry of Education. The scripts also are being distributed to at least some unidades operativas.

The head of the project is a professional psychologist who has been working for three years with

FNJ. In Quito the system is operated by 61 volunteer workers, who work in shifts of two. Almost all of the volunteers are in their senior year at the Faculty of Social Programs at the Central University of Quito. Through providing this service, these volunteers also discharge one of their degree requirements involving professional practice. Each volunteer receives an operator's manual and 2-3 days training by experience workers. In Guayaquil the system is operated by 8 volunteers with another 10 scheduled to begin training within one week.

Development of the system began in 1987 during Phase I of the FNJ/AID project, but did not become operational before the end of the project. FNJ entered into two agreements with the Ministry of Education and Culture (MEC) in July 1989 and January 1990, to incorporate INFORMA-T into MEC's National Program of Preventive Education. Disagreements regarding the mass media program for launching the system, changes in the priorities of MEC, and problems internal to the MEC/AID project led to a breakdown of these agreements and further delays in initiation of the project.

In August 1989, FNJ contracted CEDATOS, a marketing firm to evaluate the system as well as the T.V. and radio material which had been prepared. CEDATOS decided against conducting a pilot market test which had been suggested by AID, and instead carried out a series of focus groups including three with youth and one with adults in Quito and Ibarra. As a result of this exercise the T.V. spots and radio shorts were considered deficient and in September 1990, FNJ contracted Atelier Publicitaria, another marketing firm to produce the publicity campaign and other media products.

INFORMA-T initiated operation as a pilot program in October 1989. This stage lasted twenty months, until June 1991. During this period FNJ monitored the system's performance and general acceptability. In January 1990, FNJ staff visited nine schools in Quito to describe the system to the students and promote its use. Within three days after these visits, 38% of the students used the service. FNJ monitored the technical aspects of the students' calls (waiting time, clarity, duration and interest of message content). No information is available on the topics requested or students' reaction to the drug-related messages. A second attempt was made to obtain more information through a questionnaire provided to eight schools. However, only 43 responses were received.

Throughout this entire period, however, no attempt was made to evaluate the impact of INFORMA-T with respect to knowledge, attitudes and behavior concerning drug abuse. Nor for that matter, had any baseline data been collected against which to measure the success of this effort.

Despite this monitoring process, confusion exists regarding the actual number of calls received by INFORMA-T in 1989 and 1990. In its 1991 Action Plan submitted to AID in January 1991, FNJ reported that 13,472 calls were made to INFORMA-T during 1990 with 90,000 calls projected for 1991.

Then in an information sheet presented to national authorities, the media and public attending the official opening of the system on July 29, 1991, FNJ reported 3,000 calls received in Quito for 1989 and 8,000 for 1990.

But none of the figures reported to AID or presented at the official opening bear any relation to those contained in the report of the Foundation's ongoing monitoring of calls received between August 1989 to June 1991.⁶ According to the data contained in that report in 1989 an average of 30-40 calls were made monthly and only 2,067 calls were received for all of 1990. For the first half of 1991, only 1,443 calls were registered for Quito.

From the above it is clear that no reliable data exist on the actual number of calls made to INFORMA-T during the entire period during which this monitoring process was taking place. As will be discussed shortly in relation to available cost information, this fact has serious implications for any attempt to measure the cost-effectiveness of the project.

The evaluation team considers the general conclusions reached by FNJ in its evaluation report to be invalid. From the data collected between July 1990 and June 1991, no conclusions may be drawn, as are done in the report, regarding the number of drug related calls, satisfaction with information received on drugs, usefulness of the information provided, help received in introducing life style changes, or even intentions to use the system again. This is because: a) information on which topic was requested by callers was only collected for 15.7% of the calls (317 of 2020); b) of the 317 calls for which this information was gathered 70% did not request drug related messages and c) caller responses in to the questions above are missing for between 84 and 95 per cent of the 2020 calls registered. Data gathered for the 1,490 calls received between October 1989 and June 1990 provide no information to support the drug related conclusions of the report. Yet despite the paucity of reliable and relevant data, the report recommends that the system be "maintained, reinforced and extended."

The facts strongly suggest that the decision to fully commit a major portion of FNJ's program resources had been made prior to the results of the evaluation, however flawed. Starting in September 1990, the Foundation first contracted Atelier Publicitaria and then Interpublic to produce media products which were delivered to FNJ by the end of February, 1991. On March 5, 1991, the Foundation decided to contract FNJ's newly created public relations and video productions company, Arte América to develop a media diffusion plan and obtain donations of media air time and space. The Foundation agreed to pay

⁶ Fundación Nuestros Jóvenes, Informe de evaluación del sistema INFORMA-T y sus componentes técnicos, pedagógicos y promocionales agosto 1989 - junio 1991, Quito: junio, 1991

Sucres 4,500,000 to Arte América for these services. The mass media campaign began during the last week of July 1991, and is scheduled to run until the beginning of November 1991. Donations of air time and printed space are valued at S/. 100,000,000.

In response to a request from AID in August 1991, to provide costs of INFORMA-T, FNJ's Finance Director initially provided figures which show expenditures of S/. 5,802,676 through 1990 and S/. 5,356,007 for the first half of 1991. However, when the 1991 figures were questioned, an additional amount of S/. 19,500,000 was included for "educational materials" and "consultant fees" bringing the total spent until June 30, 1991 to S/. 24,856,007.

Still, these figures do not represent the total costs of the system. Expenses made for salaries, fees and material prior to 1990 are not included. Costs for the first mass media products produced during 1990 are not accounted for. For the second semester of 1991, salary payments alone are projected to add another S/. 6,641,995 to costs and, according to its Director, Arte America will be paid another S/. 15,000,000 to produce the T.V. spots, radio PSAs, and printed material for a two month "maintenance" publicity program. From what figures are available, it appears that total real costs for 1991 will exceed S/. 46,500,000. This represents approximately one-third of FNJ's total 1991 budget for programmatic activities, a portion far exceeding the 5.4% which appears in the 1991 Operational Plan budget presented to and approved by AID/Quito.

The conclusion is that the Foundation really does not know what its real costs for INFORMA-T have been nor is it yet conducting any meaningful program cost analysis. Additionally, since no reliable data exist on the number of calls received (much less drug related calls), it is impossible to conduct a cost-effectiveness analysis. The evaluation team has been informed that, as a result of the mass media campaign, calls to INFORMA-T in Quito have been reaching 300 daily with a similar number in Guayaquil. But, experience with similar telephone information systems elsewhere shows that without a sustained mass media effort, user interest declines in a short period of time.⁷

In its October 1988 mid-term evaluation of the first phase of FNJ's drug information and public awareness project, Development Associates warned that INFORMA-T required serious reconsideration before the system was put into full operation. The evaluation stressed that the Foundation move cautiously in investing in such an expensive program with limited impact and that particular attention

⁷ For example, in Panama the drug information telephone service provided by Cruz Blanca Panameña received 60,000 calls throughout 1990. In the first six months of 1991, only 7,000 calls were made.

should be paid to the cost/benefit ratio and the impact of the project.

The evaluation team believes that the Foundation has not properly assessed the project since the Development Associates' mid-term evaluation of October, 1988. This is significant especially in view of the fact in the negotiation for Phase II of the project, the Foundation assured AID that an impact evaluation of the drug preventive aspect of INFORMA-T would be conducted. According to the AID/FNJ understanding if the results of the impact evaluation were positive, the project would receive AID financing for an additional year. Financing from other sources would be sought starting from the third year.

INFORMA-T continues to be directed at a limited segment of the population -- essentially individuals in the middle/upper strata of Quito and Guayaquil. As of December 31, 1990, the total number of residential telephones in the Province of Pichincha reached only 7.7% of the population; in the Province of Guayas this figure dropped to 4.8%. In the case of Quito, residential telephones are available for 7.5% of the city's population. The distribution of residential telephones in low income areas is low and almost none existent in marginal urban areas. Public telephones account for a small fraction of all telephones (between 2-4%) and many coin operated telephones are not in working condition.⁸

Less than one-third of INFORMA-T messages deal with drugs and related issues. FNJ's present evaluation of INFORMA-T continues to provide only basic monitoring information of the process. In addition to lacking baseline information, the evaluation sheets which are currently filled in by operators will not yield any valid ex-post impact data. No data addressing impact issues -- success or failure in promoting changes in knowledge, attitude and behavior concerning drugs is being collected. The eventual drug prevention impact of dissemination of INFORMA-T's broad range of messages through Radio Juvenil or schools is impossible to estimate at this point.

The evaluation team feels that this project has suffered from serious deficiencies throughout its four year period of development. Serious concerns were raised regarding the ability of INFORMA-T to have a significant drug abuse prevention impact on a broad segment of Ecuadorian society. Nonetheless, the decision to commit major resources to the project were made without a firm basis upon which to support such a position.

In view of the above the evaluation team recommends that AID discontinue support of both of INFORMA-T as a telephone information project and its public relations campaign. This support might

⁸ Sources for this information are: Instituto Ecuatoriano de Telecomunicaciones (IETEL), Instituto Nacional de Estadística y Censos (INEC), and El Comercio, Quito, August 18, 1991, p.B-10.

now be provided by IETEL. The continued use of the various cassettes by Radio Juvenil - an essentially no-cost operation - is a good idea and should be continued.

2. Mass Media Campaigns

This program, which is envisaged in the logical framework as a separate sub-activity under the rubric of Preventive Information, appears in fact to have become (1) a public relations effort in support of Informa-T and the Legal Reform project and (2) a source of funding and other support for Arte America (q.v.), the television production operation which was spun off as a private company.

There is an item in the Foundation's 1991 action plan, under Preventive Information, sub-head Mass Media Campaigns, for a "Second Campaign of Preventive Education" but we have not been able to get much information on it. In response to our request for any documents reflecting the strategy or planning for this "Second Campaign of Preventive Education" the Foundation sent us the original, Phase II project proposal of October, 1989 and a March, 1991 document from Arte America which appears to be the start of a work-up of various videos. Although the information presented is very sketchy, two of the videos contemplated seem to deal with general problems of drug use and appear to be based on the longitudinal study of drug users. Three appear to be in support of the Legal Reform project; whether these are the same as those contemplated under the Legal Reform sub-project is unclear. One appears to be general public relations for the Foundation.

We were not able to arrange an appointment, either in Quito or in Guayaquil, with the Director of this activity who our information showed to be Lola Márquez. Indeed, although in the budget detail accompanying the 1991 action plan the salary cost for this activity shows up under "Personal Quito", under the salary budget (Presupuesto de Salarios y Sueldos) attached to the same document her salary is charged to Guayaquil (where she actually works, according to information given to us by project personnel). However, to thicken the brew a bit, we also were told in Guayaquil that the position on the Presupuesto de Salarios y Sueldos and been eliminated and that position had been transferred to Arte America. And finally, subsequent inquiry on this matter after our return to Quito from Guayaquil developed the further information that the Director of Mass Media Campaigns now is Alejandro Pinto, the Director of the Guayaquil Sub-Center and the Executive Director of Arte America. We do not attach any particular sinister significance to these facts; rather, we take them to show that (1) Mass Media Campaigns, whatever it started off to be, has lost its initial purpose and become merged into other sub-programs and (2) that the Foundation, in some respects, still is operating on a "catch-as-catch-can" basis without any real control on personnel placement, program direction or program/budgeting.

We also find worth noting, and commenting on, the fact that these changes from the 1991 action plan in personnel and funding never have been formally communicated to USAID.

A further indication of this phenomenon is the amount of money taken out of this program/budget heading, as reflected in the 1991 action plan, and subsequently shifted to the budget of INFORMA-T. (See the discussion of this matter under the section of this report on INFORMA-T.)

Whatever initial - or subsequent - confusion may have existed with respect to the purpose of Mass Media Campaigns, the evaluation team recommends that the Foundation and USAID re-examine this program and its future. In our view, Mass Media Campaigns should be seen not as an ancillary activity simply publicizing other Foundation programs utilizing mass media (Legal Reform, INFORMA-T) nor, much less, shifted to an organizational focus where its objectives become subsumed under those of Arte America. Rather this program should be redesigned as an essential component of a mass media strategy designed to (1) reach at-risk audiences not adequately reached by those or other Foundation programs and (2) supplement and reinforce the messages of those programs - not simply publicize the programs themselves.

However, this will require the development of an overall mass media communications strategy. Such a strategy would define target audiences and messages to be delivered to those audiences. Based on a study of media available and audiences reached by them (including which periodical sections or pages and which radio and television time-slots are most appropriate for each audience), the strategy would then go on to align the various mass media activities of the Foundation with the matrix thus developed.

The Foundation does not have such a strategy. (It has developed a document which lines out what we would characterize as a philosophy or policy.) Accordingly, the evaluation team recommends that the Foundation develop a mass communications strategy to better target its programs using mass communications. We also recommend that USAID provide short-term technical assistance to help the Foundation in this endeavor.

IV. Other Issues

A. Productora Arte America

Productora Arte America is a private, for profit, television production company that is wholly owned by the Fundación Nuestros Jóvenes. Four of its five legally-required shareholders (each having one share) are members of the Board of Directors of the Foundation; the rest of the shares are owned by the Foundation itself.

The company, which started operations in March 1991, operates with personnel and equipment

which were being used directly by the Foundation to produce television spots and program-related videos. It seems to have come into existence under the rubric of self-financing when the program of Campañas Masivas, under which TV spots were being produced, was forced to cut back on budget and personnel. The idea was to use the free time of both personnel and equipment in a money-making venture with profits being returned to help defray expenses of the Foundation. As such, it was a good idea.

Not all of the personnel who were doing television production on the payroll of the Foundation were transferred to Arte America. Ten went over full time; the others (6) work as free-lancers when there is work.

At first we were faced with some uncertainty about the ownership of the extensive video production equipment, financed under the AID project, which is being used by Arte America. We were told originally that it was being loaned to the productora by the FNJ. However, the feasibility study done in advance of the establishment of Arte America shows it as "activo", part of the assets of the company. Our current information, however, is that the equipment is being rented to Arte America for S/. 2,000,000 per month.

The feasibility study referred to above appeared to us, when we first read it, to be at least a bit optimistic on the income side. Subsequent events have proven that to be correct. Information received almost at the last minute, as this report is being finalized, indicates that Arte America, as presently constituted, probably cannot survive.⁹ There is, however, the possibility of a large contract with Ecuavisa which could keep the productora going, at least for a while.

The financial viability of Arte America is important not only in and of itself. The latest projections we received from the Foundation on the financing of the mortgage on their new building show that the Foundation is counting on receipts from the productora of S/. 2,000,000 per month, the rental charge on the audiovisual equipment, to help pay off that mortgage.

At the moment, the very talented director of the Foundation's Guayaquil branch is spending considerable amounts of his time working with the productora. As suggested in other connections in this report, the cost of that time should be charged to Arte America in order to get a better idea of whether that venture is or is not commercially viable. (One indication that it might not be is the fact that its quoted price to do a video for the Fundación Guayaquil was 50% higher than the price the latter organization finally paid to another commercial firm. The firm itself recognizes that it will have to lower its prices to break into the commercial market.)

⁹ August 1991 letter, Alejandro Pinto to Sylvia de Laufer, shown to us by the latter.

In any event, we recommend that USAID watch Arte America's monthly profit and loss statements very carefully. With monthly maintenance expenses (not counting salaries) of S/. 15 million, this operation could be a very serious drain on the Fundación's funds if it does not cover its costs. In this same connection, USAID should continue to insist that the Foundation get three bids on any audiovisual work it contracts out.

We watched a number of the spots the productora had made to promote Informa-T. These will start running in September. While we are not experts in television production, the spots appeared to us to be well done and well suited to their purpose. We were told that a commercial film on epilepsy which it had made for CEIBA-GEIGY won a prize.

B. Mortgage Payments for The New Building

Most of the facts and circumstances involved in the purchase of the Foundation's headquarters building are mentioned elsewhere in this report and need not be repeated here. Indeed, they are irrelevant to the central point.

The Foundation now has a monthly mortgage obligation of S/. 5,713,504 which will last through October, 1992. The cash flow projections purporting to show how these payments will be met are, at best, speculative. Indeed, the Foundation made the argument to us that the receipts projected were only those considered "more probable", that the "less probable" receipts had not been included. (We attach two as appendices 2 and 3. Appendix 2 is the projection given to the Board of Directors as background material prior to their vote to approve the purchase. Appendix 3 is the latest revision given to the evaluation team at its urgent request.)

The evaluation team has some reason to believe that if the projection of receipts shown falls short in any given month, the Foundation would attempt to cover the mortgage payments by using receipts from other sources - principally those from external donors for specific programs - then hoping to cover expenses under those programs from other receipts. It would have little choice but to do so if the alternative were to lose the building. Should the Foundation resort to this type of "bicycle" financing, its entire financial future could be imperiled by a delay in the receipt of payments from any of its three external donors.

We are not auditors and this is not an audit. But what we have seen waves enough of a red flag to compel us to recommend that USAID undertake an analysis of the cash flow projections offered by the Foundation, starting with an analysis of cash in banks, to determine the reasonableness of those projections.

Should such analysis demonstrate that the Foundation does not have a reasonable certainty of

being able to meet its monthly mortgage obligations, keeping in mind that it is not a commercial business with reasonably fixed production and sales, we recommend that the Foundation sell its building, making appropriate distribution of the proceeds, and move back into rented quarters until such time as its reasonable income expectations make another purchase feasible.

C. Self-Financing

Clearly, for an institution to be sustainable it must be capable of mobilizing the resources it needs to cover its expenses. However, how that is done - and indeed how that ought to be done - depends very much on the nature and purposes of the institution. In the case of the FNJ, the evaluation team believes it has been pushed to move too fast and pointed in some wrong directions.

In the first place, we believe the goal¹⁰ of having the Foundation covering one-third of its administrative costs by the end of the project is overly optimistic. We know of no similar institution, starting from where the Foundation started, that was able to grow that rapidly. Without, admittedly, having any kind of firm experiential base to support it, the evaluation team recommends that this objective be changed to 20%.

At present the Foundation is making great efforts to achieve financial self-sustainability by using its program resources to produce saleable goods and services, the profits from which then go to help finance operations. To a great extent, however, the resources devoted to this purpose are taken away from project purposes thus degrading the overall impact of the project. For example, in the face of the need for much more research on narcotics-related problems (see the section on research) the Research Program has spent an important part of its time on commercially deliverable products bearing no real relationship to project purposes (the CEIBA-GEIGY and Ecuaroche studies, for example). The American School study of drug prevalence is not in this category. Certainly anyone requesting the services of the Foundation in narcotics prevention matters who can afford to pay for those services should be required to do so. However, whether that study should have been undertaken at all, given the other priority needs of the program, is another question.

In another category are activities of the Foundation which, while carrying out the basic purposes of the program, could result in a "profit". These opportunities to contribute to operating costs certainly should not be overlooked and the Foundation has gone after them aggressively. Examples here would be the workshops in dance, art, etc. in Guayaquil and the sale of key chains and other items produced by volunteers in activities essentially designed to teach them to make productive use of their free time,

¹⁰ Cooperative Agreement, Section VII, p.19, subparagraph 2.

or the sale of products produced in the training shops to be financed under the BID project. For the future, should the programs of Radio Juvenil prove sufficiently popular to attract commercial sponsors (without affecting the project related content of the programs) these opportunities also should be sought.

Again, however, the point needs to be emphasized that the Foundation must calculate and charge indirect costs against these projects so that their "profitability" (or cost) to the overall program can be accurately assessed for program/budget purposes.

Still another category of self-financing activities in which the Foundation is engaged involves the use of physical equipment for money-making purposes when such equipment is not needed for project purposes. Arte America, as originally conceived, is a good example of this kind of fund-raising activity although it may turn out to have been a bad idea for other reasons. On the other hand, any such units should be self-contained and be able to, at least, cover their own costs through their own activities. The use of project funds or significant amounts of FNJ staff time - which ought to be devoted full-time to project activities - to contribute to quasi-commercial activities amounts to subsidization of the latter activities by the project. This clearly is going in the wrong direction.

Accordingly, we recommend that the use of program staff time for purposes of self-financing activities unrelated to priority program purposes be discontinued. Program staff should be fully devoted to program purposes.

Still another form of self-financing which the evaluation team believes has been misperceived, involves project financing of by other donors. This misperception takes two forms.

In the first place, financing by other international donors is a perfectly legitimate means of achieving "self-sufficiency" to the extent that this can be done. In this sense, "self-sufficiency" should be regarded by AID as meaning capable of continuing operations without the need for further recourse to AID financing. This source of financing, which the Foundation is showing itself to be very agile in attracting (as witness its operations with BID and the EEC/University of Louvain) are much more important to "sustainability" than the small and essentially marginal money-making endeavors of the Foundation's operations will ever be and should be seen as such. Furthermore, seeking this sort of financing takes the time of the Foundation's Executive President and Board of Directors rather than the day-to-day operating staff, and thus does not degrade the operating capabilities of the organization.

That having been said, however, the Foundation is overlooking a critical point in its operations with BID and the EEC. Neither the agreement with BID nor, as far as the evaluation team could tell, the proposed agreement with the EEC include the coverage of indirect costs ("overhead") by the donor

organizations. This means that the Foundation is subsidizing the international donors¹¹.

Until other means (such as untied contributions from local donors and/or international foundations and, eventually, the establishment of an adequate endowment fund) can be found to more than cover the administrative costs of project operations financed by other donors, this type of "counterpart contribution" should be avoided. Rather than resulting in self-sufficiency, it will lead to a serious depletion in Foundation resources needed to cover "core" costs for other activities.

For these reasons, the evaluation team recommends that the Foundation seek to renegotiate with BID, and negotiate with the EEC before finalizing project arrangements with them, to have indirect project costs covered under project financing. In both cases the Foundation "counterpart" contribution is more than adequately covered by the real estate to be used in the two projects. This also should be standard practice for the future.

Even if external donors do cover the indirect costs of their projects, complete dependency on project donors to cover core costs will lead to loss of control by the Foundation over the shape and direction of its programs. (That is, if the Foundation's only sources of financing of "core" costs are through externally financed projects, the Foundation will only be able to do what external grantors/lenders want; they will not be able to shape the direction of their own program.)

Thus, the Foundation needs to become more active now in seeking "untied" (i.e. not project related) funding both locally and from possible foreign sources. The Foundation has done some of this, but this effort needs to be intensified. The evaluation team recommends that fund-raising be considered the number one priority task of the Executive President and the Board of Directors. This will require the Executive President to set up alternate arrangements for the day-to-day management of Foundation operations.

To the extent possible, the Foundation also should be seeking to build an endowment fund rather than just garnering contributions to cover current operations. It might even be useful to think of a specific campaign aimed at this end.¹²

¹¹ We are aware that this "subsidy" or contribution of a donee institution's resources frequently is thought of as "counterpart". However, for an international donor to insist on this kind of counterpart from an as-yet financially immature institution such as the Foundation is penny-wise and pound-foolish, for the reasons adduced.

¹² The Foundation already has agreed to start to take steps to set up an endowment fund. See Cooperative Agreement, Sec. VII, p. 20, subparagraph 6. For that reason we make no specific recommendation on this point. We would only note that the Foundation's immediate and urgent need to

Further in this connection, we recommend that fund-raising capability be considered as an important criterion for selection to the Board of Directors, as it is in most foundations world-wide. While most of the present members of the Board are "well-connected", we have the impression that most funding pledges to date have been secured by the Executive President. The Directors should start to play a much more significant role here.

Finally, the Foundation should seek additional sources of self-financing through greatly expanding its membership base and increasing its membership fee. Present membership stands at somewhere between 150 to 200 members nationwide¹³ and the present membership fee is S/. 10,000, or slightly less than U.S. \$10.00 at the exchange rate prevailing as this report is written. The Foundation might want to think about different membership fees, somewhat less for students, more for adults, and then additional categories of membership calling for higher fees such as "sustaining members", "life members" etc., as is commonly done in similar situations in the United States. Certainly local community- and school-level affiliates of the Foundation, financing their own activities at their own levels, should constitute and should be counted by USAID as important sources of self-financing.

D. Outreach

Outreach - that is, delivering the desired message to the greatest possible number of members of the target audience(s) in the most efficient and effective way - is the essence of what narcotics prevention programs must be designed to do. In one way or another, that is what the programs of the Fundación Nuestros Jóvenes are designed to do. The basic question underlying this evaluation is: How well is the Foundation doing this?

In some ways the Foundation is doing this very well. The role of the Foundation in promoting the drafting and passage of Ecuador's new anti-narcotics law, which involved working with key opinion leaders as a target audience, was an outstanding success. Hopefully the Legal Reform program will be equally successful in fostering public support for - and passage of - a budget for CONSEP and the appointment of a permanent Executive Director for that organization.

With respect to some of the Foundation's other target audiences - individuals at risk, groups that can be mobilized to create and support a national "psychology" of narcotics prevention, perhaps others -

get contributions to cover its mortgage payments on the new building put the start of setting up an endowment fund off into the future.

¹³ Elsewhere in this report we have suggested other reasons for increasing the membership base of the Foundation. See section on "Outreach".

our judgement is somewhat less sanguine.

Radio Juvenil appears to be doing a good job where it is operating, but this must remain a subjective judgment, since not even audience sizes are known as of this writing, much less the impact that program is having on its target audience. However, the strategy of using young people to create programs designed to reach young people appears sound and radio is the medium with the broadest audience in the country. Thus, even though the cost of reaching one individual through this program cannot be measured at this time it would appear that that cost would be quite modest, given the modest costs of the overall program. It must be kept in mind, however, that Radio Juvenil is run out of Unidades Operativas and Grupos de Apoyo and the number of these local units is not expanding very rapidly (if at all); this limits the growth of Radio Juvenil.

The Information Centers (and we would include here, for purposes of this analysis, the reading rooms maintained by the Unidades Operativas and the Grupos de Apoyo, although these operate on a much smaller scale with infinitely less resources) appear to be doing a good job in attracting users. We have seen no information on how many of these users are drawn into other - more targeted - programs of the Foundation (although this appears to happen to some extent) nor, indeed, whether any attempt is systematically made to draw them in. Thus, our evaluation here would have to be that while these Information Centers and reading rooms are potential outreach tools, that potential is neither being realized nor even sought.

We have similar thoughts regarding the arts workshops being run by the Guayaquil center. These are marginally useful (from the point of view of narcotics prevention) in providing alternative leisure-time activities to very limited numbers of youngsters and exposing those youngsters to anti-narcotics posters. They are unobjectionable from a cost point-of-view since they cover their own costs and, indeed, produce a small "profit" which is used to cover other Foundation activities. But we feel more could be done through those youngsters to provide a multiplier effect to these programs.

We have expressed elsewhere our thoughts on INFORMA-T. Large amounts of money are being spent to reach an unspecified audience of uncertain size to achieve an unknown (and perhaps unknowable) impact. By any definition of "outreach", there must be more effective and efficient ways to go about it.

The impressive number of forums, seminars and speeches involving the participation of large numbers of individuals - many of them young people in colegios and universities - being carried out at all levels of program activity (national, regional and local) certainly are reaching large audiences at low costs per person. We suspect that impact evaluations of these activities, when they are done, might suggest some refinements in message content or audience selection but will not raise any fundamental

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questions regarding the desirability of continuing these activities. Here again though, we think these activities are not being used to their full potential. An additional objective of these activities - additional to just getting the message out to one group of individuals on one occasion - should be to involve them, as individuals and groups, in other, ongoing Foundation activities. Some of this is being done, particularly at the level of Unidades Operativas and Grupos de Apoyo, but this should be made a standing policy of the Foundation and much more should be done by the Foundation to back up these local efforts.

During Phase I of the AID project, the Foundation gave great priority to fostering the creation of anti-narcotics-oriented groups at various local levels. While some of this is still being done by the Unidades Operativas and Grupos de Apoyo it has dropped off the map completely as a Foundation priority. We feel strongly that this was a mistake.

Experience has shown that community groups can be very effective in fostering a climate of narcotics rejection at the local level.¹⁴ School-based student groups can have a significant effect in creating peer-pressure against drug use. What is more, a network of such organizations is inexpensive to create and to maintain. Creating them involves the training of volunteer promoters who work out of regional and local level offices such as the Unidades Operativas and Grupos de Apoyo (but supported, with respect to transportation, per diem and minor local expenses, by the Foundation). The community-based groups should be self-supporting, receiving only informational materials, organizational and fund-raising ideas and assistance and moral support from the Central Office.

Furthermore, the Foundation has the know-how to proceed along these lines. Sylvia de Laufer's program called "Youth in Action" provides a very workable model for this approach.

Accordingly, the evaluation team recommends that the USAID-FNJ program be redesigned to make the creation of school- and community-based anti-narcotics groups a priority strategic objective. The essential model to be followed (it might require some modification) should be that set out in Sylvia de Laufer's "Youth in Action" program. To the greatest extent possible other Foundation outreach programs, such as Radio Juvenil, Information Centers and the extensive programs of speeches, fora and seminars conducted at the provincial and local levels should be directed additionally at this strategic target. It should be noted that carrying out this recommendation will necessarily involve an accelerated effort by the Foundation to establish additional Unidades Operativas in provinces where they do not now exist. Whether Grupos de Apoyo should continue as presently constituted or whether they should be turned over to local groups as those are formed is a question that can be decided later.

¹⁴ See the evaluations of the Peru and Thai programs on this point.

Finally, and in line with the above recommendation, the Foundation should make every effort to expand its present limited membership. Not only should members of community- and local-school-based anti-narcotics committees be urged to become active members of the Foundation; recruiting new members in local communities and schools also is an excellent way to start eliciting the interest of concerned individuals who might then become the nuclei of local anti-narcotics groups.

E. Logical Framework of the Project

At the goal level and purpose levels, the indicators presented in the logical framework are adequate to facilitate comprehensive and balanced judgements with regard to project achievements. The use of changes in government budget allocations, legislation, implementing regulations and media comments on actions proposed, taken or not taken by GOE against narco-traffickers, money laundering should provide reliable measurements of progress regarding effective government action against narcotics production, processing and trafficking. The epidemiological surveys scheduled for 1992 and 1994 are essential for providing national trend data on drug abuse prevalence, opinions and attitudes. Based on a probabilistic national sample and using comparable internationally accepted standards, the surveys will provide needed indicators to establish changes in the levels and characteristics of drug abuse, and to compare opinions regarding various aspects of drug abuse prevention and control with the baseline data obtained in the 1988 household survey.

The real problem of the logframe in verifying the project's contribution to the goals and purpose of the project lies in the lack of any measurement of impact of its activities by the Foundation. The logframe provides for these impact evaluations but, in fact, the Foundation is not carrying them out. This deficiency has been discussed in detail in the findings on Program Areas, and appropriate recommendations have been made.

F. Lessons Learned

While implementation of the Drug Information and Public Awareness Project has made considerable progress certain areas related to institutional strengthening and programmatic activities, significant problems have appeared which bring the project to a critical crossroads as well as call into question the Foundation's potential to achieve the project's final objectives. Several operational lessons may be drawn from the experience with this project:

- The process of institutional strengthening required to transform a small, all-volunteer body into a mature private development agency is typically a long-term one and involves evolution through a series of stages of organizational development and maturity. An essential component in the institutional development process is external technical

assistance. From Phase I of the Project, the Foundation has experienced substantial dysfunctions in its institutional growth and management development and suffered from a truncated program of technical assistance. A sound program of long-term technical assistance plays a critical role in ensuring that the Foundation overcome these problems and successfully progress through these stages.

- The policy definition and counterbalancing oversight roles of the Board of Directors are key to the development of a sustainable organization. The existence of a shell Board with all real authority and power concentrated in one person holding the combined positions of President of the Board and Executive Director threatens the long-term institutional and (given the circumstances surrounding the purchase of the new building), financial sustainability of the Foundation.
- In its quest for financial sustainability, how an institution goes about mobilizing the resources it needs to cover its expenses is as important as its success in generating income. Great care should be taken to ensure that the organizational resources devoted to self-financing are not taken from project purposes thus degrading the overall impact of the project. The use of program staff time for purposes of self-financing activities unrelated to priority program purposes should not occur.
- Attention to cost-recovery through the establishment and charge of an overhead rate is important to ensure an organization's sustainability. In a very broad sense, an overhead rate is the Foundation's cost of doing business – the cost of keeping its door open. In no sense does it imply profit but simply covers indirect costs. Unless its indirect costs are covered by its new donors, the Foundation is subsidizing them. Rather than resulting in self-sufficiency, such a practice leads to a serious depletion in Foundation resources needed to cover "core" costs for other activities.
- Cost information on a program basis is essential both for adequate budget control purposes and as a basic input to determine the cost effectiveness of program activities.
- Monitoring program activity levels of effort and the preparation of statistics on process is important but should not be seen as a substitute for impact evaluation. Evaluation options based on available resources exist, and valid forms of impact evaluation can be implemented for almost any size of budget.

