

DEVELOPMENT ASSOCIATES, INC.

MANAGEMENT AND GOVERNMENTAL CONSULTANTS

2 9 2 4 C O L U M B I A P I K E • A R L I N G T O N . V I R G I N I A 2 2 2 0 4

Development Associates, Inc.



**NARCOTICS
AWARENESS
AND EDUCATION
PROJECT**

PN ABU-433
93053

**1730 NORTH LYNN STREET
ARLINGTON, VIRGINIA 22209-2009
(703) 276-0677
FAX (703) 276-0432**

**ORGANIZATIONAL ASSESSMENT
OF
THE ANTI-DRUG FOUNDATION
OF EL SALVADOR
(FUNDASALVA)**

Submitted

To

**USAID/El Salvador
PIO/T No. 519-0377-3-00109
Project No. 519-0377**

Study Team

**John L. Garcia
Dr. Leonel Valdivia
Jose Romero**

October 30, 1991

Prepared By:

**The Narcotics Awareness and Education Project
Development Associates, Inc.
Arlington, Virginia**

2924 COLUMBIA PIKE, ARLINGTON, VIRGINIA 22204-4399 TEL: 703-979-0100 TX: 197921 DAWASH FAX: 703-892-9748

A Project of the United States Agency for International Development, Bureau For Science and Technology
Subcontractors to Development Associates: Macro Systems, Inc., Academy for Educational Development, Porter/In. velli

TABLE OF CONTENTS

	Page
Executive Summary	
Chapter I Introduction	1
Chapter II Background	3
Chapter III Description of FUNDASALVA Operations	8
Chapter IV Analysis of 1991 Action Plan	17
Chapter V Conclusions and Recommendations	35
Appendices:	
1. FUNDASALVA Organization Chart	
2. Information-Education-Communication Strategy Guidelines	
3. Persons Contacted	
4. Documents Reviewed	

EXECUTIVE SUMMARY

PURPOSE

On August 30, 1991, the United States Agency for International Development of El Salvador (USAID/El Salvador) contracted with Development Associates, Inc., to assess FUNDASALVA's one year Action Plan. The purpose of the assessment is to ascertain whether the action plan has established specific activities and targets, whether these activities and targets are consistent with the objectives of the Cooperative Agreement between USAID and FUNDASALVA and the feasibility of successfully implementing the planned activities. Furthermore, the study team will determine whether, if met, the Action Plan targets will lead to measurable progress towards achievement of overall Project purposes and objectives. Based on the technical assessment of the Action Plan, the team will assist FUNDASALVA to make the necessary revisions.

METHODOLOGY

On September 4, 1991, Development Associates, Inc., deployed a three-person team from the Narcotics Awareness and Education (NAE) Project to conduct the technical assessment. Prior to arriving on site, the team reviewed the Project Paper and other documentation in order to develop a clear understanding of the issues and objectives of the Project and FUNDASALVA's achievements up to the present and its overall short, medium and long-term goals.

Upon arrival in country, the team met with USAID project staff to review the scope of work and discuss specific concerns of USAID staff. The team subsequently met with the President and Executive Director of FUNDASALVA as well as with members of the Executive Committee. Group and personal interviews were conducted with FUNDASALVA staff and with selected Government of El Salvador (GOES) agency officials, private sector organizations, community,

religious, and educational leaders, and USG representatives. This assessment is based on these interviews as well as on the review of relevant documentation available at FUNDASALVA.

THE ORGANIZATION

FUNDASALVA is a private non-profit organization (PVO) founded by a group of individuals concerned, initially, with the problem of alcohol and alcoholism. It obtained legal status as the "Fundación Anti-Drogas de El Salvador" on September 22, 1989. Thirty-five (35) business organizations and two private individuals serving as Founders provided the initial funding for FUNDASALVA' operations.

FUNDASALVA conducts its operations as a private, non-profit social service foundation through a well developed and functionally defined organizational structure. The main policy making body is the Founding Members General Assembly (Junta General de Socios Fundadores), which holds regular meetings once a year. The Assembly delegates authority to the Board of Directors (Junta Directiva) which meets once every three months. The Board elects the Executive Committee which is defined as being "... in charge of the direct administration of the Foundation." The Executive Committee has an unusually high involvement in the day-to-day running of the organization through its weekly meetings. FUNDASALVA's daily operations are carried out by a 43 member staff headed by the Executive Director. The Executive Director is appointed by the Board of Directors and works closely with the Chairman of the Board. The office of the Executive Director coordinates the work of three support divisions and one program division. The support divisions include: Administration and Finance, Resource Center, and Communications. The program division is referred to as the Technical Division (División Técnica) and it consists of four program departments: Community Outreach; Education; Drugs in the Work Place; and Rehabilitation. A description of each division's operations is presented in the section on Administrative and Technical Activities in the main body

of the report.

On September 26, 1990 USAID/El Salvador approved a grant proposal submitted nine months earlier and entered into a three-year Cooperative Agreement with FUNDASALVA to design, implement, and conduct narcotics awareness activities in El Salvador. A first year Action Plan was prepared and submitted to USAID. It is this Action Plan that the study team is to assess.

The 1991 Action Plan was prepared and submitted by FUNDASALVA as part of the Conditions Precedent to Subsequent Disbursements contained in the Cooperative Agreement. The Plan was submitted to USAID in November 1990, reviewed by USAID, and revised by FUNDASALVA and resubmitted in January 1991. Subsequent observations by USAID resulted in modifications to the Plan. One of the remaining requirements for final approval of the Plan is the submission and acceptance of this report, which is an assessment of the Plan.

CONCLUSIONS

It is the study team's conclusion that FUNDASALVA's 1991 Action Plan, despite some deficiencies, is responsive to the nature of substance abuse in San Salvador, although not necessarily that of the entire country. The security situation in El Salvador has been such that FUNDASALVA's activities to date have had to be restricted to the San Salvador metropolitan area. The Plan while not complete as far as measurable objectives and evaluation indicators are concerned, does contain specific activities and targets that are consistent with the objectives of the Cooperative Agreement. Activities are aimed at specific target groups designed to foster and promote drug and alcohol abuse prevention. The Plan is a rational one and with certain minor exceptions, implementation of planned activities is feasible. Discussions with FUNDASALVA staff have identified the gaps and deficiencies in the 1991 Action Plan with a view towards correcting those in the upcoming 1992 Action

Plan. The more serious defects are addressed in the team's recommendations.

Although the organization and each of its functional entities have a mission statement there is no overall organizational policy or goal related to the USAID project. This impacts on establishment of project goals and objectives. While stated objectives are not at the level of definition and measurement needed to conduct a rigorous evaluation, they are consistent with the purposes and objectives set forth in the Cooperative Agreement.

Institutional strengthening needs additional attention, particularly in the areas of planning, evaluation, and development of materials. There is clearly a need for additional staff training and technical assistance in these areas. While technical training of the type mentioned above can and should be carried out through the use of U. S. resources, the staff need to be exposed to alternate drug abuse prevention methodologies in other Latin American countries such as Mexico, Peru, Bolivia, and Ecuador.

Administrative, financial controls and operational procedures are in place and as far as the team was able to determine, are working well; but there is a clear need for additional effort in the development of a financial strategy for self-sufficiency. In this respect, although pressure should continue for action towards self-sufficiency, reality dictates that complete attainment of that goal is difficult, but the effort has to be made.

RECOMMENDATIONS

The study team has developed sixteen recommendations designed to address the major deficiencies discovered during this assessment. Areas covered by the recommendations include development of a coherent organizational policy, development of appropriate plans (strategic, short-term, staff training, evaluation, and self-sustainability), review and possible modification of the

organizational structure (to include staffing levels), review and modification of programmatic procedures and materials, and training and technical assistance considerations.

I. INTRODUCTION

A. Purpose.

On August 30, 1991, the United States Agency for International Development of El Salvador (USAID/El Salvador) issued a work order to Development Associates, Inc., under the Narcotics Awareness and Education (NAE) Project contract, to assess FUNDASALVA's one year Action Plan. The purpose of the assessment is to ascertain whether the action plan has established specific activities and targets, whether these activities and targets are consistent with the objectives of the Cooperative Agreement between USAID and FUNDASALVA and the feasibility of successfully implementing the planned activities. Furthermore, the NAE team will determine whether, if met, the Action Plan targets will lead to measurable progress towards achievement of overall Project purposes and objectives. Based on the technical assessment of the Action Plan, the team will assist FUNDASALVA to make the necessary revisions. It should be noted that while the team will make observations on FUNDASALVA's operations, this report is not intended as an evaluation per se.

