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FINAL REPORT ON THE MID-TERM
EVALUATION OF THE DRUG INFORMATION
AND PUBLIC AWARENESS PROJECT OPERATED
BY FUNDACIÓN NUESTROS JOVENES

SUBMITTED TO:

GENERAL DEVELOPMENT OFFICE
USAID/QUITO, ECUADOR

SUBMITTED BY:

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PDC-0085-I-00-6098-00

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October 14, 1988

Mr. Thomas E. Chapman
General Development Officer
US Agency for International Development
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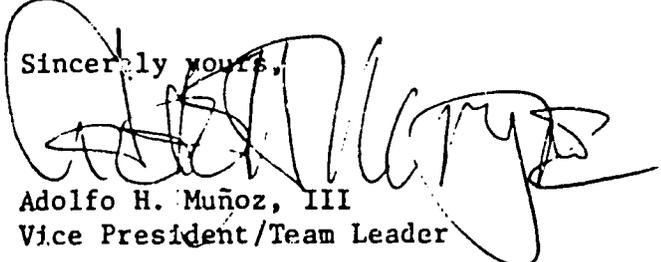
Dear Mr. Chapman:

Enclosed please find Development Associates' Final Report on the Mid-Term Evaluation of the Drug Information and Public Awareness OPG carried out under PDC-0085-I-00-6098-00.

We hope that the findings and recommendations presented in the report are useful to both USAID and Fundación Nuestros Jovenes in making critical course adjustments within the project.

As always, we appreciate the generous support provided to the evaluation team by your office. Moreover, we are grateful to the staff and membership of the Fundación for their excellent cooperation and assistance throughout the effort.

Sincerely yours,



Adolfo H. Muñoz, III
Vice President/Team Leader

I. INTRODUCTION

In July 1987 AID provided the Fundacion Nuestros Jovenes (FNJ) with an Operational Program Grant (OPG) to implement a two year program designed to increase public awareness of the various social, economic and political problems associated with the illegal production, trafficking and use of narcotics in Ecuador. The grant incorporated two key components, i.e., institutional strengthening of the FNJ and research and information dissemination activities. Total funding for the project was set at US \$1,600,000.

In order to determine the progress made by the FNJ in achieving its institutional development and research objectives, AID contracted with Development Associates, Inc. to conduct a mid-term evaluation of the project. The mid-term evaluation was intended to focus on three key areas namely,

- o progress in the institutional development aspects of the project
- o adequacy of the research and programmatic efforts to date
- o appropriateness of the technical assistance provided to FNJ

Basically, the mid-term evaluation was designed to identify (a) problem areas or constraints in the implementation of the project with corresponding recommendations on any required mid-term changes in the project outputs and inputs, (b) the FNJ's potential for achieving the final objectives of the project, and (c) the public image of the FNJ and the overall development

impact of the project.

A two-person team from Development Associates conducted the mid-term evaluation during the period of September 12-October 15, 1988. Through the use of focused interviews and document analysis methods, the Development Associates team gathered a range of information on the research projects that have been planned or implemented by FNJ, and the various interventions and programs conducted by the project during the past 14 months. In addition,

Information was obtained with respect to the various elements associated with the institutional strengthening of the FNJ including its administrative, financial and management systems.

This report describes the major findings of the Development Associates evaluation team, together with specific recommendations on the institutional development and research aspects of the project.

In conducting the mid-term evaluation Development Associates took into consideration several important factors that provide a frame of reference for the data collection, analysis and interpretation. Given the nature of the FNJ project, these factors merit some discussion. Briefly, the key factors were as follows:

Historical Background

The Fundacion submitted a proposal to AID/Ecuador to conduct a drug education project during the early part of 1987. The Mission subsequently contracted with Development Associates, Inc. to analyze the FNJ proposal from a technical perspective and to evaluate the administrative capacities of the Fundacion. In April 1987, Development Associates submitted its report to the Mission that included a series of specific recommendations with respect to areas that needed to be strengthened within the Fundacion prior to the awarding of an AID grant, including specific elements in its organization, financial systems, management and staffing.

The Development Associates report observed that the Fundacion was essentially a volunteer organization with some unique capabilities in drug abuse treatment and prevention. In addition, the report noted "...without intensive technical assistance support, the Fundacion does not possess all of the administrative, management, and technical capabilities that are minimally required to successfully implement the proposed drug abuse education effort. Moreover, the absence of a concrete plan of action for the implementation of the three major project components would be a serious obstacle to the eventual efficacy of the project."

Finally, the Development Associates report delineated four key recommendations that were as follows:

- o prior to award of a grant, provide the Fundacion with specialized technical assistance to develop basic financial and administrative systems;
- o prior to award of a grant, AID should contract for specialized training for the Fundacion Board of Directors to strengthen capacities in policy making, strategic planning, project and financial management;
- o the new project, when funded, be an integral part of the Fundacion rather than a separate entity; and
- o the Fundacion should prepare a revised proposal based on the recommendations made by Development Associates and prepare a detailed plan of action for the first project year.

In addition, the report contained a series of recommendations with respect to the technical plan, emphasizing the need for more concrete and well defined plans of action in both the institutional strengthening and drug awareness research components.

Organizational Development Framework

In assessing the progress of the Fundacion Nuestros Jovenes in achieving the institutional development objectives of the OPG it is worthwhile to preface the analysis with a brief overview of the basic phases typically associated with this type of institutional building process. Importantly, this framework can be helpful in objectively analyzing the experience of the Fundacion during the past 14 months and making decisions about appropriate changes in their operational, management and research activities.

Organizations typically evolve through four distinct phases of institutional development and organizational maturity that are useful in explaining current events and predicting future trajectories. Essentially new organizations (such as the one being created through the AID OPG) generally go through the following stages:

INITIATION STAGE

This is the initial phase of an organization in which the efforts of its members are focused on such activities as hiring new personnel, creating administrative, financial and management systems, defining the organizations mission, and initiating some of the organization s work. Frequently, this stage is characterized by high levels of activity, commitment and energy on the part of the organization s leaders. In addition, it is frequently a period of some internal tension (defining authority, roles and control), confusion (priorities of the organization) and inbalance (introduction of new systems and procedures).

CONSOLIDATION STAGE

Over a period of time, which varies, the new organization begins to consolidate its major systems including staff, management, decision-making, planning, support, and implementation. Previous tensions and conflicts have been resolved, accomodations made and workable arrangements incorporated. The

organization , at this point, has consolidated its management, financial and administrative infrastructure and can be characterized as a smooth and well organized institution. In addition, at this point the management leadership of the organization is able to more fully concentrate on the services and functions of the organization, implementation and program quality.