V. Conclusions and Recommendations

(In the material that follows particularly urgent or critical recommendations are set out in underlining.)

A. Institutional Strengthening

Under the Cooperative Agreement setting out Phase II of the project, there are two lines of action set out to achieve the project purpose. Institutional strengthening is the first of these. Institutional strengthening also is the first of the four project components and, as is apparent from the Cooperative Agreement in its totality, it is the most important aspect and, indeed, the sine qua non of the project.

The general conclusion is that the Fundación Nuestros Jóvenes has come a long way during the course of this project but that there still is a long way to go. There has been a good deal of solid progress but, in some important respects, there appears to have been some retrogression as against earlier achievements and, in addition, serious new problems have arisen.

B. Financial Sustainability

The institution, we believe, faces a very serious financial situation deriving from the purchase of its new building without a sound plan as to how to finance it. The Foundation now has a monthly mortgage obligation of S/. 5,713,504 which will last through October 1992. The current cash flow projections purporting to show how these payments will be met are, at best, speculative. The evaluation team believes that if the projection of receipts shown falls short in any given month, the Foundation would attempt to cover the mortgage payments by using receipts from other sources - principally those from external donors for specific programs - then hoping to cover expenses under those programs from other receipts. This is a very tenuous situation and the entire financial future of the Foundation could be put in jeopardy by a delay in the receipt of payments from any of its three external donors.

Rec 1. - USAID should undertake an analysis of the cash flow projections offered by the Foundation to show its ability to pay the mortgage for the new building to determine the reasonableness of those projections. This should start with an analysis of cash in banks to see how much of a cushion might be available against future shortfalls.

Rec 2. - Should such an analysis demonstrate that the Foundation does not have a reasonable certainty of being able to meet its monthly mortgage obligations, the

Foundation should sell its building, making appropriate distribution of the proceeds, and move into rented quarters until such time as its reasonable income expectations make another purchase feasible.

- Rec. 3. - USAID should monitor Arte America's monthly profit and loss statements very carefully since payment of the building mortgage to a large extent rests on anticipated income from this source. Additionally this operation could be a very serious drain on the Foundation's funds if it does not cover its costs. In this same connection, USAID should continue to insist that the Foundation get three bids on any audiovisual work it contracts out.
- Rec 4. - Fund-raising should be considered the number one priority task of the Executive President and the Board of Directors. This will require the Executive President to set up alternate arrangements for the day-to-day management of Foundation operations but this will have to be done in any event incident to the management plan which should be prepared.
- Rec 5. - The fund-raising capability of candidates for membership on the Board of Directors should be considered as an important criterion for selection, as it is in most foundations world-wide. Specific suggestions for fund-raising and self-financing are given in the Section on Self-Financing (IV.C) of this report.

C. Institutional Sustainability

Good people are being hired (although turn-over has been a continuing and serious problem), working relationships are being worked out, and systems and manuals are being installed and implemented. In the details of day-to-day operations, the results of the institution strengthening component of the project are apparent.

Nevertheless, the Foundation is not a well-managed institution. Overall there is a strong propensity to detailed, highly centralized management which puts a premium on control at the expense of individual initiative, creativity and even, to some extent, honest internal communications. The Foundation is very much a one-person show.

At this stage in its process of organizational development the Foundation is an institution that needs to be professionally managed. This has not yet happened. The Foundation's management style is authoritarian (as opposed to participatory), with delegation of functions as opposed to responsibility. Even minor decisions on a day-to-day basis seem to move to the top. Top levels of management have not focussed adequately on design and installation of systems and procedures to ensure that proposed

actions are well-grounded in basis analytical data. The Foundation has no impact evaluation system in place. Monitoring systems abound but no mechanism exists to ensure feed-back of outcome evaluation findings into project planning and revision. Some key personnel needs are not being met, particularly in the administrative area.

- Rec 6. - The Executive President should present to USAID an acceptable plan to correct the shortcomings in management -- vis-a-vis both the Board of Directors and the staff of the Foundation -- outlined in the findings of this report.
- Rec 7. - Unless such a plan, and clear directives for its implementation (i.e. specific changes in Board functioning and day-to-day management of the Foundation) are forthcoming, USAID should terminate the funding of the project on the basis of serious deficiencies in the overall management of the Foundation which make it unlikely that the organization is or is likely to become institutionally viable.

The Board of Directors is a shell, the enthusiasm and impressive, relevant experience of its members going almost untapped. Key positions on the Board such as Treasurer and General Secretary have been vacant for long periods of time. At present, only a very small number of long-term directors have a sufficiently deep understanding of Foundation policies and operations to full carry out their functions. In addition, most of the Board members express frustration at not being able to participate fully in Board decisions for lack of relevant information and training. Although in the early years of the Foundation the Board may have been too involved in operational matters, things have now gone to the opposite extreme.

- Rec 8. - The board of Directors should be provided with periodic, short-term technical assistance and a basic training program for new Directors should be developed. Training for new members of the Board should be provided through a training office to be established in the Department of Administration. Technical assistance should be set up initially to analyze and then brief the Board on their powers and duties. Several short follow-up technical assistance visits should be provided for the Board to monitor the practical application of the Board training.
- Rec 9. - The Executive President should nominate candidates for the positions of Treasurer and General Secretary of the Board at the earliest possible date.

D. Financial Management

The Foundation has been making great efforts to achieve financial self-sustainability by using its program resources to produce saleable goods and services. To a great extent, however, the

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resources devoted to this purpose are taken away from project purposes thus degrading the overall impact of the project.

Talented project personnel are spending substantial amounts of their time on non-project-related money-raising activities, although this isn't the fault of the Foundation's management, while some legitimate fund-raising possibilities are being overlooked.

It is unlikely that the Foundation will be able to achieve the goal of covering one-third of its administrative costs by the end of the project. Although established in the cooperative agreement this goal is over ambitious.

Rec 10. - The use of program staff time for purposes of self-financing activities unrelated to priority program purposes should be discontinued. Program staff should be fully devoted to program purposes.

Rec 11.- The objective of having the Foundation cover one-third of its administrative costs by the end of the project is overly ambitious and should be changed to 20 percent.

The Foundation has not yet established an indirect cost base to apply to goods and services provided to third parties under contracts, nor is it charging institutional overhead to external donors. The foundation is in fact subsidizing BID and the EEC.

Rec 12. - It is of singular importance that the Foundation meet its obligation under the Cooperative Agreement to develop and apply an institutional overhead or indirect cost base to charges made for goods and services with other institutions and donors.

Rec 13. - The Foundation should seek to renegotiate with BID and negotiate with the EEC before finalizing project arrangements with them to have indirect project costs covered under project financing. In both cases the Foundation "counterpart" contribution is more than adequately covered by the real estate to be used in the two projects. This also should be standard practice for the future.

Although cost information appears to exist on each program, this information is not being used for budget control purposes or for program planning either within the Foundation or by USAID. The result of this has been that funds have been shifted from one program use to another without any consideration of the impact of such shifts on overall priorities as set out in the annual action plans. Another result has been that the Foundation is unable to measure the relative cost-effectiveness of its different programs.

- Rec 14. - The Foundation should quickly install a program cost-accounting system which will allow the Board of Directors, Foundation Management and USAID to track program expenditures against annual work plans. Quarterly expenditures for each program should be included as a part of each quarterly report to USAID. USAID might also wish to reach an understanding with the Foundation as to the extent to which expenditures for any program can deviate from the projected annual budget for that program without requiring prior USAID approval.

E. Administration

Inadequate management attention has been paid to this area. The Department of Administration is seriously understaffed to the point where purchasing is being carried out, on a temporary basis, by the Department of Finance which has the responsibility for fiscalizing that process.

- Rec 15. - Another professional position should be added to the Administration Department to cover purchasing, maintenance, contracting and other functions related to control of "physical property".

While some training is being carried out, it is not being done on a systematic basis. Despite requests from the Directors, there is no training program for incoming members of the Board. Orientation and training of incoming personnel and of volunteers depends entirely on the disposition and the training skills of the employing offices.

- Rec 16. - An additional professional position should be created in the Department of Administration for an Office of Training. The Training Officer should, at a minimum, be charged with:

- a) establishing orientation programs for incoming personnel and working with hiring offices to establish training programs for all new employees;
- b) working with project offices to help them design training programs for new volunteers. Consideration also should be given to establishing follow-up training for volunteers after 6 months or 1 year of service, bringing them up to date on the latest information in narcotics prevention, new programs of the Foundation and related areas.
- c) establishing a training program for incoming members of the Board of Directors. This should cover not only the duties and responsibilities of Board members, but also enough material on program design, implementation,

evaluation, and budgeting to allow the Board to participate at an appropriate level in Foundation operations. External technical assistance in this matter has already been recommended.

The Foundation has been plagued by high turn-over at all levels. At least at the middle- and lower-range salary levels there is good reason to believe that inadequate salaries are an important cause of this troubling phenomenon which is affecting the work of the institution.

Rec 17. - USAID and the FNJ should reconsider the salary policy of the Foundation particularly at the mid- and lower range of employees as a means of reducing the high rate of turnover of staff.

F. Program Activities

The Legal Reform Project was one of the outstanding successes of the Foundation. FNJ played a key role in promoting the drafting and passage of Ecuador's new anti-narcotics law. Under Phase II it has undertaken an aggressive program to focus public attention on the new law and on the operations of CONSEP. It is working diligently with public opinion leaders fostering public support for effective implementation of the anti-narcotics law including passage of a budget for CONSEP and the appointment of a permanent Executive Director for that organization.

With regard to research, the Foundation has completed one of the research projects called for under the cooperative agreement, and two others are underway. The study on "Illegal Drug Users in Ecuador" is a professional contribution to the body of existing epidemiological and opinion data within Ecuador. Preparatory work has begun on the national epidemiological survey scheduled for 1992. This is a very important project since, in conjunction with the results of the 1988 survey conducted by FNJ, it will provide the only reliable data for in-depth analysis of trends in drug use and attitudes which exist. Work on the longitudinal study of drug users in Quito, although six months behind schedule, is now very advanced and the final report should be ready in December 1991. However, no plans exist to carry out another significant study on "Populations at Risk" as originally conceived. This study represents one of the counterpart contributions of the Foundation to the project. It has the potential to be a very important contribution to national drug prevention efforts. Its implementation could provide much needed baseline information, and serve as a guide for outreach program planning, and as an instrument of impact evaluation. It is the evaluation team's opinion that unless it is undertaken within the context just described, the final objectives of the project in terms of formative and evaluative research will not be achieved.

Rec 18. - The Director of Research and Evaluation particularly should be relieved of

responsibilities for self-financing. The resources of that Department should be devoted completely to research and evaluation. Of particular importance, an acceptable impact evaluation plan should be presented to USAID and initiated before the end of the last quarter of 1991.

Rec 19. - The original "Population at Risk" study should be carried out on a longitudinal basis in conjunction with the "Youth in Action" outreach program developed by FNJ so that it may provide baseline data, serve as a program planning guide and as an instrument of impact evaluation for this specific prevention program. In this regard USAID should not accept as a substitute a proposed study focussing on women in jail for drug dealing offences.

Rec 20. - The population sample for the 1992 Epidemiological Survey should be revised to limit it to individuals between 10-45 years of age.

During Phase I of the AID project, the Foundation placed great importance on fostering the creation of narcotics prevention groups at the local level. While some of this is still being done by the unidades operativas and the grupos de apoyo, it is no longer a priority of the Foundation. Foundation members, especially among adults and youth at the local school and community level, are not being actively sought. In terms of the range of action and numbers, youth and adult volunteer promoters are not close to reaching their full potential. This shift in priorities has been erroneous in that it has lost the momentum of low cost support for anti-narcotics attitudes and activities at the grassroots level and in obtaining the multiplier benefits to be derived by the actions of local youth and adult promoters.

Rec 21. - The USAID/FNJ program should be redesigned to make the creation of school and community-based anti-narcotics groups a priority strategic objective. The basic model to be followed should be that set out in the "Youth in Action" program developed by the Executive President of FNJ. To the greatest extent possible all other Foundation outreach programs should be directed additionally at this strategic target.

Performance of the different projects covered under the umbrella Preventive Information Program is unequal in terms of achievement and their capability to respond to the final objectives of the project.

Although the goals set in the 1991 Action Plan are clearly overambitious, the Information Centers at Quito and Guayaquil have done a good job in attracting users. But the full potential of these centers in terms of outreach has not been reached, nor do adequate plans exist to build constituencies and establish closer links to broader segments of their respective communities.

- Rec 22. - The outreach activities of the Information Centers should be revised to include a wider range of activities employing trained volunteer groups. Flyers, information sheets and other material should be developed, inexpensively reproduced and distributed through the Centers to promote both awareness of drug-related issues and the services of the Centers. Existing goals of numbers of users of the Information Centers services are overly ambitious and should be revised to realistic proportions. The literature coverage of Alertas should be expanded and Dossier should be published with greater frequency.
- Rec 23. - To meet the present needs of the Information Centers at Quito and Guayaquil, the Foundation should hire an information specialist. Staff should have adequate training in MICROISIS. In addition, technical assistance should be provided in strengthening the Center's holding in drug-related material.

Radio Juvenil is, potentially, one of the most important direct outreach programs run by the FNJ. Its small staff is well-qualified and highly motivated. It has been successful in attracting volunteers. No information exists as yet on its success in attracting listeners among its target audience. Its impact in terms of attitudes, opinions and practices needs to be studied.

- Rec 24. - Radio Juvenil should continue to be supported with additional staff for training and follow-up at provincial levels. Its impact in terms of attitudinal, opinion and behavioural change should be studied. This will require local baseline studies with follow-up studies to be carried out preferably on an annual basis. Simple marketing techniques, e.g. using opportunistic sampling at public locations with volunteers, should be employed as the most cost-effective way to undertake such formative research and impact evaluation. Plans to expand Radio Juvenil training to new provincial locations should be looked at carefully depending upon the results of the impact evaluation. In decisions regarding the procurement of additional equipment for training at new locations, the Foundation needs to develop and take into account cost-effectiveness measures.

The impressive number of forums, seminars and other forms of interpersonal communication involving the participation of large numbers of individuals being carried out at all levels of program activity certainly are reaching large audiences at low costs per person. At the provincial level these activities are being carried out with great enthusiasm by the volunteers of the unidades operativas and the grupos de apoyo.

INFORMA-T has shown itself to be a very costly program with a highly questionable impact on anti-narcotics attitudes and practices. The total real costs of this program for 1991 represent approximately one-third of FNJ's entire budget for programmatic activities. As a telephone information service, it is directed at a limited segment of the population -- essentially individuals in the middle/upper strata of Quito and Guayaquil. At present only 30 percent of its messages deal with drug information and drug-related messages, and plans to increase the number of messages by over 200 percent over the coming year will reduce drug awareness and information to a fraction of total messages. According to the understanding with AID, an evaluation of its impact upon callers was to be made during the period before a major portion of FNJ's program resources were committed. This was never done. The evaluation team feels that this project has suffered from serious deficiencies throughout its four year period of development - and continues to do so.

Rec 25. - USAID should discontinue support of both INFORMA-T as a telephone information project and its public relations campaign as soon as possible. This support might now be provided by IETEL.

Mass media campaigns have in fact become 1) a public relations effort in support of INFORMA-T and the legal reform project and 2) a source of funding and support for Arte America, the television production operation which was spun off as a private company but owned by FNJ. Extensive mass media efforts in support INFORMA-T are scheduled to continue. The 1991 Action Plan calls for a "Second Campaign of Preventive Education" but we have seen no real plans for this campaign.

Rather than a carefully conceived mass communications strategy, the Foundation possesses only a statement of philosophy or policy on such a strategy and a work-up of several videos from Arte America. Two of these proposed videos deal with the testimony of drug users; one is in support of the legal reform project; and a fourth is general public relations for the Foundation. The project director is also the Director of the Guayaquil Sub-Center and the Executive Director of Arte America.

Essentially, the Foundation does not have a mass communications strategy. This project has clearly gone astray. Whatever, mass media campaigns started off to be, it has lost its initial purpose and this project still is operating on a "catch-as-catch-can" basis without any real control on program direction, personnel placement or program budgeting.

Rec 26. - The Foundation and USAID should re-examine the mass media campaign project. This project should be redesigned following the design of a detailed mass media strategy which should be developed to reach target audiences. External technical assistance should be provided to this effort.

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5/23/91	5/20/91	6/04/91	6/17/91	6/18/91	6/21/91	7/02/91	Number of Months as Director	Number of Meetings Attended/Total Meetings (5/90-7/91)	%
X	X	0	X	X	X	X	16	21/23	91.30%
X	X	X	X	X	X	X	16	22/23	95.65%
							11	4/14	28.57%
							3	0/6	0.00%
							11	2/13	15.38%
							11	2/13	15.38%
							11	0/13	0.00%
							4	0/7	0.00%
							16	21/23	91.30%
X	X	0	X	X	X	X	16	18/23	78.26%
0	0	X	0	0	X	X	9	0/13	0.00%
							9	0/13	0.00%
							16	20/23	86.96%
X	X	X	X	X	X	X	11	13/16	81.25%
X	X	X	X	X	0	0	5	6/8	75.00%
0	0	X	0	0	0	0	5	3/8	37.50%
0	X	X	X	X	X	X	4	7/8	87.50%

10.075 = Average months served
as Director: 5/90-7/91

10.14 = Average months served
as Director (not
counting President
and Vice-President.)

49.00% = average attendance during
period as Director.

42.65% = average attendance during
period as Director (not
counting President and
Vice-President).

APPENDIX 2

FLUJO DE CAJA PARA PAGO DE DIVIDENDOS EN 24 MESES

INGRESOS		NOVIEMBRE/90	DICIEMBRE/90	ENERO/91	FEBRERO/91	MARZO/91	ABRIL/91	MAYO/91
SUPERAVIT O DEFICIT MES ANTERIOR		0.00	(11,488,504.00)	2,300,292.00	2,916,786.00	4,083,284.00	7,249,780.00	7,416,276.00
Arriendo AID - / /		0.00	900,000.00	900,000.00	900,000.00	900,000.00	900,000.00	900,000.00
Arriendo dos departamentos sobrantes y local comercial		0.00	700,000.00	700,000.00	700,000.00	700,000.00	700,000.00	700,000.00
INGRESOS PROPIOS:								
Imprenta y Fococopias		50,000.00	0.00	100,000.00	100,000.00	100,000.00	100,000.00	100,000.00
Revistas, Cartillas		0.00	300,000.00	300,000.00	300,000.00	300,000.00	300,000.00	300,000.00
Publicación		0.00	3,722,300.00	750,000.00	750,000.00	750,000.00	750,000.00	750,000.00
Contratos - Consultoria		525,000.00	2,000,000.00	800,000.00	800,000.00	800,000.00	800,000.00	800,000.00
Trajes de Navidad		0.00	350,000.00	350,000.00	350,000.00	350,000.00	350,000.00	350,000.00
Cuadros		600,000.00	10,000,000.00	300,000.00	300,000.00	300,000.00	300,000.00	300,000.00
Donaciones		0.00	8,000,000.00	600,000.00	600,000.00	600,000.00	600,000.00	600,000.00
Papel		6,250,000.00	80,000.00	80,000.00	80,000.00	80,000.00	80,000.00	80,000.00
Gasequil		20,000.00	10,000,000.00	2,000,000.00	3,000,000.00	5,000,000.00	2,000,000.00	1,000,000.00
Arriendo Vehiculo		20,000.00	150,000.00	450,000.00	0.00	0.00	0.00	0.00
SUBTOTAL DE INGRESOS		7,475,000.00	25,013,796.00	9,630,292.00	10,796,786.00	13,963,284.00	14,129,780.00	13,296,276.00
EGRESOS								
Primer Dividendo Préstamo		5,713,504.00	5,713,504.00	5,713,504.00	5,713,504.00	5,713,504.00	5,713,504.00	5,713,504.00
Segundo Dividendo Préstamo								
Tercer Dividendo Préstamo								
Cuarto Dividendo Préstamo								
Quinto Dividendo Préstamo								
Sexto Dividendo Préstamo								
Septimo Dividendo Préstamo								
Octavo Dividendo Préstamo								
Noveno Dividendo Préstamo								
Décimo Dividendo Préstamo								
Primer Dividendo Préstamo								
Segundo Dividendo Préstamo								
Tercer Dividendo Préstamo								
Cuarto Dividendo Préstamo								
Quinto Dividendo Préstamo								
Sexto Dividendo Préstamo								
Septimo Dividendo Préstamo								
Octavo Dividendo Préstamo								
Noveno Dividendo Préstamo								
Décimo Dividendo Préstamo								
Vigésimo Dividendo Préstamo								
Vigésimo Primer Dividendo Préstamo								
Vigésimo Segundo Dividendo Préstamo								
Vigésimo Tercer Dividendo Préstamo								
Vigésimo Cuarto Dividendo Préstamo								
Impuestos a las Alcabalas		10,400,000.00	0.00	0.00	0.00	0.00	0.00	0.00
Impuestos Segundo Escritura		0.00	16,000,000.00	0.00	0.00	0.00	0.00	0.00
Impuesto SOLCA		1,850,000.00	0.00	0.00	0.00	0.00	0.00	0.00
Anticipo compra de Casa		1,000,000.00	1,000,000.00	1,000,000.00	1,000,000.00	1,000,000.00	1,000,000.00	1,000,000.00
Subtotal de Egresos		18,963,504.00	22,713,504.00	6,713,504.00	6,713,504.00	6,713,504.00	6,713,504.00	6,713,504.00
SUPERAVIT O DEFICIT		(11,488,504.00)	2,300,292.00	2,916,786.00	4,083,284.00	7,249,780.00	7,416,276.00	7,416,276.00

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JUNIO/91	JULIO/91	AGOSTO/91	SEPTIEMBRE/91	OCTUBRE/91	NOVIEMBRE/91	DICIEMBRE/91	ENERO/92	FEBRERO/92	MARZO/92	ABRIL/92
7,582,772.00	7,749,268.00	7,915,764.00	8,082,260.00	8,248,756.00	8,415,252.00	8,581,748.00	8,748,244.00	8,914,740.00	9,081,236.00	9,247,732.00
900,000.00	900,000.00	900,000.00	900,000.00	900,000.00	900,000.00	900,000.00	900,000.00	900,000.00	900,000.00	900,000.00
700,000.00	700,000.00	700,000.00	700,000.00	700,000.00	700,000.00	700,000.00	700,000.00	700,000.00	700,000.00	700,000.00
100,000.00	100,000.00	100,000.00	100,000.00	100,000.00	100,000.00	100,000.00	100,000.00	100,000.00	100,000.00	100,000.00
300,000.00	300,000.00	300,000.00	300,000.00	300,000.00	300,000.00	300,000.00	300,000.00	300,000.00	300,000.00	300,000.00
750,000.00	750,000.00	750,000.00	750,000.00	750,000.00	750,000.00	750,000.00	750,000.00	750,000.00	750,000.00	750,000.00
800,000.00	800,000.00	800,000.00	800,000.00	800,000.00	800,000.00	800,000.00	800,000.00	800,000.00	800,000.00	800,000.00
350,000.00	350,000.00	350,000.00	350,000.00	350,000.00	350,000.00	350,000.00	350,000.00	350,000.00	350,000.00	350,000.00
300,000.00	300,000.00	300,000.00	300,000.00	300,000.00	300,000.00	300,000.00	300,000.00	300,000.00	300,000.00	300,000.00
600,000.00	600,000.00	600,000.00	600,000.00	600,000.00	600,000.00	600,000.00	600,000.00	600,000.00	600,000.00	600,000.00
80,000.00	80,000.00	80,000.00	80,000.00	80,000.00	80,000.00	80,000.00	80,000.00	80,000.00	80,000.00	80,000.00
1,000,000.00	1,000,000.00	1,000,000.00	1,000,000.00	1,000,000.00	1,000,000.00	1,000,000.00	1,000,000.00	1,000,000.00	1,000,000.00	1,000,000.00
13,462,772.00	13,629,268.00	13,795,764.00	13,962,260.00	14,128,756.00	14,295,252.00	14,461,748.00	14,628,244.00	14,794,740.00	14,961,236.00	15,127,732.00
5,713,504.00	5,713,504.00	5,713,504.00	5,713,504.00	5,713,504.00	5,713,504.00	5,713,504.00	5,713,504.00	5,713,504.00	5,713,504.00	5,713,504.00
5,713,504.00	5,713,504.00	5,713,504.00	5,713,504.00	5,713,504.00	5,713,504.00	5,713,504.00	5,713,504.00	5,713,504.00	5,713,504.00	5,713,504.00
7,749,268.00	7,915,764.00	8,082,260.00	8,248,756.00	8,415,252.00	8,581,748.00	8,748,244.00	8,914,740.00	9,081,236.00	9,247,732.00	9,414,228.00

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APPENDIX 3

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PROYECCION DE INGRESOS - EGRESOS.
DE JULIO A DICIEMBRE DE 1991
DEPARTAMENTO FINANCIERO: 25-07-91

DESCRIPCION	INGRESOS	EGRESOS
JULIO/91:		
VENTA CUADROS	500,000	
ARRIENDOS	300,000	
COLEGIO AMERICANO	1,950,000	
PAGO FINANCONTI 9VA. LETRA		5,713,504
INTERESES CARLOS HIDALGO		1,090,000
	2,750,000	6,803,504
DEFICIT/SOBREGIRO JULIO	(4,053,504)	
AGOSTO/91:		
DONACION BANCO PICHINCHA	300,000	
CIBA GEIGY	4,000,000	
PLAN INTERNACIONAL	5,300,000	
ARRIENDOS	300,000	
VENTA PIEZAS DE BARRO	500,000	
VENTA DE COPIADORA	7,000,000	
COLEGIO AMERICANO COSTOS		1,000,000
FINANCONTI 10ma. LETRA		5,713,504
DEFICIT JULIO		4,053,504
	17,500,000	10,767,008
SUPERAVIT AGOSTO	6,732,992	
SEPTIEMBRE/91		
SUPERAVIT AGOSTO	6,732,992	
ASIGNACION CONGRESO NACIONAL	5,000,000	
RECAUDACION CONSEJO PROVINCIAL	3,000,000	
VENTA CUADROS	1,000,000	
ARRIENDOS	300,000	
FINANCONTI 11ra. LETRA		5,713,504
ABONO AID		4,000,000
	16,032,992	9,713,504
SUMAN	16,032,992	9,713,504
SUPERAVIT SEPTIEMBRE	6,319,488	

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OCTUBRE/91		
SUPERAVIT SEPTIEMBRE	6,319,488	
VENTA CUADROS	1,000,000	
MINISTERIO DE BIENESTAR SOCIAL	3,000,000	
EQUAROCHE	2,000,000	
ARRIENDOS	600,000	
ARTE AMERICA	6,000,000	
FINANCONTI 12da. LETRA		5,713,504
ABONO AID		8,000,000
	18,919,488	13,713,504
SUPERAVIT OCTUBRE	5,205,984	
NOVIEMBRE/91:		
SUPERAVIT OCTUBRE	5,205,984	
PRODUCTORA ARTE AMERICA	2,000,000	
ARRIENDOS	600,000	
FINANCONTI 13ra. LETRA		5,713,504
ABONO AID		524,053
	7,805,984	6,237,557
SUPERAVIT NOVIEMBRE	1,568,427	
DICIEMBRE/91:		
SUPERAVIT NOVIEMBRE	1,568,427	
PRODUCTORA ARTE AMERICA	2,000,000	
ARRIENDOS	600,000	
VENTA CUADROS	1,000,000	
DONACION BANCO DE LOS ANDES	3,000,000	
FINANCONTI 14ta. LETRA		5,713,504
	8,168,427	5,713,504
SUPERAVIT PARA ENERO/92	2,451,933	

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PROYECCION DE INGRESOS - EGRESOS
 DE ENERO 1 A OCTUBRE 31 DE 1992
 DEPARTAMENTO FINANCIERO: 15-08-91

DESCRIPCION	INGRESOS	EGRESOS
ENERO/92		
SUPERAVIT DICIEMBRE/91	2,454,923	
PRODUCTORA ARTE AMERICA	2,000,000	
ARRIENDOS	500,000	
LIQUIDACION TARJETAS NAVIDAD	1,500,000	
PAGO FINANCONTI 15VA. LETRA		5,713,504
	6,454,923	5,713,504
SUPERAVIT ENERO/92	741,419	
FEBRERO/92		
SUPERAVIT ENERO	741,419	
ARRIENDOS	500,000	
VENTA CUADROS	5,000,000	
PRODUCTORA ARTE AMERICA	2,000,000	
FINANCONTI 16ta. LETRA		5,713,504
	8,241,419	5,713,504
SUPERAVIT FEBRERO	2,527,915	
MARZO/92		
SUPERAVIT FEBRERO	2,527,915	
PRODUCTORA ARTE AMERICA	2,000,000	
ARRIENDOS	500,000	
INVESTIGACION/CONSULTORIA	3,000,000	
FINANCONTI 17ra. LETRA		5,713,504
SUMAN	8,027,915	5,713,504
SUPERAVIT MARZO	2,314,411	

ABRIL/92		
SUPERAVIT MARZO	2,314,411	
ARRIENDOS	500,000	
REEMBOLSO BID POR GASTOS		
EFFECTUADOS CON FODOS PROPIOS	4,700,000	
PRODUCTORA ARTE AMERICA	2,000,000	
		5,713,504
FINANCONTI 18da. LETRA		
	9,514,411	5,713,504
SUPERAVIT ABRIL	3,800,907	
MAYO/92		
SUPERAVIT ABRIL	3,800,907	
PRODUCTORA ARTE AMERICA	2,000,000	
ARRIENDOS	500,000	
RECAUDACION DONACION DE		
CLIENTES DEL BANCO	5,000,000	
		5,713,504
FINANCONTI 19na. LETRA		
	11,300,907	5,713,504
SUPERAVIT MAYO	5,587,403	
JUNIO/92		
SUPERAVIT MAYO	5,587,403	
PRODUCTORA ARTE AMERICA	2,000,000	
ARRIENDOS	500,000	
DONACION BANCOS	3,000,000	
		5,713,504
FINANCONTI 20ma. LETRA		
	11,087,403	5,713,504
SUPERAVIT JUNIO	5,373,899	
JULIO/92		
SUPERAVIT JUNIO	5,373,899	
PRODUCTORA ARTE AMERICA	2,000,000	

FINANCONTI 24ma. LETRA		5,713,504
SUPERAVIT OCTUBRE	6,233,367 519,083	5,713,504

METAS	INDICADORES OBJETIVAMENTE VERIFICABLES	MEDIOS DE VERIFICACION	PUESTOS IMPORTANTES
<p>Desarrollar una cultura preventiva que proteja a las generaciones presentes y futuras de las implicaciones psicosociales, económico-financieras, socio-políticas y de seguridad nacional ligadas a la producción, el tráfico y el consumo de drogas ilícitas.</p>	<ol style="list-style-type: none"> Las instancias de poder planteando estrategias claras y coherentes en lo político, económico/financiero y en lo social que coadyuvan el esfuerzo preventivo integral de los sectores público y privado. Controles eficaces -financieros, políticos, legales y educativos- impiden, por un lado, la formación de redes de tráfico y producción con infiltración extranjera y participación nacional. Y por otro, refuerzan mecanismos de presión generalizados rechazando comportamientos afines a la cultura de la droga. Una disminución o estabilización de la tasa de crecimiento de consumo de drogas ilegales en relación con el modelo de consumo de 88. Las actitudes, opiniones y prácticas de un 95% de la población rechazando la droga como estilo de vida. 	<ul style="list-style-type: none"> - Presupuesto Nacional, Registros oficiales, publicaciones de prensa. - Datos de la Encuesta de Opinión llevadas a cabo simultáneamente con la Encuesta en 1990, 1992 y 1994. - Evaluaciones de impacto de los distintos programas de FNJ. 	<ul style="list-style-type: none"> - Se mantiene el régimen democrático en el Ecuador permite la libre expresión. - Se mantienen inalteradas las leyes de funcionamiento de las instituciones sin fines de lucro. - Se mantiene por lo menos las mismas condiciones el sistema de control del tráfico de drogas. - Sistemas de control ecuatorianos logran detener la infiltración de traficantes colombianos en el país, neutralizados por la guerra declarada del narcotráfico Colombia.
PROPOSITO	SITUACION AL FINAL DEL PROYECTO	Evaluaciones de impacto de los distintos programas de la FNJ.	
<p>Incrementar significativamente la conciencia pública sobre la problemática de drogas y su prevención; aumentando la comprensión de los efectos negativos de la producción, tráfico y consumo, y, fortaleciendo la capacidad de la población de generar niveles de satisfacción individual, grupal y comunitaria sin droga.</p>	<ul style="list-style-type: none"> Las instituciones responsables del plan nacional de prevención y control desarrollando programas coordinados y de manera más efectiva y con presupuestos Un mayor porcentaje de líderes de grupos socio-políticos, institucionales y comunitarios, capacitados y ejerciendo acciones preventivas efectivas. Un mayor % de jóvenes esclarecidos sobre sus proyectos de vida y rechazando la droga como alternativa. Un mayor % de instituciones y organizaciones comunitarias respondiendo a las necesidades de participación de los jóvenes. (municipios y gob.seccionales) 10% anual de los comunicadores sociales capacitados en los lineamientos básicos de una información preventiva, aplicando sus conocimientos en el tratamiento de la comunicación por medios masivos sobre el problema de drogas en sus múltiples manifestaciones. Las diversas manifestaciones del problema de drogas, debidamente normadas por un cuerpo legal coherente y respondiendo a las necesidades de control y prevención Un mayor % de Organizaciones comunitarias e instituciones públicas y privadas que tratan con las poblaciones-blancas, desarrollando programas de información preventiva. 	<ul style="list-style-type: none"> Evaluación de impacto del proyecto de capacitación a comunicadores sociales. Datos de la investigación de medios de comunicación. Nueva ley sobre drogas publicada en el Registro Oficial. Directorio de Redes y evaluación de impacto del respectivo proyecto. 	