B. Methodology.

On September 4, 1991, Development Associates, Inc., deployed a three-person team from the NAE project to conduct the technical assessment. Prior to arriving on site, the team reviewed the Project Paper and other documentation in order to develop a clear understanding of the issues and objectives of the Project and FUNDASALVA's achievements up to the present and its overall short, medium and long-term goals.

Upon arrival in country, the team met with USAID project staff

to review the scope of work and discuss specific concerns of USAID staff. The team subsequently met with the President and Executive Director of FUNDASALVA as well as with members of the Executive Committee. Group and personal interviews were conducted with FUNDASALVA staff as well as with selected Government of El Salvador (GOES) agency officials, private sector organizations, community, religious, and educational leaders, and USG representatives. This assessment is based on these interviews as well as on the review of relevant documentation available at FUNDASALVA.

II. BACKGROUND

A. Extent of the Problem.

The geographic location of El Salvador puts the country directly in the drug traffic lane between South American drug cartels and the U.S. market. The results of a recent sample study carried out by the Anti-Drug Foundation of El Salvador, FUNDASALVA, indicate that there is clear evidence of drug and alcohol abuse in this country, transcending socioeconomic strata to affect Salvadoran youth in particular, at all socioeconomic levels. Alcohol, tranquilizers and marijuana are the substances most abused by the target population. However, indications are that amphetamines, cocaine and heroin abuse is also prevalent in El Salvador, and abuse of morphine and L.S.D. is known to exist, principally among the student population. Additionally the country has been beset by a civil war that has been going on since 1979. This continuing conflict has had a deleterious effect on the nation's economic, agricultural, judicial, and social welfare systems, conditions that place the population potentially at high risk for drug use. With the attention of the nation's security forces diverted by the war, the potential for increased use of the country as a transit point for drug trafficking poses increased potential for availability of supply. Cocaine seizures along the west coast of the country as well as within the San Salvador metropolitan area attest to the fact that the country is at risk in drug trafficking, consumption, and production. Marijuana production has been documented, particularly along the Guatemalan border, and it is apparent that consumption is also on the increase.

Until the last few years, the problem of drug use in El Salvador had not been a serious consideration and consequently

had not been addressed in a coherent and logical manner. Drug awareness and prevention activities were conducted ad hoc by local groups and institutions that were aware of the problem. However, these activities were conducted without benefit of backup technical support and, usually, in isolation from each other.

Drug-related research has been minimal--a few studies have been conducted, although their validity and coverage is insufficient to draw any meaningful conclusions. Nonetheless, there is empirical evidence that drug consumption is increasing among the Salvadoran population. The few research studies conducted indicate that the most used drugs are alcohol, tranquilizers and marijuana

The sense among the populace and drug prevention specialists is that problem is on the increase--there is also evidence of expanded trafficking (in-transit). The above evidence notwithstanding the concern in FUNDAS\LVA and other relevant organizations is primarily over tobacco and alcohol, followed by inhalants and marijuana. It is interesting to note that although marijuana is produced in the areas bordering Guatemala, the sense is that it is primarily for local consumption and not for export.

B. Addressing the Problem.

It is against this backdrop that the idea for an organization to deal with the problem of drug use in El Salvador first surfaced in August 1988. Concerned initially with the problem of alcohol and alcoholism, two concerned individuals began to explore the idea of forming an organization to deal with the problem of alcohol and drug abuse. Following discussions with USG representatives for ideas on how to form and finance such

an organization, a call went out to selected businesses requesting their sponsorship and support for the creation of a private non-profit foundation (under Salvadoran law) that would take on the task of designing, planning, coordinating, supporting, and implementing prevention activities in Salvadoran society. A constitution and by-laws were developed and the organization, known as FUNDASALVA (Fundación Anti-drogas de El Salvador), obtained legal status on September 22, 1989. Thirty-five business organizations and two private individuals form the cadre of initial founder/members. The constitution provides for four categories of membership, Founders, Institutional, Active, and Honorary. Founders are those individuals/organizations that contribute 50,000 colones, the equivalent of US\$6,250.00 at the current rate of exchange. Institutional members are those national or international organizations specifically invited by the board of directors and that make an annual monetary contribution or special technical services. Honorary members are not required to make a monetary contribution, while Active members pay a monthly or annual membership fee, to be determined by the Board of Directors.

FUNDASALVA is governed by the General Assembly of Founders/Members, a Board of Directors (at least nine members), and an Executive Committee. Board members serve for a period of three years and are eligible for re-election. An individual does not have to be a member of the Foundation to be elected to the Board. Responsibility for day-to-day operations rests with the Executive Director and the staff, with oversight provided by the Executive Committee. Appendix 1 is the Organization Chart for FUNDASALVA.

C. Financial Support.

Having complied with all the requirements for registration as a local non-profit organization (PVO) and recognizing that the monetary contributions provided by the membership would not be enough to carry out a broad range of prevention activities, FUNDASALVA approached USAID for assistance by submitting an unsolicited proposal in January 1990 for \$3.63 million in A.I.D. grant funding for a three year drug abuse prevention and rehabilitation program. Based on comments from A.I.D., the proposal was revised to eliminate the rehabilitation component and to reduce the requested amount to \$2.0 million. The grant proposal was approved on September 26, 1990 and a Cooperative Agreement between A.I.D. and FUNDASALVA was put into effect on September 27, 1990 with an initial obligation of \$500,000. One of the conditions precedent to subsequent disbursements was the submission by FUNDASALVA and approval by USAID of an annual Action Plan. The first one, 1991 Action Plan, is the subject of this assessment.

D. Other Resources Available.

As indicated above, until FUNDASALVA and A.I.D., entered into drug awareness activities, other efforts were sporadic and uncoordinated. The lack of official interest, nationally and internationally, had a strong negative impact on support for drug awareness and prevention activities. At the urging of the USG, the GOES has taken a stronger interest in anti-narcotics activities. The Comisión Anti Narcotráfico (COAN) was recently formed as a policy-making group designed to address the drug problem in its totality from prevention to enforcement. Although it has deferred the prevention task to FUNDASALVA for the time being, it has moved quickly to create an anti-drug enforcement unit known as the Unidad Efectiva

Anti-Narcotráfico (UEA).

The Salvadoran Attorney General has also moved to address the increasing drug problem by creating a special anti-narcotics trafficking department. This new department has two components; an enforcement section with ten special prosecutors and a prevention section tasked with prevention activities in schools, communities, and in the work place.

The San Salvador Mayor's Office also has established a mental health program to provide services to low income communities. Utilizing a team of staff psychologists, psychiatrists, and health promoters, with training provided by FUNDASALVA, the Mayor's Office appears to be making great strides in the area of prevention, although like everyone else, it is hampered by the lack of financial resources.

There are numerous other organizations and individuals working in low-income communities that have been identified by FUNDASALVA and incorporated into their network. These range from civic organizations such as Rotary Clubs to international organizations (Feed the Children) to "Atarraya", a local organization (husband and wife) training and helping Salvadoran youth improve their capability to resist drug use and learn some skills at the same time.

In the area of alternate funding resources, the team found no evidence of any other donors available and willing to provide financial support for drug awareness and prevention activities.

III. DESCRIPTION OF FUNDASALVA OPERATIONS

A. Organization.

FUNDASALVA conducts its operations as a non-profit, private, social service foundation through a well developed and functionally defined organizational structure. The main policy making body is the Founding Members General Assembly (Junta General de Socios Fundadores), which holds regular meetings once a year. The Assembly delegates authority to the Board of Directors (Junta Directiva) which meets once every three months. The Board elects the Executive Committee which is defined as being "... in charge of the direct administration of the Foundation". The Executive Committee has an unusually high involvement in the day-to-day running of the organization through its weekly meetings.

The Study Team met twice with the Executive Committee. It was apparent that the members were fully informed of all aspects of FUNDASALVA operations. The Chairman of the Board seems to exercise considerable executive authority and leadership over the organization, beyond what is accustomed in a volunteer leader. The Study Team is impressed with this level of commitment and hopes that it can be maintained for a long time. However, the Team also expects that as FUNDASALVA develops, the policy making functions of the volunteers and the daily operational responsibilities of the staff, while complementary, will be more clearly delineated.