MATURE STAGE

As experience is gained and the institution builds stronger technical and management capacities, the organization reaches a stage of organizational maturity. Administrative and financial systems are well established, and the organization has the capacity to plan, implement and manage a variety of programs. The management leadership of the organization tends to concentrate on pursuing higher and more complex goals, building upon the infrastructure that has been built over the years.

RENEWAL STAGE

Some mature organizations are able to reach a stage of renewal in which the institution evaluates its mission, priorities and goals. As part of the renewal, the organization invests considerable energy and resources into achieving higher levels of organizational excellence, and pursuing new and innovative activities.

This framework is intended to provide a general reference point for the analysis of the project and the institutional development process.

II. INSTITUTIONAL DEVELOPMENT

One of the major outputs of the AID grant is the development of organizational, administrative, financial and human resources capacity within the Fundación Nuestros Jóvenes (FNJ) to intervene effectively at the national level in the drug problem. This facet of the mid-term evaluation thus focused on identifying the key steps completed by the Fundación in achieving an institutional development trajectory.

Key Factors

Development Associates examined several major factors as a basis for assessing the level of institutional development achieved by the Fundación since the awarding of the OPG in July 1987. In examining the institutional development process, Development Associates took into consideration the proposed plan of action set forth in the FNJ proposal, the goals and outputs contained in the logical framework, and the historical context of the project.

The following factors or areas are described in this chapter:

- o Level of Organizational Development
- o Integration of AID Funded Program
- o Project Implementation Trajectory
- o Summary of Institutional Development Process

The analysis attempted to address several key questions that have important implications for the future funding, structure and focus of the Drug Information and Public Awareness OPG.

- o Has the FNJ achieved a satisfactory level of development in its internal organization, administration, financial management and human resources to permit the accomplishment of the original goals and

objectives of the project?

- o What were the major problems and constraints in institutional strengthening?
- o What has been the relationship of the volunteer component of the FNJ and those being financed by the AID project? Were any problems and corresponding solutions evident?
- o What variables appear to have affected the projects implementation process and to what extent?
- o What solutions can be recommended for problems identified by the mid term evaluation (within the current timeframe and budget)?

On the basis of these questions, Development Associates gathered extensive information from FNJ documents and records, and interviews with key officials of the project.

LEVEL OF ORGANIZATIONAL DEVELOPMENT

One of the major goals of the OPG was to strengthen the institutional capacities of the Fundacion in the areas of organization, administration, financial management, financial self sufficiency, personnel and project management. A variety of data were gathered by Development Associates in each of these areas through interviews, observation and document analyses.

Overall, it is Development Associates observation that during the past 14 months the Fundacion has achieved a relatively low trajectory in its organizational development and institutional strengthening process. Since the awarding of the OPG in July 1987, the Fundacion has experienced major difficulties in installing basic financial, accounting and management systems,

as well in retaining key management staff in the project.

Major deficiencies , for example, were found by a USAID audit of the Fundacion program. Six major areas of deficiencies were noted and included in a formal letter to the Fundacion wherein AID indicated the need for immediate resolution of these deficiencies. As of the preparation of this report these deficiencies had not been corrected.

In addition, at the time the mid-term evaluation was conducted, the project experienced a significant turnover at the highest management levels. That is, in October 1988 the Executive Director, Director of Planning and one Accountant had resigned. Moreover, the position of Director of Finance and Administration continued to be vacant. This represented a major gap in the management and financial controls within the project at a time when it appeared that the trajectory of research and program expenses were on the rise.

Organization

Since the inception of the project the Fundacion has adopted six different organizational structure versions. According to project staff, the restructuring of the organization was a major point of conflict with the technical assistance contractor.

The present organizational structure was proposed on September 10, 1988 and remains to be formally ratified by the Directorio. That structure includes two major functional areas, under the overall direction of the Executive Director. The first is Planning and Finance which is responsible for the major administrative support systems such as Accounting, Personnel, Budgeting and Purchasing. The second division is called Programas Comunitarios and essentially controls all of the project's research and program functions including the Provincial Nuclei, Research and Interventions, Public Awareness and Technical Information.

Several problems are evident in the proposed organizational structure that are related not only to the functional configuration of the staff, but also to the schism that exists between programmatic/research considerations and financial/administrative perspectives. The problems include the following-

- o the structure is overly large and complex, giving the project a highly bureaucratic character. Some functions could be consolidated, and the structure simplified;
- o the span of control of the Programas Comunitarios is extremely broad and requires the direct supervision of four major divisions with a total of 10 subdivisions (not counting the six provincial nuclei);
- o the role of the Executive Director is not clear but appears to be devoted primarily to organizational development activities, and minimal involvement in the research/programmatic areas of the project.
- o there appears to be an excessive number of personnel on the staff. Given that this project represents a very new experience for the Fundacion, a smaller more compact staff would be more appropriate and more consistent with the institutional strengthening phase of the project; and
- o the structure does not adequately integrate the research/programmatic functions with key financial/administrative functions. That is, it appears that the current structure further polarizes these two organizational activities that are critical to the project.

In sum, the Fundacion needs to re-evaluate the organizational structure of the project and formulate a system that is simpler, less bureaucratic and that adequately integrates both programmatic and administrative functions.

Administration

The basic administrative elements appear to be in place including office space and equipment, filing systems and records, telephone equipment, and project documentation. The project is located at a new location which consists of a four story building with a sufficient number of private offices, meeting and conference room space, and working areas for support staff.

It was difficult to reach the Fundacion offices via telephone. According to the Fundacion, the office has only one direct in-coming line, thus making it very difficult to contact the project staff.

Financial Management

The project has serious deficiencies in its total financial management system that could seriously jeopardize the Fundacion's ability to adequately account for and control the expenditure of AID grant funds. This situation is further compounded by the recent vacancies in several key positions including the Director of Planning, Director of Finance and Administration (although these two positions were temporarily consolidated and occupied by E. Gutierrez who recently resigned) and one Accountant position. In essence, as of October 1988 the Fundacion project did not have any senior management person in charge of overseeing the financial management responsibilities of the project.

At the time the mid-term evaluation was conducted, Development Associates found the following deficiencies in the overall financial management system :

- o the project accounts were current up to November 1987, leaving about 10 months of project expenditures still to be fully incorporated into the accounting system.
- o an audit by USAID noted six major deficiencies in the projects financial/administrative systems and communicated these items

to the Fundacion on May 17, 1988. Four months later (September 27, 1988) the Fundacion responded to the USAID audit letter that only responded to the chart of accounts item. The Fundacion noted that it was hiring an accounting firm (US) to prepare the accounting/financial procedures manual.