MENTE, INFORME A:

- los datos de las investigaciones de la 1a. etapa.
- las evaluaciones de las intervenciones, tempranas de la 1a. etapa.
- los acuerdos interinstitucionales logrados durante la 1a. etapa como avances a las intervenciones.
- las demandas de profesionales, familia, grupos org., instituciones

1.1. Programas orientados a aumentar el nivel y la calidad de conocimientos fortalecidos, previniendo la producción, el tráfico y el consumo.

2. PROGRAMA DE REFORMA LEGAL EN SEGUIMIENTO A LOS RESULTADOS DE LA INVESTIGACIÓN EN EL AREA, DURANTE LA 1A ETAPA, DESARROLLADO EFECTIVAMENTE

2.1 Proceso de aprobación de la nueva ley de drogas, completado.

2.2 Reglamentación de la nueva ley de control de drogas, elaborada, aprobada y en funcionamiento.

3. PROGRAMA DE SEGUIMIENTO DE LA ENCUESTA EPIDEMIOLÓGICA Y DE LAS INVESTIGACIONES LONGITUDINALES INICIADAS EN LA PRIMERA ETAPA, GARANTIZANDO LA MONITORIA DE LOS PROBLEMAS DE SOCIEDAD, DROGAS Y JUVENTUD.

4. SISTEMAS DE APOYO A LA INTERVENCIÓN FORTALECIDOS DE:

4.1 Comunicación, publicaciones e informática

a) Los servicios de los CI. de Oto. y Gyql. fortalecidos, atendiendo principalmente las necesidades de autoridades, líderes y comunicadores en procesos de toma de decisiones y generación de opinión pública.

b) Proyecto de radio juvenil preventivo con difusión nacional, movilizándolo acciones preventivas en grupos importantes, disuadiendo a la población de producir o consumir.

c) Proyecto Informa-T, instalado y funcionando satisfaciendo demandas de información preventiva en la población en riesgo y en sus grupos de apoyo.

d) Dos campañas de educación preventiva con cobertura nacional por medios masivos generando actitudes preventivas del consumo y la producción, en líderes, comunidad educativa y profesionales.

■ Intervención iniciada durante la 1a. etapa concluida con la aprobación de la nueva ley.

■ Los resultados de una investigación sobre los vacíos legales y de reglamentación, orientando el proceso.

■ Un sistema de verificación y control de las disposiciones legales, funcionando

■ Acuerdos de cooperación anuales con las instituciones intervenidas, ejecutándose.

■ Procesos consultivos y lobbyings cumplidos logrando los cambios de reglamentaciones y procedimientos pertinentes a la ley presentada al Congreso durante la primera etapa.

■ Continuación de las dos investigaciones longitudinales relativas a la población en riesgo y consumidora, informando sobre la evolución del riesgo y del consumo.

■ Repetición de la EE nacional en hogares permitiendo conocer la evolución de los índices de incidencia, prevalencia y riesgo.

■ Sistemas de tratamiento de la información fortalecidos.

■ Unidad de publicaciones funcionando.

■ Publicaciones periódicas sobre las invest.

-Registros de Servicios Prestados del Centro de Información.

-Grabaciones de los 1500 programas

-Spots radiales y televisivos/folletería/Registros de entrega/Evaluación de impacto.

-Documentos de Programación/Presupuestos operativos/informes de seguimiento/Evaluaciones/Manuales y materiales de apoyo correspondientes a cada proyecto.

-Registro oficial en el que se publica la ley.

-Documentos de Programación/Presupuestos operativos/Informes de Seguimiento/Evaluaciones/Reportes financieros/planes de trabajo mensuales.

-Acuerdos y Convenios.

-Reglamentos aprobados.

-Informes de Investigación.

	<ul style="list-style-type: none"> ■ Publicaciones de apoyo a los distintos programas y proyectos, desarrollados: manuales, cartillas, trípticos, folletos, etc. ■ Centro de Audio-visuales complementado ■ Una red integrada de comunicadores difundiendo las actividades preventivas en el país. ■ 12 videos con los resultados de las intervenciones de la institución y organismos afines, producidos. ■ 15 prog.de comunicación educativa producidos ■ Sistema de informática fortalecido. 	
<p>1.2 Administrativo-financiero y personal.</p>	<ul style="list-style-type: none"> a) Desarrollo organizacional iniciado en la primera etapa, fortalecido. b) Nuevos procedimientos y sistemas desarrollados e implementados a nivel central y provincial, dando mayor autogestión a los núcleos, sin descentralizar el control. c) Programa de entrenamiento inicial y en servicio funcionando de acuerdo a los requerimientos de cada órgano. d) Auditorías anuales evaluando la institución e) Sistemas de profesionalización y diversificación del voluntariado, funcionando en apoyo a los programas y proyectos. 	<p>- Informes de Evaluación y Auditoría institucional, a partir de archivos de voluntarios y de su trabajo, publicaciones, videos, grabaciones audio, actas de reuniones, convenios, etc.</p>
<p>1.3 Autofinanciamiento</p>	<ul style="list-style-type: none"> ■ Estrategias y políticas claras organizando la toma de decisiones institucionales y alentando las iniciativas de autofin. de los distintos sectores y proyectos de la institución. ■ Proyectos de autofinanciamiento permitiendo un capital X de inversión. ■ Diferenciación de dos "unidades productivas" los programas y proyectos institucionales. 	<p>- Estados financieros de la institución. - Auditoría institucional.</p>
<p>1.4 Reportes, evaluación y estadísticas.</p>	<ul style="list-style-type: none"> ■ Un comité de planificación y evaluación de impacto, instalado. ■ Un comité de acompañamiento y evaluación funcionando. 	<p>- Informes.</p>

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APPENDIX 5

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1988, 1989, 1990, 1991

Manual del Facilitador
Sistema de Drogas Ecuatoriano, 1991

Pequeños Traficantes
Síntesis, 1989

La Prevención del Uso Indebido de Drogas en el Ecuador
Síntesis, 1990

Drogas y Toxicomanía
Síntesis, 1989

Cocaina y Sociedad
Síntesis, 1990

La Juventud y el Teatro
Síntesis, 1989

Los Niños en la Calle y el Uso de Drogas
Síntesis, 1989

La Experiencia Educativa Secundaria Quito, Guayaquil y Cuenca. Síntesis 1990

La Farmacodependencia en el Ecuador
Informe de la Investigación Nacional sobre Uso Indebido de Alcohol, Tabaco y Drogas.
Ministerio de Salud Pública, Enero 1990

Manual Técnico de Jóvenes en Acción (Manuscript) 1983.

Prevention Pamphlet Series for Youth (Cartillas):

Una Juventud Sin Utopias (1989)

No soy un buen estudiante (artwork)

Silencio (artwork)

Es mi vida (artwork)

Que sabes de las drogas? (artwork)

A veces quisiera huir de Casa! (artwork)

Video sports and shorts for INFORMA-T

Ministerio de Educación y Cultura, Video: "Programa nacional de educación del uso indebido de drogas" (1990)

APPENDIX 6

PERSONS INTERVIEWED

USAID/Ecuador

Charles Castello, Director
Robert Kramer, Deputy Director
Derek Singer, Chief, General Development Office
Ellen Leddy, GDO
Eduardo Ortíz, GDO

US EMBASSY

Yvonne Thayer, NAS

Fundación Nuestros Jóvenes

Quito

Silvia Barragán de Laufer, Executive President
Marcia de Sáenz, Vice President
Dr. Jacques Laufer, Director, Research, Evaluation and Self-Financing
Fabián Santacruz G., Director, Finance
Dr. Carlos Arsenio Larco V., Director, Legal Reform
Archa. María Verónica Bastidas, Director, Preventive Information
Mauricio Padilla, Director, Administration
Gabriel E. Ludeña, Program Director
Sami de la Torre, Chief, Radio Juvenil
René Espín, Assistant Chief, Radio Juvenil
Carlos Vallejo, Chief, INFORMA-T Project
Anita Cortéz, Librarian
Tanguy de Foy, National Coordinator of Volunteers

FNJ Board of Directors

Marcia de Sáenz, Vice President
Isabel de González, Treatment Committee
Clarisa Valdez, Prevention Committee
Yhagna de Guaderas, Public Relations Committee
Carmen Acosta de Pozo, Institutional Strengthening Committee

Guayaquil

Alejandro Pinto, Director FNJ Guayaquil Subcenter/ Executive Director, Arte América
Rosa María Calderón, Coordinator, Information Center
Jesica Cedillo, Financial and Administration Chief
Ignacio Castro, Coordinator of Volunteers

Milagro (Grupo de Apoyo)

Patricia Alume, Director
Angelita Avila N., Volunteer
Ximena Robayo L., Volunteer
Aldemar F. Avila N., Volunteer
Martha Morales C., Volunteer

Portoviejo (Unidad Operativa)

Olga Mendoza, Coordinator

FUNDACION GUAYAQUIL

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EXECUTIVE SUMMARY

Introduction

USAID/Quito has provided the Fundación Guayaquil (FG) with an Operational Program Grant of US\$89,000 to implement a pilot program designed to develop a "Culture of Rejection toward Narcotrafficking" among micro-entrepreneurs, their workers and families in Guayaquil. The purpose of the project is to develop a training system which will enable members of Guayaquil's informal sector to identify the social, cultural, and economic threats posed by narcotics trafficking and to achieve a preventive culture to combat these problems.

Findings

Fundación Guayaquil is a non profit organization dedicated to promoting the development of the informal sector in the port city of Guayaquil. To this end FG employs an integrated approach to the development of successful entrepreneurship in the informal sector. One of the key components of the program is its emphasis on the promotion of changes in attitudes and values of its participants leading them to the adoption of effective entrepreneurial values and behaviors which will increase the efficiency, productivity and overall competitiveness of their firms.

Since its founding in 1985, Fundación Guayaquil has shown itself to be capable to manage large projects of considerable complexity. It is a well-managed organization with an efficient organizational backstopping capability in project administration, and one of the leading developmental agencies in Guayaquil.

Insofar as the technical capability of project staff is concerned, it is certainly deemed capable of carrying out anti-narcotics project activities. The staff have solid professional backgrounds and working experience in training methodology leading to attitudinal and behavioral change. Baseline formative research has been conducted by project staff to address the value systems of the micro-entrepreneurs involved in the training program. The results of this research confirmed the initial project assumption of the vulnerability of the target group to permitting the entry to narcotics profits. Project impact in terms of attitudinal change has not yet been measured for any of the participants in the program. Fundación Guayaquil proposes to use the same baseline questionnaire at the end of the project to test for change among those who participated in the program. Once done, this should provide a useful indicator of project impact.

The training methodology is based upon focus group discussion of two videos developed by Fundación Guayaquil. Video tapes made of FG's group discussions show that participants respond positively to the training methodology. Trainees are participants in FG's regular micro-entrepreneurship course. During the first week project staff set aside one evening for the anti-narcotics training session

which lasts between 3-4 hours. Follow-up takes place through subsequent visits of FG's staff to the micro-entrepreneurs.

The project has trained 242 micro-entrepreneurs to the end of July 1991. Projections to complete the project goal of 500 trained participants by the end of the project in March 1992 seem realistic and should be met. Since no post-tests have been conducted as yet, it is impossible to measure project impact. However, a group of trainees have activated a non-governmental organization, the Corporación Ecuatoriana de Cultura in order to begin a community mobilization effort against narcotics trafficking and narcotics-related problems. Public dissemination of anti-narcotics information has also been actively undertaken by the Foundation according to the grant agreement.

Conclusions and Recommendations

It is too early to say whether Fundación Guayaquil can successfully expand its efforts nationwide. The proposed project appears too ambitious given the questions raised above regarding impact, the extensive site specific formative research requirements, methodological pre-testing and video production demands.

However, the evaluation team believes that sufficient evidence exists to show that Fundación Guayaquil has developed a carefully conceived and executed experimental project. It is an innovative approach in the anti-narcotics field and there is good reason to hope it will yield positive results. Additionally, the Fundación Guayaquil has shown itself to be fully capable of managing its programs and meeting the commitments it undertakes.

For these reasons the evaluation team recommends that AID/Quito support an expanded pilot project involving three NGO's with different mission statements and concerns in distinct socio-cultural situations and geographical locations. Such an effort should be manageable for Fundación Guayaquil, although the team does not think that the two year period proposed is realistic. Given the need for research, methodological testing, and site specific video production, the team thinks three to four years is more reasonable.

It is also recommended that AID/Quito continue to support Fundación Guayaquil's activities among micro-entrepreneurs in Guayaquil. With total funding of US\$ 138,000, if, as appears likely, the project's outreach achieves attitudinal change and even community mobilization among its direct beneficiaries, 500 micro-entrepreneurs, their 1,500 employees and the 8,000 family members, the cost per person amounts to US\$ 13.80 which makes it very cost effective. The team recommends that certain changes be introduced into the project. In essence these involve: 1) more appropriate analysis and simplified reporting of the baseline data and impact evaluation results; 2) qualitative analysis of the video

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tapes of the focus group sessions to provide input with respect to immediate observable results; and 3) the possibility of incorporating spouses of micro-entrepreneurs in the training sessions or providing opportunities for family members to see and discuss the videos. It is also recommended that USAID provide the necessary technical assistance to help Fundación Guayaquil in carrying out the above recommendations.

I. Introduction

In April 1990, AID/Quito provided the Fundación Guayaquil (FG) with an Operational Program Grant (OPG) to implement a one year pilot program (Project No. 518-0083) designed to develop a "Culture of Rejection toward Narcotrafficking" among micro-entrepreneurs, their workers and families in Guayaquil, Ecuador's major port city. The purpose of the project is to develop a training system which will enable members of Guayaquil's informal sector to identify the social, cultural and economic threats posed by narcotics trafficking and to achieve a preventive culture to combat these problems. In January 1991, Fundación Guayaquil requested a no cost extension of the project for an additional twelve months. AID granted this request and set the new End of Project (EOP) date for March 31, 1992. The total budget for the project was set at US\$138,000 of which AID provided US\$89,000.

AID/Quito requested Development Associates to determine the efficiency and effectiveness of Fundación Guayaquil's project, and the possibility and advisability of expanding this activity nationwide. The mid-term evaluation was intended to focus on three key areas namely:

- project progress and impact in terms of attitudinal change of target groups in creating a "Culture of Rejection Towards Narcotrafficking"
- the usefulness of the methodology and video materials created and used by Fundación Guayaquil in its attitudinal change efforts
- whether FG's activities ought to be continued in Guayaquil and expanded nationwide.

A two-person team from Development Associates visited Fundación Guayaquil from August 12-14, 1991. Through the use of focused interviews with Fundación Guayaquil's Executive Director and project staff, document analysis methods, review of the video materials produced and videos of actual training sessions, the Development Associates team gathered a range of information on the activities that have been planned and implemented by FG, and FG's proposal to extend its activities to ten non-governmental organization in key areas across Ecuador.

A. Background

Fundación Guayaquil is a non profit organization founded in April 1985, and dedicated to promoting the development of the informal sector in the port city of Guayaquil with a potential target group of 15,000 micro-entrepreneurs. For this purpose it has received funding from the Inter-American Development Bank, the Inter-American Foundation, the Canadian Agency for International Development and the United Nations. Total donor support for its microentrepreneur project has exceeded US\$830,000.

Fundación Guayaquil employs an integrated approach to the development of successful entrepreneurship in the informal sector. This involves providing micro-entrepreneurs with evening training on all aspects of small enterprise (accounting, financial and personnel management, production

quality control, technological improvement, marketing, etc.), lines of credit, individualized technical assistance and follow-up visits to each enterprise. The program for each participant is designed to last for a period of approximately ten years.

One of the key components of the program is its emphasis on the promotion of changes in attitudes and values of its participants leading them toward the adoption of effective entrepreneurial values and behaviors which will increase the efficiency, productivity and overall competitiveness of their firms. To achieve this change in values, Fundación Guayaquil has developed a methodology based on the concept of "Quality Circles" much used in modern management in advanced industrial countries.

B. Project Description

The project is divided into three subprograms. The first of these involves research on the attitudes of its target group toward narcotics trafficking. The information gained from this research is to be used to understand the existing values and behaviors of micro-entrepreneurs with respect to the presence of narcotics trafficking and the drug problem in Guayaquil. The basic components which form their attitudes and value system with respect to narcotrafficking are to be used in the development of the training and audio-visual materials. The information collected through this research will also provide the baseline data needed to measure overall project impact.

The second subprogram involves the modification or reinforcement of anti-narcotrafficking attitudes through what Fundación Guayaquil describes as "Cultural Circles". This is to be integrated into FG's ongoing training program on entrepreneurship. It is based on small group analysis of real life situations in Guayaquil presented through two videos. After viewing each video a professional facilitator leads the trainees through an extensive discussion of their understanding of the events presented and a clarification of their attitudes toward the situations.

Dissemination of the methodology is to be provided through the third subprogram. Fundación Guayaquil will make the audio-visual and training materials available to other local organizations with similar objectives. In addition, project activities and results will be publicized through printed media in Guayaquil.

Project outputs will consist of research on attitudes and practices in the area of narcotics, publication of the methodology for anti-narcotics attitude formation/strengthening, 2 training videos, 50 training workshops, 2 seminars to disseminate project experience and 500 pre-tests and post-tests on attitudes toward narcotics problems.

II. Findings

A. Management and Administration Capabilities

Since its founding in 1985, Fundación Guayaquil has shown itself to be capable to manage large projects of considerable complexity. Fundación Guayaquil has a proven track record in the administration of funds. Donor experience with Fundación Guayaquil on its micro-entrepreneur project has been very satisfactory. Between December 1985 and September 1989, it had issued 2,176 loans for S/. 94,800,000 with a repayment record of almost 100%. It is recognized as a well-managed organization with an efficient organizational backstopping capability in project administration, and one of the leading developmental agencies in Guayaquil.

Fundación Guayaquil's Board of Directors is composed of five prominent professionals with backgrounds drawn from business, university, journalism, banking, the navy and congress as well as being leading figures in Guayaquil civic organizations. Luis Orellana, Executive Director of Fundación Guayaquil is a former Under-Secretary of Ecuador's Ministry of Labor.

B. Technical Capability of Project Staff

As far as the current staff is concerned, it is certainly deemed capable of carrying out project activities. Technical capability for the development of the training methodology and the videos is concentrated primarily in Fundación Guayaquil's Executive Director who serves as Project Director. He wrote the scripts for the two videos. A professional educator provides technical guidance in training methodology and conducts the formative research. The facilitator is trained in focus group methods. Follow-up is carried out by promoters under the supervision of the Heads of the Training/Participant Recruiting Department and the Credit Department.

C. Quality of the Research

In June 1990, a baseline survey was prepared by two psychologists to establish the knowledge, perceptions, attitudes and opinions toward narcotrafficking and related issues of members of the informal sector already involved in Fundación Guayaquil's entrepreneurship training program. The results of the survey showed a high level of awareness of the problem and its negative social and economic consequences, and support for strong anti-narcotics legislation. Only 10% of those interviewed indicated a certain amount of indecision.

The instrument utilized, however, was not sufficiently sophisticated to probe the underlying attitudinal stance and values of the interviewees. Questions were too simplistic and not designed with enough care to develop an understanding of the value systems of the micro-entrepreneurs.

Realizing this limitation, in October 1990, Fundación Guayaquil developed a second questionnaire

titled "Evaluation of Values Propositions" which addresses the values of the micro-entrepreneur through a series of contextual propositions. The validity of this instrument was then tested with a sample of 103 entrepreneurs. The instrument is an innovative contribution to the understanding of narcotics related value systems, is well conceived, and meets scientifically acceptable standards for its design and application.

Data collection using the second questionnaire is carried out with each new group of trainees as a pre-test. Between September, 1990 and March 1991, an analysis was made of the test results of 178 trainees. The analysis clearly shows a high degree of ambiguity in their attitudes and values with regard to narcotrafficking. With a possible maximum composite score of 150 indicating a total rejection of narcotrafficking, substance abuse and related issues, the mean score was 102, and the median only 82. This is significant in that it confirms the initial project assumption of the vulnerability of the target group to permitting the entry to narcotics profits.

Data gathered through application of the Evaluation of Values Propositions Questionnaire will serve as an appropriate baseline. Project impact in terms of attitudinal change has not yet been measured on any of the participants in the program. Fundación Guayaquil proposes to use the same questionnaire at the end of the project to test for change among those who participated in the program. Comparative analysis of the pretest and posttest should provide a useful indicator of project impact.

D. Training methodology

Fundación Guayaquil has developed two videos as the basis for its training session. The first is entitled "Pedrito" and the second "The Story of Adriana and Rigoberto" Each of these lasts approximately 18 minutes. The videos have been designed to present viewers with contradictory attitudes and values relating to narcotrafficking and drug abuse within concrete situations of the poorer areas of Guayaquil. Both of the videos have been carefully conceived and executed to reflect the daily reality of the people who compose these segments of Guayaquil's society. All scenes were shot locally in neighborhoods familiar to the target audience and local residents, instead of actors, were used to play the character parts. Before actual use in training sessions, the videos were pre-tested with representatives of the local community.

During the first week of the regular micro-enterprise course, Fundación Guayaquil project staff set aside one evening for viewing and discussion of the videos. Group sessions vary in size and duration, but usually include 10-15 participants and last between 3-4 hours. Trainees first view "Pedrito" which addresses their concerns as parents for the future of their children. The project facilitator then initiates

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a focus group discussion guiding the participants to express their hopes, aspirations, and fears for their children's future in general terms and then more specifically in relation to the theme of drugs and narcotrafficking.

The group then views "The Story of Adriana and Rigoberto." On the surface this video might seem to be little more than a "morality play" in which very little is open to debate. It is based on the true story of the rise to power and popular support of a local drug dealer, the destruction of the lives of those around him, and his murder by rivals. At a deeper level, however, the video has been produced to catch the larger social problems which the participants face daily. Problems of stable income, employment, political corruption, social inequality, physical safety, family disintegration, etc. emerge in the group discussion which follows.

This is an innovative and potentially powerful technique to modify or strengthen trainees attitudes and values in relation to drug dealing as well as to open the door to community mobilization. Recent studies in the United States on the major lessons that have been learned from drug prevention programs have identified elements very similar to those being used by Fundación Guayaquil as common to successful community-based efforts. Simply stated, the lesson is: "first things first" (drug abuse and drug dealing often are not your client's top priorities). Project staff working with high risk communities in the United States have redefined their roles to respond flexibly to severe, but often unarticulated, needs of their clients. Effective awareness and prevention programs often relate first to the community's primary needs before introducing the message related to combating drug trafficking and abuse problems.

Video tapes made of Fundación Guayaquil's group discussions show that participants respond strongly to this approach and open the path to relating these problems to the individual, social and economic threats posed by the incursion of narcotics trafficking and abuse in their communities.

E. Progress and Impact of Project Training and Dissemination Activities

The Project has trained 242 micro-entrepreneurs to the end of July with 20 more scheduled to be trained during August. Some delays in carrying out the training schedule have been encountered which may be attributed to two causes: 1) seasonal contraction in small business activity and intense rainfall during the winter season (January to May) which lowers interest in training programs; 2) Fundación Guayaquil's move to a new building. Projections to complete the training of 240 micro-entrepreneurs between September, 1991 and March, 1992 to meet the project goal of 500 trained participants seem realistic, however and should be met.

Since no post-tests have been conducted as yet, it is impossible to measure project impact. As

mentioned above, the "Evaluation of Values Propositions" questionnaire developed for pre-testing participant attitudes and values should serve as a valid instrument to assess attitudinal change by the end of the project. Material for the training methodology manual has been developed, but a complete draft version has not yet been prepared.

During its site visit the evaluation team reviewed the methodology being used to analyze the pre-test. The team found that, although the techniques are valid and useful to discern participants values to narcotrafficking in a general sense, certain changes in data analysis and presentation of results are indicated to make the evaluation meaningful to a wider audience. Present analysis focusses almost entirely on statistical methods employed in the curving of frequency distributions such as educators do for determining classroom grades. The evaluation team recommends that the project staff charged with conducting the evaluation be provided technical assistance in choosing more appropriate analytical tools and final report preparation. The project should also be provided with a computer statistical package such as SAS or SPSS+ and some training in its use.

Since the project is already documenting the training process through videotapes of group discussion, qualitative evaluation methods are also recommended. This would involve analysis of the process and outcome of the focus group discussions, and should serve to provide valuable information regarding immediate results.

One result of interest already produced by the project is the formation of a group of "natural leaders" from among project participants who have shown their interest in anti-narcotics initiatives at the community level. In January 1991, approximately 15 micro-entrepreneurs re-activated an existing (but not operating) non-governmental organization, the Corporación Ecuatoriana de Cultura (CEC) in order to begin a community mobilization effort against narcotics trafficking and narcotics related problems. The CEC has already produced a flyer which has been distributed throughout Guayaquil. Another group of these "natural leaders" has accepted the project's invitation to join this effort. These events represent the initial consolidation of a proactive stance about narcotics issues among Fundación Guayaquil's target population. Its activities should be monitored and its results included in the activity and final reports to AID/Quito.

Public dissemination of anti-narcotics information has been actively undertaken according to the grant agreement. This is conducted regularly through extensive articles and supplements in Fundación Guayaquil's monthly publication, "Empresarios" which reaches five thousand readers throughout Guayaquil. The Executive Director has also actively participated in international seminars where project

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activities have been diffused. Copies of the training videos have already been made available to CEDRO. Based in Lima, Peru, CEDRO is one of the leading anti-narcotics PVOs in Latin America. The Executive Director of Fundación Guayaquil has also been named one of three representatives from Ecuador to the European Center for Drug Abuse Prevention whose headquarters are in Paris.

F. Replicability of the Project

In January 1991, Fundación Guayaquil sent an unsolicited proposal to AID/Quito to continue and expand the anti-narcotics activities nationwide. Fundación Guayaquil proposes to establish a network of non-governmental organizations involved with diverse issues (i.e. not necessarily small business) in ten high risk locations throughout Ecuador. They propose to install the same training methodology in these sites in order to produce attitudinal change against narcotics trafficking.

In examining this proposal, the following considerations need to be addressed:

1. Are the "cultural circles" of the pilot project having the desired impact on the attitudes and values of micro-entrepreneurs? This question will not be answered until the end of the project in 1992. Video tapes of the training sessions, the formation of a community mobilization group, reports of project staff on the positive reactions of participants, and the solid results of Fundación Guayaquil's training system in development of the informal sector all give reason to hope that this novel approach will be successful.
2. Can Fundación Guayaquil transfer its technology and training methodology to other socio-cultural situations in Ecuador? Considerable research is required to design and produce visual materials that will catch the daily reality of the participants and relate that reality to the narcotics problem. The validity of the questionnaire used in Guayaquil will also have to be pre-tested in each site selected. The question of whether Fundación Guayaquil can transfer its "cultural circles" training methodology to other organizations not using comparable training techniques needs to be addressed.
3. Can the present project experiment be extended to other non-governmental organizations? At this point it is not clear how narcotics trafficking and narcotics related issues would relate to the mission, interests and concerns of the target groups of other non-governmental organizations not involved in this problem area. Formative research is

needed to determine what linkages may exist in each case.¹

III. Conclusions and Recommendations

It is too early to say whether Fundación Guayaquil can successfully expand its efforts nationwide. The proposed project appears too ambitious given the questions raised above regarding impact, the extensive site specific formative research requirements, methodological pre-testing and video production demands.

However, the evaluation team believes that sufficient evidence exists to show that Fundación Guayaquil has developed a carefully conceived and executed experimental project. It is an innovative approach in the anti-narcotics field and there is good reason to hope it will yield positive results. Additionally, the Fundación Guayaquil has shown itself to be fully capable of managing its programs and meeting the commitments it undertakes.

For these reasons the evaluation team recommends that AID/Quito support an expanded pilot project involving three NGO's with different mission statements and concerns in distinct socio-cultural situations and geographical locations. Such an effort should be manageable for Fundación Guayaquil, although the team does not think that the two year period proposed is realistic. Given the need for research, methodological testing, and site specific video production, the team thinks three to four years is more reasonable.

It is also recommended that AID/Quito continue to support Fundación Guayaquil's activities among micro-entrepreneurs in Guayaquil. With total funding of US\$ 138,000, if, as appears likely, the project's outreach achieves attitudinal change and even community mobilization among its direct beneficiaries, 500 micro-entrepreneurs, their 1,500 employees and the 8,000 family members, the cost per person amounts to US\$ 13.80 which makes it very cost effective. However, the team believes that certain modifications should be introduced to this project. These include:

1. technical assistance and training to assist project staff to develop more appropriate analysis and straightforward reporting of the baseline data and impact evaluation results including focus group evaluation. The project should also be provided with a computer

¹ For example, if an environmental NGO such as Fundación Natura were chosen the linkages in the case of Ecuador are not that evident. Research in Peru and Bolivia has shown that the environmental impact occurs primarily through cultivation given the soil depletion effects of the coca plant or deforestation to clear lands for coca cultivation. Establishment of processing plants also has a negative environmental impact but that appears, at this writing to be highly localized. Thus the relation of narcotics trafficking to the environmental concerns of such an NGO's target population is not clear.

statistical package such as SAS or SPSS+ and training in its use.

2. use of qualitative analysis of the video tapes of the focus group discussions to enhance the process evaluation and provide input with respect to immediate observable results. Technical assistance may be required to train project staff in focus group analysis and reporting techniques.
3. Some thought might also be give to incorporation of wives/husbands of micro-entrepreneurs in the training sessions or providing opportunities for family members to see and discuss the videos. This should strengthen group debate and directly impact on family attitudes and values - one of the project objectives.

CAVEAT:

In its work with microentrepreneurs the Fundación Guayaquil is carrying out a very important role for the overall economic and social development of Ecuador. This role, the present mission of the Fundación, could very easily be overwhelmed by a large financial injection aimed at another objective - in this case the development of a national network of NGO's designed to develop a culture of narcotics prevention within its various constituencies. This result is not inevitable, but avoiding it will take very careful planning to separate the two objectives and assure that carrying out the second does not derogate from the first.