FUNDASALVA's daily operations are conducted by a 43 member staff headed by the Executive Director. The Executive Director is appointed by the Board of Directors and the post is defined as "... the chief administrative functionary of FUNDASALVA". The Executive Director works closely with the

Chairman of the Board. The office of the Executive Director coordinates the work of three support divisions and one program division. The support divisions include: Administration and Finance, Resource Center, and Communications. The program division is referred to as the Technical Division (División Técnica) and it consists of four program departments: Community Outreach; Education; Drugs in the Work Place; and Rehabilitation. A description of each division's operations is presented in the following sections. The Organizational Chart of FUNDASALVA is found in Appendix I.

The Team was impressed with the sophisticated definition of structures and functions within the organization. Each division and department has developed its own mission statement, general and specific objectives, work plan and chronogram as well as a chart representing lines of authority and areas of responsibility within the department and division. For each staff position there is a job description and a statement of minimal requirements. It is worth noting that FUNDASALVA did not receive significant technical assistance in the development of its organizational structure. The organization reflects the program focus contained in the Cooperative Agreement.

B. Human Resources.

Arguably one of the main strengths of FUNDASALVA lies in its human resources, both staff and volunteers. FUNDASALVA, has succeeded in recruiting a cadre of competent, multi-disciplinary staff members. The total staff numbers 41 persons of which 16 are professional and 25 support staff, plus two vacant positions. The core senior staff includes the Executive Director and the seven heads of divisions and departments. The team reviewed the curricula vitae of the

senior staff and was impressed with their academic background and work experience. Several of them have graduate degrees, obtained in the US and other Latin American countries. Several professional and support staff members are bilingual in English and Spanish.

In assessing staff capabilities it is important to note that, although most of them have several years of work experience in their respective fields, none of them had worked in drug abuse prevention prior to joining FUNDASALVA. Also it is important to remember that FUNDASALVA is a two-year-old organization and most of the staff was hired after signing the Cooperative Agreement with AID in September 1990. The progress made by FUNDASALVA during its very short existence is, to a great extent, due to the quality of its staff. One additional point in their favor is their evident receptivity to new ideas, openness to critique and eagerness to learn. FUNDASALVA has been active in seeking training opportunities for its staff. There have been eight observation and training trips to the United States, Colombia and Costa Rica since 1988. During the same period there have been 10 in-country technical assistance and training events.

The Study Team finds that these efforts have paid off in terms of staff motivation (mística) and commitment to FUNDASALVA's goals. However, it is evident that, to date, staff training and technical assistance has been rather haphazard and not part of a plan with clear staff development objectives. Training and technical assistance events have been rather lopsided in favor of philosophical program issues (e.g. five technical assistance events were related to the PRIDE model), with much less attention to Third World program models and crucial issues as strategic planning research and evaluation and institution building. The Executive Director agrees with this observation and is interested in developing a much more

targeted technical assistance and training plan.

C. Administration and Finance Division.

This division is in charge of administrative and financial control mechanisms. It is headed by Lic. Ana Marta Najarro, a competent professional, with a graduate degree in financial administration from a U.S., university. Lic. Najarro is assisted by one assistant who has a degree in business administration, one certified public accountant and one accounting assistant. The division is responsible for procurement of goods and services, personnel recruitment and administration, financial accounting, supervision of support personnel, etc. This division prepares financial and program reports to USAID. The division has been generally punctual and accurate in its reporting and has gradually become familiar with the intricacies of USAID requirements. There is still a manual accounting system but plans are underway to computerize the system. A drug-free workplace policy has been developed and instituted in FUNDASALVA.

D. Resource Center Division.

This division includes a number of components: materials acquisition, human resource development and staff training, technical library, computer center, databank, and research. The Division is headed by Dr. Carlos Castro, a physician with experience in epidemiology. The rest of the center staff consist of a person in charge of materials and human resources, and a secretary. Vacant positions include the librarian, the research specialist, and the head of the computer center.

The computer center consists of a central computer and laser printer and four terminals. Plans are underway to set up a Local Area Network (LAN). The Resource Center is in charge of supervising CENID, a local subcontractor, that is conducting an epidemiological study in San Salvador. This division is also developing a manual on Drugs and Drug Addiction as a key reference document for FUNDASALVA staff and volunteers.

The Study Team found the make up of this division rather unusual and without a very clear purpose. It seems to be a "catch all" division, i.e., where all the miscellaneous functions are collected. FUNDASALVA needs to take a closer look at this division with a view towards a better definition of functions and responsibilities.

E. Communications Division.

The Communications Division has two major responsibilities: a) design, develop, and implement a broad information, education, and communication strategy, that will promote and disseminate the concept of drug abuse prevention utilizing a multi-media approach (television, radio, print, etc.,) so as to foster widespread popular support for the fight against drug and alcohol abuse in El Salvador; and b) promote and develop activities designed to support the implementation of a financial strategy that will enable FUNDASALVA to attain self-sufficiency in its prevention activities. In addition to its direct communications function, the Division also provides communication support to the other divisions and departments.

The Division is headed by Lic. Maritza Tobar, who has an extensive background in communications, marketing, and business administration. The two other staff members are a journalist and a public relations specialist. Still vacant is

the position of communications coordinator. The Division Chief also receives technical assistance from a member of the Executive Committee, who provides guidance and assistance in the development of the financial strategy.

The Division has a global action plan for 1991, containing general objectives that respond to the current situation of the overall FUNDASALVA Action Plan. During its brief period of existence it has designed, developed, and is currently airing two television spots on drug abuse prevention (two other spots are on the drawing board awaiting post-test results of the first two), developed and provided to Channel 12, a 12-minute program that airs weekly, has developed some pamphlets on drugs, and has arranged for periodic programs on radio and articles in the newspapers. The Division sponsors conferences and has started a quarterly newsletter that will be distributed to all members of FUNDASALVA to keep them informed.

F. Technical Division.

This Division encompasses four departments: community outreach, education, drugs in the workplace, and rehabilitation. The division is supposed to be headed by a senior staff member but to date it remains vacant. There is no documentation on the nature of this division and the Team does not see the necessity for such a division. The four departments under this division heading are active and with no apparent difference of status, authority or level of responsibility vis a vis the other divisions. What it does do, is establish one more level of supervision between the four departments and the Executive Director. Conversations with the Executive Committee and the Director reveal that their intent was exactly that. It was felt that the functions

and operations of the four technical departments would eventually expand to a point where a division head would be needed to provide the necessary technical oversight over their operations. The current level of operations is still not sufficiently high to warrant filling the position at this time.

G. Community Outreach Department.

This department is responsible for conducting community-based prevention education activities for youth and parents in marginal urban areas known as communities in development. Initially the department is conducting a pilot program in four communities and will gradually increase to cover a total of 50 communities over the life of the Project. The department is headed by, Lic. Mari Carmen Moran, a psychologist with a Master degree in Community Development from a U.S., university, and several years of academic and community level work. The team was impressed with Lic. Moran's knowledge of El Salvador's situation and her commitment to the program. The department includes the following staff positions: Coordinator of governmental social service agencies; Coordinator of private sector agencies, and four assistants.

Also the work of the community outreach department includes training of community volunteer leaders including parents, youth, clubs and churches. The Team met with representatives of these community leaders and was impressed with their commitment to prevention work in their communities. It was evident that they were familiar with and attuned to FUNDASALVA's philosophy and objectives.

H. Education Department.

This Department is responsible for conducting the school-based program of FUNDASALVA. This program has started with a pilot program at eight schools (four public and four private) in San Salvador. After the pilot phase the program will be expanded to 48 public and private schools. The department is headed by Lic. Eugenia Maida de Arevalo, a psychologist with considerable experience in school-based developmental psychology and special education. Lic. de Arevalo, although not from the teaching profession, is very familiar with the school system and has gained considerable knowledge of pedagogical issues. Interestingly, the Ministry of Education has assigned one of its professional staff members to work as a pedagogical specialist. The department also includes a Coordinator of Public Schools and Coordinator of Private Schools. At each of school where FUNDASALVA operates, a Prevention Committee is set up which includes student, parents and teacher leaders. This model is used extensively in schools in the United States.