In terms of the financial management capacities of the Fundacion, there were other problems evident during the mid-term evaluation that suggest a need for AID to very carefully monitor this part of the project. On the basis of interviews with accounting staff several deficiencies were observed:

- o there are no departmental budgets, and the project is operating on the basis of a general budget that runs up to December 1987;
- o the Accounting Department has been setback by numerous changes in Finance Directors, delays in the provision of training by the contractor, and delays in the selection of an accounting software;
- o there is no formal accounting manual for the department other than the Fisk manual on non-profit accounting procedures; and
- o at this time the Accounting Department is staff entirely by junior-level personnel who are responsible for preparing the monthly AID vouchers and attempting to maintain the project's financial records.

In sum, the Fundacion has made little progress in establishing a basic financial management and accounting capability, which represented one of the fundamental objectives of the OPG. The continued vacancies in the Director of Planning and Director of Finance positions does not auger well for the financial management picture at the Fundacion. As previously noted, the project accounts are only current up to November 1987. The accounting staff estimated that it would take two full months to complete the project accounting. In the absence of senior management leadership in the accounting

department, a reasonable improvement in the system is not likely within the near future.

Several factors have contributed to the project's financial management problems. For one, since the inception of the grant there have been continuing conflicts between the senior technical/research staff and the finance/accounting directors. This has contributed, in part, to a high turnover among the Finance Directors and a major discontinuity in management leadership within the Accounting Department.

It appears that the senior technical/research staff tends to view the financial management matters as mundane and trivial, in contrast to the more esoteric research activities of the project. This has created a sharp internal division between the technical and financial components of the Fundación, resulting in continued conflict and competition, and a dysfunctional organizational environment.

Personnel System

The Fundación has installed the basic elements of a personnel system. Files have been created for each employee of the project, including job descriptions. At the time of the evaluation, some of these job functions were being revised. In general, the personnel records appeared to be well organized.

Policy Functions

The AID project is under the general policy guidance of the Directorio which consists of 12 Fundación members. The Directorio operates with a core group of eight members who are the officers of the Fundación (President, Vice President, Secretary, Treasurer, etc.), and the remaining four members are substitutes.

In essence the Directorio is an all volunteer policy group that is intended to provide broad policy direction and guidance to the drug abuse awareness project. While this group is highly committed to the goals of the Fundacion and the project, interviews with some Directorio members suggest that there is a lack of depth in terms of adequately understanding the financial, management and technical demands of the project. This is especially crucial in light of the difficulties the Fundacion has had in its institutional development efforts.

During the coming months the Directorio will have a vital role to play in the selection of a new Executive Director and in the consolidation of the project's technical, programmatic and management functions. It is advisable therefore that the Directorio bring in some new members with specific expertise and professional experience in areas such as PVO management, finance, research and strategic planning.

Program Management

Essentially, the Fundacion has two program management branches. The Executive Director has focused her attention on the institutional strengthening aspects of the project. The Director of the Programas Comunitarios has concentrated on planning and managing the technical/research activities of the project.

In general, the program management effort in the institutional strengthening component of the project has been deficient. After 14 months of operation the project has been unable to produce stable and consistent improvements in its internal administrative, financial and management systems. As of October 1988 the project continues to have major gaps in senior management positions leaving the project without the necessary administrative leadership.

Given that the current Executive Director, Dra. Elsie de Moreano, has resigned that position needs to be carefully re-evaluated and the management role more precisely defined. In addition, priority should be given to hiring an individual with strong credentials in areas such as strategic planning,

program management, finance and the administration of USAID grants.

The Fundacion has contracted with Deloitte, Haskins and Sells to conduct a search for a new Executive Director. No specific timetable has been set for completing the search.

In terms of the research management aspects of the project, a detailed discussion is presented in Chapter III of this report.

Staff Training

Based on a review of correspondence and reports, it appears that the timing and quality of the training was a major issue between the Fundacion and Fisk Associates. In August 1988 the Fundacion conducted an evaluation of Fisk Associates' technical assistance services. The evaluation relied on ratings of various dimensions by key Fundacion staff. While this methodology is appropriate for measuring the client's satisfaction level, it does not provide an objective basis for fully judging the quality of the training.

In some instances the issue revolved more around the timing of the training. The Fundacion staff complained that oftentimes the training was late and not in synchronization with the implementation of the project. Some staff viewed the training on Organizational Development as irrelevant and not of any practical value to the project.

Training was also provided by the contractor in areas such as volunteer training, various computer programs and software, strategic planning, program development and intervention methods. Interviews with members of the technical assistance team indicated that, in general, the staff made a reasonable efforts in planning their training services. Also the quality of the printed materials used for the training was generally of good quality.

Integration of AID Funded Program

With the funding of the Drug Education and Public Awareness Project, the Fundacion Nuestros Jovenes (FNJ) underwent a dramatic transition in its organizational character and structure. The historically volunteer organization undertook a large and complex institutional development and research grant that entailed the hiring of 60 to 70 paid staff and a total budget of \$1,600,000.

The Fundacion has been operating the OPG for about 14 months and attempting to implement the research and institutional development activities of the grant. While the Fundacion volunteers have been involved in some parts of the project, it appears that there is some organizational distance between the traditional volunteer body and the new drug abuse project. During the early stages of the project, some volunteers complained that they were being left out of the project. Some volunteers who were interviewed indicated that during the initial months of the project the professional staff viewed them as less capable. Also, it was felt that the paid staff did not initially understand the role of the Directorio.

Interviews with members of the Directorio indicated that they started receiving training from the technical assistance contractor in July 1988. Prior to that there had been working sessions to prepare the 1988 plan, but it was felt that the training should have preceded the planning exercise .

It appears that over a period of time a nominal degree of integration has taken place between the volunteer and paid project staff groups. The Directorio members who were interviewed did not seem to see a major difficulty in continuing to integrate these groups.

Summary

Overall, the Fundacion has not made much progress in moving towards the institutional development goals of the AID grant. Major weaknesses were

evident in the organisation, administration and financial management systems of the project.

The project's organisational structure has been amended at least six times during a 14 month period. While adjustments in the staffing structure can be expected in a new project, the numerous organisational revisions reflect on-going internal conflicts over program direction, technical and financial controls, and general project philosophy.