Proyecto de Concientización Popular para la estructuración de una Cultura de Rechazo al Narcotráfico

SUMARIO DESCRIPTIVO	INDICADORES OBJETIVAMENTE VERIFICABLES	MEDIDAS DE VERIFICACION	EFECTOS IMPORTANTES
<p>Meta General del Proyecto</p> <p>Contribuir a dotar a la sociedad ecuatoriana de una barrera estructural que estimule reacciones socio-culturales de rechazo a la actividad del narcotráfico.</p>	<p>En relación a la meta general</p> <p>Decisión voluntaria de un grupo no menor a 150 empresas populares para identificarse como militantes en pro de una sociedad ecuatoriana libre de vinculaciones con el narcotráfico.</p>	<p>Observación directa de "identificadores" visibles en los locales empresariales.</p>	<p>Relativos a la meta general</p> <p>Que no se exacerben los brotes de violencia y se produzca como consecuencia un estado permanente y grave de desorden social.</p> <p>Que las acciones interventoras del Estado no lesionen la autonomía de las organizaciones privadas sin fines de lucro.</p>
<p>Propósito del Proyecto</p> <p>Para generar actitudes de rechazo al narcotráfico, introducir componentes culturales en el sistema de creencias del grupo de influencia de las empresas beneficiarias del Programa de Desarrollo de Empresas Inforcales, actualmente ejecutado por Fundación Guayaquil con el auspicio del BID, la Inter-American Foundation y la Agencia Canadiense para el Desarrollo Internacional.</p> <p>Formular y probar como válida para el propósito antes descrito, una metodología susceptible de ser replicada por agentes privados de desarrollo entre los beneficiarios de sus respectivos programas, no necesariamente microempresariales.</p> <p>Pubicitar las acciones ejecutadas y los resultados del grupo resultante</p>	<p>Situación al final del Proyecto</p> <p>500 empresarios populares, 1500 dependientes laborales y 6000 dependientes familiares del grupo objetivo, habrán incorporado a sus sistemas de creencias, elementos culturales que los motiven hacia una actitud de rechazo al narcotráfico como actividad de perversión social.</p> <p>Fundación Guayaquil dispondrá de una descripción metodológica y de las evaluaciones realizadas, con recomendaciones para una pauta de acción futura orientada a la replicabilidad de programas similares y de mayor ámbito.</p> <p>Todos los avances y logros del Proyecto habrán sido difundidos en otros sectores sociales del país.</p>	<p>Los datos de la evaluación conductual del grupo efectuada al final del Proyecto.</p> <p>Los datos contenidos en los dos volúmenes editados al final del Proyecto.</p> <p>Datos de la evaluación de impacto general del Proyecto; publicaciones en el periódico institucional; coartículos y noticias difundidas por los medios de comunicación colectiva; conclusiones del Seminario.</p>	<p>Relativos al propósito</p> <p>Que como es previsible, el Programa de Desarrollo de Empresas Inforcales continúe ejecutándose como está planificado.</p>

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Productos	Deberes	Los datos del Inforae.	Que exista la disponibilidad oportuna de los recursos financieros y técnicos.
<p>* Subprograma 1: Desarrollo del modelo metodológico.</p> <p>Permitirá determinar la tipología motivacional del grupo y a partir de ella definir las pautas de la acción concientizadora así como la formulación de los pre-test y pos-test de evaluación.</p>	<p>Se efectuarán 50 "entrevistas de incidentes críticos" y se formulará el Inforae de la investigación.</p> <p>Se formularán los cuestionarios para los pre-test y pos-test.</p> <p>Se editarán un "Manual metodológico" y las "Evaluaciones y recomendaciones del Proyecto".</p>	<p>Los resultados de los pre-tests y pos-tests.</p>	
<p>* Subprograma 2: Concientización del grupo objetivo.</p> <p>Permitirá ejecutar el reforzamiento o modificación actitudinal mediante "círculos de cultura" que funcionaran regularmente insertados en el programa de capacitación de la Fundación o mediante "reforzadores" activados a lo largo del programa general de desarrollo empresarial.</p>	<p>Se diseñarán y producirán dos videos instrumentales de 30 y 60 minutos contentivos de los efectos sociales del narcotráfico y de situaciones existenciales debetibles.</p> <p>Se efectuarán 50 "círculos de cultura" en los que se aplicarán los videos instrumentales.</p> <p>Se aplicarán "reforzadores" durante la asesoría personalizada.</p> <p>Se efectuarán 500 pre-tests y 500 pos-tests.</p>	<p>Las ediciones de los videos previstos.</p>	
<p>* Subprograma 3: Concientización social aplicada.</p> <p>Permitirá incentivar a otros sectores sociales mediante la difusión oportuna de los avances del Proyecto por diversos mecanismos testimoniales y actividades militantes de líderes populares surgidos durante el proceso.</p>	<p>Se editarán 12 suplementos del periódico mensual "Empresarios".</p> <p>Se llevará a efecto un Seminario demostrativo de las acciones del Proyecto y de los efectos de perversión social del narcotráfico.</p> <p>Se diseñará y producirá un video testimonial contentivo de actitudes populares de repudio a la actividad del narcotráfico. (15 min.)</p> <p>Se logrará una disposición favorable de los principales medios de comunicación colectiva del país en relación con este Proyecto y sus labores.</p>	<p>Los datos contenidos en el texto de las "Evaluaciones y recomendaciones".</p>	
		<p>Los 12 números de "Empresarios".</p>	
		<p>El documento final del Seminario.</p>	
		<p>La edición del video testimonial.</p>	
		<p>Las notas de prensa y comentarios efectuados por los medios de comunicación colectiva.</p>	

Insusos	Aplicación de insusos (tipo y cantidad)										
Personal: El Proyecto dispondrá del recurso humano plenamente calificado que actualmente viene trabajando en posiciones estables en la Fundación. Unas pocas contrataciones complementarias deberán ser efectuadas para acciones técnicas y de apoyo.	<table border="0"> <tr> <td>Remuneraciones</td> <td>22% del presupuesto</td> </tr> <tr> <td>Gastos administrativos</td> <td>19% del presupuesto</td> </tr> <tr> <td>Medios técnicos y equipamiento</td> <td>52% del presupuesto</td> </tr> <tr> <td>Evaluaciones y Auditoría</td> <td>7% del presupuesto</td> </tr> </table>	Remuneraciones	22% del presupuesto	Gastos administrativos	19% del presupuesto	Medios técnicos y equipamiento	52% del presupuesto	Evaluaciones y Auditoría	7% del presupuesto	Estado de aplicación y uso de Fondos del Proyecto, con sus respectivos documentos de respaldo, verificado por Auditoría Externa.	
Remuneraciones	22% del presupuesto										
Gastos administrativos	19% del presupuesto										
Medios técnicos y equipamiento	52% del presupuesto										
Evaluaciones y Auditoría	7% del presupuesto										
Medios técnicos e infraestructurales: El Proyecto dispondrá del soporte infraestructural de la Fundación que incluye locales funcionales, un centro de cómputo, un departamento de publicaciones y un limitado parque vehicular. Un equipamiento adicional similar será requerido. El diseño y producción del instrumental audiovisual será fundamental para el desarrollo del proyecto.	<p style="text-align: center;">Costo Financiero</p> <table border="0"> <tr> <td>Total del Proyecto:</td> <td>US\$ 178.600</td> <td>100%</td> </tr> <tr> <td>Aporte AID:</td> <td>US\$ 128.900</td> <td>72%</td> </tr> <tr> <td>Aporte FG:</td> <td>US\$ 49.700</td> <td>28%</td> </tr> </table>	Total del Proyecto:	US\$ 178.600	100%	Aporte AID:	US\$ 128.900	72%	Aporte FG:	US\$ 49.700	28%	
Total del Proyecto:	US\$ 178.600	100%									
Aporte AID:	US\$ 128.900	72%									
Aporte FG:	US\$ 49.700	28%									
Evaluaciones: Se prevé la realización de varias evaluaciones en diversas etapas del proyecto y una auditoría externa para constancia del uso de recursos financieros.											

APPENDIX 2

Bibliography

Informe de Actividades No. 3

Concientización Popular para la Estructuración de una Cultura de Rechazo al Narcotráfico.
Enero 1991 - Junio 1991

Proyecto de Concientización Popular para la Estructuración de una Cultura de Rechazo al Narcotráfico.

"Diagnóstico de las Actitudes y Valores Directrices del Comportamiento de un Grupo de Afiliados a la Fundación Guayaquil"

Psicólogas Clínicas: Patricia Vergara/Lucía Peralta
Junio 1990

Anexo a la Investigación realizada "Diagnóstico de las Actitudes y Valores Directrices del Comportamiento de un Grupo de Afiliados a la Fundación Guayaquil"

Hacia la Promoción de un Empresariado Popular, Luis Orellana Agosto 1989

APPENDIX 3

Persons Interviewed

Luis E. Orellana, Executive Director Fundación Guayaquil

Azucena Koppel, Acting Narcotics Project Coordinator

Maria Elena Nuñez, Head of Training/Participant Recruiting

Mercedes Bonilla, Chief of Credit Department

NATIONAL PROGRAM ON
PREVENTIVE EDUCATION

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NATIONAL PROGRAM ON PREVENTIVE EDUCATION

EXECUTIVE SUMMARY

Introduction

The International Agency for Development, through the Ministry of Finance and the Ministry of Education, financed, between August 1989 and April 1991, a project for the National Preventive Education Program (P.N.E.P.) destined to introduce in the Ecuadorean educational system, formal and informal curricular contents on the prevention of illegal drug use. Since financing has ended, USAID has requested an evaluation of the present status of the project, its accomplishments and problems, with the purpose of making recommendations about the continuation of its financial assistance.

Findings, Conclusions and Recommendations

The present status of P.N.E.P. In terms of authority its organization activities, staffing decision making authority and management to carry out program may be summarized as follows:

1. It is isolated with regard to the structure of the Ministry of Education and Culture (MEC) which lessens its capability to obtain intra-institutional support for implementation of the project.
2. Its internal organizational structure is weak and financing depends on sources external to the Ministry of Education and Culture.
3. At present, staffing is insufficient, considering the tasks to be achieved. The Finance Office, in particular, has no personnel.
4. Decision making depends to a great extent on the Under Secretary of Education. An organizational reform of the Program, is needed to guarantee a true delegation of functions and authority to the Executive Director.
5. Administrative and financial control procedures are weak. Resulting in schedules delays and excessive indirect costs for the program. On the other hand, since the Finance Office is not functioning, procedures developed in prior months are of no use.

The evaluation team concludes that:

1. In spite of the difficulties that the Program has gone through, it has had some accomplishments, such as official approval of the Preventive Education program and the development of the formal and non-formal curricula.
2. When the teaching material are completely developed, the key point for implementation of the project will be the training teacher.
3. The program faces constraints regarding its capability to continue its activities. These stem from the problems described in the findings to this report.
4. Presently, relations between the National Teachers Union (UNE) and MEC are good. This is positive for the implementation of the Program.

In view of the above, the evaluation team recommends that:

The remaining funds for the National Program on Preventive Education be released, conditioned on the compliance with the following conditions:

1. The funds should be destined for two components of the Program: a) a pilot phase with its respective evaluation, and b) completion of the teacher's manuals including publication.
2. The Ministry of Education should obtain other financial sources, or use its own resources for teacher training to implement the program.
3. External technical assistance in such areas as project planning, implementation and monitoring should be provided through remaining funds.
4. The Ministry of Education should shift the program to another department to make it an integral part of the Ministry and to lessen the impact of political changes. It could be transferred to Curricular Planning Student Welfare or the DINACAPED departments. In such a reorganization

the decision making authority of the Executive Director should be strengthen.

5. The Ministry of Education should absorb the costs it's own budget in maintaining the program's finance office through.

I. Introduction

From August, 1989 to April, 1991, the Ministry of Education and Culture (MEC) developed, with aid from USAID a project aimed at producing the basic elements to implement the National Program on Preventive Education.

The National Program on Preventive Education is a system to prevent drug abuse which will be included in the school year 1991-1992, in the official educational system of Ecuador. It is, therefore, a valuable effort to take advantage of the impact that the school system has among Ecuadorean children and youth.

The project financed by USAID covered the development by the Ministry of Education and Culture, of the educational programs, teaching materials and other elements for implementing these study programs, as well as the formation of a basic infrastructure to allow the National Program on Preventive Education to become a regular part of the educational process.

Since the Program was not completed during a second extension, the Ministry of Education requested the release of unused funds; USAID in turn, requested an evaluation of the achievements and problems of the Program before releasing these funds.

In this regard, USAID requested the evaluation team to measure the progress of the Program in the introduction of the contents concerning drug prevention in the formal Ecuadorean education system. To do this, the following aspects were addressed: accomplishments made up to the evaluation (August, 1991), capability of the P.N.E.P. to successfully continue the Program, in terms of its organization, staffing, decision making authority and financial management; an assessment of "public school politics" in the implementation of the Program fundamentally acceptance or opposition from the National Union of Teachers (UNE).

Finally, the evaluation team had to identify the principal problems facing the Program and make recommendations on the type of assistance that USAID could provide to MEC.

II. Methodology

In order to answer the questions posed by USAID, the evaluation team designed an strategy for information gathering, which combined documentary analysis and interviews of key informants.

Three types of documents were reviewed: USAID/MEC project documents; documents on the administrative and financial systems of the National Program of Preventive Education including: financial and administrative manuals, expenditure reports, programs, budgets, etc.; documents produced by the

Program on the implementation of its specific objectives: promotional material, study programs, curricular design and formal as well as informal teaching material for the curricula, etc.

As will be seen on the next section, interviews covered a wide range of key informants, including those who are or, in the past, were connected with the Program: program managers (Executive Director, Administrative Director, Former Financial Manager, Former Director of the Program); Managing Directors of other Programs related to the P. N. E. P. (especially from the School for Parents on Family Education) former members of a technical commission and former participant trainees of USAID for P.N.E.P.; a consultant for the Program and the President and Vice-President of the National Teachers' Union.

Special emphasis was given to the analysis of decision making and planning of the Program which have special relevance for its understanding and recommendations on this report.

III. Findings

A. Description of the Program and its Development.

By means of a Letter of Implementation No. 117, of July 28, 1989, the Ministry of Finances of Ecuador, the Ministry of Education and Culture of Ecuador and the United States Agency for International Development (USAID) approved the establishment of an Activity related to the Program Agreement of USAID No. 518-600 "Stabilization and Recovery Program".

The purpose of this Program is "..... to provide funds in local currency to finance the preparation of a plan of studies which will include a program of preventive education on drug abuse at primary and high school levels"¹ and to strengthen the capability of the Ministry of Public Education to work in the field of narcotics prevention".² The purpose was further described in the following terms: "The funds will finance the first of the two stages of the program of preventive education on drug abuse in the Ministry of Education"³. The detailed description of that stage appears in Appendix 1 of the implementation letter.

That Appendix however, amplified the scope of the Activity, because the proposed Program included in addition to the implementation activities of the P.N.E.P., other elements on social communication and diffusion of the Program which exceeded the simple development of the curriculum.

¹ USAID, Implementation Letter No. 117, Quito, July 28, 1989. P.2

² Idem.

³ Idem.

The Program could utilize a significant part of its funds to strengthen other supporting programs of the MEC, as well as projects managed by Fundación Nuestros Jovenes (FNJ).

It could be said that the National Program of Preventive Education had two components which at certain times in its history were contradictory with each other:

One was limited, centered mainly on educational strategies (development of a formal curricula and material for the teaching community as well as implementation materials).

The other component was a broader one and related to preventive community action (the project of Fundación Nuestros Jovenes and School for Parents), as well as to social communication (national mobilization campaign and discussion of the project)⁴.

The "limited" component embraces the following elements: development of a study plan and its implementation materials and, training of teachers and other staff responsible for implementing this plan. This interpretation is confirmed in the same text when referring to "Curriculum Proposal". It says:

".... a strategy will be designed which will link all the components of an **explicit curriculum** (sic) to be added to the regular educational structure. This curriculum will allow the insertion of educational experiences and contents directly related to drug problems in the closest related subject areas of the official curriculum elaboration of specific instructional resources such as: modules, independent and guided study, graphic and audiovisual material, among others, which will be made for teachers, students and parents"⁵.

In the end, these elements would predominate in the Program. However, the coexistence of the "limited" component with the broad component for approximately one year meant that the Program had to struggle with a certain degree of uncertainty which was worsened by a weak, decision-making mechanism (as discussed later on).

The conceptual development and evolution of the Program went from a broad perspective towards a more defined one and focussed on the production of study programs and implementation materials. This

⁴ Ministry of Education and Culture, Under Secretary of Education, Preventive Education System to the Educational Sector, its application to the drug problem. Quito, January, 1989. Annex to Letter of Implementation No. 117.

⁵ Ibid., P.15

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fact, has to be taken into account in order to fully understand what happened in the National Program on Preventive Education and in the relations among the three institutions brought together by the agreement.

USAID's role was key in this process of fine turning. In effect, after six months of initiation of the agreement, USAID focussed the program on curricular development and its implementation in the Ecuadorean educational system pointing out that "... the actual conceptualization of the Program is much more ample that previously planned...."⁶ In the face of which it suggests that:

"...with the funds already released (the program) might to concentrate exclusively in the area of curriculum, within the next six months. In addition, a detailed plan of activities must be followed, trying not to touch themes unrelated and non relevant to the preventive education on drug abuse.....

The component that best responds to the original conceptualization is the **explicit curriculum** (formal); the major effort should concentrate on this sector....."⁷

However, only in July, 1990, - a year after the signing of the original Letter of Implementation- do the recommendations made by USAID become effective. This occurs on the occasion of an extension request of the activity that clearly picks up the basic guideline, namely that the program's purpose is the development of the curricula. Thus Appendix of the Implementation Letter No. 142 of July 20, 1990, states that:

2. OBJECTIVES

With the purpose of achieving the above mentioned goals, the Program has clearly outlined the components whose objectives will allow to reach the desired goals, which are described as follows:

2.1 Formal Curriculum (explicit)

...to develop interdisciplinary curricular contents which will develop and strengthen a preventive attitude in the school population.

To provide knowledge and skills in the management of curricular tools applied to the prevention of drug abuse.

2.2. Non formal Curriculum (Formative)

To develop a package of "Curricular Modules" of Preventive Education for the different

⁶ USAID, memo GDO-054-90, of February 6, 1990, addressed to Economist Edison Ortiz, Under Secretary of Ministry of Finances of Ecuador.

⁷ Ibid., P.2

segments of the teaching community....

To train a group of "National Resource Persons" in the use of the modules of the formative curriculum....

2.3. National Campaign on Prevention

It will consist of the mobilization of resources to strengthen the impact of the Program through materials of mass diffusion aimed at all sectors of the population, providing mass activities such as round tables, contests and festivals, at the student and community levels.⁸

In line with these objectives and with regard to goals and products which are to be achieved in the six months extension of the Activity, the following products are specified:

"Non formal Curriculum (Formative)

- Selection and training of 40 resource persons/instructors
- 20 curricular modules.....

Formal Curriculum

- Official studies program revised for secondary level....
- Teaching guides for implementing plans and programs.
- Training of 2,200 teachers.... in 40 schools of the 8 provinces selected for the Pilot Plan.
- Evaluation among the schools included in the Pilot Plan and the control schools with regular programs."⁹

Although other elements appear which keep a certain broad base to the projects, such as: a national awareness campaign, completion of the INFORMA-T Program (in coordination with Fundación Nuestros Jovenes), production of teaching materials for distribution to all educational establishments of the country and keeping up the support program (School for Parents), at this stage the program was basically focussed on the curricular area. The reprogramming of the funds for the Program at this point reflects this emphasis: 12% of the budget is tied to the curriculum, 44.7% to the curriculum for resource persons, 32.2% to the administrative area of the Program and only 10.5% for support programs.

⁸ Cited document, pp.1 and 2

⁹ Ibid., pp.6.7

The Implementation Letter No. 142 of July 20, 1990, not only extends the Activity until January 31, 1991, but also sharpens the focus of that agreement.

On December 28, 1990, the Under Secretary of Education sent a letter to USAID requesting another three month extension of the agreement so it could fully comply with the proposed goals and objectives.¹⁰ USAID approved this new extension on January 29, 1991, conditioned by the following terms of reference:

"The Activity may be extended for three months according to the request, that is until April 30, 1991. During this period, the Ministry of Education will make **official and publish** the Studies Program on Preventive Education, as well as the scientific contents, modules and teaching materials prepared for the National Program on Preventive Education...

The extension would be subject to the Ministry of Education having to: 1) At the end of the first month, (February) present evidence of publication and official approval of the Study Program and other teaching materials, and that they would be used from the beginning of the next school year on the Coast, Andean Region and the Oriental Region; 2) At the end of the second month, (March) present a report on the presentation of the teaching materials to the teachers nationwide; and, 3) At the end of the third month, (April) present the final financial reports as well as the accomplishments made by the National Program on Preventive Education with respect to the project....".¹¹

As can be seen, those conditions more clearly defined the agreement's objectives and the final products which were expected. They modified prior Letters of Implementation, in the sense that all the components referring to mass diffusion or mobilization campaigns, as well as the so called "support programs" disappear.

The direct consequence of the conditions for the extension was the official approval of the Study Programs on Preventive Education for drug abuse for pre-primary, primary and secondary levels.¹² As

¹⁰ Ministry of Education and Culture, Under Secretary of Culture. Memo No.278-PNEP-DE of December 28, 1990.91-029, pp.1,2

¹¹ USAID, Office of Programs and Projects Development, January 29, 1991. PPD-91-029, pp.1,2

¹² Ministerial Agreement No. 933of March 5, 1991.

will be seen, the second condition related to publication was not met and the teaching materials produced for the Program have not yet been published.

Precisely, in order that the Program could publish these materials as well as conduct training according to the terms in the Letters of Implementation No. 117 and 142, the Ministry of Education on March, 1991 asked USAID for another extension of the agreement beyond April 30, 1991, for the purpose of using the rest of the initial budget (approximately S/.94,000.000). So, it appears that MEC intended meet the agreement relating to the publication of the materials and the implementation of a training program on Preventive Education.

A final modification appears in the final activity report of the National Program on Preventive Education. In the section of "Specific Objectives" only the implementation in the national education system of the students' and trainers' curricula is dealt with. This includes: technical development of its content and materials for the curricula, teacher training for the implementation of the curricula, measures to ensure the permanent insertion of the Program in the technical/administrative structure of the educational system, and impact evaluation of the Program.¹³

The differences from the beginning of the project to the present time are significant: the initial focus of the project was broad and included activities to be undertaken by non-governmental organizations, (Fundación Nuestros Jovenes) autonomous governmental organizations such as the School for Parents. At present, the project's activities concentrate on the Ministry of Education as the planning and implementing agency of the whole program.

B. Accomplishments of the National Program of Preventive Education with regard to the introduction of preventive contents in the educational programs of Ecuador.

As mentioned before, the National Program of Preventive Education on March of 1991,¹⁴ obtained the official approval of the study programs on Preventive Education, through its incorporation into relevant subjects and areas for the three educational levels: pre-primary, primary and secondary. According to the decision by MEC these take effect in the 1991-1992 school year, in October for the Andean and Eastern cycle and in May for the Coast cycle. In other words, as a result of this agreement

¹³ Ministry of Education and Culture, Final Report of Activities, Agreement USAID 518-0058, pp.3,4

¹⁴ Idem. Ministerial Agreement No. 933, Official Register No. 640 of March 12, 1991, pp.11,12

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Preventive Education becomes a Law of the Republic and all teachers of the national education system must comply with it.

According to the document "Study Programs of the Technical-Pedagogical Directorate: Pre-primary, Primary and Secondary Levels"¹⁵ the study programs are organized in such a way so that for the students "acquire a preventive knowledge and culture through the educational process..." (p.3). Methodologically, its contents are structured according to the curriculum level and grades, in such a way that the knowledge that the student will acquire will be progressive and adjusted to the level of development. They cover all school levels from kindergarten to senior high school.

The study programs are complemented by a "Project of Preventive Education on drug abuse for Parents and the Community" which identifies activities for the non-student groups in order to reinforce the material that the student receives in class and also to make parents participants in their children's educational process, educating them also in the prevention of drug abuse.

With regard to the curriculum itself, the Program has developed a set of 42 documents, which incorporate contents about prevention of narcotic and psychotropic substances in the following areas or themes: General and Clinical Psychology, Psychopedagogy, Preventive Medicine and Health Education, Natural Sciences, Social Studies, Physical Education, Sports and Recreation and Public Relations. Each of these documents includes teaching guides and modules on drugs, as well as suggestions for teaching strategies (dramatizations, group dynamics, etc.) and description of the complementary material that teachers should use when applying the respective guides.

With regarding the formative curriculum (non-formal), the Program has prepared modules on the following areas: human behavior, pedagogy (specially aimed at working teachers) drugs and their influence on human development, sociology and educational institutions. These modules do not include detailed descriptions of activities, teaching methods or complementary materials.

In spite of all these achievements, the educational programs for the three levels have not been published and, therefore, have not reached the teachers. This is also the status of the curriculum modules and guides. Moreover the latter have not reached the graphic design and layout level (word processing, definitive outlines of the illustrations, etc), so they are not the definitive texts, but rather draft "raw" texts which have to be finished so they can become real teachers's tools.

In view of this situation and the legal requirement that the Program on Preventive Education has to be implemented beginning in October of the present year (i.e. within two months), those responsible

¹⁵ Nat. Program on Preventive Education on drug abuse, Quito, 1990.

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for the Program have proposed an alternative to making their products available for teachers. This would involve printing one copy of the set of the 42 documents of the curriculum for each elementary school and high school library in the country. In case sufficient funding is not available for commercial printing (estimated at between 38 and 80 million sucres) then the material would be mimeographed.¹⁶

Even if this idea could be implemented, the Program would face the problem that most, if not all the teachers, have no knowledge of the contents of the curriculum. With only one set available for each school, it would also be difficult for them to have access to the material.

Faced with this problem, program staff proposed that all employed teachers be trained in the implementation of the study program, as well as the curriculum and its respective guides. This would involve a tremendous effort, since the numbers involve 101,339 teachers and 2,000,000 students¹⁷, and all this would have to be accomplished before October 1, 1991. The other option proposed by the Program for its completion would be the training of 600 teachers who would act as multipliers for the rest of teachers.¹⁸

At present, the ability of the Program to introduce drug prevention programs in the formal educational system is limited, since the materials are not finished. Also, with the exception of a few persons who have worked on the project there are no trained personnel to implement those contents.

Another problem comes from the fact that the existing curricula have not been tested with students. They have only been reviewed by a group of experienced teachers and revised as a result. This is important since a pilot stage could detect errors and identify changes which may be needed.

C. Capacity of the National Program of Preventive Education (P.N.E.P.) to implement the activities of the project.

The ability of a program or project to implement its activities depends of a great number of factors, both subjective (such as extent of integration of the staff; commitment to the project goal,

¹⁶ Interview with the Executive Director of the Program, Doctor Alejandro Siguenza, the Administrative Director, Doctor Gonzalo Cañaz and the former Finance Director, Nancy de Nicolalde.

¹⁷ National Program on Preventive Education, Training and Improvement Plan of Human Resources of the educational sector, to implant Preventive Education/drug abuse in the subsystem and the school curriculum, Annex to memo to Minister of Education and Culture of March 21, 1991.

¹⁸ Idem 19. It must be noted that there is no concensus among the Program members about the feasibility of this strategy.

satisfaction with the job; sense of stability and security, etc.) and objective, i.e.: organization, characteristics of the professional team, decision making authority, financial and administrative management. The findings of the evaluation team on the latter aspects are presented below.

1. Organization

The P.N.E.F. is a project that in organizational terms is attached to the Under Secretary of Education of the Ministry of Education and Culture (MEC), which places it, on the one hand in high level of political support, since the Under Secretary of Education is the second highest level of government within the Ministry. But, precisely because of this it is isolated from the rest of the organization structure of the Ministry, and it is also at a level where the decision making is very sensible to political considerations.¹⁹ This issue will be considered later on.

Even though it was foreseen that the Program would have to develop a national operational network, made up at the level of provincial committees, of high schools or even of grade levels, in reality, such a network has not been developed. So the analysis that follows refers exclusively to the central unit of the Program.

Organizationally, the Program is structured under a line of command directly depends on the Under Secretary of Education,²⁰ who acts as legal representative of the Program. In turn, the Under Secretary is advised by the Executive National Committee, made up of the three Area Directors of the Program plus the Executive Director.

The next decision making level is the Executive Directorate, which is advised by a Procurement Committee, made up of the Financial Director of MEC, the Financial Director of P.N.E.F., Legal Advisor of MEC, the Under Secretary and the Director of the Department which is requesting goods or services. Another advisory element is the formal function of "Advising and Consultant Body" which operates sporadically.

The Executive Director has under his responsibility two special areas, General Coordination and the Social Communications Commission, which are separate from the line of command and remain isolated, and three Program Directorates: Technical-Instructional, Administrative and Financial.

¹⁹ Interview Doctor Cañaz and other members of the project, August 5, 12.

²⁰ The structure that follows comes from the Administrative and Organizational Manual (Under Secretary of Preventive Education, Ministry of Education, March 1990) It would be tiresome to over-refer to this document- any other reference is properly indicated.

The Technical-Instructional Directorate is responsible for two departments, Training and Pedagogic. The Training Department is responsible for the production of the final materials of the Program (methodological guides, modules teaching material in general) and, therefore, should have a graphic design team and an editorial team. The Department of Instruction, determines methodologies, revises study programs and curricular contents and develops them at the level of teaching guides for the application of its contents. It is also supposed to be in charge of the Pilot Program in the educational establishments.

The Administrative Directorate is responsible for two sections, Procurement and General Services.

The Financial Directorate, controls and supervises program the flow of expenses, and is in charge of the accounting and payments sections. It must be noted that this Directorate has worked closely coordinating with the Under Secretary of Public Credit and more specifically with the Official of said Under Secretariat in charge of coordination with the Ministry of Education.

Appendix 1 shows the formal organigram and flow lines of the Program²¹. In many organizations formal lines of responsibility have little to do with their real structure, not only because informal communication channels are omitted, but mainly due to constant changes which ever lead up major structural overhauls.

P.N.E.P.'s organigram does not show the real structure of the Program. In part this is due to the lack of its own financial resources (even though the Program has requested a budget of S/.100,000.000²²) which in effect, caused the entire Financial Directorate to disappear. All staff including the Director were contracted on a temporary basis since they could not be absorbed by the Ministry of Education as permanent employees. The limited budget of the Program and of the Ministry itself due to the Fiscal Austerity Program, has forced the Program to limit its personnel to a minimum of 14 persons.

Another element that departs from the organigram is the training area. On one hand, it never began to function and, on the other, there is no specific budget for The materials production area. In addition, the technical team has only six persons who were initially responsible for the Department of Instruction. At present, its members spend either part or all of their time planning future training.

Advisors and consultants were used for curricula development. They were hired as needed and

²¹ Taken from the "Organizational-Administrative Manual" p.9.

²² Interview with Doctor Alejandro Siguenza.

none are presently under contract.

The Commission on Social Communications functioned as a regular department within the Program, instead of as a separate committee, as it appears in the organigram.

The National Executive Committee, made up of the Executive Director and three Directors was reduced to two area directors in these last months. It coordinates and plans the activities of the Program, and partially handles general coordinating responsibilities. This is a quasi-advisory body that makes recommendations to the Executive Director, who implements them directly or transmits them to the Under Secretary for final approval.

The Procurement Committee which constitutes a weak link with the rest of the Ministry of Education's system (mainly because of the poor quality of its members) functions only sporadically.

The real structure of the Program, up to August 1991, is represented in Appendix 2²³. Appendices 1 and 2 are better understood if we review briefly the history of the Program. Initially, P.N.E.P. had a well defined chain of command which had at its head the Under Secretary of Education, as legal representative and the Executive Director; a second level was constituted by an Inter-departmental Technical Commission, integrated by delegates from the various departments of MEC: the Department of Counselling and Student Welfare (DOVE), the Department of Educational Training (DINACAPED), and the school for Parents.²⁴

This Commission initially had to design the project of the Program and later on, follow-up the development of the Program and the Technical-Instructional Training Department. Members of the Commission (plus other teachers) were granted participant training scholarships by AID, through the U.S.- Ecuador Training Program with the purpose of forming a permanent team²⁵. However, the Commission was dissolved early, on November 1989, and in fact did not participate either in the elaboration of the project, or in its future development.

²³ On the basis of interviews made by the evaluation team, especially with Attorney Nancy de Nicolalde, August 1 and 9.

²⁴ **List of the most important activities which have taken place during 1989 to strengthen the National Program Of Preventive Education, Undersecretary of Education, Ministry of Education and Culture, Memo No. SEDU.0420.90., p.1., March 27, 1990.**

²⁵ Undersecretary of Education (March 12, 1990), p.2. Interviews with Project Official of AID, Doctor Eduardo Ortiz, July 31 and August 1, 1991.

Available information²⁶ confirms that this cancellation was due to tension among the members of the commission, principally the Under Secretary and the Director of the Program at that time who had great differences of opinion with respect to the methodology and the objectives of the Program. The dissolution of the commission caused the present isolation of the program, since the departments that would have to be involved in the Program (e.g. Educational Planning or DOBE) cut off their relationship with it.