The department has produced several training modules including five for parents and five for youth. It has also produced 10 training modules for teachers. Importantly, this department has been representing FUNDASALVA at coordinating meetings with the Ministry of Education, particularly the Dirección General de Educación Física y Deportes (DIGEFYD).

I. Drugs in the Workplace Department.

This department is responsible for conducting prevention education activities designed to create a drug-free workplace environment in public and private enterprises. The Cooperative Agreement stipulates that during the life of the

project at least four businesses will adopt drug-free workplace policies and programs. The Department is headed by Ing. Rafael Maida, a civil engineer who is assisted by a "group formation" assistant, training assistant, and eight intermittent field instructors.

This department is conducting drug prevention programs at enterprises. The program includes sensitizing the managers to the need for the program and enlisting their support. Ideally between FUNDASALVA and the enterprise. Also included is a series of talks, formation of self-help groups and support groups for spouses and children of employees.

The Study Team was informed that employers have not been as supportive as expected. They usually do not allow prevention education activities during working hours. The Team considers that this is an important program but it will require reformulation to devise new strategies to be able to gain access to the workplace. During discussions between the study team and FUNDASALVA staff, several options were explored. These include special orientation and information briefings for top management to make them aware of the deleterious effects of drug and alcohol use on production; developing elementary informational pamphlets for supervisors and employees, etc. In any event, the Action Plan for 1992 should scale back expectations for this particular department, concentrating on a series of informational and educational activities to help lower the resistance to the program.

IV. Analysis of 1991 Action Plan

A. General.

The 1991 Action Plan was prepared and submitted by FUNDASALVA as part of the Conditions Precedent to Subsequent Disbursements contained in the Cooperative Agreement. The Plan was submitted to USAID in November 1990, reviewed by USAID, and revised by FUNDASALVA and resubmitted in January 1991. Subsequent observations by USAID resulted in modifications to the Plan. One of the remaining requirements for final approval of the Plan is the submission and acceptance of this report, which is an assessment of the Plan, and submission of a strategy for attainment of some measure of self-sustainability.

In the following sections we will talk about the Plan, its relationship to the requirements of the Cooperative Agreement, and how it guides the operations and activities of FUNDASALVA during the 1991 Calendar Year. The Plan as written, is a description of broad goals followed by a listing of quantitative and qualitative activities required to accomplish those goals, and the quarter of the Plan year during which those activities will take place. The goals and activities contained in the Plan are closely linked to the broad goals and objectives contained in the Project Paper Log Frame. As the team indicates from time to time, a special effort has to be made to translate those broad objectives to specific ones with indicators that will enable FUNDASALVA and USAID to measure progress. The Plan does not contain specific measurable objectives nor does it elaborate on how the listed activities are to be accomplished. The subject of evaluation is addressed as a list of activities that focus on outside contracting for evaluation of the first year's activities. We

have found, however, that division or departmental plans have been prepared and although they too are generic in nature, they do go into more detail on some of the items mentioned above. Again, there are no measurable objectives that are needed for an effective evaluation.

In general terms, the activities covered in the 1991 Action Plan, as modified, are responsive to the nature of substance abuse, at least in San Salvador if not in the entire country of El Salvador. It must be noted that the divisive civil war, currently on-going, makes it extremely difficult, if not impossible, to carry out drug abuse prevention activities in some parts of the country. In El Salvador, as elsewhere, when the problem of substance abuse is first recognized it is usually through empirical means and not as a result of scientific and rigorous research. The latter is then used to provide the basis for future actions. When the problem surfaces other factors also become evident, e.g. the lack of information about drugs and their effects, lack of resources to deal with the problem, and the sense of isolation for those people that are trying to deal with the problem. FUNDASALVA's Action Plan for 1991 is designed to respond to those factors by reaching out to the community, the schools, parents and youth to provide them with orientation, training, technical assistance, and support in addressing the drug problem. In the absence of relevant research data during these initial stages of FUNDASALVA's operations, the organization has relied on the skills and knowledge of its staff to design and develop informational materials, training programs, and media campaigns. The organization and the staff are also learning at the same time and naturally have made some mistakes or have omitted certain steps that are normally essential development of relevant and appropriate materials.

It is the study team's conclusion that the Plan does conform

with the purpose and objectives of the Cooperative Agreement, especially since the period of the Agreement is for three years, and hopefully in that period of time it will be possible for FUNDASALVA to extend its operations to all regions of the country. The study team has also noted that the Cooperative Agreement contains very detailed requirements, which while useful to the attainment of certain objectives, may tend to also be seen as restricting or at best narrowing FUNDASALVA's vision and possibly impacting on the organization's potential to go beyond the requirements of the Agreement. These comments notwithstanding FUNDASALVA's first year action plan not only addresses all these requirements, but the institution has endeavored to complete all of them equally. The team considers that this may have been overly ambitious in light of the fact that it is supposed to be involved in institutional strengthening at the same time. Based on the team's observations, with minor exceptions which will be addressed later in this paper, FUNDASALVA is progressing very well in meeting its objectives and will have completed what it set out to do during this first year of operations. In some cases it has already done more.

B. Organizational Strengthening.

Organizational Structure--The organizational structure, as listed in the 1991 Action Plan is geared towards complying with the operational requirements listed in the Cooperative Agreement. Lines of communication and authority are clear. Job descriptions have been developed. Two possibly weak areas appear to be in the División Técnica and the Centro de Recursos. The position of the Division chief is still vacant, and there does not seem to be any real need for it. Elimination of the division would still maintain an adequate span of control for the Executive Director and would eliminate

one level of oversight for the operational departments, which are headed by competent individuals. If technical oversight is deemed necessary, that function could be assigned to one of the other division chiefs as an additional duty, or possibly create the position of a Technical Deputy Director. This would fill the requirement without establishing another office that would need a secretary and other support staff.

The team feels that the Centro de Recursos is overloaded with diverse functional requirements that are not necessarily related. It is also the one element that does not have all its planned staff. Two critical positions are vacant, the Librarian and the Research Specialist. Both USAID and FUNDASALVA representatives have explained the rationale for the mission and functions of this crucial organizational element. Nonetheless, FUNDASALVA should look at the feasibility of streamlining the Centro de Recursos by assigning some of its current functions to some of the other operational divisions/departments. For example, the Library or Documentation Center could be transferred to the División de Comunicaciones, thus bringing under one roof the information elements needed to support internal and external communications. As the Action Plan is written, it appears that one function of the Center is coordinating and contracting for technical assistance to client groups. This should be the responsibility of the respective operational departments, i.e., each department is responsible for providing technical assistance to its clientele, along with the training function. Contracting for external assistance could still be a function of the División de Administración y Finanzas, as it is currently. Implementing these two changes could give the Centro de Recursos more time to devote to the critical function of Research, where the recruitment and hiring of a research specialist to coordinate research and evaluation activities is still pending. FUNDASALVA needs to

take immediate action to hire a competent individual.

Personnel--FUNDASALVA is progressing well in this area. Most of the staff has been contracted and are on board. They are all qualified to carry out the needs of the project. Although most of the staff were not involved in drug abuse prevention activities prior to coming to FUNDASALVA, their educational background and experience are in areas closely related to and complementary to FUNDASALVA's needs. The 1991 Action Plan contains a training program for staff that involves in-house training and possible external training where the opportunities arise. The in-house training program provides for 15 hours of training twice a year. The only observation is that the program is mandatory for new staff but optional for current staff. Action should be taken to design and implement training courses for staff that challenges them and continues to improve their professional capabilities.

The Team considers that the staff body of FUNDASALVA should not be increased beyond the current number. Certain reallocation of responsibility will be necessary to implement the organizational changes suggested elsewhere in this report. The position of Director of the Technical Division has remained vacant since its inception in the organizational structure. The Team finds that this creates an unnecessary tier between the Executive Director and heads of departments. Thus it is suggested that the Technical Division be deleted.

The Director of the Education Department is a psychologist and not an educator. The Team finds that this has not affected the quality of the work of this department. However, the positions of coordinators for private and public institutions should, when ever possible, be filled with experienced educators. This should be reflected in the job description document under the minimum requirements section.