A high turnover rate in the Finance Director's position has deteriorated the capacity of the Accounting Division and contributed to major deficiencies in the project's financial management system. The project has simply been unable to establish the basic accounting and financial controls that are needed to effectively manage a \$1,600,000 grant.

In contrast to the low institutional development curve, the project has made progress in carrying out the research and programmatic activities of the OPG. The project is moving in a number of important research and programmatic areas including the epidemiological survey, ethnographic research on street children and drug sellers, and in the development of community outreach programs. This, however, may pose a problem since the Fundacion does not have the financial management infrastructure to handle the increased volume of project expenditures.

In some respects, a dysfunctional organization has evolved that has often been paralyzed by internal staff conflicts, a lack of overall policy and management leadership, and an inability to cope with the transition from a volunteer organization to a drug abuse prevention entity. Future efforts therefore must concentrate on improving the general organizational functioning of the Fundacion, bringing in experienced and well qualified senior management staff, and the provision of technical assistance that emphasizes practical, concrete and useful program management techniques.

CHAPTER III. RESEARCH AND PROGRAMMATIC FUNCTIONS

RESEARCH

The FNJ proposal indicated that there were considerable gaps in existing knowledge regarding the nature and extent of the drug abuse problem in Ecuador. Those gaps in knowledge and understanding limited the ability of the Fundación to undertake an effective action program directed at promoting awareness of the drug problem.

In light of this situation, the Fundación agreed in the OPG to undertake an action research program. That action research program, according to the OPG, was to include the following elements:

- o the establishment of a preliminary systemic conceptual framework to define the drug problem;
- o documentation of the level of public awareness of the economic, social and political consequences of drug production, trafficking and use in Ecuador;
- o conduct of an epidemiological survey to determine the nature and prevalence of drug use and abuse in Ecuador;
- o research into the relationship between the problem of drugs and other social phenomena;
- o an examination of the relationship between the supply and demand of drug prevention and treatment services in Ecuador;
- o development of diagnosis of how the Ecuadorian drug system works in order to formulate hypotheses which will serve as the basis for intervening through negotiations with the intent of significantly

altering legal, educational, enforcement and other institutions that influence the nature and extent of drug production, trafficking and use.

This section of the report will describe the efforts made to date by FFIJ towards achieving these goals, will examine and evaluate the quality of the research conducted to date, and the relationship of the research toward future efforts by the Fundacion to meet programmatic goals of developing drug awareness in the country.

Overall Purpose of Research/Relationship to Program

As the OPG indicated, the overall purpose of the research program was to provide the basis for program activities by the FNJ. The General Research Plan (Plan General de Investigacion) noted that:

"...intervention appears as the logical consequence of research...The objective and nature of research is to permit diagnostics which enrich the theoretical framework and facilitate the formulation of work hypotheses for the intervention groups ."(pg. 16, Plan General de Investigacion)

To provide the framework for research and intervention, the Fundacion adopted a perspective based on general systems theory. That perspective, assumes that an understanding of the drug problem in Ecuador requires an examination of the interaction of a set of interrelated variables which define two models:

1. A model of drug consumption in Ecuador that describes the patterns of trafficking and use of drugs within the country, and
2. A model of cocaine production within the Andean region which is seen as the source of certain drugs consumed within Ecuador (coca paste, cocaine).

The Fundacion is currently undertaking a program of research using funds from the USAID OPG that seeks to provide the information necessary to construct the

drug consumption model. Work has been suspended on developing the second model, pending raising of funds from non-USAID sources to support that research.

Research Projects in Progress

As of the date of this evaluation, in addition to work that is being undertaken to develop the computer based representation of the model of drug consumption in Ecuador, one research project has been completed and four other research projects are underway. In addition, two projects have been designed and are scheduled to begin shortly.

Several other projects are contemplated for the forthcoming year. However, this evaluation will only focus on the seven projects that are underway or are scheduled to begin in the very near future, because they constitute a reasonable sample of the types of studies and methodologies contemplated.

The legal reform project has been completed and provides an overview of the existing legal framework regarding drug use and abuse in Ecuador. It offers a description of a proposed basis for a national policy on drug abuse control, and a discussion of the present institutional framework for drug abuse prevention and control including descriptions of relevant penal and procedural aspects. It also contains a discussion of international treaties and the experiences of other countries in the control of the drug problem. The study concludes by presenting the basis for a reform of the legal structure relating to the drug problem.

This project will be the basis for a lobbying effort on the part of the Fundacion directed at generating new legislation on drug abuse prevention and control. The nature of this lobbying effort will be discussed further below, together with the discussion of other interventions that are to flow from the Fundacion's research program.

Four studies are currently in progress:

1. The Epidemiological Survey (Principal Investigator: P. Bonilla) : this is a national study of drug prevalence as well as of attitudes toward the drug problem. Thus, it constitutes both an epidemiological survey and an opinion survey.
2. Children in the Streets (Principal Investigator: R. Tanorio): this is an in-depth study of the case histories of a group of children who are involved in the use of drugs in the streets of Quito.
3. Small Scale Drug Traffickers (Principal Investigator: X. Andrade): this is a study of life histories of drug traffickers in the streets and in the jails.
4. Urban Youth (Principal Investigator: J. Salcedo): This is a qualitative study of the attitudes and orientations of urban youth. The study is directly tied to the development of an intervention by those studied in the drug problem in their respective communities.

Two studies are scheduled to be underway in the near future:

1. The Ecuadorian Educational System (Principal Investigator: J. Luna): This study seeks to examine the impact of the educational system on the potential for drug consumption among youth.
2. Populations at Risk (Principal Investigator: L. Villacis): This research project seeks to longitudinally examine a group of students in schools who represent a population at risk of using drugs.

For each of six studies, the evaluation team interviewed the principal investigators, examined the materials provided on the design and execution of the studies as well as the partial results available from the epidemiological study, the study that had been in progress for the longest period of time. A

more detailed analysis was made of the aims and methodologies utilized in each of the research reports.

Epidemiological Survey

Aim

The survey had two principal aims: to establish the level of drug prevalence within the national population ages 10-65, located in households, and to examine the opinions of those interviewed regarding various aspects of drug production, trafficking and use in Ecuador as well as regarding aspects of drug abuse prevention and control.

Methodology

The study was based on a closed questionnaire interview of a sample of individuals, ages 10-65, located in their households. The sample was a probabilistic national sample, stratified by regions. The stratification permits separate examinations of the two largest cities (Quito and Guayaquil), of other urban areas, of rural areas and of the zones along the frontiers with Colombia and Peru that are likely to be more involved than other regions in the country in drug trafficking. The sample overrepresents youths and those living in frontier areas in order to ensure sufficient numbers for in-depth analysis of these two segments of the populations, both hypothesized as being at greater risk for drug abuse.