In addition, initially the P.N.E.P. was to serve as a mere pass-through agent of funds to finance three projects of the Fundación Nuestros Jovenes which were in the initial project. These were Youth Museum, INFORMA-T and Vocational Theater. (See appendix to implementation letter #177). That initial distortion, which represented was one quarter of the total budgeted expenditures of the Program²⁷, generated tensions among the Program's staff, and added to the isolation of the Program from the MEC since the program was viewed as a simple pass-through payment mechanism.

With regard to planning P.N.E.P. prepared 5 different one-year-plans over its 2 year existence of its development, in addition to its three-month-budgets which it had to present to the Ministry of Finance for advances of funds. Yet none of these plans has been adhered to; neither time schedules or product commitments were met²⁸.

At present, no planning system exist. Budgeting exercises are conducted, but no action plans are prepared.

2. Staffing.

Up to April of this year, when the funds of the Program were frozen, the Program had 28 employees. Now there are 14. But throughout its existence especially in the last two quarters of 1990, the Program employed up to 68 persons, between permanent personnel and consultants (about 40)²⁹.

²⁶ This information has been confirmed through interviews with former members of said Commission, August 5, 1991.

²⁷ Undersecretary of Education, April 30, 1991, p.6.

²⁸ Interviews with personnel of the Program, August 8 and 9, 1991. It should be noted besides that according to the ones responsible for the Programa "...none of the plans was assumed by the (former) Undersecretary.."

²⁹ Idem.

As indicated before, the Program does not have funds of its own, therefore, it could not maintain personnel under its own contracts after the freezing of USAID funds. For that reason it had to limit its staff to only 14 persons who, because they were regular MEC personnel and were temporarily transferred to the Program, had their salaries covered.

Out of the present staff, six persons make up the technical department, three are administrators, one is the Executive Director and the rest are support personnel. Among the technical and administrative personnel, all are professionals with college education or advanced degrees. The six members of the technical team have extensive teaching experience, (at least 5 years) however, they have not received specific training in drug abuse prevention except isolated seminars and courses and some on the job training. The administrative team has experience in planning and administration systems. The financial area does not exist.

The Program does not have regular staff specifically appointed to it (except the Executive Director). The staff is made up of Ministry of Education personnel, who have been temporarily transferred to the Program. This fact, added to the lack of resources to contract more personnel, gives staff a feeling of "insufficient human resources" to cover the tasks in charge of the Program.

3. Decision making

As previously pointed, out the Program is directly dependent on the Under Secretary of Education who is also its legal representative. The Under Secretary, is the key decision maker, any decision of significance, has to go through the Under Secretary³⁰ including:

- "...b) To approve the policies and operations of the Program.
- c) To guide and supervise the activities of the Program on a national level.
- f) To authorize financial operations within his competence..."

These elements have meant a greater or lesser degree of involvement by the Under Secretary depending on the interest of the person occupying that position and on political considerations³¹. The appointment or dismissal of the Executive Director of the Program, depends on the degree of personal

³⁰ Ibid. Interview with the Administrative director, August 1 and 9.

³¹ Idem.
Interviews with the Executive Director of the Program, July 31 and August 1.
Interview with attorney César Jaramillo, August 9.

present no planning exists.

The Finance Directorate, as stated before, no longer exists. When it was functioning (from August 1989 to April 1990) under the leadership of Nancy de Nicolalde, a "Procurement Procedures Manual"³⁶ was developed. This document established clear procurement procedures and financial management for the Program, in addition to guidelines for the financial reporting which the program would have had to present to the Ministry of Finance.

Accounts were prepared by the program up to April 30, 1990. From that date on the Program's expenditure, were assumed by the Financial Direction of the Ministry and follow the normal procedures of that office. The program has requested an audit from the State Comptroller General's Office.

A comparison between the initial Program Budget and the investments and expenditures made by the Program between August 1990 and April 1991 is presented in Table 1.

Aside from the lack of spending capacity of the Program (S/. 94.000.000 remains unspent from the budget), and of the lack of clarity of the procedures followed to execute its budget, the development of control systems and financial management achieved by the Program had to constantly confront the lack of clear project programming of the Program and the consequent lack of planning.³⁷ In addition at present the Financial Directorate does not really exist; so it may be concluded that future financial procedures of the program are uncertain.

D. The National Teacher's Union and the P.N.E.P.³⁸

The National Teacher's Union (UNE) represents the nation's teachers. Therebefore, its position is important when considering the possibilities of acceptance or opposition of any MEC project which involves the teachers as implementors. This is the case of the National Program of Preventive Education.

Two different viewpoints emerge from the interviews with the President of UNE and the Under Secretary of Education. While the former holds the view that UNE must have ample participation in the program including decision making on the policies to be followed, the Under Secretary of Education sees the teachers' role as merely implementing and holds the position that the policies are not subject to

³⁶ National Program on Preventive Education, Undersecretary of Education, Ministry of Education and Culture, 1990.

³⁷ Interviews with former Financial Director.

³⁸ To obtain the views of the National Teacher's Union, Lic. Juan Casteló, National President, was interviewed unless otherwise indicated, the informal can on this point come from this source.

confidence that the Under Secretary has in him.

The second level of decision making authority is that of the Executive Director, who seeks support from the National Executive Committee that determines the strategic policies and the areas of operation of the Program. The committee makes decisions related to the planning of the Program and the Executive Director transmits them to the Under Secretary of Education, who approves, changes or rejects them.

Decisions are really made by one person, the Under Secretary of Education. The Executive Director does not really have power, nor the Executive Committee³². So, the power is concentrated in one person -even though to exercise it he seeks advice from other persons-, which in the past, caused problems for the Program³³. This could cause the program to be politicized again as it was in its beginning³⁴. Being directly under a political appointee of the government, (the Under Secretary) the program is very dependent on the current political considerations which the Under Secretary faces.

Finally, the concentration of power in the past gave rise to conflict between the eminently technical perspectives of the Program's staff and the political considerations regarding the program coming from the Under Secretary. Such a conflict does not exist now, but there are no guarantees that it would not occur in the future.

4. Procurement procedures and financial management

The Program has been able to develop an acceptable procurement area. Procurement procedures are detailed in the "Organizational Administrative Manual". Management of the Program is the responsibility of the Administrative Direction, which, processes requisitions for goods and office materials, through the supply section³⁵.

The General Services section, also under the Administrative Direction, provides the needed support like secretaries, drivers or messengers to the professional staff.

No monitoring systems exist either for the activities of the Programs, nor for action plans. At

32 Idem.

33 AID, GDO-054-90

34 Idem. The interviewers coincided on their appreciation that the Program was initially politically oriented. Interviews with former scholarships grants and with responsible for Escuela Para Padres.

35 Quoted document, pp 30 and 34.

discussion or negotiation.

UNE's position on this policy, regarded as "verticality," is that if indeed it would not lead to an open conflict, on the other hand it would meet with passive resistance on the part of the teachers. This would be the case even though UNE considers preventive education as an important element and deserving of its support.

Table 1
Budgetary Comparison of P.N.E.P.

<u>Item</u>	<u>INITIAL BUDGET</u>	<u>ACTUAL EXPENSES</u>
Implementation of Administrative and Training Area	39,266,000 (15.2%)	23,438,000 (15.5%)
Consultants and Support Personnel	61,730,000 (23.9%)	45,971,238 (30.3%)
Operational Framework of the Program	4,660,000 (1.8%)	No data available
Network of Social Actors	31,200,000 (12.2%)	No data available
Advertising and Promotion of the Program	30,600,000 (11.8%)	25,676,902 (16.95%)
Strengthening of Curricular Strategy, and Curricular Development Components	89,100,000 (34.6%)	24,352,227 (16%)
School for Parents		20,000,000 (13.2%)
International Mission UNFDAC	944,.000 (0.4%)	No data available
Fixed Assets		23,438,949 (15.46%)

Source: General Budget of the National Program on Preventive Education for the Ecuadorean educational sector application to the drug problem. First Stage 1989-1990, Undersecretariat of Education, 1989. Analysis of Investments and Expenses: August 1989 to April 1991. National Program of Preventive Education, 1991.

UNE does not have full knowledge of the Program and in its view the program should be made known to the teachers, so that they may consider it and reach an agreement with the Ministry about the best way to apply it.³⁹ The latter implies on one hand, a bargaining process with UNE-basically about the policies to be implemented, and on the other, the support of collective actions with the members of the union. The President of UNE suggested holding of workshops on a national and regional level to discuss and diffuse the Program with the teachers.

From this perspective, the immediate application of the Program, in accordance with the ministerial Agreement, is considered by UNE to be a publicity stunt for the benefit of the donor; without the support of the teachers such move will result in partial or total failure of the Program.

A particular issue of contention would be the funding source of the Program and that would be even worse in the case that AID or another North American organization provide direct technical assistance on the contents of drug prevention. In the words of Lic. Casteló: "I believe that the ones least indicated to advise on drugs are the North Americans. There would be opposition from UNE if North American names appear...".

Another issue of contention refers to the statement by the Ministry that the Program is homogeneous in contents and strategies. According to UNE, the program would only be able to provide general outlines and basic instruments for its implementation but the teachers of the respective areas (urban-rural) and localities (big, medium, and small cities; marginal-urban sector, etc.) should be consulted to determine the changes which their particular situations may require for the application of the program. This is UNE's main argument for stating the need to have workshops on the Program, "...in order to define the contents and scopes of the project...the teachers ought to participate in the definition of the contents."

With regard to positive elements among others may be mentioned the importance that UNE gives to the prevention of drug use; to UNE's policy to reach negotiated agreements to support MEC's programs (in general), in exchange for which MEC could use the infrastructure of the union to hold massive events (national and/or regional workshops) for diffusion of its activities: "Our intention is not to stop it but for it to succeed, if decisions are taken together, it can be supported...".

³⁹ During the interview, basic information about the Program was provided the informer to get his reactions. It should be noted that UNE has proposed to the Ministry of Education the need in establish concertation mechanisms for all programs that would imply changes in education.

In considering UNE's suggestion to organize national or regional workshops to discuss the contents and scope of the Program, as well as its implementation strategies, it must be understood that this kind of event could turn into an ideological battleground which might end in obstacles for the project, instead of agreements for its application. In the following section an alternative is suggested.

IV. Conclusions and Recommendations

From the evaluation we may conclude that:

1. Despite the difficulties which the Program has gone through, some achievements have been reached, such as the official incorporation of the study programs on Preventive Education and the development of the explicit and non-formal curricula. However, this is a relative success since the teaching materials which will serve to implement those achievements are only in draft form.

2. Even when those teaching materials are prepared, the key point for the execution of the project is the training of its final implementators, that is to say the teachers of the formal educational system.

3. The Program faces constraints on its capacity to carry out its activities, among others:

-It is isolated with respect to the structure of the Ministry of Education and Culture which lessens capacity to get intra-institutional support for its implementation.

-Its internal organizational structure is weak and it is dependent on financial sources external to MEC.

-The present staff is small in relation to the scope of the remaining tasks. Special mention must be made of the Financial Directorate which is not operating for lack of personnel.

-Decision making is excessively concentrated in the Under Secretary of Education. It is necessary to carry out a reform of the organizational structure of the Program, adequately supported by regulations to guarantee a true delegation of authority to the Executive Director.

-The Administrative and Financial Control procedures are not properly supported by a project management plan, which is reflected in delays in meeting schedules and in excessive indirect costs for the program. On the other hand, since the Financial

Directorate is presently not operating the procedures developed in the past months are worthless.

4. At present relations between UNE and MEC are on a good footing which helps the implementation of the Program. Nevertheless, the Program might face resistance from UNE if its relations with MEC deteriorate or if UNE begins to perceive P.N.E.P. as a foreign project, started and supported by foreign sources. In this regard, MEC should find a way to present P.N.E.P. as a true national project.

In view of the above, the evaluation team recommends that: the remaining funds for the National Program of Preventive Education be released under the following conditions:

1. The funds should be expressly dedicated to two components of the Program: 1) a pilot stage with its follow on and 2) the completion of the teaching materials for the teachers' use, including publication. MEC should deliver the booklets, teaching guides, etc., as finished products ready for use by the teachers. The pilot stage would permit revision of these materials before their final publication.
2. The Ministry of Education should obtain other funding sources, or assign its own specific resources for training the teachers who will implement the Program.

Observation: New sources of financial support are being sought by Ministry of Education, to cover its teacher's training program. Two alternatives are being considered: The National Assembly through a special financial allotment within the state's General Budget and the United Nations Drug Control Program (UNDCP).

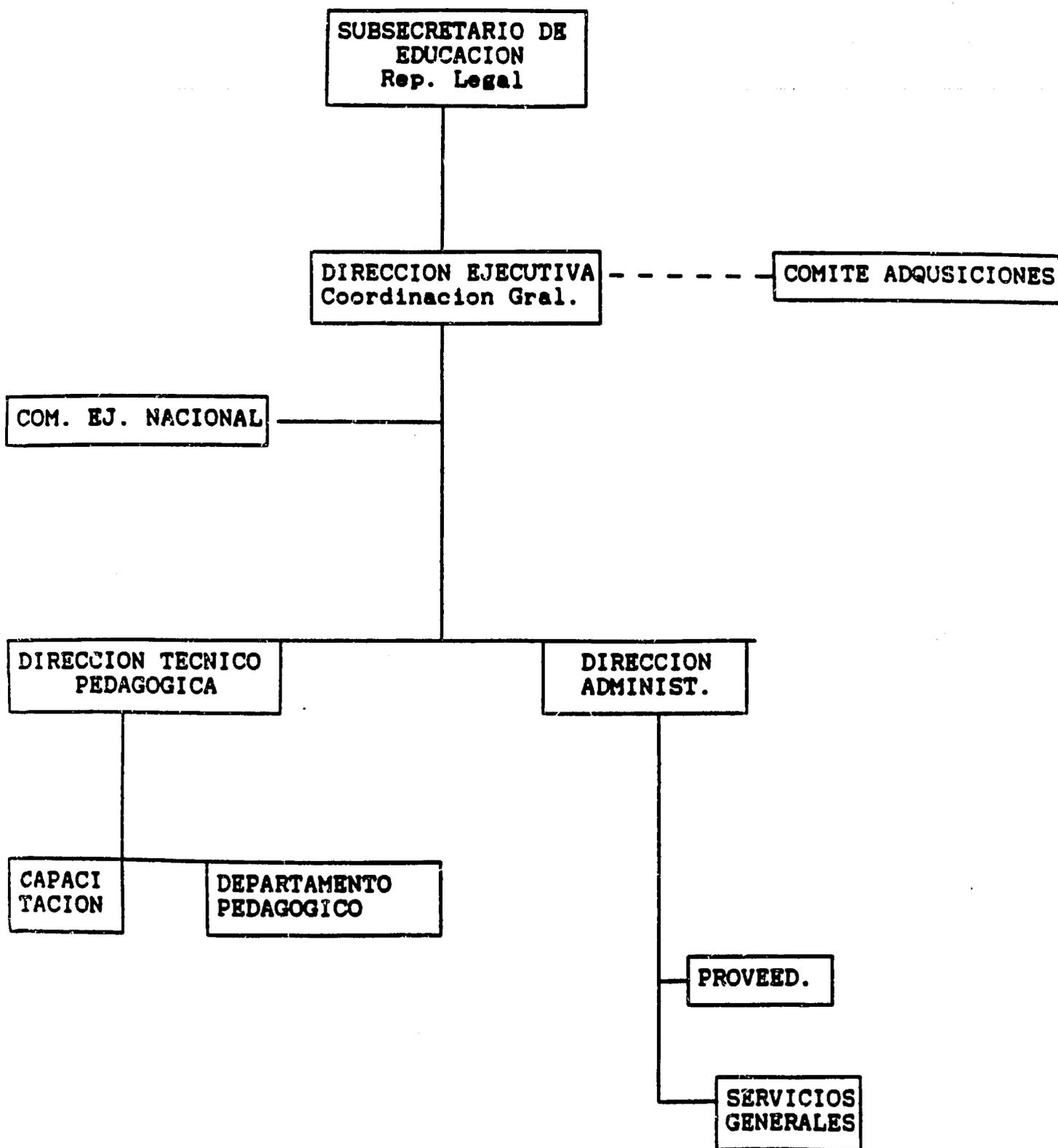
3. In the released budget funds should be allotted to provide for the Program with technical assistance in project planning, implementation, and monitoring the technical assistance should be for specific purposes and should deliver specific, clearly defined products, such as: project design, a overall planning of the Program, a training plan and an implementation design for that plan, and appropriate follow on systems.

4. In order to achieve the insertion of the project in the formal structure of the Ministry, as well as to lessen the impact that political changes have had in the past, it is recommended that the Ministry be requested to undertake a structural reorganization of the program, transferring it from its present location to a department of the Ministry. The Departments of Curricular Planning Student Welfare or even DINACAPED could be considered. In this reorganization attention must be given to the need to strengthen the decision making role of the Executive Director of the Program.

Observation: Subsequent to the delivery of the draft of this report to AID, the evaluation team from Simón Bolívar Foundation had a meeting with the Underscretary of Education, for the purpose of reviewing the acceptability of this recommendation and the feasibility of its implementation. The results were clear the Under Secretary is in favor of a reorganization of the Program, to the extent of assigning it to a Department within the Ministry other than the Under Secretary's office. For this reorganization, the possibility of reincorporating the original Technical Commission, partially or totally, is being considered, with the purpose of turning it into the permanent technical body of the Program.

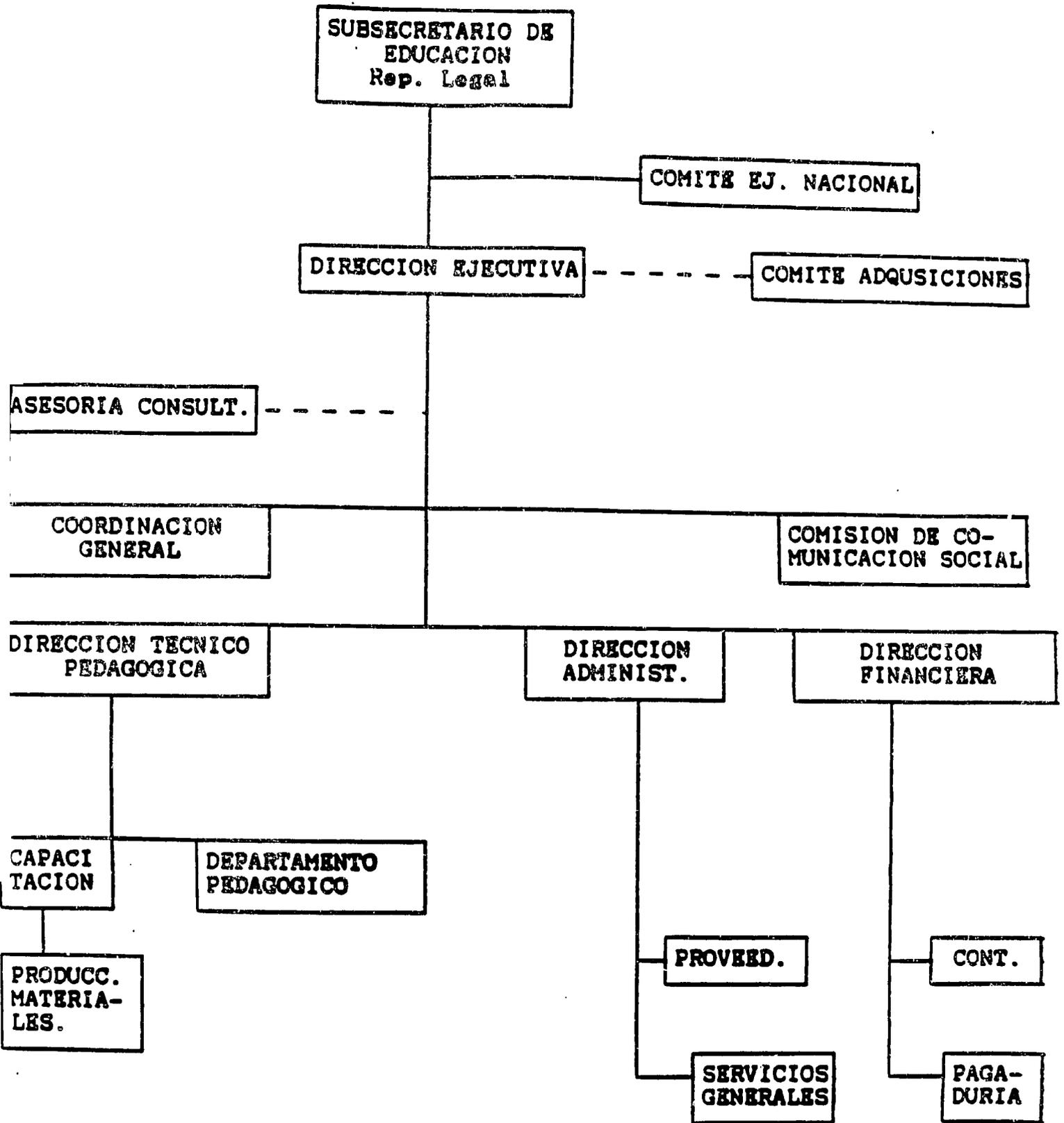
5. The Ministry of Education should assume on its own the costs of maintaining a Financial Directorate for the Program. Its assignment to the overall Financial Directorate of the Ministry has prove, in the past, to be ineffective. In view of the conditions resulting from the Fiscal Austerity Policy, an alternative would be the temporary transfer of officials from the Ministry of Finance (an agency which is also responsible for the Program).

APPENDIX 1
"Formal Structure of PNEP"



APPENDIX 2

"Real Structure of PNEP as of August 1991"



APPENDIX 3

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APPENDIX 4

PERSONS INTERVIEWED

Dr. Gonzalo Cádiz, Director Administrativo, Programa Nacional de Educación Preventiva.

Sra. Nancy de Nicolalde, Ex-directora Financiera, Programa Nacional de Educación Preventiva.

Econ. René Vaca, Subsecretaría de Crédito Público, Ministerio de Finanzas.

Lda. Elba Cárdenas de Villavicencio, funcionaria del Departamento de Orientación Vocacional y Bienestar Estudiantil, Ministerio de Educación, ex becaria AID.

Ldo. Vicente Bazantes, funcionario de DINACAPED, Ministerio de Educación, ex-becario AID.

Ldo. Rómulo López, Director de Planificación, Director Ejecutivo encargado, Instituto de Educación Familiar Escuela para Padres, Ministerio de Educación.

Ldo. Jaime Maruri, Director Financiero, Instituto de Educación Familiar Escuela para Padres, Ministerio de Educación.

Dra. Gladys Raza de Mena, Ex-director Ejecutivo, Programa Nacional de Educación Preventiva, Asesora del CONSEP.

María Ribadeneira, Oficial de la Agencia Para el Desarrollo Internacional (AID).

NATIONAL COUNCIL FOR CONTROL
OF PSYCHOTROPIC AND NARCOTIC SUBSTANCES
(CONSEP)

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**NATIONAL COUNCIL FOR CONTROL OF PSYCHOTROPIC
AND NARCOTIC SUBSTANCES (CONSEP)
EXECUTIVE SUMMARY**

Introduction

The new law on Psychotropic and Narcotic Substances, enacted in September 1990, has made major changes in the legal framework of the drug problem. The law also establishes a ministerial-level National Council for Control of Psychotropic and Narcotic Substances (CONSEP).

In view of this and as a result of initial contacts made by CONSEP, USAID has requested an assessment on the present status of this state agency with the purpose of determining what kind of assistance (if any) USAID might provide.

Findings, Conclusions and Recommendations

The present status of CONSEP is characterized by the following elements:

- A lack of definition on the very nature of the organization. It has not been determined yet whether its functions are mainly coordinating and secondly implementing or vice versa.

- With regard to its organizational development, staffing and infrastructure, CONSEP is still being structured; some areas are more advanced than others with respect to its institutional development. In this aspect, the prevention area is behind the other areas.

- The level of autonomy with respect to the government is limited by two conditions: political dependency on the Attorney General's Office and, strong political considerations which determine the position of the Executive Secretary in policy issues.

- It is hard to determine whether the budget assigned to CONSEP is adequate for its programmatic activities. At its present level, it is sufficient to cover only basic operational expenditures. Specific programs have not been defined so it is impossible to determine whether or not it needs an increase in funding.

- CONSEP's management information systems (MIS) are poor. There seems to be little interest in developing them.

In view of the above, the evaluation team recommends:

1. **For now, the USAID should not provide financial assistance to CONSEP**, because there are no clear cut programs or projects on which said assistance could be implemented.
2. **Technical assistance should be provided CONSEP in the following fields:**
 - Program planning, design, implementation and evaluation.
 - Training CONSEP's staff in drug abuse prevention programs and methods.

Observation:

CONSEP wants financial assistance to pay for its programs. It does not appear interested in technical assistance. This lack of interest has to be considered since any offer of technical assistance could meet with indifference or resistance by CONSEP.

3. **Given the limited resources available, it is important that there be no duplication of efforts and that activities of one USG agency complement the work of other agencies. In considering assistance for CONSEP, USAID and NAS have complimentary roles.** In this regard, it is recommended that NAS (with the concurrence of the INM/Washington Demand Reduction Program Manager) consider providing technical assistance in program planning, design, implementation and evaluation to CONSEP, and that in addition such technical assistance be viewed as providing a catalysis to CONSEP in establishing clear mechanisms of cooperation and coordination with the various GOE Ministries and Agencies which form part of CONSEP.
4. **USAID might wish to promote awareness in CONSEP about the importance to establish a narcotics database and MIS system.**

Observation: An alternative to the recommendation above is also proposed. Since CONSEP has no capability and is not interested in developing a drug data base, USAID might wish to use a non-governmental organization to develop a database system which, in any event, is needed by CONSEP, GOE Agencies and other private sector institutions that work in prevention. CONSEP could help coordinating data gathering and would in turn receive assistance from the non-governmental organization on the identification of important indicators and satisfying its own information needs. CONSEP would have access to this data bank. Technical and financial aid would be provided to the non-governmental organization.

I. Introduction

The new law on psychotropic and narcotic substances, enacted in September 1990, has made major changes in the legal framework within the global drug problem. The law also establishes a ministerial-level National Council for Control of Psychotropic and Narcotic Substances (CONSEP).

In view of this situation and as a result of initial contacts made by CONSEP, USAID has requested an assessment of the present status of CONSEP, with regard to the following: specific functions; target groups; approved budget; levels of autonomy; staffing and degree of institutional development in order to determine the kind of assistance (if any) that AID could provide.

II. Methodology.

With the purpose of responding to inquiries set forth by the USAID, the evaluation team carried out a document analysis of the legal framework which governs CONSEP, as well as of its organizational structure and programs.

On the other hand, in order to present a more accurate panorama, all persons in charge of the different areas of CONSEP were interviewed.

The following CONSEP Officials were interviewed: Doctor Remigio Poveda, Executive Surrogate Secretary; General Arturo Pazmiño, National Director of Control and Auditing; Doctor Gladys Raza de Mena, Advisor, and Attorney Fernando Utreras, Financial and Information Director.

III. Findings

A. Functions of CONSEP

The National Council for Control of Psychotropic and Narcotic Substances (CONSEP) is an Organization created under the Law on Psychotropic and Narcotic Substances of 1990. It has jurisdiction over compliance of all provisions of the law, except direct repression of drug trafficking. The latter function is entrusted to the National Police through INTERPOL, Customs Police and the three branches of the Armed Forces.

Specifically, CONSEP has the status of a "Legal and Autonomous Entity of Public Law, with jurisdiction throughout the entire Republic of Ecuador..."¹. In this regard, the Law states that CONSEP will have a high level of autonomy and will be endowed with its own patrimony and funds, as well as special budget and jurisdiction for the collection of its own resources.

CONSEP was created as an entity to replace DINACONTES (National Directorate for Control

¹

Law on Narcotic and Psychotropic Substances, Official Register No. 523 of September 17, 1990, Title One, Article Nine.

of Narcotics Trafficking)². Since the latter did not have either enough autonomy or the necessary political hierarchy to endorse its programs of control, repression and prevention of drug use.

In addition to being the main agency responsible for compliance with the anti-drug law, CONSEP is also the body that establishes national policy in the field of drugs. To accomplish that, its Board (the highest decision making body) is made up of high level decision makers: the Attorney General, Interior Minister, Education Minister, Social Welfare Minister, Defense Minister and Foreign Minister³.

The Law identifies delegates to CONSEP. On previous occasions, delegates sent from the various ministries lowered the authority of attempts to form Commissions or Committees to promote anti-drug policy. To prevent this possibility, the regulations to apply the Law⁴ precisely set forth the procedure for appointing delegates in such a way that preserves the political status of the Board. Delegates cannot be lower than under Secretary level in rank. Each of the participating Ministries⁵ can only send a National Director as an alternate delegate.

In summary, CONSEP's functions are the oversight and control of precursor chemical products (called " essential substances"); and the prevention of drug use. Besides these two major responsibilities, it has an important political role which is to draw up, through its Board, the National Plan for prevention of consumption, repression of traffic and production and rehabilitation of users. At least in theory, it is a key political decision maker for the formulation and implementation of the Ecuadorean anti-drug policy.

Complementary functions to the ones above mentioned are the gathering and processing of all drug-related information for the entire country, in order to form a central database; licensing of private treatment and rehabilitation centers. It has broad powers to dispose of goods seized in connection with drug-related crimes and to update the lists of substances subject to control.

Finally, in the text and Regulations of the Law, there are dispositions which add two "adjunct"

² Interviews with persons in charge of CONSEP: Doctor Remigio Poveda, Doctor Gladys Raza, General Arturo Pazmiño and Attorney Fernando Utreras; August 9 and 12, 1991.

³ Law on Narcotics etc, Article 12.

⁴ National Register Supplement No 637 of March 7, 1991, pages 1-24.

⁵ Law on Narcotics, etc. Article 7.

functions which are: research into the causes of drug addiction⁶ and follow-up of narcotics trafficking lawsuits⁷. It appears that these functions were inherited from DINACONTES and from the Attorney General's Office.

It is worthwhile to examine carefully CONSEP's jurisdiction in two priority areas: control of precursor chemicals and prevention of drug use.

As far as precursor chemicals are concerned, CONSEP's jurisdiction is quite clear. It issues authorizations for their legitimate use, controls imports, supervises their ultimate destination, keeps a register of authorized persons and firms, undertakes technical investigations, stores seized substances (also psychotropic and narcotics) and determines the final destination of these substances. CONSEP has issued two regulations to implement these functions: one internal regulation for supervising direct sales, donation or destruction of confiscated chemical substances⁸ and another with guidelines for authorizing individuals and firms as importers and/or exporters of chemical substances subject to fiscal control⁹.

With regard to prevention, CONSEP's attributions are ample, but somewhat ambiguous. Article 16, paragraph 7 of the law establishes that "CONSEP guides, coordinates and supervises prevention activities on drug abuse on a national scale so that these conform to the national plan". Article 26 establishes that "all advertising campaigns to eliminate production, traffic and consumption of all chemical substances subject to control, must be approved by the Executive Secretary of CONSEP". On the other hand, in article 13, paragraph 10, the law gives jurisdiction over the statutes of any organization or institution, concerning activities governed by this law (including prevention)¹⁰. This, in effect, gives CONSEP the power to authorize the operation of non-governmental organizations to work in prevention. This power also appears in the current draft of the Regulation of the Organic and Functional Structure of CONSEP. In article 2, paragraph 4, it states that CONSEP has the power to authorize the creation of public or private agencies specifically aimed at psychotropic or narcotic substances. These agencies

⁶ Law of 1990, articles 16, 13.

⁷ 1990 Law, article 13.
1991 Regulations, article 15,2

⁸ Official Register No 722 of July 9, 1991 pages 9 and subsequent.

⁹ Idem pages 12 and subsequent.

¹⁰ Our notation

will be subject to CONSEP's policies¹¹.

The law also establishes CONSEP's jurisdiction over training, as well as that of personnel of private organizations qualified to work on prevention activities¹².

The scope of CONSEP's attributions in the field of prevention is broad and ranges among authorization, coordination and implementation according to one of the persons interviewed: the Director General's office for Prevention should have "indirect implementation responsibilities in the National Prevention Plan"¹³.

B. CONSEP's Target Groups

CONSEP has two major target groups divided according to the areas of precursor chemicals and prevention. The target group of the Office of the Director General for the Control of Precursor Chemicals¹⁴ is the commercial and industrial sector of Ecuador. Up to the date of this evaluation, CONSEP had provisionally authorized 113 firms to import essential substances (precursors).