A few functions are conspicuously absent in FUNDASALVA's operations. One crucial function is the coordination of research and evaluation activities. This function should be performed by a senior, well-trained, staff member. Another function is that of librarian/documentation specialist to collect, maintain, and disseminate information on drug abuse to various sectors of the population. Also, FUNDASALVA should link up with international documentation networks. Finally FUNDASALVA requires the expertise of a management information system (MIS) specialist that can help design and operate the computer center. A well functioning MIS system will assist FUNDASALVA in monitoring its programs, producing accurate service statistics and process data necessary for program evaluation.

The staff functions described above do not necessarily imply hiring new staff, and in fact, increasing the amount of staff should be carefully avoided. They can be assigned to current staff with appropriate training and technical assistance being provided.

Administration--The administrative procedures, processes, and staffing in FUNDASALVA are in place to support the operational activities of the organization. Peat, Marwick, Mitchell and Co., have certified the adequacy of FUNDASALVA's financial accounting system. The Action Plan calls for development of a computerized accounting system; that process is proceeding on schedule. The organization has developed a Procedures Manual on Administration and Financial Controls and a Personnel Administration Manual, and has established an organizational policy on a drug-free workplace. Both are adequate for the organization. Each organizational element has developed position descriptions, which are available in the División de Administración y Finanzas.

Reporting--FUNDASALVA submits quarterly progress reports which follow the same format as the activities listed in the Action Plan, thus serving as a check on accomplishments versus planned activities. Since quantitative activities are interspersed with qualitative, numerical statistics do not stand out. FUNDASALVA should summarize on a separate chart all statistical data generated in their quarterly reports. If charted quarterly on a cumulative basis it will provide a clearer picture on how the organization is progressing. Financial reports, liquidating advances are also submitted on a timely basis.

C. Technical Operations.

The following is the Team's analysis and conclusions drawn in connection with the program areas: education, community outreach, drugs in the workplace, and communications.

School-based Programs--As described in the previous chapter one of FUNDASALVA's main tasks is the introduction of prevention education in public and private schools and to influence education system authorities. The Study Team finds that FUNDASALVA has been successful in developing prevention education activities in the eight schools selected for the pilot program. It seems that FUNDASALVA has made less progress in influencing the Ministry of Education and other education authorities to adopt drug abuse prevention as their own theme. The Team is under no illusion that this is an easy task. The Ministry operates under tremendous financial and technical constraints. The school curricula needs modernizing, textbooks need to be made available, teacher training has to be improved as well as teacher working conditions. All these issues are beyond the scope of this project but have a substantial effect on it. One general

recommendation to AID would be to look into the possibility of linking the FUNDASALVA project with other AID funded projects geared to improving the educational system of El Salvador.

The Team firmly believes that FUNDASALVA should invest as much effort as possible in involving the school authorities and school community in their work. The aim should be that, gradually, the school-based prevention education program becomes the school system's own program and not FUNDASALVA's. This can be achieved by observing a simple rule: "never do for the schools (authorities, teacher, parents or student) what they can do for themselves." This is not meant as a criticism of FUNDASALVA but as a suggestion to guide operations from now on. The Team believes that FUNDASALVA is doing what is appropriate as a pilot effort. If the success and lessons learned at the eight pilot schools are well documented, the information gained can be invaluable in the expansion of the program to the 48 schools designated as the life of project target. It must be noted that FUNDASALVA does not have a curriculum expert on its staff and is therefore limited in providing assistance to the ministry in this area.

Regarding development of education materials, the Team sincerely commends FUNDASALVA's outstanding productivity. Comprehensive training modules and manuals have been developed for parents, teachers, and students. The Team provided several verbal comments on the materials to the Director of the Education Department. None of these materials are in final, printed form, so it is not difficult to revise and re-format them. Briefly expressed the Team's concerns are as follows:

The content of the materials seems, to a large extent, inspired by the PRIDE and other US models with little reference to the reality of El Salvador. The issues

discussed and illustrative examples provided refer to an upper middle class, American-type life style and much less to life in the Third World. FUNDASALVA needs to adapt these materials to the local context. FUNDASALVA staff should also look at materials and methodologies developed by, and in use in other Latin American countries. These will be useful to staff as they move ahead to develop local materials that are more relevant to El Salvador.

The materials are very thorough in dealing with all aspects of the drug problem (i.e. generation gap, self esteem, communication, stress, etc). They are less thorough on methodological aspects. In other words they focus on what to teach but not so much on the how to teach. A revision of the materials should achieve a better balance between content and methodology.

The format of the modules could be made more attractive and easier to understand and use. At present they consist mainly of lengthy narrative discourse. A great improvement could be to add a summary chart where learning objectives, teaching activities, materials needed and evaluation guidelines are provided. Also, the text should be simplified, editing out technical, psychological jargon, and adding more graphic illustrations.

FUNDASALVA staff informed the team that the materials had not been field tested. The Team strongly recommends that a minimum of field testing with representative groups is essential before producing the final version of the materials.

The above comments refer to materials only; other aspects of

the school-based program need comment. The idea of setting up prevention committees is a good first step toward institutionalizing a prevention program in schools. FUNDASALVA needs to have a plan for incorporating these groups into its network and for nurturing them to full, autonomous operation. Regular contact through newsletters, materials, and attendance at events should be part of this network maintenance plan. The physical education coaches are a key figure for the large number of students with which they are in contact. Seventy-five coaches have been trained in the US through the CAPS program. These coaches should be made the core of a prevention program through the PE/Sports network. To this effect FUNDASALVA has a working relation with the Director of Physical Education at the MOE. The Team greatly encourages the strengthening of this relationship and development of a concrete action plan to further support these activities.

Regarding teacher training FUNDASALVA conducted two workshops to train teacher representatives from the eight schools in the pilot program. The workshops consisted of 32 teaching hours imparted over a period of three months. FUNDASALVA is planning to change this modality and teach the workshops in four days on a full-time basis. The teaching content is contained in 10 modules for "teachers/leaders". Each module presents one or more aspects of the drug problem, e.g. prevention approaches, life skills, stress management, identifying and dealing with users/pushers and peer pressure. There is considerable variation in the language, format, and degree of complexity of each module. Some modules are very formal and focus on content. Others, like Module III, address teachers in a more simplified, personalized way. The Team recommends that modules follow a uniformly simple format that facilitates comprehension. A well presented, easy to follow, module can be of tremendous help not only during the training

event but as reference material when the teacher returns to the school and conducts 'multiplier' training with his/her colleagues.

The Team is mindful of the difficulties in accessing teachers' time and interest (teachers' working conditions being what they are) however, a simple "teacher's guide" showing her/him how to integrate prevention teaching while dealing with various subject matter can go a long way in generating interest and facilitating his/her task. The teacher's guide should also educate teachers on issues such as respect for the student's self-esteem, positive reinforcement, appropriate discipline, etc.

One last aspect that needs to be addressed is the questionnaire on Module I which through 15 questions intends to collect opinion of teachers on alcohol and other drugs. The Team considers that this instrument requires considerable revision. As it stands it is doubtful that it will provide much useful insights on teacher attitude. This report is not the place for a lengthy discussion on appropriate formulation of attitude questionnaires, but it does illustrate the need for technical assistance to strengthen FUNDASALVA evaluation capabilities.

The Team strongly recommends this type of assistance which should also include support in designing a scientific study on knowledge, attitudes, and habits of teachers in connection with alcohol and drug abuse. One additional problem with the questionnaire currently in use is that it does not address (or only partially addresses) the themes of the modules, which further puts the validity of the questionnaire in doubt.

Community Outreach Programs--The Team is impressed with the pace of progress and technical quality of the Community

Outreach program. This is greatly due to the competence of the staff, particularly the Director of the Community Outreach Department. Prevention education is conducted based on a manual that contains sets of lessons for youth, children and parent. The manual for youth includes the outlines of 11 sessions on themes relating to risk factors and other aspects of the drug problem. Each session is well illustrated and provides clear guidance to the facilitator. The children's manual presents eight sessions to be developed at children's workshops. Like the one for youth, this manual is well illustrated and includes clear instructions on how to develop each session. The manual for parents contains eight sessions presented in the same format as the youth and children's manual. The Team commends the quality of these materials and has little to offer in the way of suggestions except to field test these materials during the Community Outreach activities using a testing instrument to ascertain their usefulness and impact in the target groups.