The questions included in the survey instrument regarding drug prevalence are internationally accepted standard items derived from a long history of previous surveys in the United States and elsewhere. The items have been adapted to the Ecuadorian context in terms of the substances available within the country. These items provide comparisons with data gathered in other countries such as the United States and Peru that have used similar instruments.

FNJ received technical assistance from both international and national sources in the design of the instrument, field techniques and sampling methodology. In particular, they received advice on sample design from Dr. Leslie Kish of the University of Michigan, a leading specialist in sampling theory. The sample was designed by Dr. Polibio Cordova, a student of Dr. Kish and the director of CEDATOS, the agency hired by FNJ to undertake the fieldwork for the survey.

In the design of the survey instrument and in the development of the field techniques that were employed, FNJ received technical assistance from Dr. Lloyd Johnston, director of the Monitoring the Future project, a project that includes both cross-sectional and longitudinal studies of drug abuse prevalence and attitudes toward drug abuse among high school students in the United States. (Dr. Johnston has worked as a consultant on epidemiological surveys for the United Nations and has designed a handbook for such surveys published by the UN.) The technical assistance provided by these individuals is reflected in both the instrument and the sample design.

Accomplishments to Date

As of the date of the evaluation, field work on the survey has been completed and the data is being processed by the FNJ's project staff, using in-house computer resources. Completion of data processing and analysis is contemplated by November and a final report will be issued by January. From the initial design stage through the issuance of a final report will take approximately a year and a month.

Children in the Streets

Aim

The study seeks to provide an understanding of the dynamics of children working in the streets of Quito i.e. children with homes who by virtue of

economic and family pressures are forced to spend their time working in the streets.

Methodology

This is a qualitative study, based on techniques of street ethnography. Taking a sample of 12 children from 5 to 14 years of age of both sexes, stratified by the type of and location of their economic activity, the researchers engaged in in-depth interviews aimed at developing life histories of the subjects. In addition, the research team interviewed key adult informants knowledgeable about the problem who are associated with institutions such as INNFA. The study was extended as well by contacts with the peer reference groups of those children who were the subject of life histories.

A major concern of the study is the degree to which the children in the streets are involved in drug abuse, particularly use of inhalants.

Accomplishments to Date

All field work has been completed and the data generated is in the process of being analyzed. The principal researcher anticipates that the study will be completed in the next several months.

Small Scale Drug Traffickers

Aim

This study seeks to provide a detailed description of the manner in which small scale drug peddlars operate in Ecuador. The study provides a description of the relationship between street traffickers and users. It seeks to provide an understanding as well of the manner in which these traffickers justify their activities and the relationships between

traffickers and the agents and agencies for controlling the drug trade (INTERPOL, DINACONTES etc.).

Methodology

This study uses a variety of ethnographic methods that have been used in other studies of drug 'scenes' elsewhere in the world: life histories of the traffickers, open-ended interviews with 'experts' such as the police, scholars acquainted with the problem and participant observation of the interaction between traffickers, users and others in the streets.

The study, which began in August, contemplates two rounds of field work, the first during September and October, and the second during November and December. In August and September, fieldwork has been conducted in Quito with several street traffickers as well as with informants in the municipal jail.

Accomplishments to Date

The researchers have been able to begin a difficult task of data collection. Even assuming that all the material they seek to gather cannot be gathered, the work carried out so far make a significant contribution to the proposed research goal.

Urban Youth

Aim

The study seeks to explore the relationship between the social structure of the city and the psychological orientations of youth living in that urban environment. In general terms, the study seeks to develop a profile of the attitudes and actions of youth in urban centers and to explore the presumed conflict between the ideal perceptions of youth regarding their urban environment and the realities of their situation. It also seeks to

foster change among those studied by trying to generate processes of participation of youth in self-initiated efforts at reformulating their lifestyles.

More specifically, the study proposes to examine the social situation in five cities (Quito, Guayaquil, Cuenca, Portoviejo and Ibarra), look at the relationships between youth and various social institutions (family, school, work, social groups etc.), identify levels of integration of youth in these institutions and the attitudes of youth towards their social reality. On the basis of this analysis, the project then seeks to organize youth workshops that will serve to develop actions plans to alter the circumstances uncovered by the study.

Methodology

As indicated above, the study covers five cities in Ecuador, the two largest cities, Quito and Guayaquil, two intermediate size cities, Cuenca and Portoviejo and a small city, Ibarra. The study includes youth divided into three age groups, 15-18 years, 19-21 years and 22-24 years. The study relies on a series of case studies of key informants, both male and female, representative of different types of youth. For example, the study includes youth who are characterized as participant, anomic, activist etc.. Each case study, in turn, generates additional interviews with the informant's peer group as well as interviews with adults within the city who are in a position to assist in characterizing the existing social situation.

To put together the workshops, youths who have participated in the case studies, whether as key informants or as members of peer groups are invited to attend. Participants in the workshops, guided by the research team, develop an action plan to meet the needs of their urban environment, an action plan that the researchers presume will be the basis of further activity both on the part of the youths and FNJ.

Accomplishments to Date

The project has completed a study of the first city included in the sample, Ibarra. The researchers carried out a total of 58 interviews and conducted a day long workshop. That workshop has stimulated interest among some of the youth who participated in followup activities under the auspices of the Fundacion. A key question that remains to be dealt with in connection with that interest is the manner in which youth activities generated by this research project will be integrated into FWJ's community activities, particularly those conducted through the Ibarra nucleus.

Population at Risk

Aim

This study seeks to elaborate a diagnosis of the factors that define a population 'at risk' of drug use as well as those factors that result in drug consumption and those factors that prevent drug consumption by that population. The population selected as the focus of the study are students in high schools defined as having high risk of drug abuse in the cities of Quito, Guayaquil and Esmeraldas.

Methodology

This is a qualitative study, intended to describe and explore rather than to provide a statistically accurate representation of the variables that place secondary students at risk of drug abuse. In line with that character, the study is based on a purposive sample of secondary schools in the three cities noted above that is stratified by socio-economic level of the students and the level of risk associated with the school. That level of risk is defined in terms of the geographic location of the school, the presence of problem students in the school and the type of disciplinary system utilized by the school. Within each school, students to be studied will be selected on the basis of additional "risk" factors

such as low academic performance, poor conduct records, serious family problems and lack of communications skills.

The study aims at being longitudinal, following the students selected over the period of at least a year.