Control tasks imply keeping statistics on the number and type of precursors subject to control, maintaining a registry of buyers and verifying final use, of these substances. Up to this date, no reliable statistics exist on the volume of imports of precursors made in Ecuador, nor on the volume of seizures of these substances¹⁵.

These control tasks, assume that control exists over the transportation and storage of these substances from the ports of arrival (mainly Guayaquil and Manta) to their final destination. These tasks involve coordination with the National Police and the Customs Police. But as yet these control systems have not been established¹⁶. CONSEP is requesting financial aid from the USG in order to contract technical assistance consultants for determining the country's requirements for imported chemicals. A

¹¹ Cited document CONSEP, page 13

¹² 1990 Law. article 16, parag. 17

¹³ Interview with Doctor Gladys Raza CONSEP's counselor and Author of "Outlines on the National Plan on Prevention of use of Psychotropic and Narcotic Substances". (CONSEP, May 12, 1991).

¹⁴ Interview with Managing Director on Control and Auditing, General Augusto Pazmiño, August 12, 1991. Except when indicated, all information on this area is from this source.

¹⁵ It must be clarified that traffic of essential substances was not a crime, prior to issuing the Law.

¹⁶ (Idem).

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draft memorandum of intent with the USG dealing with the control of precursors also exists.¹⁷

In prevention, CONSEP considers its target-group to be the entire population of Ecuador, including groups in institutions (e.g. military, prisons and youth detention centers)¹⁸ with special emphasis on the population from 12 to 25 years old. For the selection of priority groups, "critical areas" will be those meeting two criteria; geographic, areas of difficult access, areas hard for the State agencies to enter, and areas of drug cultivation; and those areas with high levels of consumption and/or production of psychotropics and narcotics.

Prevention activities are presently at a standstill. They will remain so until the new National Prevention Plan is approved, and authorization is received from UNDCP (formerly UNFDAC) to complete preventive activities funded by Agreement AD/ECU/86/513. Unused funds from this agreement amount to approximately US\$ 90,000.00, which will be absorbed by the new Director General's Office for Prevention. Between 1987 and 1990, under the agreement with UNDCP the beneficiaries were: 210,824 pre-school students; 11,090 primary students; 135,366 high school students and 5,532 college students; 1910 laborers; 2,328 member of the armed forces and police; 5,835 slum dwellers; 325 persons in public health clinics; 4,091 persons in clubs and private organizations. This totals 377,301 Ecuadoreans, or approximately 3% of the total population¹⁹.

C. CONSEP's Budget

By Executive Decree No. 2303²⁰ the National Government approved CONSEP's 1991 budget for S/.767,900,000, of which S/.514,800,000 correspond to an ad hoc financial allotment for the Organization; S/.150 million correspond to contributions from international institutions, 3 million from fines for violations of anti-drug laws, 50 million come from seized property, cash and titles, 50 million come from investments of seized cash, and 100 thousand from private donations.

As can be seen, direct funding from the National Government is the main source of funds to CONSEP (67%) and only 14.4% of the budget may come from proceeds of violations of the law.

¹⁷ Interview with Attorney Fernando Utreras. CONSEP, August 5, 1991.

¹⁸ Interview with Doctor Gladys Raza, August 12, 1991. Except when indicated, information on Prevention comes from this source.

¹⁹ General Directory on Prevention informative data on beneficiaries of project AD/ECU/86, CONSEP. Provisional data were used from the National Census Bureau of 1990, INEC, 1991

²⁰ National Register No. 652 of March 28, 1991

CONSEP was to have been self-financed through these proceeds but they are not sufficient.

Fixed costs (salaries, rentals, equipment maintenance, etc.), account for 56% of CONSEP's budget (S/.433,000,000) and 44% for variable costs (S/.334,700.000).

Since CONSEP does not yet have any specific programs, it is very difficult to determine what its budget for program activities is and whether or not available funds are sufficient to implement future programs. The general impression of people interviewed is that the budget is hardly enough to cover salaries²¹. In effect, an analysis of the budget, confirms this impression, since nowhere is there any allotment for expenditures for prevention program activities or assignments for laboratories or storage of seized substances. From this analysis of its budget it may be concluded that CONSEP is mainly a coordinating agency and not an implementing one.

D. Level of Autonomy.

The anti-drug law defines CONSEP as an autonomous body, and tries to preserve that autonomy by giving it mechanisms for achieving its self-sufficiency. However, at present these mechanisms are insufficient.

CONSEP is closely linked to the state Attorney General's Office. CONSEP'S President is the Attorney General²². Also, to a great extent the actual infrastructure of CONSEP is part of the Attorney General's Office; for example, CONSEP is located in a building belonging to the Attorney General's Office; and CONSEP's computer system is also on loan from the Attorney Genral's Office²³. Therefore, an important limitation to CONSEP's autonomy is its dependence on the Attorney General's Office.

A second constraint to CONSEP's autonomy stems from the political nature of the organization, which makes the designation of the key position of Executive Secretary, subject to political considerations. This is clear in the selection process of CONSEP's Executive Secretary. This process implies negotiations among the Ministries that form the Board. These present a list of three candidates to the Executive President (Attorney General) who in turn presents it to the President of Ecuador²⁴.

²¹ Interviews with CONSEP's officials.

²² Law of 1990, article 12

²³ Interview with Attorney Fernando Utreras, Administrative Director of CONSEP.

²⁴ Interviews with Doctor Remigio Poveda and General Arturo Pazmiño.

E. Staffing.

CONSEP's budget provides for 181 employees, however, the real figure at the moment is 116²⁵.

The breakdown of personnel is as follows: 75 persons (64.7%) form the group of support and services, made up of people of low educational levels (elementary and high school) who serve as: secretaries, drivers, security guards, warehouse keepers and other support staff. The rest, 41 officials (35.3%) are professionals with college and advanced degrees.

As far as training in the area of drugs is concerned, these are staff who previously worked with DINACONTES or the Attorney General's Office (in the prevention field) or with the National Police supply reduction. With the exception of recently hired biochemists²⁶, all professional staff have 3-5 years of working experience in the field of drugs.

F. Information collected by CONSEP.

The anti-drug law gives CONSEP the responsibility of collecting and processing, in a central database, information concerning the situation and trends regarding drugs which exists in the country, so it may prepare reports and documentation for the needs of the government and international organizations²⁷.

However, the formation of the central database is behind schedule, with respect to other areas of CONSEP and available information has not been processed²⁸. On the other hand, in CONSEP's present organizational chart²⁹, there is no reference to the data section or to a central database. The draft of the "Internal Regulation of the organic and functional structure of CONSEP"³⁰ makes no reference to these either.

These omissions strongly suggest that CONSEP either does not have the capability to organize such a database, or is not interested in doing so.

At present, only raw information exists (in printed form, not on computerized files) on the

²⁵ CONSEP, summary of human resources, given by attorney Fernando Utreras to the evaluating group, August 9, 1991.

²⁶ Interview with General Arturo Pazmiño.

²⁷ Art. 13, parag. 11; and art. 16, parag. 6.

²⁸ Interview with attorney Fernando Utreras, Director of Finances, Statistics and Archives.

²⁹ See Annex.

³⁰ CONSEP, 1991

following fields: judicial--about cases on drug trafficking and use, based on the old DINACONTES files (includes volumes of seized drugs); consumption--only those produced by the Attorney General's Office from its survey of 1981-1984 are considered official data; non-official data come from the Ministry of Public Health through a 1988 survey conducted by the Fundación Nuestros Jóvenes; precursors, the volume of seized substances up to the present year (1991) only on a general level and without processing, a directory of authorized importers, as well as imported volume³¹.

It appears that processing of essential information is done in the private sector, or by the National Police through INTERPOL, the Customs Police, etc. CONSEP simply requests information whenever it has to prepare a report for an international organization.

There are no procedures (nor infrastructure) for developing information on the trends of drug-related problems and so goals, objectives and projections made by CONSEP are based on very limited information.

G. Present Level of Institutional Development.

All persons interviewed and documents reviewed reveal that in less than a year since its creation, CONSEP has come a long way in the process of institutional development, especially in administrative, financial and personnel systems. Administrative and financial manuals have been developed, as well as procedures for contracting and procurement³².

Some of CONSEP's departments and areas are more advanced than others. For example, the Director General's Office for Control and Oversight appears to be the most advanced branch in institutional development, although it faces inter-institutional coordination with the National Police and the Customs Police in the field of control³³. The financial and administrative areas have been consolidated. The General Directorate on Prevention is very much behind in its institutional development. It does not yet have a permanent Director. Still, it is the only division of CONSEP that has an incipient infrastructure at a national level although presently limited to only 11 provinces which are properly organized³⁴.

However, in all of the statements given by the people interviewed, except those by General

³¹ Statements of General Pazmiño.

³² Information given by the Financial Director, Attorney Fernando Utreras.

³³ Interview with General Pazmiño.

³⁴ Statements by Counselor, Doctor Gladys de Mena.

Pazmiño, Director of Control and Oversight, the same theme appeared, that CONSEP was "in a period of transition", meaning a period of uncertainty regarding institutional development. The status of budgets, programs, target group identification, level of autonomy and staffing resources, confirms that CONSEP, is still in its initial stage of development, and that many basic institutional questions (such as the prevention area and the nature of CONSEP's role) have yet to be defined.

Given the time that is left for the present Government, and the limitations on the autonomy of CONSEP, it should be expected that the so called "period of transition" will last for some time yet, possibly through 1992.

H. A Drug Data Collection System

In previous paragraphs we have indicated the lack of relevance and the poor present status of CONSEP's data collection systems. Judicial information relates to the former anti-drug legislation, but does not pertain to the new law, nor to CONSEP's own needs. The same thing occurs with the consumption data . The basic point is that the data from 1981-1984 are old and cannot be compared with the data collected in 1988³⁵.

Finally, data on seizures of precursors have not been adequately processed, and time series of these seizures cannot be drawn up to assess trends and patterns in this problem area. Without knowing the real and projected needs of Ecuador for the import of these substances, any figure given to measure the seriousness of sales of precursors for drug trafficking, unfortunately, is pure speculation.

In each of the above mentioned areas (law, consumption, precursors) it is necessary to develop new indicators and, particularly, to find out if CONSEP would or would not like to develop a central database. At present it has no capability or personnel to do so.

Statistics available to CONSEP, through public and private institutions that work with drugs, among others, are: medical indicators on treatment and rehabilitation; secondary statistical indicators on consumption by type of drugs, such as, number of overdose patients, attended by the public health system; number of accidents caused by or related to drug use; judicial statistics, such as percentage of indictments for drug trafficking in the last year and percentage of drug trafficking criminal cases which have actually been sentenced. INTERPOL could collaborate in the development of a system to measure volumes of seized drugs, by type of drug and quantity, because present statistics do not give accurate

³⁵

See Bonilla Paul and Andrade Pablo, **Consumption of drugs in Ecuador: A quantitative approximation**, Our Youth Foundation, Quito, 1989.

calculations³⁶. Volumes of previously imported precursors can be determined by import permits issued by the Central Bank (possibly using 1988 as base³⁷ with projections from 1993.

IV. Conclusions and Recommendations

The evaluation team recommends:

At present, the USAID should not provide financial assistance to CONSEP. No clear programs or projects exist to which financial aid could be applied. From the documents examined and people interviewed, it is not at all clear where CONSEP is going. Its role as coordinating or implementing body has not been defined. It is an institutionally immature organization.

Technical assistance to CONSEP is recommended in the following fields:

1. Drug abuse prevention planning and program design, implementation and evaluation.
2. Training of CONSEP's personnel in prevention theory and approaches.

Observation: CONSEP has shown interest in obtaining financial assistance for its programs, but no technical assistance has been requested. It would be worthwhile to take into consideration this lack of interest, because, an offer of assistance could meet with indifference or resistance from CONSEP.

3. Given the limited resources available, it is important that there be no duplication of efforts and that activities of one USG Agency complement the work of other agencies in considering assistance for CONSEP, USAID and NAS have complementary roles. In this regard, it is recommended that NAS (with the concurrence of the INM/Washington Demand Reduction Program Manager) consider providing technical assistance in program planning, design, implementation and evaluation to CONSEP, and that in addition such technical assistance be viewed as providing a catalyst to CONSEP in establishing clear mechanisms of cooperation and coordination with the various Ministries and Agencies which form part of CONSEP.

4. USAID could promote awareness in CONSEP about the importance of data collection and processing systems needed to accomplish its mandate.

Observation: An alternative is proposed for this point. Since CONSEP does not have the capability

³⁶ Informal measures are used such as: boxes, bags, sacs, etc.. The proper procedure would be to give information in kilograms or metric tons. This could be regulated by CONSEP, since it has the attribute to destroy seized substances.

³⁷ Any other year could be taken, but 1988 would seem to be a key year for several reasons: it is the year when links between Ecuador and the drug cartels are first mentioned, as supplier of precursors; it is also the first year of a Government that establishes import policies and inter-related anti-drug campaigns; in addition, the effort required to gather this information would not be excessive.

and has no interest in developing a drug database, USAID could support the following mechanism: a non-governmental organization could develop a database system to provide CONSEP and private organizations with information needed for program planning in prevention. CONSEP would provide support in the coordination of data gathering and would in turn receive assistance from the non-governmental organization on the development of appropriate indicators and would have access to this database. Technical and financial aid would be provided to the non-governmental organization.

APPENDIX 1

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7. Resumen de Recursos Humanos del CONSEP, CONSEP, Dirección Administrativa, Quito, agosto de 1991.
8. Datos informativos sobre beneficiarios del Proyecto AD/ECU 86-513.

APPENDIX 2

PERSONS INTERVIEWED

1. Dr. Remigio Poveda, Secretario General Encargado del CONSEP.
2. Gral. Arturo Pazmiño, Director General de Control y Fiscalización, CONSEP.
3. Ldo. Fernando Utreras, Director Administrativo y de estadísticas y archivos del CONSEP.
4. Dra. Gladys Raza de Mena, Asesor CONSEP.



REGISTRO OFICIAL

ORGANO DEL GOBIERNO DEL ECUADOR

Administración del Sr. Dr. Rodrigo Forja
Presidente Constitucional de la República

El Ecuador ha sido, es
y será País Amazónico

AÑO III — QUITO, JUEVES 28 DE MARZO DE 1991 — NUMERO 652

Dr. CESAR PAREDES POSSO
DIRECTOR

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EL CONGRESO NACIONAL

En ejercicio de las facultades que le confiere el literal h) del artículo 59 de la Constitución de la República.

Resuelve

- Aprobar el Acuerdo entre la República del Ecuador y Chile sobre Indocumentados, suscrito en Quito el 28 de septiembre de 1990
- Comunicar esta Resolución a la Función Ejecutiva.

Dado en la ciudad de Quito, en la Sala de Sesiones del Congreso Nacional, a los catorce días del mes de marzo de mil novecientos noventa y uno.

f.) Dr. Edelberto Bonilla Oleas, Presidente del H. Congreso Nacional — f.) Lodo Camilo Restrepo Guzmán, Secretario General.

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Dado en el Palacio Nacional, en Quito, a 22 de marzo de 1991.

f.) Rodrigo Borja, Presidente Constitucional de la República.— f.) Juan Falconi Puig, Ministro de Industrias, Comercio, Integración y Pesca.— f.) Pablo R. Better, Ministro de Finanzas y Crédito Público.

Es copia.— Certificado:

f.) Washington Herrera, Secretario General de la Administración Pública.

N° 2303

RODRIGO BORJA,
Presidente Constitucional de la República

Considerando:

Que para el cumplimiento de la Ley sobre Sustancias Estupefacientes y Psicotrópicas, mediante artículo 9, se creó con sede en Quito el Consejo Nacional de Control de Sustancias Estupefacientes y Psicotrópicas (CONSEP), como persona jurídica autónoma de derecho público, que ejercerá sus atribuciones en todo el territorio nacional

Que el Consejo Directivo del CONSEP aprobó en sesión de 28 de diciembre de 1990, el Proyecto de Presupuesto de la Entidad, y ha remitido para su aprobación y expedición a la Presidencia de la República, conforme lo establece el numeral 3 del artículo 13 de la referida ley.

En ejercicio de sus atribuciones constitucionales y legales,

Decreta:

ARTICULO PRIMERO.—

Aprobar el siguiente Presupuesto del Consejo Nacional de Control de Sustancias Estupefacientes y Psicotrópicas (CONSEP), para el ejercicio financiero de 1991, el mismo que regirá a partir del 1° de enero de 1991.

SECTOR 1.— SERVICIOS GENERALES

CONSEJO NACIONAL DE CONTROL DE SUSTANCIAS ESTUPEFACIENTES Y PSICOTROPICAS (CONSEP)

BASE LEGAL.—

— Ley sobre Sustancias Estupefacientes y Psicotrópicas, publicada en el Registro Oficial N° 523 el 17 de septiembre de 1990.

— Ley Orgánica de Administración Financiera y Control.

— Ley de Régimen Administrativo.

— Ley de Regulación Económica y Control del Gas o Público.

— Ley de Remuneraciones de los Servidores Públicos.

ATRIBUCIONES PRINCIPALES.—

De conformidad con los artículos 13 y 16 de la Ley sobre Sustancias Estupefacientes y Psicotrópicas, el CONSEP ejercerá las siguientes atribuciones principales:

— Formular el plan nacional que contenga las estrategias y programas para la prevención del uso indebido de sustancias sujetas a fiscalización, de su producción y comercialización, para la represión de la producción del tráfico ilícito y para la rehabilitación de personas afectadas por su uso. El plan será sometido a la aprobación del Presidente de la República.

— Aprobar los reglamentos internos y la Proforma presupuestaria.

— Autorizar a su Presidente la suscripción de acuerdos y compromisos de cooperación internacional técnica y económica.

— Orientar y supervisar las campañas referentes al consumo y tráfico ilícitos de las sustancias sujetas a fiscalización.

— Resolver sobre el destino de los bienes a los que se refiere el artículo 11 de esta Ley, excepcionalmente, sobre la conservación de plantas y sustancias sujetas a fiscalización o de laboratorios o equipos aprehendidos o incautados, para destinarlos a fines científicos de entrenamiento o producción o uso con propósitos terapéuticos, modo de utilización que será controlado por la Secretaría Ejecutiva.

— Requerir, recopilar y procesar los datos e informaciones sobre cultivo de plantas, producción de sustancias sujetas a fiscalización, personas incurso en los ilícitos determinados, movimiento y tráfico de esas sustancias y otras informaciones previstas por esta Ley y los convenios internacionales; preparar y mantener registros; organizar y conservar actualizado un archivo general que sistematice la información, que será mantenida bajo reserva; elaborar estadísticas, proyecciones y previsiones con estos datos; solicitar y suministrar información a los jueces competentes y a los organismos públicos, nacionales e internacionales, vinculados con esta materia, e intercambiarla en el caso de datos estadísticos e informaciones para investigación.

— Importar, previa autorización del Consejo Directivo, sustancias sujetas a fiscalización, que, de conformidad con los convenios internacionales, sean reservadas para el Estado, a fin de mantenerlas como existencias normales y especiales y para su venta a hospitales, centros médicos, laboratorios y farmacias.

— Fiscalizar y controlar la producción, existencia y venta de las sustancias sujetas a fiscalización y de los medicamentos que las contenga y, en caso de que se registren faltantes, enviar el acta de fiscalización a los jueces competentes, para el respectivo enjuiciamiento.

— Actuar como depositaria de las sustancias o bienes objeto de aprehensión, incautación y comiso e intervenir en la destrucción de las sustancias sujetas a fiscalización que hayan sido objeto de aprehensión, incautación y comiso.

A.- INGRESOS

PARTIDA	CONCEPTO	INGRESOS 1991
TRANSFERENCIAS CORRIENTES		
31-0305		
4.1.31.11.000	Aporte Fiscal según Partida Presupuestaria Nº 11-0303-101-A3A300-9510-02-00-02	514'800.000
4.2.32.02.000	Aportes de Instituciones oficiales internacionales	150'000.000
4.1.29.10.029	Aportes por multas impuestas por infracciones a esta Ley	3'000.000
4.1.29.10.000	Aporte en dinero, títulos, valores y otros bienes comisados o el producto de su enajenación	50'000.000
4.1.29.10.029	Aporte por el producto de las inversiones de los dineros aprehendidos o incautados realizados en la forma que determina esta ley; y,	50'000.000
4.1.41.02.000	Aporte por donaciones de personas privadas	100.000
TOTAL:		767'900.000

PROGRAMA UNICO.— Consejo Nacional de Sustancias Estupeficientes y Psicotrópicas (CONSEP)

DESCRIPCION.— Mediante este Programa, se pretende neutralizar la producción, oferta, uso indebi-

do y tráfico ilícito de estupeficientes; buscando armonizar homogénea y coherentemente las disposiciones legales, que le permitan afrontar el problema del narcotráfico.

B.- EGRESOS

RESUMEN DEL PROGRAMA Y ACTIVIDADES
(en miles de sucres)

DENOMINACION	1991		Total
	Corrientes	De Capital	
I. CONSEJO NACIONAL DE SUSTANCIAS ESTUPEFICIENTES Y PSICOTROPICAS (CONSEP)	722.500	45.500	767.900
TOTALES:	722.500	45.500	767.900

RESUMEN DE RECURSOS HUMANOS:

CATEGORIAS	Nº Empleados 1991	Gasto (en miles) 1991
1 EJECUTIVO	1	1.728
2 ASESOR	4	4.572
3 OPERATIVO	79	70.598
4 AUXILIAR Y TECNICO	44	33.818
5 ADMINISTRATIVO	33	25.224
6 DE SERVICIO	20	14.064
T O T A L E S :	181	150.000

RESUMEN DE ASIGNACIONES POR GRUPOS DE GASTOS
(en miles de sures)

GRUPOS DE GASTOS	GASTO 1991
1. Remuneraciones	473.200
2. Servicios	125.600
3. Suministros y Materiales	18.000
4. Bienes Muebles	37.400
6. Construcciones y otras inversiones	8.000
8. Transferencias	105.900
TOTAL DE GASTOS FIJOS:	433.200
TOTAL DE GASTOS VARIABLES:	334.700
GASTO TOTAL:	767.900

DETALLE DE LAS ASIGNACIONES SEGUN EL OBJETO DEL GASTO

Partida	CONCEPTO	ASIGNACION 1991
301.302.1100		
111	Sueldos	150'000.000
113	Dietas	4'000.000
122	Licencia Remunerada	200.000
123	Subrogación	1'000.000
131	Responsabilidad	95'000.000
132	Subsidio de Antigüedad	52'000.000
133	Décimo Tercer Sueldo	27'000.000
134	Décimo Cuarto Sueldo	9'000.000
135	Sobresueldos	28'000.000
136	Bonificación Estímulo Pecuniario	6'500.000
138	Décimo Quinto Sueldo	1'000.000
141	Representación	33'000.000
142	Residencia	30'000.000
146	Compensación Costo de Vida	3'600.000
148	Transporte	5'700.000
150	Remuneraciones Especiales	27'000.000
210	Servicios de Instalación y traslado de funcionarios	9'000.000
216	Refrigerio	9'000.000
220	Servicios Básicos	9'500.000
230	Arrendamientos	40'000.000
240	Servicios de Transporte	6'000.000
250	Servicios de Comunicación, Publicidad y emisión de especies	10'000.000
260	Servicios de Comercio, Industria y Banca	7'000.000
270	Mantenimiento y Reparación de Bienes Muebles	15'000.000
280	Servicios Especializados	20'000.000
290	Servicios Varios Gravámenes	100.000
300	Suministros y Materiales	18'000.000
400	Bienes Muebles	37'400.000
691	Mantenimiento y Reparación de Edificios y Locales	8'000.000
821	Aporte Patronal (8.85%)	13'000.000
822	Fondos de Reserva 1991	10'900.000
830	Cuotas Internacionales	72'000.000
855	Aporte a la Contraloría	4'000.000
871	Subsidio Familiar	6'000.000

Partida	CONCEPTO	ASIGNACION 1991
	TOTAL GASTOS CORRIENTES:	722.500.000
	TOTAL GASTOS DE CAPITAL:	45.400.000
	TOTAL DEL SUBPROGRAMA:	767.900.000

- (*) GASTOS FIJOS
(o) GASTOS DE CAPITAL

ARTICULO SEGUNDO.—

Aprobar el distributivo de sueldos del Consejo Nacional de Sustancias Estupefacientes y Psicotrópicas (CONSEP):

CONSEJO NACIONAL DE SUSTANCIAS ESTUPEFACIENTES Y PSICOTROPICAS

PARTIDA	DENOMINACION	SUELDO MENSUAL	SUELDO ANUAL
SECRETARIA EJECUTIVA			
5	(CD) Secretario Ejecutivo del CONSEP	144.000.00	1.728.000.00
10	(CR) Consultor de Planificación	87.000.00	870.000.00
15	(CD) Secretaria 3	70.000.00	840.000.00
20	Chofer	62.000.00	744.000.00
25	Auxiliar de Servicios	58.000.00	696.000.00
SECRETARIA GENERAL			
30	(CD) Secretario General del CONSEP	102.000.00	1.224.000.00
35	(CR) Consultor Jurídico	87.000.00	870.000.00
40	(CR) Analista de Personal	78.000.00	780.000.00
45	(CD) Secretaria 3	70.000.00	840.000.00
50	(CD) Secretaria 2	66.000.00	792.000.00
55	(CD) Jefe de Documentación y Archivo	81.000.00	972.000.00
60	(CD) Asistente de Archivo	68.000.00	816.000.00
65	(CR) Auxiliar de Servicios	58.000.00	580.000.00
DIRECCION FINANCIERA			
70	(CD) Director Financiero	96.000.00	1.152.000.00
75	(CD) Analista de Presupuesto	72.000.00	864.000.00
80	(CR) Contador	72.000.00	720.000.00
85	(CR) Pagador	70.000.00	700.000.00
90	(CR) Guardalmacén	68.000.00	680.000.00
95	(CD) Asistente de Contabilidad	70.000.00	840.000.00
100	(CD) Secretaria 1	64.000.00	768.000.00
105	(CR) Auxiliar de Servicios	58.000.00	580.000.00
DIRECCION GENERAL DE CONTROL Y FISCALIZACION			
110	(CD) Director de Control y Fiscalización	96.000.00	1.152.000.00
115	(CR) Secretaria 2	66.000.00	660.000.00
120	(CD) Chofer	62.000.00	744.000.00
125	(CR) Auxiliar de Servicios	58.000.00	580.000.00

PARTIDA	DENOMINACION	SUELDO MENSUAL	SUELDO ANUAL
DEPARTAMENTO DE CONTROL			
130	(CD) Jefe de Control	94,000.00	1,009,000.00
136	(CD) Secretaria 1	64,000.00	768,000.00
140	(CD) Supervisor de Control	78,000.00	936,000.00
145	(CD) Inspector de Control	64,000.00	768,000.00
150	(CD) Inspector de Control	64,000.00	768,000.00
155	(CD) Inspector de Control	64,000.00	768,000.00
160	(CD) Inspector de Control	64,000.00	768,000.00
165	(CD) Inspector de Control	64,000.00	768,000.00
170	(CD) Inspector de Control	64,000.00	768,000.00
175	(CD) Bodeguero	70,000.00	840,000.00
180	(CD) Chofer	62,000.00	744,000.00
185	(CD) Chofer	62,000.00	744,000.00
190	(CD) Vigilante	60,000.00	720,000.00
195	(CD) Vigilante	60,000.00	720,000.00
200	(CD) Vigilante	60,000.00	720,000.00
205	(CD) Vigilante	60,000.00	720,000.00
210	(CD) Vigilante	60,000.00	720,000.00
215	(CR) Auxiliar de Servicios	58,000.00	580,000.00
DEPARTAMENTO DE FISCALIZACION			
220	(CD) Jefe de Fiscalización	84,000.00	1,008,000.00
225	(CD) Secretaria 1	64,000.00	768,000.00
230	(CD) Supervisor de Fiscalización	78,000.00	936,000.00
235	(CD) Inspector de Fiscalización	64,000.00	768,000.00
240	(CD) Inspector de Fiscalización	64,000.00	768,000.00
245	(CD) Inspector de Fiscalización	64,000.00	768,000.00
250	Chofer	62,000.00	744,000.00
255	(CR) Auxiliar de Servicios	58,000.00	580,000.00
DIRECCION GENERAL DE MEDICINA LEGAL			
260	Director de Medicina Legal	96,000.00	1,152,000.00
265	(CD) Secretaria 2	66,000.00	792,000.00
270	Médico Legista	81,000.00	972,000.00
275	(CR) Médico Siquiatra	81,000.00	810,000.00
280	(CD) Chofer	62,000.00	744,000.00
285	(CR) Auxiliar de Servicios	58,000.00	580,000.00
DIRECCION GENERAL DE PREVENCION			
290	(CD) Director de Prevención	96,000.00	1,152,000.00
295	(CD) Secretaria 2	66,000.00	792,000.00
300	(CD) Chofer	62,000.00	744,000.00
305	(CD) Auxiliar de Servicios	58,000.00	696,000.00
310	(CD) Consultor de Producción y Difusión	87,000.00	1,044,000.00
315	(CD) Consultor de Prevención	87,000.00	1,044,000.00
320	(CD) Coordinador de Acción Preventiva	81,000.00	972,000.00
325	Diagramador	66,000.00	792,000.00
330	(CD) Consultor de Prevención	87,000.00	1,044,000.00
335	(CD) Consultor de Prevención	87,000.00	1,044,000.00
340	(CD) Técnico de Ayudas Audiovisuales	66,000.00	792,000.00
DIRECCION REGIONAL DEL LITORAL (SEDE GUAYAQUIL)			
345	(CD) Director Regional del CONSEP	120,000.00	1,440,000.00
350	(CD) Secretaria 3 - Pagador	70,000.00	840,000.00

PARTIDA	DENOMINACION	SUELDO MENSUAL	SUELDO ANUAL
355	Chofer	62.000,00	744,00.00
360	(CD) Auxiliar de Servicios	58.000,00	696,000.00
365	(CD) Consultor Jurídico	87.000,00	1'044,000.00
370	(CD) Secretaria 1	64.000,00	768,000.00
DEPARTAMENTO DE CONTROL			
375	(CD) Jefe de Control	84.000,00	1,008,000.00
380	(CD) Secretaria 1	64.000,00	768,000.00
385	(CD) Supervisor de Control	78.000,00	936,000.00
390	(CD) Supervisor de Control	78.000,00	936,000.00
395	(CD) Inspector de Control	64.000,00	768,000.00
400	(CD) Inspector de Control	64.000,00	768,000.00
405	(CD) Inspector de Control	64.000,00	768,000.00
410	(CD) Inspector de Control	64.000,00	768,000.00
415	(CD) Inspector de Control	64.000,00	768,000.00
420	(CD) Inspector de Control	64.000,00	768,000.00
425	(CD) Bodeguero	70.000,00	840,000,00
430	(CD) Vigilante	60.000,00	720,000,00
435	(CD) Vigilante	60.000,00	720,000,00
440	Vigilante	60.000,00	720,000,00
445	(CR) Chofer	62.000,00	620,000.00
450	(CD) Auxiliar de Servicios	58.000,00	696,000.00
DEPARTAMENTO DE FISCALIZACION			
465	(CD) Jefe de Fiscalización	84.000,00	1,008,000.00
460	(CD) Secretaria 1	64.000,00	768,000.00
465	(CD) Supervisor de Fiscalización	78.000,00	936,000.00
470	(CD) Inspector de Fiscalización	64.000,00	768,000.00
475	(CD) Inspector de Fiscalización	64.000,00	768,000.00
480	(CD) Inspector de Fiscalización	64.000,00	768,000.00
DEPARTAMENTO DE MEDICINA LEGAL			
485	(CR) Jefe de Medicina Legal	84.000,00	840,000.00
490	Médico Legista	81.000,00	972,000.00
495	(CR) Médico Sigwera	81.000,00	810,000.00
500	Médico Legista Los Ríos	81.000,00	972,000.00
505	(CD) Secretaria 1	64.000,00	768,000.00
510	Auxiliar de Servicios	58.000,00	696,000.00
DEPARTAMENTO DE PREVENCIÓN			
515	(CD) Consultor de Prevención	87.000,00	1'044,000.00
520	(CD) Secretaria 1	64.000,00	768,000.00
525	(CR) Técnico de Prevención	75.000,00	750,000.00
530	(CD) Chofer	62.000,00	744,000.00
JEFATURAS ZONALES			
JEFATURA ZONAL NORTE (SEDE IBARRA)			
535	(CR) Jefe Zonal	90.000,00	900,000.00
540	(CR) Secretaria 2 -- Pagador	60.000,00	660,000.00
545	(CD) Chofer	62.000,00	744,000.00
550	(CR) Inspector de Control y Fiscalización	68.000,00	680,000.00
555	(CD) Inspector de Control y Fiscalización	68.000,00	816,000.00
560	Médico Legista	81.000,00	972,000.00
565	Médico Legista Carchi	81.000,00	972,000.00
570	(CD) Consultor de Prevención	87.000,00	1.044,000.00