Excellent as they are, these materials did not emerge from an understanding of the community's perception of the drug problem. They do not necessarily address the concerns and interest of the community groups. This situation brings us back to the theme of research and evaluation. FUNDASALVA needs to learn, through research, what are the knowledge, attitudes, and practices in relation to drugs so as to tailor materials and training to those characteristics. Data is needed both for designing programs and materials and to establish evaluation benchmarks to measure objective achievement. Like the other departments, Community Outreach has defined a long list of 'specific' objectives, none of which are expressed in measurable terms.

It is evident that FUNDASALVA has established a good working relation with the Municipal Government of San Salvador and

with community councils as well as other community-based service clubs and agencies. This is commendable and should be a priority for the Department. The long term goal of FUNDASALVA should be to have the municipal government and community organizations adopt drug prevention as their own program.

Drugs in the Workplace Program--It is evident that FUNDASALVA is having difficulties in making progress with this program. Only two businesses are actively collaborating in the drug prevention programs. The Department responsible for this component has conducted educational talks ("charlas de alerta"), at several businesses and business associations as well as prevention talks to workers and supervisors from several enterprises. However, the goal of having business adopt, and pay for prevention programs remains illusive. The demand that exists seems to be limited to educational talks rather than full blown workplace program.

FUNDASALVA will have to revise its strategy. One option would be to concentrate efforts in one or two receptive well known enterprises and carry out an intensive program combined with operations research and use it as a model for future expansion to other programs. The Team recommends that FUNDASALVA be provided with technical assistance to design "drug free" workplace programs through an operations research or other model that may be found suitable for further study.

Research--As indicated earlier, the research function is incorporated in the Resource Center (Centro de Recursos). Currently, the position of the Research Specialist is vacant, thus placing an extra drain on the Chief of the Resource Center. Although, FUNDASALVA has initiated action, through a local firm, to carry out a study on the prevalence of drug use in San Salvador, the lack of the research specialist has

impacted on the ability of FUNDASALVA to design and plan other research activities, such as the development of an evaluation plan, pre-test and post-test of video, radio, and written materials. During its brief stay, the study team endeavored to provide some guidance and assistance on development and maintenance of baseline data, identification of indicators that would help measure progress in the organization's activities, and in the design of a basic internal evaluation plan. Nonetheless, FUNDASALVA needs to program for additional staff training and technical assistance in these areas, unless they can find and hire a research specialist that already knows how to do this.

Communications--The study team is impressed with the efforts of its Communication staff in trying to deal with a very difficult area in light of current local conditions. FUNDASALVA has developed and implemented a relatively simple communications campaign that utilizes television, radio, and print media, as well as more direct communication through folders, pamphlets, and conferences. The communications operations plan lacks an appropriate methodology and concept in the definition of objectives and determination of the target group to be addressed. The lack of viable data has placed constraints on the ability to identify appropriate themes that would have led to a greater understanding of the drug problem as a national problem.

The Division of Communications, although staffed by competent individuals, designed its communication strategy without the benefit of the experience needed to design and develop the type of social marketing communications strategy required to meet the needs of a drug awareness and prevention campaign. As elsewhere, trying to initiate a drug awareness campaign for the first time requires extensive research as well as technical support from local commercial institutions who

normally deal in this area of communications. Since this is a new topic area for El Salvador that technical support does not exist, which requires that the staff have a more intimate knowledge of the topic and communications processes in order the contracted agency staff and ensure the production of a viable product. In the case of FUNDASALVA, the staff has not had the ability to do that and has had to rely on the contracted ad agency to develop the strategy for dissemination of the spots. Additionally, FUNDASALVA's communication dissemination plan (especially television) has been hampered by the lack of support by the media in dissemination of materials developed. The lack of viable research data on knowledge, attitudes and practices as well as the extent of drug use, put a further constraint on the ability of the Communications Division to develop an adequate IEC strategy.

D. Relationship with Other Entities.

The purpose of the USAID-funded Drug Awareness and Abuse Prevention Project is to strengthen national drug awareness and drug abuse prevention programs in El Salvador, focussing on prevention programs that target the greatest at risk population, namely Salvadoran youth. Under the project, FUNDASALVA will establish drug prevention programs in schools, communities and businesses and carry out an information/education program to heighten the awareness of the target population regarding the dangers of drug use and abuse. In carrying out these programs, FUNDASALVA must relate to, coordinate with, and provide support to other entities (government and non-governmental) involved in drug abuse prevention activities. The 1991 Action Plan recognizes this but does not specifically address (except for the Ministry of Education and marginal communities) how it will work with other organizations. In other words, there is no specific

plan or approach to establishing a network of organizations that would work together in drug awareness efforts. In actuality, FUNDASALVA has formed an informal network, although it is not clear how extensive it really is. Following is a brief description of FUNDASALVA's relationship with certain agencies and organizations.

GOES--Government of El Salvador agencies with which FUNDASALVA is working or has attempted to work include the ministries of health and education, the newly formed Anti-narcotic Trafficking Commission (COAN), the Office of the Attorney General, and the Office of the Mayor of San Salvador. In the case of the Ministry of Education, FUNDASALVA has entered into a cooperative agreement that provides FUNDASALVA access to selected public schools to work with teachers and coaches. Additionally, the Ministry has placed a ministry employee in the offices of FUNDASALVA to facilitate cooperation between the two organizations. Relationships with the Ministry of Health (MOH) are primarily in the research area. The MOH, through the Department of Mental Health, is coordinating with FUNDASALVA on the conduct of the epidemiological study of drug use. MOH is also in contact with the Organization of American States' Interamerican Drug Abuse Control Commission (CICAD) and the Pan American Health Organization (PAHO) coordinate the establishment of a data gathering system that relies on participation by hospital emergency centers and other health clinics.

FUNDASALVA has offered its training services to both COAN and the Attorney General. The Prevention Department of the Attorney General's Office refused this service claiming it was too elementary and their people needed more advanced training. It should be noted that the AG's Prevention Department has prevention goals, objectives, and target groups similar to those addressed by FUNDASALVA. In the case of COAN, it is the

team's understanding that COAN will defer to FUNDASALVA on prevention activities, preferring to concentrate on enforcement activities. In the case of the Mayor's Office, FUNDASALVA also has a cooperative agreement with them, which facilitates access by FUNDASALVA to the marginal communities. The Mental Health Division of the Ministry of Health is fairly small and not very active but its director seems to relate well to FUNDASALVA and to be interested in furthering a collaborative relationship. According to the parties involved, the relationship between FUNDASALVA and the entities mentioned (with one exception) are excellent and should contribute to furtherance of project goals.

NGO'S--Except for discussions with community and educational leaders, the study team was not able to get a good handle on the number of non-governmental organizations involved in drug awareness and prevention activities. The local Rotary Clubs and Scouts have been targeted by FUNDASALVA and they are working closely with them.

USG--Relations with U. S. Government entities are restricted pretty much to USAID and USIS, as well as the INM representative. All have been very supportive of FUNDASALVA and its efforts. The INM representative has indicated that he would like to see FUNDASALVA functioning more like a U.S. foundation that provides grants to other entities that have deserving programs. While this is a good idea, the study team feels that it would be difficult for FUNDASALVA to raise the funds that would be required for such an effort. While FUNDASALVA probably could and should offer some research and community drug abuse prevention grants on a competitive basis, the team feels that FUNDASALVA can contribute more to prevention under its present role.

Others--The team met with various community representatives (adults, youth, and children) and with private individuals working in marginal communities. Admittedly, it was a biased group, all expressed appreciation and support for FUNDASALVA's efforts.

V. Conclusions and Recommendations

A. Conclusions.

It is the study team's conclusion that FUNDASALVA's 1991 Action Plan, despite some deficiencies, is responsive to the nature of substance abuse in San Salvador, although not necessarily that of the entire country. (As indicated earlier, due to the security situation in El Salvador, FUNDASALVA's activities are necessarily restricted to San Salvador's metropolitan area.) The Plan while not complete as far as measurable objectives and evaluation indicators are concerned, does contain specific activities and targets that are consistent with the objectives of the Cooperative Agreement. Activities are aimed at specific target groups designed to foster and promote drug and alcohol abuse prevention. The Plan is a rational one and with certain minor exceptions it is feasible to implement the planned activities. Discussions with FUNDASALVA staff have identified the gaps and deficiencies in the 1991 Action Plan with a view towards correcting those in the upcoming 1992 Action Plan. The recommendations that follow will address some of the more serious defects.