The design calls for data to be gathered through in-depth interviews with the students selected.

Accomplishments to Date

The study has not yet begun. Initial contacts have been made in Esmeraldas and an agreement drawn up between FNJ and the Universidad Tecnica de Esmeraldas to provide support for the study.

The Ecuadorian Educational System

Aim

This project proposes to explore the relationship between the character of the Ecuadorian educational system and the degree of risk of drug

consumption among high school children. More specifically, the study aims at determining the modes of transmitting information on drug abuse through existing curricula, identification of the types of relations between actors in the educational system and identification of the causes of the lack of adaption on the part of students to formal curricula, teaching techniques and the various actors in the educational system. Finally, the project seeks to elaborate a model of the impact of the educational system on the population at risk of consuming drugs.

A critical hypothesis of the study is that the existing educational system constitutes a cause of potential drug consumption on the part of high school students.

Methodology

Working in three cities, Quito, Guayaquil and Cuenca, the study will be based on a sample of high schools chosen according to the type of educational system they have (more or less rigid, more or less liberal), the degree of risk of drug abuse as well as structural factors (public/private, type of program etc.). Interviews will be conducted among students, their teachers and school administrators. In addition, workshops among students will be set up to provide interaction between the researchers and small groups of students. Based on the data provided, it would appear that further details of the methodology remain to be developed.

Accomplishments to Date

To date, the project is in a preliminary design stage and thus no fieldwork has begun.

Quality of the Research

Since the inception of the project there has been one concrete product from

the research program, namely the Analysis and Evaluation of Ecuadorian Legislation Regarding Drugs: Basic Guidelines for Legal Reform. Thus, a judgment of the research program's quality has to be based on the conceptualization of projects, their aims, methods and their likely outcome. Therefore, this section will examine the work to date, the methods used and the implications that can be drawn from the anticipated results to evaluate the quality of that research in terms of the desired outcomes of the OPG. It will deal with the specific studies described in this chapter as well as with the overall framework of the research program.

Systems Approach

The systems approach taken by FNU in organizing its research is drawn from a tradition of social science thought that had a particular vogue in the fifties and sixties when the social sciences, particularly those in the United States, sought to develop overarching empirical theories of society at the same time that they sought to justify the scientific nature of their endeavor. The development of the computer and related theories of cybernetics gave an impetus to that effort. As the social sciences have continued to develop, systems theory has become less and less significant as an overarching paradigm for social research. Thus, as a general rule, it is unlikely to find many major research centers in the social sciences that use the system perspective, let alone research centers focussing on drug abuse.

Part of the decline in the utilization of the systems approach is due to methodological problems. For one, it is difficult to draw adequate boundaries about a particular problem oriented social system e.g. drug consumption. Thus, as a tool for planning and directing research, systems theory may result in a research program of unmanageable proportions, both theoretically and economically. Moreover, what makes sense in terms of topics that need to be included in a drug research program can be developed and organized without the added burden of a systems approach.

Fundacion Nuestras Jovenes' use of systems theory represents their mode of conceiving, organising and justifying research. As researchers developing their own criteria for understanding a problem, they have a legitimate right to take such a position. However, the evaluation team believes that in the presentation of that research to both donors and other interested parties, the use of systems theory only complicates what is already a difficult task. It is in effect extra cognitive baggage which impedes a clear understanding by donors of the value of the specific research undertaken by Fundacion.

Consumption Model

This use of systems theory as an overarching framework needs to be distinguished from the Fundacion's efforts to develop a model of drug consumption in Ecuador. That effort on the basis of what the evaluation team has been able to observe is being undertaken with a careful attention to the technical requirements. The limit on the value of the effort will clearly be the capability of Fundacion to secure the data required to make that model fully operative. This matter will be addressed more fully in the conclusions of this chapter.

Epidemiological Survey

The epidemiological survey, which covers both data on drug prevalence and attitudes toward the drug problem represents a study that in terms of all its design aspects is a first class piece of research. The instrument meets international standards. The sample is both technically correct and well conceived to meet the analytical needs of the Fundacion and the Ministry of Health, the two sponsoring bodies. On the basis of the descriptions provided of the field methods, the data collection meets required professional standards as do the methods being employed to process and analyze the data. In short, the study represents a thoroughly professional contribution to the body of existing epidemiological and opinion data both within Ecuador and at a international level.

Children in the Streets/Small Scale Drug Traffickers

Based on the information provided by the researchers, these two street ethnographies also meet scientifically acceptable standards for their design and conduct. The researchers have faced and in the case of the second study continue to face the usual problems in the conduct of such studies: difficulties in the conduct of interviews, potential problems from authorities, the need to protect the rights of those under study while at the same time assuring the scientific validity of the study.

To the extent that the quality of the data reflects the care taken in its collection, both studies should provide worthwhile scientific contributions to an understanding of the drug problem in Ecuador.

Urban Youth

This study, which appears to be an action oriented research project, also represents a carefully conceived and executed project. The project's framework goes far beyond the limits of what the research can actually accomplish. However, if one leaves aside the excessively elaborate project proposal and one examines the report of the study and intervention conducted in Ibarra, it is evident that the study can provide immediate payoffs in terms of promoting both an understanding of youth problems and in generating community level action to meet those problems.

Population at Risk/Ecuadorian Education System

These two studies at first glance appear to be dealing with distinct aspects of the drug problem. However, in terms of their respective designs, both in effect are covering the same body of information. From a methodological perspective, neither of these studies appears to be well conceived. Neither provides assurance that the product will be worth the investment of time and effort. Development Associates believes that the research program would benefit from a rethinking of these two projects, combining them in a single

project which could use both quantitative and qualitative measures to deal with such issues as the extent of drug use in the schools and the educational factors that affect attitudes toward drug use.

Guidelines for Legal Reform

The document that was developed by the consultants to the Fundacion who conducted this study appears to be a competent and comprehensive effort. The study provides an overview of the existing situation, a diagnosis of current problems in the legal structure and the framework for its execution. The guidelines it contains for reform of the legal and institutional structure follow from the analysis. Thus, the study represents a reasonable contribution to an effort at reforming the legal framework of drug policy in Ecuador.

The Fundacion's Ability to Manage Research

Over the past 14 months the Fundación has developed procedures for the design and evaluation of the research projects they undertake. They evolved procedures for developing and reviewing project designs, using a committee

made up of key FNJ personnel supplemented by a paid outside consultant. (The committee consists of the Director of Community Programs, the Subdirector for Research/Interventions, the Principal Researcher and an outside consultant.) This committee reviews project designs, advises on methodologies and approves projects to be undertaken by FNJ's research staff.