PARTIDA	DENOMINACION	SUELDO MENSUAL	SUELDO ANUAL
575 (CD)	Bodeguero	70,000.00	840,000.00
580	Auxiliar de Servicios	58,000.00	696,000.00
JEFATURA ZONAL NORORIENTE (SEDE TENA)			
585 (CR)	Jefe Zonal	90,000.00	900,000.00
590 (CD)	Secretaria 2 — Pagador	66,000.00	792,000.00
595 (CR)	Chofer	62,000.00	620,000.00
600 (CR)	Inspector de Fiscalización	64,000.00	640,000.00
605 (CR)	Médico Legista	81,000.00	810,000.00
610 (CD)	Consultor de Prevención	87,000.00	1,044,000.00
615 (CR)	Bodeguero	70,000.00	700,000.00
620	Auxiliar de Servicios	58,000.00	696,000.00
JEFATURA ZONAL CENTRO (SEDE AMBATO)			
- 625 (CR)	Jefe Zonal	90,000.00	900,000.00
- 630 (CD)	Secretaria 2 — Pagador	66,000.00	792,000.00
- 635 (CR)	Chofer	62,000.00	620,000.00
- 640 (CD)	Supervisor de Control y Fiscalización	78,000.00	936,000.00
- 645 (CR)	Inspector de Control y Fiscalización	68,000.00	680,000.00
650	Médico Legista	81,000.00	972,000.00
655	Médico Legista Bolívar	81,000.00	972,000.00
660	Médico Legista Cotopaxi	81,000.00	972,000.00
665	Médico Legista Chimborazo	81,000.00	972,000.00
670 (CD)	Consultor de Prevención	87,000.00	1,044,000.00
675 (CR)	Bodeguero	70,000.00	700,000.00
680	Auxiliar de Servicios	58,000.00	696,000.00
JEFATURA ZONAL AUSTRO (SEDE CUENCA)			
685 (CD)	Jefe Zonal	90,000.00	1,080,000.00
690 (CD)	Secretaria 2 — Pagador	66,000.00	792,000.00
695 (CD)	Chofer	62,000.00	744,000.00
700 (CD)	Supervisor de Control y Fiscalización	78,000.00	936,000.00
705 (CD)	Inspector de Control y Fiscalización	68,000.00	816,000.00
710 (CD)	Inspector de Control y Fiscalización	68,000.00	816,000.00
715	Médico Legista	81,000.00	972,000.00
720	Médico Legista Cañar	81,000.00	972,000.00
725 (CD)	Consultor de Prevención	87,000.00	1,044,000.00
730 (CD)	Bodeguero	70,000.00	840,000.00
735	Auxiliar de Servicios	58,000.00	696,000.00
JEFATURA ZONAL SUR (SEDE LOJA)			
740 (CR)	Jefe Zonal	90,000.00	900,000.00
745 (CD)	Secretaria 2 — Pagador	66,000.00	792,000.00
750 (CR)	Chofer	62,000.00	620,000.00
755 (CR)	Supervisor de Control y Fiscalización	78,000.00	780,000.00
760 (CR)	Inspector de Control y Fiscalización	68,000.00	680,000.00
765 (CR)	Inspector de Control y Fiscalización	68,000.00	680,000.00
770	Médico Legista	81,000.00	972,000.00
775 (CD)	Consultor de Prevención	87,000.00	1,044,000.00
780 (CR)	Bodeguero	70,000.00	700,000.00
785	Auxiliar de Servicios	58,000.00	696,000.00

PARTIDA	DENOMINACION	SUELDO MENSUAL	SUELDO ANUAL
JEFATURAS PROVINCIALES			
JEFATURA PROVINCIAL ESMERALDAS			
790 (CR)	Jefe Provincial	84.000.00	840.000.00
795 (CR)	Secretaria 2 — Pagador	66.000.00	660.000.00
800 (CR)	Chofer	62.000.00	620.000.00
805 (CD)	Inspector de Control y Fiscalización	68.000.00	816.000.00
810	Bodeguero	70.000.00	840.000.00
815	Médico Legista	81.000.00	972.000.00
820 (CD)	Consultor de Prevención	87.000.00	1.044.000.00
825	Auxiliar de Servicios	58.000.00	696.000.00
JEFATURA PROVINCIAL MANABI			
830 (CR)	Jefe Provincial	84.000.00	840.000.00
835 (CR)	Secretaria 2 — Pagador	66.000.00	660.000.00
840	Chofer	62.000.00	744.000.00
845 (CD)	Inspector de Control y Fiscalización	68.000.00	816.000.00
850 (CD)	Bodeguero	70.000.00	840.000.00
855	Médico Legista	81.000.00	972.000.00
860 (CD)	Consultor de Prevención	87.000.00	1.044.000.00
865	Auxiliar de Servicios	58.000.00	696.000.00
JEFATURAS PROVINCIAL EL ORO			
870 (CR)	Jefe Provincial	84.000.00	840.000.00
875 (CR)	Secretaria 2 — Pagador	66.000.00	660.000.00
880 (CD)	Chofer	62.000.00	744.000.00
885 (CD)	Inspector de Control y Fiscalización	68.000.00	816.000.00
890 (CD)	Bodeguero	70.000.00	840.000.00
895	Médico Legista	81.000.00	972.000.00
900 (CD)	Consultor de Prevención	87.000.00	1.044.000.00
905	Auxiliar de Servicios	58.000.00	696.000.00

DISPOSICIONES ESPECIALES

Para la ejecución del Presupuesto del Consejo Nacional de Control de Sustancias Estupefacientes y Psicotrópicas (CONSEP), dictanse las siguientes disposiciones especiales:

PRIMERA: Las asignaciones correspondientes a Gastos de Representación, Residencia, Responsabilidad, Subsidio de Antiquedad, Estímulos Económicos, Bonificaciones, Subsidio Familiar, Compensación Liquidación de vacaciones y Refrigerio se pagarán de conformidad con las escalas que constan en el Anexo Nº 2, Sistema de Remuneraciones del CONSEP.

SEGUNDA: Los aumentos, disminuciones y transferencias de crédito así como cualquier otra reforma en el Presupuesto, así como modificaciones al Sistema de Remuneraciones derivadas de disposiciones generales aplicables al Sector Público, se realizará mediante acuerdos que serán aprobados por el Consejo Directivo del CONSEP quien autorizará al Presidente para que los exija mediante Acuerdo, con sujeción a las necesidades reales del gasto.

TERCERA: Los pagos de viáticos del personal declarado en comisión de servicios al exterior se regirán de conformidad con lo que determina el Art. 14 de la Ley sobre Sustancias Estupefacientes y Psicotrópicas. El Personal declarado en comisión de servicios dentro del país será de responsabilidad de los funcionarios facultados para disponer tales comisiones de servicios con sujeción al reglamento respectivo.

CUARTA: En caso de necesidad, el Consejo Directivo del CONSEP autorizará al Secretario Ejecutivo la celebración de contratos ocasionales de servicios personales, previo dictamen favorable de la Secretaría Nacional de Desarrollo Administrativo.

QUINTA: El pago de subrogaciones se efectuará de acuerdo a lo dispuesto en el artículo 20 de la Ley de Remuneraciones de los Servidores Públicos y artículo 25 y siguientes del Reglamento.

SEXTA: Los aspectos no regulados en las disposiciones precedentes, se resolverán de conformidad a lo señalado en la Ley Orgánica de Administración

Financiera y Control, Ley de Servicio Civil y Carrera Administrativa y su Reglamento, Decreto Ejecutivo de Restricción del Gasto Público, disposiciones del Presupuesto General del Estado para 1991 y demás normas legales, en cuanto fueren aplicables.

Nº 0123-A

EL MINISTRO DE AGRICULTURA Y
GANADERIA, (E),

Considerando:

DISPOSICION TRANSITORIA

Los nombramientos que expida el Secretario Ejecutivo del CONSEP, en favor del personal que haya sido declarado idóneo por el Procurador General del Estado de conformidad con lo previsto en la Disposición Transitoria Quinta de la Ley 103 sobre Sustancias Estupefacientes y Psicotrópicas, regirá a partir del 1º de enero de 1991.

Dado en Quito, en el Palacio Nacional el 27 de marzo de 1991.

f.) Rodrigo Borja, Presidente Constitucional de la República.

Es copia.— Certifico:

f.) Washington Herrera, Secretario General de la Administración Pública.

Nº 0109

EL MINISTRO DE AGRICULTURA Y GANADERIA

Considerando:

Que es inadecuada la redacción del Art. 49 del Acuerdo Ministerial Nº 0403 de 3 de julio de 1990, que contiene el Reglamento para el Funcionamiento y Administración de los Centros de Mecanización Agrícola del Ministerio de Agricultura y Ganadería;

Que el Director Ejecutivo del Programa Nacional de Mecanización, ha solicitado en el Memorando Nº 2498 PNMA de 27 de diciembre de 1990 que se cambie el sentido del Art. 49 del mencionado Reglamento; y,

En ejercicio de las facultades legales que le concede el Art. 33 de la Ley de Fomento y Desarrollo Agropecuario.

Acuerda:

ARTICULO UNICO.— Reformar el Art. 49 del Acuerdo Ministerial Nº 0403 de 3 de julio de 1990, publicado en el Registro Oficial Nº 476 de 10 de los mismos mes y año, en el siguiente sentido:

"Por razones técnicamente justificadas, se aceptará por concepto de movilización, hasta un máximo del 2% del total de las moto-horas trabajadas en el mes por las máquinas del respectivo Centro".

Comuníquese.— Dado en Quito, a 6 de marzo de 1991.

f.) Ing. Alfredo Salto Gual, Ministro de Agricultura y Ganadería.

Es fiel copia del original.— Lo certifico.

f.) Greta Aguinaga A., Jefe Departamento de Documentación del MAG.

Que, mediante Asamblea General realizada el 14 de julio de 1990, la Comuna "Daular", situada en la parroquia Chongón, cantón Guayaquil, provincia del Guayas, ha resuelto autorizar la cesión de derechos de seis hectáreas de terreno, que voluntariamente quiere hacer Reinaldo Atocha Calvache, a favor de Ramón Salto Murillo;

Que, en la Sesión Extraordinaria efectuada el 12 de enero de 1991, el Cabildo de la Comuna "Daular", ha resuelto autorizar la venta de un lote de seis hectáreas aproximadamente, dentro del sector de Daularito a favor de Ramón Euclides Salto Murillo, acordando que como pago la Comuna recibirá la cantidad de Doscientos cuarenta mil sucres (\$ 240.000) en dinero efectivo, los mismos que serán invertidos en la ampliación y mejoramiento del camino de ingreso al pueblo; por lo que han remitido a este Portafolio, la documentación requerida para el efecto;

Que, con el certificado de 28 de enero de 1991, otorgado por el Registrador Alterno de la Propiedad del Cantón Guayaquil, se ha justificado que no se encuentra afectado con gravamen alguno, la propiedad que se encuentra bajo dominio de la Comuna "Daular";

Que, en oficio Nº 66 de 31 de enero de 1991, el Director Provincial Agropecuario del Guayas, emite informe favorable para que la referida Comuna transfiera el lote de terreno antes señalado;

Que, con Memorando Nº 118/DDC/DOC de 20 de febrero de 1991, el Director Nacional de Desarrollo Campesino, también emite informe favorable para que se proceda a la citada enajenación;

Que, con Memorando Nº DJ/DAJOC-234, de 1 de marzo de 1991, la Dirección General Jurídica de este Portafolio emite informe favorable;

Que, se han cumplido con los requisitos dispuestos por el Acuerdo Nº 324 de 5 de agosto de 1968, publicado en el Registro Oficial Nº 11 de 25 de los mismos mes y año; y,

En ejercicio de las atribuciones que le confiere el Art. 4 y el literal f) del Art. 17 de la Ley de Organización y Régimen de las Comunas.

Acuerda:

Art. 1 — Aprobar las resoluciones adoptadas en Asamblea General de 14 de julio de 1990 y en la Sesión Extraordinaria de 12 de enero de 1991 del Cabildo, efectuadas en la Comuna "Daular" domiciliada en la parroquia Chongón, cantón Guayaquil, provincia del Guayas y en consecuencia, facultar al Cabildo de esta organización, para que en su nombre y representación, previo el cumplimiento de los requisitos legales, venda a favor de Ramón Euclides Salto Murillo, por el precio de Doscientos cuarenta mil sucres (\$ 240.000) en dinero efectivo, un lote de terreno de

**LIST OF ECUADORIAN ORGANIZATIONS WORKING
IN THE PREVENTION OF
DRUG ABUSE**

LIST OF ECUADORIAN ORGANIZATIONS WORKING IN THE PREVENTION OF DRUG ABUSE

Introduction.

The growing importance of drug abuse prevention since the second half of the last decade has resulted in the appearance of a number of organizations working in this field, in both public and private sectors.

Since this is a new field, this process has evidenced a variety of conceptual approaches from prevention through community-based action through mass media strategies.

In Ecuador, government concern and that of civil society with prevention is a recent occurrence. But a proliferation of approaches also occurred. This is not reflected so much in the number of institutions working in this area. They are quite limited in number but they have quite diverse orientations, strategies and programs.

USAID has requested the team conducting the Narcotics Sectoral Assessment for Ecuador to develop a directory of the governmental and non-governmental agencies that have drug abuse prevention activities in Ecuador.

An exhaustive list of the Ecuadorian Organizations which work in prevention is given with basic information on each institution including structure, organization, technical capacity, institutional objectives, target groups, existing programs and the coordination each organization has.

Methodology.

In order to collect information, a preliminary list of institutions that might have a relationship with drug abuse prevention was prepared based on an organization's activities in the areas of youth, children in high-risk situations (child workers, street children, etc.), education, social communication, etc.

A data base of existing Ecuadorian non governmental organizations (NGOs) which the Fundación Simon Bolivar maintains was used to identify the organizations. Other organizations which do not appear in the data base were identified through the knowledge of the Ecuadorian consultants, through references provided by other organizations during the field work stage, and by USAID/Ecuador itself. So the 16 organizations identified are believed to make up the universe of the ONGs in Ecuador which work on drug abuse prevention programs.

Based on the initial list, interviews were conducted with each organization's management or

prevention project directors and site visits were made to the organizations. Team members carried out interviews with the responsible officer in each organization using a closed questionnaire prepared for this purpose. Available written material (information pamphlets, statutes, lists of members of the boards of directors, promotional materials, etc.) was reviewed, and in some cases the actual projects were visited. The field work was carried out between the 6th and 19th of August 1991.

The information presented may be deemed reliable in almost all its aspects with the possible exception of that referring to financial data. This information could not be verified.

Institutional Analysis.

1. The results turned up a wide range of institutions working in drug abuse prevention: 16 in total including those whose activities include treatment and rehabilitation of consumers.
2. Of all the institutions, only 10 have specific drug abuse prevention programs. The rest do not have any program or are developing them.
3. In the institutions which are carrying out specific drug prevention programs, most are awareness and information programs or community-based approaches.
4. Most of the institutions present are at a very immature state of institutional development except Fundación Guayaquil, Fundación Nuestros Jóvenes, Fundación Eugenio Espejo, and among the non-implementing organization Fundación Simón Bolívar. This situation is reflected in incipient organizational structures, lack of specialized personnel and inability to identify beneficiary groups.

Findings.

1. DIRECTORY OF ORGANIZATIONS WORKING IN DRUG ABUSE PREVENTION.

Name: FRATERNIDAD INTERNACIONAL (F.I.)
General Coordinator: Dr. Fernando Guerrero Bermudez, President.
Address: León Larrea 145
Telephone: 525-187 / 458-069
City: Quito
Province: Pichincha
Type of Institution: Non-profit volunteer organization

Institutional Description:

Non-profit corporation, approved by the Ministry of Education, by Agreement 5693.

Objectives:

Integral development of its members and people in general through research into the study of human behavior and by acts of humanism and solidarity.

Main Lines of Work:

Research, publications, public health documentation and information, community development, adult education, training, alternative activities (artistic), consulting for other institutions.

Human Resources:

Volunteer at all levels, 11 directors, 3 administrative and from 75 to 80 workers including youth volunteers and professionals.

Financial Information:

Approximately S/.80,000.000 per year.

Financial Resources:

Member dues and donations. Agreements with national universities.

Drug prevention programs:

one.

Name and location of the program:

"Training in Preventive Education Against Drug Abuse". Provincial conducted with Central University of Ecuador.

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Target Group:

University Students and professors of the Central University of Ecuador, in the faculties of Psychology, Medicine, Social Communication and Social work.

Number of people who benefit from the program:

10.000

People who work in the prevention programs:

15 to 20 volunteers, medical professionals with 2-18 years professional experience.

Estimation of the program:

S/.64,000.000.

Time Working in Prevention:

two years.

Institutional Coordination:

Central University of Ecuador, Technological Equinoccial University, Ecuadorean House of Culture, and Juvenile Confraternity.

Name: FUNDACIÓN ECUATORIANA DE PADRES ANTIDROGAS
(F.E.P.A.)

General Coordinator: Lawyer Blasco Francisco Hernández Maya, President.

Address: Pedro Carbo 613 between Luque y Aguirre, 2nd. floor. Office No. 201

Telephone: 513-886 / 527-082

City: Guayaquil

Province: Guayas

Type of Institution: Private, non-profit.

Institutional Description:

It is a private, non-profit foundation, (approved by the Ministry of Health No.9106). It has been operating since 1985 and its statutes were approved in 1990. It is establishing offices in Portoviejo, Machala and Babahoyo.

Objectives:

To promote human health in integral form. To prevent Ecuadorean youth from using drugs. To diffuse drug prevention techniques. Promote the family structure. Provide rehabilitation centers for drug users. To disseminate information through conferences, seminars and mass media, the health damage caused by the use of drugs.

Main Lines of Work:

Public Health

Human Resources:

Total workers 53. Board of Directors 12. Administrative 5. People working in projects 6. Volunteer workers 30. The Board members are professionals.

Financial Information:

Total budget S/.66,000.000. Annual operating budget S/.22,600.000 (1991).

Financial sources:

Private institutions, members' donations and income from a radio program.

Drug prevention programs:

Two in mass media.

Name and location of the Programs:

"La Voz Antidroga del Ecuador", radio program in Guayaquil, regional for the coast.

"Newspaper Publicity Program", especially the "Universo" of Guayaquil.

Local Conferences

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Target Groups:

Users of these media, difficult to determine social and demographic characteristics.

Number of people who benefit from the programs:

300 persons in conferences; rest of the programs: unknown.

People who work in prevention programs:

Salaried 6, Volunteers 20, Professionals in Social Science, Psychology and Medicine.

Time Working in Prevention:

6 years.

Institutional coordination:

Filanbanco, Schools, Attorney General's Office (Guayaquil region)

Name: FUNDACION ACCION COMUNITARIA ECUATORIANA (FACE)

General Coordinator: Sra. Gladys Paz, President.

Address: Reina Victoria 528 y Robles. P.O. BOX 289-C

Telephone: 522-780 / 526-712

City: Quito

Type of Institution: Non-profit organization.

Institution Description:

It is a non-profit foundation incorporated in 1989. It is basically composed of volunteers and mainly works in the marginal areas of Quito.

Objectives:

To implement programs to promote family welfare.

To carry out specific drug abuse prevention programs including artistic, individual and community development.

Main Lines of Work:

Publication of informational materials, public health information, community development, adult education, training, alternative activities.

Human Resources:

Employees 33, Board of Directors 7, Administrative 2, Project personnel 8, volunteers 16, mainly university students. Professional personnel specialized in social science, education, medicine and psychology.

Financial Information:

Annual Operating budget: \$/.3,000.000.

Financial Sources:

Local private donations.

Drug Prevention Programs:

3 projects.

Name and location of the Programs:

"Community Promotion", pilot project at provincial level, time frame: 1 to 2 years.

"Information and training", provincial level time frame: 2 to 3 years.

"Services", time frame: 2 to 3 years.

Target Groups:

"Community Promotion", mothers from urban marginal areas, "information and training", workers from

1/8/89

the institution. "Services", all the population groups.

Number of people who work on prevention programs:

Salaried personnel 10, volunteers 29, professionals and students with experience in social work.

Institutional Coordination: Corporación Educativa, MACAC, SOGA (Foundation for the Orientation and Control of AIDS), CEPAM, Comisión Ecuatoriana de Promoción y Ayuda a la Mujer).

Name: PROYECTO SALESIANO "CHICOS DE LA CALLE"

General Coordinator: Rev. Marco Paredes

Address: Tarqui 305 and 12 de Octubre. P.O. BOX: 2303

Telephone: 238-817

City: Quito

Type of Institution: Private non-profit, religious.

Institutional Description: It is a private non-profit institution, constituted as a foundation, supported by the Salesian Order and by the Catholic Church.

Objectives:

To help street children by providing them with housing, food and vocational training.

To help these children in their education, working, family and social integration.

To train in manual skills so that they may find work.

Human Resources:

Total 76. Board of Directors 6. Administrative 40. Salaried 30.

Financial Information:

Operative Annual operating budget: S/.5,000,000.

Financial Sources:

Government, MEC, and Ministry of Social Welfare, INNFA, international agencies, USAID, UNICEF.

Drug prevention programs:

Indirect programs since from 80 to 90% of children participating in the program consume drugs.

Target Groups:

Street children.

Institution Coordination:

Central Bank, INNFA, Ministry of Social Welfare.

Name: FUNDACION GUAYAQUIL
General Coordinator: Attorney Luis Orellana, Executive Director.

Address: Manuel Galecio, 509 y Ríos.

Telephone: 282-001

City: Guayaquil

Type of Institution: Private non-profit foundation.

Institutional Description:

It is a private non-profit foundation operating since 1985 with micro-entrepreneurs.

Objectives:

Development of informal sector.

Main Lines of Work:

Research, documentation and information, community development, adult education, training, consulting for credit institutions.

Human Resources:

Total 25. Board of Directors 6, Administrative 12, project personnel 20, Volunteers 1. The workers are made up of professionals in social sciences, education and management.

Financial Information:

Annual operating budget S/.120,000.000. Estimated total resources S/.300,000,000.

Financial sources:

75% comes from private institutions and self-financing, and 25% comes from the Inter-American Development Bank.

Drugs Prevention Programs: one.

Name and location of Programs:

"A popular awareness campaign of rejection to narcotrafficking". Guayaquil.

Target Groups:

"Microentrepreneur program participants from low income areas of Guayaquil.

Number of People Benefiting From the Program: 500 per year.

Salaried Personnel:

5 including 3 professionals and 2 support staff.

Duration of the Program:

24 months. Prevention program began April, 1990.

Name: FUNDACION CENTRO EQUATORIANO DE SOLIDARIDAD. (CESOLI)

General Coordinator: Eduardo Hormaza, President.

Address: Cedros 107, Victor Emilio Estrada y Todos Santos.

Telephone: 383-678 387-867

City : Guayaquil

Type of Institution: Private, treatment and rehabilitation and treatment clinic.

Institutional Description:

CESOLI began as a private clinic in 1987. In 1990 it became a non-profit foundation (Ministry of Public Health No. 4007).

Objectives:

Prevention of drug addiction. Physical, mental and social rehabilitation of drug abusers.

Main Lines of Work:

Rehabilitation and prevention of drug abuse. Public health, documentation and information, and training.

Human Resources:

Total 27, Board of Directors 3, Administrative 2, Salaried personnel 14, Volunteers 10.

Financial Information:

Annual operating budget S/.2,630,000.

Financial sources:

Patient fees.

Drug prevention Programs:

two

Name and duration of the programs:

"Diffusion campaign", 6 months.

"Preventive Education", 6 months.

Target groups:

Private high school students.

Time Working in Prevention:

less than a year.

Institutional Coordination:

Ministry of Education, private institutions.

Name: FUNDACION EUGENIO ESPEJO

General Coordinator: Manuel Estrada, Executive Director.

Address: Vaca Galindo 714, y Noguchi. P.O.Box 4557

Telephone: 330-100, 347 727

City: Guayaquil, with branches in Quito, Milagro, Bababozo and Libertad.

Type of Institution: Private non-profit.

Institutional Description:

It is a non-profit foundation, working mainly in the areas of public health with emphasis in popular sectors. Created in 1978, it has been an incorporated entity since 1980 through the Ministry of Public Health.

Objectives:

Promote, finance and support research and education about Ecuadorian social conditions.

Main Lines of Work:

Research, publishing, community development, adult education, alternative activities, assistance to microenterprise.

Human Resources:

Total 48, Board of Directors 5, Administrative 14, project personnel 30, volunteers 12, professionals in social sciences, education, technical areas and medicine.

Financial Information:

1991 operating budget, US\$ 163,413, for 1992 US\$ 265,280. Total funding US\$ 650,000.

Financial sources:

From international agencies, European Economic Community, Inter-American Development Bank, local donations.

Drug Prevention Programs:

one, time frame 12 months.

Name and Location of the Programs: local.

Number of Beneficiaries:

2,000

Institutional Coordination:

Members of Ecuadorean Corporation of Non-governmental Organizations, Regional Studies Corporation.

Name: FUNDACION NUEVO AMANECER

General Coordinator: Ruth Quiñonez, Coordinator.

Address: Juan Montalvo 418 entre Olmedo y Colón.

Telephone: 712-649.

City: Esmeraldas

Type of Institution: Private non-profit.

Institutional Description:

Begun in 1989, as a volunteer organization and not yet incorporated.

Objectives:

Formation of young leaders who could work in prevention activities. Training for youth and parents.

Early intervention for problem youth.

Human Resources:

Total 20, Board of Directors 4, there are no administrative workers. All personnel are volunteers, made up of professionals and students in social science and education.

Financial Information:

Not available.

Financial Resources:

Private institutions, donations from Lions Club of Esmeraldas. Governmental through CONSEP.

Drug Prevention Programs:

four.

Name and Location of the Programs:

"Drug prevention training", local.

"Formation of young leaders", local.

"Family Education", local.

"Leadership Training and Methods for Preventive Education", internal.

Target Groups:

High school students, members of youth organizations, parents.

People working in the prevention program:

20 volunteers, professionals and students.

Time working in Prevention: 2 years

Institutional Coordination:

CONSEP, Lion's Clubs, Catholic Church, Ministry of Social Welfare.

Name: FUNDACION RENACER (INCECADI)

General Coordinator: Dr. Rafael Velasco, President.

Address: Kennedy Norte, Manzana 302, Solar 1. P.O. Box 6397

Telephone: 280-107; 283-485.

City: Guayaquil

Type of Institution: Private non-profit.

Institutional Description:

Private treatment and rehabilitation clinic. It was incorporated in 1986.

Objectives:

Treatment and rehabilitation of alcoholics and drug addicts.

Main lines of Work:

Public health, publications and research.

Human Resources:

Total 12, Board of Directors 2, Administrative 3, volunteers 6, professionals in medicine.

Financial resources:

Self-financing.

Drug Prevention Programs:

No specific ones.

Name: FUNDACION NUESTROS JOVENES (FNJ)

General Coordinator: Silvia Barragán de Laufer, Executive President

Address: Moscú 380 y República El Salvador. P.O. BOX 17-21-00263

Telephones: 448-509 241-972

City: Quito

Type of Institution: Private non-profit.

Institutional Description:

Created for the prevention and the treatment of drug abuse. Incorporated in 1985 through the Ministry of Public Health.

Objectives:

Drug abuse prevention. Provide treatment and rehabilitation to addicts.
participation of youth in the national development.

Promote

Main Lines of Work:

Research, publications, treatment, documentation and information, community development, training, mass media campaigns, alternative activity groups, and advising other institutions.

Financial Sources:

International Agencies, USAID, IDB, EEC, United Nations, OPS, Inter-American Foundation.

Drug prevention programs:

Six in various areas.

Name and Location of the Programs:

"INFORMA-T" in Quito and Guayaquil.

"INFORMATION CENTERS", local.

"YOUTH RADIO", local.

Mass Media Campaigns, National.

"COMMUNITY MOBILIZATION" undefined reach.

"EVALUATION AND RESEARCH" undefined reach.

Target Groups:

Children, adolescents, young adults, national public opinion.

Number of Beneficiaries:

Information not available.

Human Resources:

7-13

26 in prevention programs, social science professionals and support staff.

Institutional Coordination:

Provides advice for Ministries of Social Welfare and Education, National Polytechnic School, CONSEP, Ministry of Public Health, judicial bodies, Tribunal of Constitutional Guarantees, Armed Forces. It coordinates with Catholic and Evangelist Churches, Fundacion Natura, INNFA, CEDATOS, IETEL, Catholic University and "El Comercio" newspaper.

Name: COORDINADORA ECUATORIANA DE TRABAJO VOLUNTARIO (CETV)

General Coordinator: Dra. Elsy Barragán de Moreano, National Coordinator.

Address: Veintimilla 324 y 12 de Octubre. Edificio El Girón.

Telephone: 236-504 542-328

City: Quito, but through member institutions, has offices in other cities of the country.

Type of Institution: Private non-profit.

Institution Description:

It is a national non-profit organization, which joins together volunteer organizations nationwide; created in May, 1986 and incorporated in 1987.

Objectives:

Coordinate, promote, train and advise in the development of volunteer programs to organize groups of volunteers.

Main Line of Work:

Training, mass media campaigns, advising other organizations.

Human Resources:

Total 6, Board of Directors 6. Volunteer personnel.

Financial Information:

Not available.

Financial Sources:

Member dues, each member organization is self-financing or has its own sources of funding.

Drug Prevention Programs:

It does not carry out specific programs in the field; through Fundación Nuestros Jóvenes as a member.

Name: COMPAÑEROS DE LAS AMERICAS (Partners of the Americas)

General Coordinator: Rosa Chiriboga, President.

Address: Coruña 1893 y Whimper. P.O. Box 17-21-00187

Telephones: 237-214 569-785

City: Quito

Type of Institution: Private non-profit.

Institutional Description:

Private non-profit volunteer organization. Began work in the country in 1964. It is an Inter-American organization.

Objectives:

Each subcommittee has its own programs with their objectives. A priority objective is development of cooperation between the U.S. and Ecuador in different fields.

Line of Work:

Publications, public health, training.

Human Resources:

Personnel 6, Board of Directors 3, Administrative 3, Volunteers at national level and in subcommittees 200.

Financial Information:

Not available.

Financial Resources:

Local donations, civil defense, USAID.

Drug Prevention Programs:

One.

Name and Location of the Programs:

"Drug Prevention Program" in Ambato in coordination with Fundacion Nuestros Jovenes, local reach.

Target Groups:

No information available.

Number of Beneficiaries:

No information available.

Institutional Coordination:

Fundación Nuestros Jóvenes, CONSEP.

Name: UNION NACIONAL DE PERIODISTAS (UNP)

General Coordinator: Jorge Espinoza, President.

Address: Iñaquito y Naciones Unidas. Edificio UNP. P.O. Box 5184 CCI.

City: Quito

Type of Institution: Private non-profit.

Institutional Description:

It was established in January, 1940, as a national association of journalists.

Objectives:

Promote job security for journalists and to cooperate drawing up the collective bargaining contracts for members and their employers.

Main Line of Work:

Union organization.

Human Resources:

Total persons 18, Board of Directors, national and provincial levels 15. Professionals in communications.

Financial Information:

Not available.

Financial Sources:

Private institutions, membership dues and service fees.

Drug Prevention Programs:

None at present but a training program in drug prevention is being developed for journalists.

Name: PIERRE TEILHARD DE CHARDIN FOUNDATION.

General Coordinator: Dr. William Barrios Gómez, President.

Address: Acuña 439 y Versalles.

Telephone: 529-141 238-958

City: Quito

Type of Institution: Private non-profit.

Institutional Description:

Created in 1985 and obtained their legal status in 1989.

Objectives:

Revalorization of the family. Drug abuse prevention. Rehabilitation and treatment of addicts.

Main Lines of Work:

Integral education, public health; documentation and information, community development, adult education, training, alternative activity groups, consulting for other groups.

Human Resources:

Total 48. Board of Directors 11, Administrative 3, Volunteers 24, specialized in social science, education, technical areas, medicine.

Financial Sources:

Private institutions, contributions of the members and service fees. Canadian non-governmental organizations, USAID, Inter-American Foundation.

Drug Prevention Programs: Three.