Although FUNDASALVA and each of its functional divisions/departments have a mission statement there is no overall organizational policy or goal related to the USAID project. This impacts on establishment of project goals and objectives. While stated objectives are not at the level of definition and measurement needed to conduct a rigorous evaluation, they are consistent with the purposes and objectives set forth in the Cooperative Agreement.

Institutional strengthening needs additional attention,

particularly in the areas of planning, evaluation, and development of materials. There is clearly a need for additional staff training and technical assistance in these areas. While technical training of the type mentioned above can and should be carried out through the use of U. S. resources, the staff need to be exposed to alternate drug abuse prevention methodologies. Thus, in this latter category the organization should avail itself of expertise available in other Latin American countries such as Mexico, Peru, Bolivia, and Ecuador. Administrative, financial control and operational procedures are in place and as far as the team was able to determine, are working well, but there is a clear need for additional effort in the development of a financial strategy for self-sufficiency. In this respect, although pressure should continue for action towards self-sufficiency, it is important to keep in mind that complete attainment of that goal is unrealistic, but the effort has to be made.

B. Recommendations.

The recommendations contained herein are the result of a relatively brief assessment of FUNDASALVA's Action Plan, its operations, and its organizational structure and staff resources. They are not intended to be all encompassing nor are they the solution to all of the organization's problems. The team does feel that implementation of these recommendations will serve to facilitate and improve FUNDASALVA's operations and eventual influence or impact on the acceptability by the population of drug abuse prevention activities.

Recommendation One.

Development of a coherent organizational policy on drug abuse

prevention. The current organizational policy should be revised to include a stronger public policy influencing role and facilitating governmental and private involvement in drug abuse prevention. Furthermore, the strength and influence of FUNDASALVA's founders can play a strong role in this area.

Recommendation Two.

Development of a broad strategic plan that will set the tone for the operation of the organization over a five-year period of time. A special effort must be made towards identification of needs and development of specific measurable objectives that will enable the organization to evaluate progress over time and impact at the end of a designated period of time. There is also a need to reformulate the specific objectives of FUNDASALVA as a whole and of each division/department to express them in measurable terms that will allow better evaluation of the progress and impact of the project.

Recommendation Three.

Develop an evaluation plan that identifies specific evaluation indicators based on data obtained from the epidemiology study on the prevalence of drug use and other primary and secondary sources. In this respect the study team worked with FUNDASALVA staff to develop a draft evaluation plan. However, this draft still requires considerable refinement.

Recommendation Four.

Design and implement a staff training plan that specifies priority areas where training is required to strengthen current skills and develop new ones. This plan should begin with a training needs assessment exercise, although, certain needs are evident, e.g., evaluation, materials design and

testing, strategic planning, income generation and costs control, etc.

Recommendation Five.

Strengthen the current structure of the Resource Center by studying the feasibility of making some functional changes. Possible changes include strengthening the research and evaluation function, transferring the Computer Center to the Administration and Finance Division, strengthening the Library/Documentation Center function and transferring it to the Communications Division.

Recommendation Six.

In filling the existing vacant positions, a strong effort should be made to fill the Computer Center Specialist position with an individual that has knowledge of Management Information Systems so that FUNDASALVA can take more advantage of its computer resources. The position of the Research Specialist should be filled with an individual that has applied social science research and program evaluation experience.

Recommendation Seven.

Revise the Communication program starting with the design of a coherent systematic Communication Strategy which, among other things, establishes measurable objectives, defines and segments target audiences, tailors messages and media to the target audience, and sets clear evaluation indicators. Attached as Appendix II is a draft outline and rationale for developing such a strategy.

Recommendation Eight.

Formulate a comprehensive Financial Sustainability Strategy that includes mechanisms for: cost containment; cost recovery; and income generation (including both local fund raising and identification of alternate donor resources).

Recommendation Nine.

Revise the school-based program to include a strategy that involves national and local educational authorities so as to institutionalize drug awareness and education within the school system. Components of this strategy may be: strengthening collaboration with the MOE Sports and Recreation Division; producing effective but simple teachers' guides, and working with relevant MOE professionals in curriculum review and development. The goal here is to focus on training individuals in host institutions and organizations to take on the function training other people in those institutions, leaving FUNDASALVA staff free to go on to other institutions.

Recommendation Ten.

Conduct a technical review of training materials and modules of the school-based and community outreach programs with a view towards making them as relevant as possible to the Salvadoran context and reflecting the interests and concerns of the target audience. This recommendation goes hand in hand with Recommendation Thirteen to visit other Latin American drug awareness programs and review their materials and methodologies for dealing with the drug problem.

Recommendation Eleven.

Revise the strategy of the Drugs in the Workplace program to

include more realistic measurable goals and objectives and to gain the support of the Salvadoran private enterprise. The result of this review should be a less ambitious but more targeted program. The option of conducting an operations research project at one or two significant enterprises should also be considered.

Recommendation Twelve.

Consideration should be given to the conduct of a school-based drug use prevalence and a knowledge, attitudes and practices (KAP) study so as to gain baseline information on students in schools. Special care will have to be given to the selection of an appropriate sample of schools and students. However, appropriate technical assistance should be obtained prior to entering into this study.

Recommendation Thirteen.

FUNDASALVA should make arrangements for training and technical assistance from, and observation visits to other drug awareness programs in Latin America, e.g., CEDRO (Peru)--community outreach, networking, research-Carmen Masias, Delicia Ferrando; MOE (Peru)--School-based surveys and drug curriculum-Waldo Giraldo. Mr. Giraldo can be contacted through the USAID mission.

Recommendation Fourteen.

FUNDASALVA, in conjunction with the USAID Project Officer should explore the possibility of arranging for a short (4-6 weeks) course on drug abuse prevention in the United States through the CLASP II program. The program can be designed to provide training to community leaders, teachers, and selected NGO staff. This is not necessarily for training of FUNDSALVA

staff (although one or two junior staff members could participate) but for members of FUNDASALVA's network in prevention.

Recommendation Fifteen.

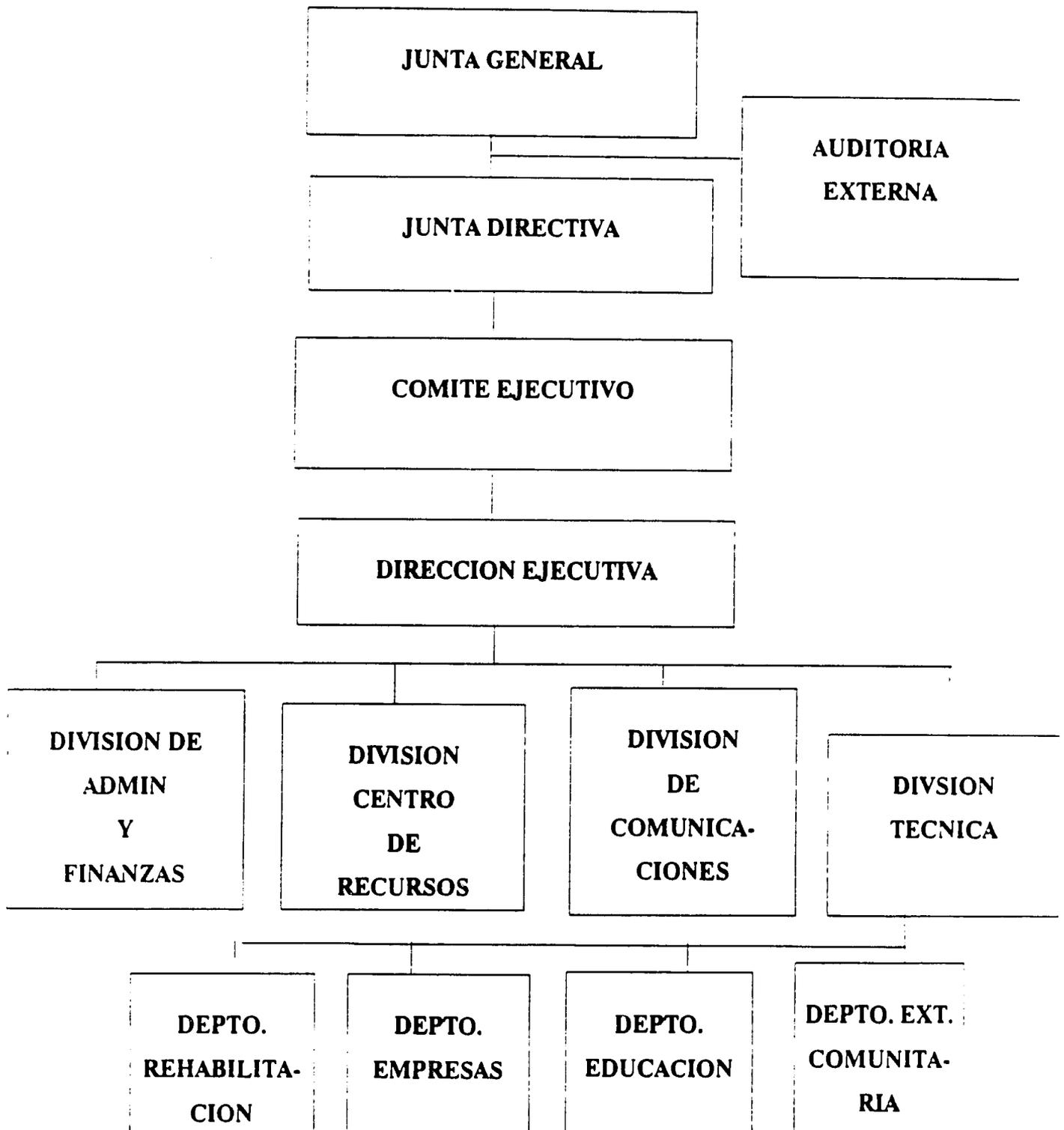
FUNDASALVA should explore the possibility of accessing funds from SETEFE for design and implementation of community drug awareness and education programs.