Projects in progress are reviewed on a monthly basis by a working group consisting of all staff researchers, chaired by the principal researcher. That working group reviews a report based on an evaluation sheet submitted by the director of each research project to the research department. The evaluation sheet covers achievements during the past month in research, in interventions and in promotion of self financing. It includes technical achievements, contacts with other institutions, difficulties encountered and met. The report also provides a projection of activities and a listing of requirements in terms of staff and equipment for the next month. The report includes a budget and expenditure sheet.

On the basis of observation and review of the documentation for the months of August and September and attendance at the September working group, the evaluation team believes that this report system represents an adequate mechanism for internally tracking research progress.

The Fundacion's ability to manage research is clearly limited by a distinct lack of fundamental financial, management and administrative capabilities. That matter has been discussed in the previous chapter and will be summarized in the final chapter.

Summary and Conclusions

The model followed by FNJ in the development of their proposal is based on the assumption that an understanding of the drug abuse problem is a necessary requirement to action. They have developed a research program to acquire that understanding. This report has examined a total of eight different elements of the Fundacion's research program ranging from a study of the legal system to

an epidemiology survey. That program includes projects that use a variety of social science techniques. Overall, on the basis of the data examined by this evaluation team, that program is producing quality research that can be of use in the orientation of a drug abuse prevention program.

More specifically, the program has designed and conducted the fieldwork for a first rate epidemiological/opinion survey, two well-designed street ethnographies, a legal study and an case study/action project. All of these efforts indicate that the Fundacion has the capability to undertake the research necessary to develop the basis for its prevention activities.

To respond to the questions raised in the scope of work of this evaluation:

- o Will the content of the research provide information on areas critical to an understanding of drug prevention?

Research undertaken or underway clearly will contribute to the understanding required to operate drug prevention campaigns. Moreover, research skills developed within the Fundacion can be applied to the development and evaluation of program activities.

The Fundacion needs to be aware that both in terms of communicating the results of that research to a wider public and to USAID that it needs to utilize a language intelligible to that wider public.

The Fundacion also needs to take into account the fact that while its systems approach develops a wide agenda, that realistically both in terms of the requirements of the OPG and the funding available, only a limited research agenda is feasible within the framework of the project.

- o Is the research designed in such a way to permit identification of areas of intervention for the FNJ and other institutions in the future?

The major research components planned and carried out to date, the legal study, the epidemiological survey and its related opinion survey provide the basis for an understanding of the policy framework for drug abuse prevention, the nature and extent of drug abuse and public attitudes toward the problem. The studies of street children and street traffickers help to develop a vision of the 'drug scene', the social arena in which drug use occurs. These studies clearly contribute to an understanding of areas of intervention. Additional studies that would contribute include an examination of the educational system, a vital element in drug prevention intervention. As indicated above, FNJ has proposed research in this field. Development Associates believes that such research needs to be reformulated and carried out.

- o Is the research being carried out in a timely fashion?

The major field research being conducted by the Fundacion, the epidemiological and opinion study will be completed within the project framework. The legal study has already been completed. Several other important studies will also be completed within that time schedule. The studies regarding the educational system and populations at risk require reworking. The Fundacion will have to make an extra effort to assure that these studies or a reformulated study are completed with the project timeframe. The study regarding demand for drug rehabilitation has not advanced. This sort of study has a relatively short timeframe and Fundacion can complete it within the required project schedule.

Fundacion can use the research it has developed to begin a series of programmatic activities, including lobbying for changes in the legal system, with the results that it is developing in its program to date. Realistically, both Fundacion and USAID need to recognize that these sort of activities are long term rather than short term activities. Thus, the most important consideration regarding FNJ, in this

connection, is whether Fundacion is developing the capability to carry out the necessary research activities. Clearly, the FNJ is developing that capability.

In summary, the Fundacion has put together the human and material resources capable of conducting a high quality research program. It has undertaken major components that can be completed within the project's timeframe. The results of these research efforts should contribute to guiding future drug prevention policies, interventions and activities.

FNJ has adopted a broad perspective which suggests a research agenda well beyond the resource limits of this project. A more focused perspective is needed that will help FNJ concentrate its efforts on those areas of knowledge that are critical in understanding the drug problem in Ecuador. Likewise, the project's research efforts should be directly supporting the drug prevention efforts.

Programmatic Functions

While the major focus of the OPG is institution building and research, Fundacion Nuestras Jovenes has begun to develop community outreach programs, both through its professional staff and through its volunteers. As part of the evaluation, Development Associates examined the Information Center, three other outreach programs developed by FNJ's professional staff as well as certain activities undertaken by the Fundacion's volunteers. Since most of these programs have yet to be placed into full operation, the analysis is based in large measure on planning documents and interviews.

Information Centers

The OPG called for the creation of Drug Information Centers in Quito and Guayaquil. Those centers were supposed to assist the Fundacion in strengthening its institutional base and outreach capability, conduct programs in drug information and public awareness, support information activities of

provincial nuclei and raise funds to sustain Center operations. To date, FNJ has set up a Center in Quito and has acquired space as part of an agreement with INNFA/Guayaquil to set up a Center in Guayaquil. The Center in Quito will serve as the principal depository of all documents received by the Fundacion with the Center in Guayaquil serving as a satellite. The balance of this analysis will deal with the Quito Center.

The Center is organized in two collections, a collection of materials (books, articles,clippings etc.) dealing with a range of topics in history, geography, literature etc. that would be of interest to high school students and a collection of books, journals, articles, newspaper clippings and other documents dealing with the problem of drug abuse and related matters. The general collection is located in a reading room accessible to the general public, the collection of drug materials is located within the Center's offices and its use is controlled by the Center's staff. The purpose of the general reading room is to serve as a place where students can come and do their homework. The idea is to attract students to the Center and then interest them in the problem of drug abuse.

The Center has a collection of over 1800 documents. Its acquisition policy has focussed on first acquiring all available material on Ecuador and then branching out to acquire materials from other countries. The policy is to establish the Center as the source of documents on drug abuse in Ecuador, thereby providing it with material to exchange with other documentation centers as a means of augmenting its collection.

The Center began the process several months ago of entering its collection onto a computerized data base to permit it to catalogue, index and utilize that base to develop specialized bibliographies. The Center, on the advice of Fisk Associates, has chosen to use MICRODIS, a system developed for AID libraries, to serve as that data base. The Center's director indicated that they anticipated at a future date integrating their base into a MICROISIS format, the system developed by UNESCO and utilized by various other documentation centers working in the field of drug abuse.