Name and Location of the Programs:

"Education", provincial.

"Social Improvement", two provinces (Pichincha and Napo)

"Rehabilitation", local.

Target Groups:

Community in general, with emphasis in low-income groups.

Number of people benefited by the programs:

Unknown for Education and Social Improvement. 250 in Rehabilitation.

Human Resources:

People working as volunteers 48, professionals.

Time Working in Prevention: 6 years.

Institutional Coordination: FACE, CONSEP, private educational sector.

Name: FUNDACION SALVA TU VIDA

General Coordinator: Dr. Fernando Díaz, President.

Address: Ave. Luis Tufiño 226, y 10 de Agosto.

Telephone: 476-298

City: Quito

Type of Institution: Private non-profit.

Institutional Description:

Private non-profit foundation with legal status since 1990. Created specifically for the purpose of drug abuse prevention.

Objectives:

Prevention of drug abuse and rehabilitation of addicts. Build assistance centers for prevention and rehabilitation. Support research about the psychological and social causes of addiction.

Main Lines of Work:

Information campaigns, community development, research, publications, adult education, public health training, alternative activity groups.

Human Resources:

Total 3, Director 1, administrative 2, professionals specialized in social science, technical areas.

Financial Information:

Total operating funds: S/.1,000,000.

Financial Sources:

Local Donations.

Drug Prevention Programs:

None presently underway. Three are being planned.

Name and Location of the Programs:

"Education", urban sector of Quito, 5 months.

"Information Cells" local reach, 12 months.

"Research on Drug Production and Use", 3 cities: Quito, Guayaquil and Cuenca. 3 months.

Target Groups:

Program is expected to reach students in the last year of elementary school, high school and university students. The general population.

Number of Beneficiaries:

Projected: "Education", 2,000 students; "Information Cells", 10,000 low income urban inhabitants;

"Research on Drug Production and Use", unknown.

Persons who work in Prevention Programs:

5 volunteers, qualifications: professionals in law and medicine.

Institutional Coordination:

none

Name: FUNDACION SIMON BOLIVAR

General Coordinator: Eco. Alfredo Bastidas, Director.

Address: Alemania 339 y Av. Eloy Alfaro, P.O. Box 17-11-6618

Telephone: 540347

City: Quito

Type of Institution: Private non-profit.

Institutional Description:

It is specialized in support systems to national and international institutions which work in social development projects. Incorporated in 1989.

Objectives:

Collaborate in national development through the development, administration and evaluation of economic and social projects.

Contribute to the consolidation of national values and of subregional integration forming social and political leaders who will accelerate the process of change needed by the country. Support the ongoing formation and training of the human resources of institutions in any of its social strata, as a fundamental base for national development.

Main Lines of Work:

Community development, research, training, management and evaluation of social development projects, consulting for non-governmental organizations.

Human Resources:

Total number of personnel: 208, Board of Directors 3, administrative 5, no volunteers, consulting associates 200, personnel specialized in social science, technical areas, medicine and exact sciences.

Financial Information:

Annual operating budget S/.43,000,000.

Financial Sources:

Self financed, supported by international organisms (USAID, UNICEF, Kellogg Foundation).

Drug Prevention Programs:

None at present. It has developed a drug program research and evaluation area.

Target Groups:

Governmental, international and non-governmental organizations.

Institutional Coordination: 5 non-governmental institutions. The National Directorate for Women.

Observation:

Government programs should be added to the present directory. However, at the present time only one government agency is working in prevention, the Ministry of Education and Culture (MEC) in their program of preventive education. This program has been the subject of an in-depth evaluation in a separate report.

Other possible governmental organizations are the National Drug Council (CONSEP), an organization that was also the subject of a separate report. A treatment program exists at the National Directorate of Mental Health, (Ministry of Public Health), but there are no prevention activities.

In the private sector the Ecuadorian Association of T.V. Channels was not included because it did not send the information requested nor did it grant an interview.

RECOMMENDATIONS:

In view of the situation described above the evaluation team recommends:

1. Aside from the two non-governmental organizations which are working with USAID (Fundación Nuestros Jóvenes and Fundación Guayaquil) cooperation lines and assistance could be provided to the following organizations: Fundación Eugenio Espejo, Pierre Teilhard de Chardin Foundation, Ecuadorian Foundation of Parents Against Drugs (F.E.P.A.).

The recommendation is based on three considerations:

1. Organizational structure, in the sense that the prospective recipient of financial assistance, should have, at least the following elements: administrative capability to manage funds; a technical department or its equivalent, with professional level personnel, well trained in drug prevention; clearly identified target groups clearly identifiable.
2. Previous management experience in this type of project or, being a previous recipient of financial assistance to implement prevention projects.
3. Community outreach capability and ability to work with target groups, so that its programs impact on public opinion at the local or national level.

Of the sixteen organizations interviewed, only the three, which are included in this section, met one or more of the criteria.

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USAID/QUITO NARCOTICS EDUCATION PROGRAM

OVERALL STRATEGY

Introduction

This paper outlines a global strategy for narcotics prevention in Ecuador aimed at two principle sub-objectives: (1) to substantially reduce demand for drugs through programs targeted on at-risk population groups; and (2) to build public support for effective government action against narcotics production, processing and trafficking.

Drug prevention requires the formation of an understanding of the problem, and a shaping of the attitudes and behavior of target populations in accordance with that understanding. It leads to a commitment on the part of both government and populace based on that understanding that drug abuse and trafficking constitute a significant social problem that require action.

The efforts at shaping attitudes requires programs of information and education that use the full panoply of available channels of communication, both formal and informal, including both mass media and face to face methods of communication. This process of education requires considerable effort over time to get the message across. It requires, therefore, institutional structures capable of reaching target populations through formal channels such as schools, through the mass media and through informal channels including community and peer-based groups.

The Escalation of Drug Abuse in Transit Countries

Ecuador is primarily a transit country for drugs destined for the United States and Europe, although cocaine processing may be increasing especially along the Colombian border. It is also used as a money laundering center. Some cultivation of coca and cannabis exists although no evidence exists that this is increasing.

Although absolute numbers are sketchy at best, it now has become quite clear in both Asian and Andean producer and transit countries that the availability of drugs is leading to increased drug use and greatly increasing numbers of addicts. This is not at all surprising, since it is known that "drugs create their own demand".

The rapidity with which drug addiction can escalate is astounding. For example, the Pakistan Narcotics Control Board estimated that while there were about 5,000 opium abusers in 1980, by 1990 over 1.2 million heroin addicts were revealed in national surveys. Furthermore, in what is a common pattern, about 43 percent of drug addicts in Pakistan are between 16 and 20 years old.

In Colombia, Peru and Bolivia addiction to cocaine base, or basuco as it is often known, is increasing rapidly. Use of base is reported in many of the Ecuadorian studies on drug abuse. It is an

intermediate product in the production of cocaine. It contains traces of chemicals used in the cocaine refining process such as acetone, ether, hydrochloric acid, kerosene and other similar products. It is highly addictive and causes severe deterioration of mental capacity within a very short period (one to two years of frequent use). In Colombia, there are now an estimated 500,000 smokers of basuco. Addiction to it is increasing rapidly in Peru and Bolivia. According to official estimates quoted by UNDCP, 11 percent of Bolivians between the ages of 12 and 25 use illegal drugs of which basuco appears to be the drug of fastest growing use. In Peru, according to UNDCP, consumption of illegal drugs has been increasing at a rate of 10-15 percent since 1975 -- roughly equivalent to the period of the "coca boom".

As a transit country Panama is similar to Ecuador. In July 1991, officials of both public and private sector agencies were unanimous in describing to the Narcotics Awareness and Education Project a drug abuse problem reaching epidemic proportions, growing rapidly within the last two years and seriously affecting areas of the interior of the country previously untouched by basuco, cocaine and crack. According to these drug professionals the age of initial use is lower than several years ago, with cocaine products now seen increasingly as a drug of first use. During the first five months of 1991, half of the patients in one of the largest drug treatment centers in Panama City were between the 11-15 years of age and 43 percent were between the ages of 16-20. Cocaine was used by 37 percent of those treated and was the initial drug used in 14 percent of the cases. With regard to the problem of drugs in the workplace, a July 1991 report of the results of drug tests of 1,500 employees from government agencies, the private sector and transport unions revealed positive test results for cocaine in 21 percent of the cases.

Recent drug abuse trends in Ecuador

Random sample household surveys conducted in 1988 and 1990 in Ecuador's two major cities, Quito and Guayaquil, show growing illicit drug consumption especially among the male population. In 1988, approximately 9.7 percent of the male population in Quito used marihuana, cocaine base and cocaine; by 1990 this figure had risen to 17 percent. In Guayaquil, the comparable figures for coca and marihuana products were 13 percent in 1988 and 14.3 percent in 1990.¹ The Fundación Nuestros Jóvenes estimates that there are now about 600,000 drug users in Ecuador. Of this number between 30,000 and 60,000 are considered addicts.

¹Pablo Andrade and Carlos Herrera, Usuarios de drogas ilegales, Fundación Nuestros Jóvenes, Quito, 1990 (manuscript).

Elements of the Strategy

Objective: To develop a psychology of narcotics prevention in Ecuador aimed at two principle sub-objectives: (1) substantially reduce demand for drugs by programs targeted on the at-risk population; and (2) build public support for effective government action against narcotics production, processing and trafficking.

Indicators:

Sub-objective 1:

a. Trends in attitudes, opinions and behavior as measured in the national household epidemiological surveys of 1988, 1992 and 1994. Should the project with the FNIJ be terminated, some separate arrangement should be made to carry out the 1992 epidemiological survey either through a contract with FNIJ's research unit or through another research organization which could sub-contract the services of members of FNIJ's research unit. Given the rapid changes which often occur in the nature and extent of drug use in any given country, a four year period between such surveys is too long. The United States National Household Survey on Drug Abuse is now conducted annually. For Ecuador the next survey following 1992 should be conducted in 1994.

b. Evaluations of various community and extra-curricula school-based prevention programs for at-risk population groups. Baseline data exist only in the case of the pilot project of the Fundación Guayaquil. FNIJ's "Population at Risk" study should be used to provide baseline and impact evaluation data for the "Youth in Action" project. If this is not possible, because of termination of the FNIJ project, arrangements would have to be made with another organization with a comprehensive community and extra-curricula school-based prevention program. Baseline, process and impact evaluation should then be contracted through a separate research organization since no capacity for this seems to exist any of the institutions reviewed by the evaluation team (with the exception of the Fundación Guayaquil for which additional technical assistance should be provided).

c. Probabilistic sample surveys of knowledge, attitudes and practices (a combination opinion and prevalence survey) in high schools (including younger adolescents as well as senior students) to be conducted every two years in

between the national household surveys. No baseline data presently exist. No capacity for this research presently exists in the Ministry of Education. Such surveys may be conducted through Ecuadorian universities in departments where epidemiological survey expertise may exist.

Sub-objective 2:

- a. USIS public opinion surveys (annual). The first such poll has just been completed. This will provide baseline data. Subsequent polls will show trends.
- b. Media comments on actions proposed, taken or not taken by GOE against narco-traffickers, money laundering, etc. No baseline data exist. This will be a more-or-less subjective snapshot of where public opinion stands at any given time.
- c. Entry attitude questionnaires now in use by the Fundación Guayaquil. Baseline data would be the results of earlier questionnaires, which exist. This data would show trends among small, selected groups of the population. The sample would increase and become more diversified as (if) that program is extended to other NGO's.

Extent to which current AID-funded activities support the proposed objectives.

Sub-objective 1: Substantially reduce the demand for drugs by programs targeted on the at-risk population.

It should be stated at the outset that much more needs to be done to identify the at-risk population groups in Ecuador and the specific risk factors against which narcotics awareness and education programs should be targeted. Under existing agreements this is the task of the Fundación Nuestros Jóvenes. The FNJ has shown some tendency to back away from its agreement on this point. The body of this report contains recommendations to cover this matter which, if successfully implemented, will produce the information needed.

Under present arrangements the two organizations looked to by AID to carry out drug-use prevention activities are the FNJ and the Ministry of Education and Culture. The program with MEC is designed to build a general psychology of avoidance among the broad mass of school children, hoping to avoid problems later on. The programs of the FNJ are somewhat more targeted and have the capacity to be further sharpened as more information is acquired on at-risk groups and specific risk factors. In this sense, from the point of view of overall strategy, we would regard the program with the FNJ as the essential element with the MEC program a highly useful supplement.

As is evident from the body of this report existing arrangements between AID and each of these institutions present serious problems. If the main recommendations in this report with respect to each of these institutions can be implemented, we would be confident in judging that AID's present programs are well designed and well aligned to meet the first strategic objective.

If the program with MEC cannot now be implemented because the Ministry, under the GOE's present austerity program, cannot get the funds to carry out its part of the proposed revised program, there obviously are two alternatives: (1) AID can provide the funding necessary, or (2) completion and installation of the program can be postponed. Assuming AID funding were available, we would recommend alternative one. As indicated the proposed program with MEC, while not the key program with respect to the sub-objective sought, is extremely useful and might have a very high pay-off in the long run. We also are mindful of the fact, in making this recommendation, that any substantial delay in going forward with the MEC program would bring about the break-up of the present project team in the Ministry so that a subsequent start-up would be that much more difficult, time-consuming and expensive.

If the proposed MEC project cannot go ahead at this time because of the Ministry's inability to come to satisfactory terms (one way or another) with UNE, we see no alternative to postponing the project to a more propitious time.

We wish to emphasize that in both cases above we have talked about "postponing" the MEC program. We think it is a very useful program vis-a-vis the strategic sub-objective at which it is aimed and one that should be put in place when circumstances permit.

The alternatives with respect to the FNJ are easier (conceptually). Our analysis suggests that there are serious questions regarding the sustainability of that organization from both a managerial and a financial point of view. We have made several recommendations on the resolution of these questions but implementation of those recommendations depends on AID's judgment on the financial matter, in the first instance, and secondly on the FNJ's willingness to accept them. (This means, specifically: 1. FNJ's willingness to sell its building if the recommended cash flow analysis by AID indicates that financing plans for paying off the mortgage are unrealistic; and 2. FNJ's willingness to design and implement the serious management changes called for in this report.)

If the FNJ is willing to implement the recommendations, and assuming there are no great problems involved in their accepting or implementing the other mid-course corrections recommended, we would consider this central part of the AID program to be on course and well directed towards achieving this sub-objective.

If the FNJ is not willing to carry out these recommendations and assuming that AID agrees with

our recommendation that, in such case, the project be terminated, progress toward the accomplishment of sub-objective 1. is, more-or-less, back to Square 1. The only real alternative we would see here would be to start a search for another organization in the country that could be built up to carry out this task and, with that organization, proceed to a program design exercise. The "Directory" of NGO's working in the anti-narcotics area, submitted as a part of this report, is a useful start in that direction. Of the organizations listed, we would consider the Fundación Eugenio Espejo, the Fundación Pierre Teilhard de Chardin and possibly the Fundación Ecuatoriana de Padres Antidrogas as the places to start.

It might be possible, where this case to eventuate, to "break out" the research function necessary to support this effort through a contract with a private research organization. That same organization might also be called upon to do impact evaluations of the programs to be carried out. However the work of designing and carrying out programs to reach at-risk groups would have to be carried out by a single organization, for AID's own management reasons if for no other. And, given the nature of the work to be done this would have to be a private sector organization.

Sub-objective 2: Build public support for effective government action against narcotics production/processing/trafficking.

AID's program for achieving this strategic sub-objective also rest heavily on the Fundación Nuestros Jóvenes, principally through its program of Legal Reform and, more informally, on the effective lobbying work done by its Executive President and some members of the Board of Directors. Our recommendation that the FNJ greatly expand its outreach effort, both in terms of its mass communication strategy and, most importantly, in terms of returning to its earlier work of mass mobilization (local organizations, etc.) are aimed at this sub-objective.

If all goes well with the FNJ (see our discussion above) we consider this program to support sub-objective 2 fully and well.

The work being done with the Fundación Guayaquil, while it still must be considered experimental, is sufficiently promising and sufficiently inexpensive (even in the proposed expanded pilot program recommended) to be maintained and nurtured. The possibility of "attaching" a narcotics prevention theme to the core interests of highly motivated special issue groups would add a very interesting "second string" to AID's bow. By its nature, however, and even at its greatest possible coverage, this program will not reach the large numbers of people who have to be reached to achieve this sub-objective. Thus, for example, it cannot be considered a possible alternative to the present program with the FNJ.

Should it become necessary to discontinue the present program with the FNJ, as per the

discussion under sub-objective 1 above, the same conclusion would follow: it would be necessary to find another private sector organization and start the programming process all over again. In such a case, the organization chosen need not be the same as the one chosen to work with groups at risk under sub-objective 1 although, for both programmatic and administrative reasons it would be useful if that could be the case.

Another (probably additional) organization that might be looked at if FNJ falls out, would be the MEC program Escuela Para Padres. While this program does not focus specifically on narcotics awareness activities, such a module probably could be added to it. Although programs with MEC have their problematic aspects, the outreach potential here is worth taking a closer look at.

GENDER CONSIDERATIONS IN NARCOTICS DATA COLLECTION SYSTEMS

Introduction

Drug prevention works by reducing risk factors and through strengthening protective factors - factors which "inoculate" against drug use. In many ways this approach is modeled on the Public Health Model of Prevention which has been successfully applied in the United States in relation to cardiovascular disease and to cessation of cigarette smoking. Viewed from this perspective prevention efforts are directed toward the individual, both potential and active users (the "host"); toward the sources, supplies and availability of drugs (the "agent"); and toward the social climate that encourages, supports, reinforces or sustains the substance abuse (the "environment"). Key questions are how these elements relate to each other and what that relationship implies for prevention. The basic idea is that a multiplicity of complex interacting risk factors exists. No one factor is all important in determining that an individual will engage in drug abuse. Rather, the constellation of all factors increase the probability of a person's having a drug abuse problem.

In very simplified terms these risk factors operate at the personality/behavioral level, the family, peer group, school and community levels which include the overall social/environmental context of groups at risk. Protective factors deal with bonding which involves: attachment, commitment and belief in shared values. Bonding provides the motivation to live by the standards of the social unit and to accept positive, healthy standards. In addition to motivation (bonding) and knowledge of norms, there must be the skills to live by the norms - including skills to resist temptation to act in conflict with these norms ("life or resistance" skills).

Gender, Models of Drug Abuse and the Development of Prevention Programs

Research on substance abuse among youth suggests that male and female high school students have different patterns of use of legal and illegal substances. This implies that separate analyses should be developed for male and female subjects. There are few empirically tested causal models of youth substance abuse to guide the development of effective prevention programs. Yet without simple yet comprehensive theoretical models, it is difficult to develop effective prevention programs that address the major causes of drug abuse in youth. A comprehensive theoretical model of adolescent substance abuse would provide a starting point to plan data collection and analysis for testing hypotheses. To date few theoretical models of substance abuse focus on the larger social environment or ecology in which drug abuse occurs - the family, the school or work environment, the peer group, local community, or general society. The model should include both risk and protective factors operating at both the

individual and the environmental levels. Examples of these are: peer influence, school bonding, self efficacy, and family and school climate variables.

One way to test hypothesized causal models is by empirical verification using structural equation modeling procedures. It should be noted that empirically tested models can, and often do, differ somewhat from the hypothesized generic causal models because they fit only the specific sample on which the data were collected and that point in time. Hence, imputed causative factors or processes are not static: they change over time, culture, and because of changes in the socio-political-economic climate. Variations in the strength of various factors in the tested models will help prevention practitioners to understand the differences in causal factors affecting different groups use of legal (gateway) and illegal drugs and thereby to design more specific and effective interventions.

One approach is to select a target population such as a random sample of male and female high school students in a specific geographical location, e.g. Quito. Either a cross-sectional or longitudinal approach may be used. However, the latter is preferable in order to establish a baseline pre-intervention measurement and to determine the efficacy of the prevention program (e.g. one year after completion of the intervention). The research staff at the Fundación Nuestros Jóvenes have the capability to carry out the appropriate data collection and analysis.

Analyses of the data from a survey questionnaire should be performed separately for males and females. In order to test for sex differences one approach would be to compute a one-way multivariate analyses of variance using subject sex as the independent variable and the variables chosen in the structural model as dependent variables. One recent study employing this technique found that significantly different factors determine the initiation of gateway substance and illegal drug use.¹

Some researchers have even suggested that gender itself should be considered as a risk factor, based on empirical evidence that males typically engage in higher levels of drug use than females. However, recent research findings suggest that this is not a useful approach in the analysis of risk factors.

In dealing with multiple risk factors a potentially useful method of data collection and analysis by gender is separate risk factors into those that predict experimental drug use and those that predict more problematic drug use. This would involve the identification of the set of risk factors to be used in the

¹Karol L. Kumpfer and Charles W. Turner, "The Social Ecology Model of Adolescent Substance Abuse: Implications for Prevention" in The International Journal of the Addictions, 25(4A), (February, 1991).

specific socio-cultural context (e.g. Quito versus Guayaquil or Esmeraldas)² Although it appears that gender does influence the number of risk factors for initiation to drug use, only exploratory studies exist at present, and little prior research is available for confirmation of the differences in the direction of influence by gender. However exploratory, these recent findings by Sceier and Newcomb do seem a logical explanation for the commonly observed pattern of greater drug use for males than for females.³

The study by Sceier and Newcomb just referred to provides a useful example of how such analysis might be conducted in Ecuador. In their work data collection by gender focused on students in the seventh and ninth grades. A risk index for initiation/experimentation was constructed with six risk factors. These were: peer/friendship bonding, affiliation with children, academic performance, positive school climate, perceived freedom in school, and peer affect toward school. The idea is that youth at risk for initiation/experimental drug use would be characterized by low peer/friendship bonding, low affiliation with children, and little regard for their school work, academic performance, and academic skills, as well as not perceiving a positive school climate, freedom in school and their peers' strong attachment to school. The risk index for problem/heavy drug use was constructed with a set of risk factors relating to low happiness, low orientation to success, low bonding to teachers, high internality for failure, positive drug-related attitudes and behaviors, deviance problems, perception of few risks in and many benefits to the use of alcohol, pills and marijuana, and perception that their peers approve and engage in "gateway" (cigarettes and alcohol) and illicit drug use.

For purposes of designing prevention programs targeting risk factors involved in adolescent initiation of drug use, such an approach appears to be at the "cutting edge" of data collection and analysis. The multiple risk factor methodology suggests a need for different prevention strategies tailored to specific high-risk groups. Once again the lesson to be learned seems to be that "no magic bullet exists"; no single modality, no most effective prevention program will be found. Multiple causation calls

²For listings of risk factor combinations that may be used, the reader is referred to: Lawrence M. Sceier and Michael D. Newcomb, "Psychosocial Predictors of Drug Use Initiation and Escalation: An Expansion of the Multiple Risk Factors Hypothesis Using Longitudinal Data" in Contemporary Drug Problems (Spring, 1991).

³Ibid.

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for multi-faceted prevention programs. These programs need to be considered by gender and within the specific socio-cultural context both within school-based programs and through community-based initiatives.⁴

⁴For further examples of multiple risk factor analyses which account for gender in different social contexts see: Janet Gross and Mary E. McCaul, "A Comparison of Drug Use and Adjustment in Urban Adolescent Children of Substance Abusers" in The International Journal of the Addictions, 25,4A (February, 1991); Carlos E. Climent, Lyda Victoria de Aragon and Robert Plutchik, "Prediction of Risk for Drug Use in High School Students" (for Cali, Colombia) in The International Journal of the Addictions 25,5 (1990); and Jan Skirrow and Edward Sawka, "Alcohol and Drug Abuse Prevention Strategies - an Overview" in Contemporary Drug Problems (Summer, 1987).

ARTICLE I - TITLE

NARCOTICS SECTORAL ASSESSMENT FOR ECUADOR

ARTICLE II - OBJECTIVE

The purpose of this Delivery Order is to provide Review and Assessment of the narcotics awareness and education activities of governmental and non-governmental organizations in Ecuador to determine possible areas for future cooperation with USAID/Ecuador; Assessment of current USAID activities; and Evaluation of specific activities to see whether they have been effective in strengthening anti-narcotics attitudes and in meeting their individual objectives.

ARTICLE III - SCOPE OF WORK

1. The Contractor shall conduct an in-depth interim evaluation of Phase II of the Fundacion Nuestros Jovenes (FNJ) Narcotics Project (Project No. 518-0064.2). This evaluation shall consider both the institutional development component as well as the programmatic components, which include preventive information dissemination, legal reform, and research activities:

With regard to institutional strengthening, the contract team shall:

- Determine the degree to which FNJ, in its organizational, professional, technical, administrative, financial and legal structures, is able to ensure the effectiveness and continuity of a process of planned institutional growth. Describe the administrative, financial, personnel and training systems now in place. Determine the level of professionalization reached by the FNJ volunteers. Assess the operational decentralization process vis--vis the provincial nuclei. Identify major problems and constraints in all of these areas, and recommend possible solutions.
- Review and describe both the FNJ's Board of Directors structure, and the functions of the Board and each of its members. Identify the level of autonomy of the Board of Directors, describe its relationship to the FNJ top management, and recommend changes (if any) that should be implemented.

- Review FNJ's ability to develop fund raising plans, and conduct such activities. Evaluate the potential of FNJ to eventually become a financially self-sufficient organization. Assess FNJ's ability to pay back the banking loan received by the institution to purchase the new building.
- Analyze other donors' support for FNJ activities in the narcotics field; and determine the level of effort invested by FNJ staff in activities funded by other donors, compared to the level of staff effort provided to AID-funded activities.

With regard to programmatic areas, the Contractor shall:

- Determine the degree to which information about drug prevention (e.g. Information Centers of Quito and Guayaquil, Informa-T, Radio Juvenil and Preventive Campaigns) disseminated to date has been received and is being acted on by the target audience. Describe the monitoring and evaluation systems (if any) being utilized by FNJ to measure this activity.
- Review progress to date in the FNJ's efforts to promote national understanding of the new anti-narcotics law through the press, and comment on the monitoring and evaluation systems used by FNJ in measuring the impact of this activity.
- Describe FNJ's progress to date in the research area, both in activities now underway as well as on studies already completed (e.g. study of "Drug Users"). Describe how research programs are being applied and/or how FNJ is planning to utilize the findings of research programs.
- Review the cost-effectiveness of FNJ's activities in the above areas
- Based on the information gathered, draw conclusions about FNJ's potential for achieving the project's final objectives.

Answers and comments regarding these concerns shall provide the Mission with indicators of current levels of performance under the project; the problems and constraints being encountered in implementation of the activity; and the capability of FNJ to respond to the institutional and programmatic demands of the project.

To carry out this part of the assessment, the contractor shall examine FNJ operations and activities related to the project's components. The contractor shall use the Logical Framework presented by the FNJ prior to the beginning of Phase II of the Project as the principal methodological tool to evaluate the project. In this regard, the evaluation shall focus on the analysis of indicators at the project goal and purpose level, and the way these indicators are being measured by FNJ. The Contractor shall assess whether these indicators measure project impact. If not appropriate, the Contractor shall recommend new feasible project impact indicators.

2. The Contractor shall measure the achievement of the major objectives of USAID/Ecuador's current grant to Fundacion Guayaquil (Project No. 518-0083), to determine the efficiency and effectiveness of its operations, and the possibility and advisability of expanding this activity nationwide.

The Contractor shall:

- Evaluate project performance and impact in terms of attitudinal change of target groups in creating a "Culture of Rejection Towards Narcotrafficking".
- Determine the usefulness of the methodology and video-materials created and utilized by Fundacion Guayaquil in its attitudinal change efforts.
- Analyze the cost-effectiveness of continuing and expanding nationwide FG's activities.

3. The Contractor shall measure the achievement of major objectives of USAID/Ecuador's assistance, through local currency funding, to the Ministry of Education and Culture (MEC)(Activity No. 031). This shall include, but not be limited to, assessment of the success of MEC in introducing both formal and informal curricula in the nation's schools and teacher training programs and assessment of the curricula developed for appropriateness of content and feasibility of implementation.

The Contractor shall:

- Measure progress to date of this activity in the introduction of narcotics education programs in both formal and non-formal curricula in the Ecuadorian school system.
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- Assess the capability of the National Program of Preventive Education of the Ministry of Education (MEC) to carry out project activities, in terms of its organization, staffing, decision making authority, procurement procedures and financial management.
 - Assess "public school politics" as they affect the implementation of drug education programs in Ecuadorian Schools; e.g. the feasibility of a prevention program in light of recurring political problems between the Teachers Union (UNE), school administrators and the Program staff.
 - Using the information gathered about the above, the Contractor shall identify issues on both a policy level, as well as implementation problems, and recommend what type of USAID/Ecuador assistance, if any, USAID should continue to MEC.
4. The Contractor shall conduct a review of drug awareness, education and prevention activities in Ecuador, which shall include, but not necessarily be limited to, :
- a) An institutional review of Ecuadorian governmental, and non-governmental organizations, including foundations and similar groups active in narcotics prevention, awareness and education, and produce a directory that presents basic information about the institutions and their programs. Such information about each institution shall include, as a minimum, the following: name of organization, address, telephone numbers, cable address, telex, fax numbers, name and title of agency executive (s), overall objectives, programs/activities developed, target groups addressed, etc. As available, the number of personnel and titles, financial data (such as value of endowment and value of yearly operating budget) of each organization shall also be presented.
 - b) A review and description of the status of the ministerial-level National Drug Council (CONSEP), created by the new Narcotic Law. The review shall include answers to, as a minimum, the following questions: 1) What are its functions? 2) Who is its target audience? 3) What budget has been approved and is this budget adequate to permit CONSEP to accomplish its programmatic responsibilities? 4) What level of autonomy does CONSEP have within the government? 5) What is its staff? 6) What USAID assistance, if any, might be appropriate to CONSEP

The Contractor shall:

- Determine the degree to which CONSEP's new programs (e.g. personnel system), administrative procedures (e.g. manuals, regulations), financial support and systems, and organizational relationships have been institutionalized.
 - Describe major on-going problems and constraints to the proper functioning of CONSEP.
 - Comment on the best way to include gender considerations in narcotics data collection systems.
5. Based on the information gathered, the Contractor shall recommend a strategic objective in the narcotics field; develop indicators to measure its success; indicate how data should be collected for these indicators; and indicate if baseline data are available, for these indicators.

The Contractor shall also provide an assessment of whether or not current AID-funded activities fully support the proposed strategy. If they do not, the Contractor shall recommend possible changes to be made.

The Contractor shall provide a description of the current status of implementing Ecuador's anti-drug legislation.

ARTICLE IV - REPORTS

The Contractor shall submit a written report containing the following sections:

Executive Summary: An executive summary, covering the total assessment, should provide a succinct description of the report findings, conclusions and recommendations. It shall function as a stand-alone document, and shall be no more than three pages, single space. Executive summaries for each organization studied should also be separately presented.

Methodology: The method used by the Contractor in carrying out the study shall be described.

Body of the Report: The report shall include:

Major findings on both the sectoral assessment as well as on each project and its activities.

Extensive information on each of the specific concerns raised in the Statement of Work.

A discussion of major lessons learned based on experience to date.

The report shall will incorporate findings with regard to each specific organizations studied as well as answers to specific concerns of the SOW in separate chapters, so that the appropriate chapter(s) may be independently distributed to each implementing organization.

Conclusions and Recommendations: The conclusions shall flow from the findings, which should be as empirical as possible. The recommendations shall flow from the conclusions. They shall be limited in number, achievable, and presented in priority order.

Appendices: Shall contain as a minimum the scope of work, the logical framework for each project grant, and a brief summary of the current status/attainment of original or modified inputs and outputs, bibliography, persons interviewed, etc.

The Contractor shall provide eight (8) copies of the draft report in English upon completion of the field work, two working days prior to leaving Ecuador. USAID/Ecuador officials will review the draft report, provide comments as necessary and return the report to the Contractor. USAID/Ecuador comments shall be incorporated into the final report within two (2) weeks after receipt.

The Contractor shall provide an interim briefing and an exit briefing to selected USAID/Ecuador officials. The Contractor shall participate in a a working session with USAID/Ecuador officials to discuss options for the USAID/Ecuador narcotics strategy.

The Contractor shall submit the final report as follows:

Eight (8) English Language versions of the report and Five (5) Spanish language Versions of the report shall be submitted to USAID/Ecuador.

Three (3) English Language versions of the report and Three (3) Spanish language Versions of the report shall be submitted to the Agency for International Development, S&T/ED: Anthony Meyer, Room 609 SA-18, Washington, D.C. 20523.

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