Recommendation Sixteen.

FUNDASALVA should request technical assistance to review its current level of staffing and explore alternate methods of carrying out its program activities. Possibilities include greater use of volunteers, more reliance on community and other target groups to take on added responsibilities, and use of part-time promoters or staff persons. The current size of the organization (43 authorized staff positions) appears to be too large for the range of activities undertaken by the organization. Furthermore, the size of the staff makes self-sufficiency (in the absence of AID funding) that much more difficult.

It is recognized that many of the above recommendations will require considerable outside technical assistance. FUNDASALVA, in conjunction with the USAID Project Officer, should look into obtaining the assistance needed.

**ORGANIGRAMA DE LA FUNDACION
ANTIDROGAS DE EL SALVADOR
(FUNDASALVA)
1990-1991**



IEC STRATEGY GUIDELINES**General.**

Experience in many countries and continents show that communication is an invaluable tool for the successful implementation of all aspects of a drug abuse prevention program. A common weakness of many programs is that they do not follow a strategic planning approach before producing and disseminating media products and messages. Another common pitfall is to opt for the glamour of one channel, e.g., television, as the sole bearer of the message. This weakness often leads to high expenditures and waste of time and effort.

Discussion.

The Narcotics Awareness and Education (NAE) Project has developed and field-tested a format for designing a communication strategy for a drug abuse prevention program. The strategy includes eight steps that cover all the components required to plan, implement, and evaluate communication interventions. The implementation of a communication strategy is an on-going process that takes place during the life of the program and requires constant monitoring and feedback. The design of a communication strategy requires a careful planning process that is supported by considerable baseline data. In the absence of time to develop a detailed strategy, the study team presents here an outline of the minimal components of a strategy for FUNDASALVA to develop with expert technical assistance.

Strategy Outline

STEP 1 PROBLEM DEFINITION

- Gather and analyze data on nature and extent of the problem.
- Determine portion of the drug problem that is amenable to a communication intervention.
- Gather information on national policy, existing programs, leadership groups, communication facilities.

STEP 2 AUDIENCE SELECTION AND SEGMENTATION

- Select target population group according to risk factors and exposure to the problem.
- Segment target audience according to various criteria; age, education, geographic location, and socio-cultural characteristics.

STEP 3 COMMUNICATION RESEARCH

- Define audience characteristics in terms of media, habits, receptivity to ideas, change agents, etc.
- Conduct a social marketing analysis of the target audience and its relationship to the drug problem.

STEP 4 OBJECTIVE FORMULATION

- Formulate simple measurable, attainable, realistic, and time-bound (SMART) objectives.

STEP 5 MESSAGE CONSTRUCTION

- Determine content or subject matter to be included (based on results of previous steps).
- Tailor messages to audience characteristics.
- Pre-test the messages for clarity and acceptability of the message.

STEP 6 MEDIA SELECTION

- Determine most appropriate communication channels to disseminate the messages based on the audience and the objectives.
- Define multi-media approach, i.e., define how different media resources will complement each other.

STEP 7 DIFFUSION PLAN

- Make arrangements for message production.
- Develop a management plan.
- Develop a chronogram.
- Set up budget and financial controls.

- Set up monitoring systems.

STEP 8 EVALUATION

- Define evaluation indicators.
- Design instruments for data gathering.
- Apply instruments and techniques appropriate to each communication intervention.
- Process information and provide feedback to the program.

PERSONS CONTACTED

USAID/El Salvador
Avenida Olímpica 440
Colonia Escalón

Teléfono : (503) 98-1666
FAX : (503) 98-0885

John Sanbrailo
Director USAID/El Salvador

John Lovaas
Deputy Director/USAID

Patsy Layne
Director/Office of Education and Training/USAID

Rafael Retan
FUNDASALVA Program Officer/USAID

Susan Elbow, Cultural Affairs Officer/USIS

Hugo Llorens, INM Representative, US Embassy

FUNDASALVA
61 Avenida Norte 169
Colonia Escalon
San Salvador, El Salvador

Telephone : (503) 23-6445
(503) 23-3435
FAX : (503) 23-4873

Jaime Hill, President of the Board of Directors

Guillermo Vidales, Director, Executive Committee

Ricardo Chávez Caparros, Treasurer, Executive Committee

Ernesto Sol Meza, Director, Executive Committee

Carmen Aida de Hand, Director, Executive Committee

Alexandra Hill T., Executive Director

Carlos Castro Aguilar, Chief, Resource Center

Maria Carmen Morán, Chief
Community Outreach Department

Eugenia de Arévalo, Chief
Department of Education

Maritza Tobar, Chief
Division of Communications

Rafael Maida, Chief
Department on Drugs in the Workplace

Milagro de Castaneda, Chief
Department of Rehabilitation

Publicidad Diaz
67 Av Norte 120
Colonia Escalón
San Salvador, El Salvador

Telephone: (503) 236386
FAX : (503) 245583

Ernesto Diaz
Mass media

María Laura Orrellana
Mass media

Antonio Reyes
Customer relations

Ricardo Acher
General Manager

Channel 12 TV
Avenida Las Magnolias 142
Colonia San Benito
San Salvador, El Salvador.

Telephone: (503) 24-3247
(503) 24-6171

Jorge Zedán
President

Teresita de Hernández
Marketing Manager

Others

Srta. Arely Hernandez
Consultoría en Encuestas e Investigaciones Diversas (CENID)

Lic. Silvia Inmaculada de Sanchez
Prevention Department, Office of the Attorney General

Robert Hamilton
Grupo Atarraya

Daisy Neiro
Feed the Children Foundation

Josefa Galdamez
Dept of Social Development
Office of the Mayor

Hugo Guerra
President, Salesians Alumni Association

Dr. Ernesto Urquia
Department of Mental Health, Ministry of Health

Carlos Rogelio Guzman
Extracurricular Activities, Ministry of Education

DOCUMENTS REVIEWED

"Plan Global, División de Comunicaciones, FUNDASALVA, Maritza Tobar, Agosto 1991

"Presentación de la División de Comunicaciones, FUNDASALVA, Septiembre 1991

"Primera Campaña de Publicidad", Publicidad Díaz, Abril 1991

"Temas sobre Spots de T.V.", Primera Campaña Publicitaria, Publicidad Díaz, Abril 1991

"Justificación Plan de Medios", Publicidad Díaz, Septiembre 1991

"Resumen General Presupuesto Publicitario", Publicidad Díaz, Octubre 1991

"Plan de Medios", Publicidad Díaz, Octubre 1991

"Análisis de Medios", Publicidad Díaz, Septiembre 1991

"Carpeta Material de Apoyo", División de Comunicaciones, Maritza Tobar, Agosto 1991

"Resumen Presupuestario Publicidad", Publicidad Díaz, Agosto 1991

"Análisis de rendimiento de televisión", Publicidad Diaz, Septiembre 1991