To both publicize the Center and to disseminate the information that it houses, the Center has developed a publication plan, delivering different levels of information at different frequencies to various entities throughout the country. (See attached Publications Plan). The publications range from brief summaries of news to extensive analytical bibliographies, each directed to an appropriate audience. To disseminate these publications, the Center is developing a mailing list as a separate data base.

Analysis

The Fundacion has taken the necessary steps to create the base for a functioning information center. It has to continue as planned to devote resources to stimulating interest in the center, expanding as well the collection of documents. As FNJ has planned, it needs to expand the center's network of contacts outside Ecuador. It has to secure for itself on a regular basis the free publications available in drug research and drug prevention such as those available from the National Institute on Drug Abuse (NIDA) and the Office of Substance Abuse Prevention (OSAP) of the Alcohol, Drug Abuse and Mental Health Administration, United States Department of Health and Human Services. It also needs to maintain contact with other drug abuse documentation centers such as CEDRO in Peru which share the same cultural experience and the same developmental problems.

From a technical point of view, the Center should explore the possibility of conversion to MICROISIS. In that connection, the Center could contact the Pan American Health Organization which has provided support to other documentation centers in health related fields in training and installing MICROISIS.

Informe-T

Informe-T is a project aimed at disseminating information regarding drug abuse and a variety of other topics using the telephone. It is a reactive system that requires the potential user to call in and request information on a

specific topic or topics. The models followed in designing Informe-T were the TEL MED system used in the United States, INFORMATEL in Venezuela and Linea 86 in Colombia.

Technical Aspects

Informe-T requires a system of consoles that have tape decks that play brief messages, varying from approximately two to seven minutes in length. It also requires a number of telephone lines connected to the consoles. The system needs an operator who receives the telephone calls and places the message cassette requested in the tape deck, permitting the client to hear the message.

To utilize the system, a client has to call the telephone numbers connected to the consoles and request a message. Thus the system requires at a minimum knowledge regarding its existence, its telephone numbers and the procedures to be followed.

Content of Messages

The project design calls for an initial number of two hundred messages, eighty of which (40%) deal with the subject of drugs and related matters. The project proposes to include up to 1000 messages when fully developed. The messages cover a wide range of topics including Ecuadorian national history and geography, AIDS, family planning, ecology, adolescence, family life and other areas in addition to drugs.

The messages included in the program have been edited by FNJ's project staff, drawing on a variety of sources including: texts of Informatel(Venezuela), Tel-Med (USA), products of FNJ research, brochures from DINACONTE, the Ecuadorian Red Cross, the Ecuadorian National Academy of History. The messages included in the system to date have not been pretested for content and impact on the intended audience by FNJ.

The evaluation team reviewed twenty three messages regarding drug abuse, examining the content of those messages. The messages reviewed covered topics such as LSD, the history of illegal drugs in Ecuador; coca paste and the socio-economic and political implications of the cocaine industry. The results of that examination are discussed below in the section analyzing this project.

Arrangements for Dissemination

FNJ has signed an agreement with the Municipality of Quito to install Informe-T in the Radio Municipal. The municipality will provide a locale for the system at the Radio Municipal and six telephone lines to feed the system's consoles. It will provide publicity for the system over the radio. In addition, the city will provide other facilities for dissemination of the existence of the service through various mass media. FNJ will provide the project's staff and equipment, covering the cost of the project from USAID funds. In addition, FNJ will use other means of announcing the existence of Informe-T, e.g. advertising in the Quito Yellow Pages.

FNJ anticipates that the system will be functioning by mid-October.

Analysis of Informe-T

Informe-T is a program which by its very nature is directed at only a narrow segment of the population of the city of Quito. Even if it were to be extended to other cities, it would still reach only a very narrow portion of the population--essentially individuals in the upper strata of the society. This is the case because only 3.5% of the population has access to telephones (Comercio, 10/1/88, p. A-9). In point of fact, that number is even less when one takes into consideration those telephones in commercial use or in use as public telephones. While telephones tend to be concentrated in urban areas, the spread of services in those areas is still quite limited.

Moreover, the system requires that the client take the initiative by

calling Informe-T and requesting a particular message. (There is a message which explains the system, but again contact require the initiative of the potential client. Thus, given the relatively high cost of installing and operating the system and the need for a permanent staff, Informe-T represents an expensive method for reaching a narrow segment of the population.

In addition to the narrow range of the population that can be reached through Informe-T, the messages themselves present a variety of problems. Based on the review of twenty three messages referred to above, the evaluation team was able to note the following problem areas:

- o many of the messages derived from external sources were not adequately adapted to Ecuadorian reality, e.g., the message regarding LSD made no mention of San Pedro or Ayahuasca while referring to various hallucinogens not available in Ecuador.
- o the messages displayed an ambiguity toward various substances, e.g. one message indicated that hallucinogens used by indigenous peoples represented ' a use without problems' which may suggest experimentation by urban dwellers, another message placed tobacco use in a positive light.
- o some messages suggested that drug trafficking and production represented a positive economic benefit for producer countries without taking into account the full range of consequences.

In brief, the messages did not reflect the thoughtful understanding of the drug problem that the Fundacion is seeking to develop through its research program. Nor, does it appear likely that the messages will reflect the overall intention of the Fundacion to promote drug prevention.

This set of problems suggests that there has not been a successful effort to evaluate the content of the messages by FNJ, using the Fundacion's own

information and understanding of the problem. Moreover, as was indicated above, the messages had not been pretested with groups representative of the intended audience. Thus there is no advance control over the impact of the messages.

Finally, the plan as presented did not indicate any methods for or criteria for evaluating the success or failure of the program as a pilot effort.

For all these reasons, the evaluation team feels that this project requires serious reconsideration before it is put into operation. Particular attention needs to be paid to the cost/benefit ratio and to the content and potential impact of the messages.

Community Theater/ Living Museum

These two projects represent approaches intended to reach a wider audience

with a drug prevention message. Both of these projects have not yet been put into operation, although the Community Theater project (Monitoria Teatral) is further advanced than is the Living Museum (Museo Vivo) project. The evaluation team received documentation, conducted interviews and saw presentations on the project. The evaluation that follows is based on those sources.

The Community Theater project is directed at assisting lower class neighborhoods to generate through local initiatives drug prevention themes to be incorporated into works that are produced by community based groups. The project provides examples, material support and training in theater. The project has a relatively low cost (around 3 million sucres) and has a high potential impact on lower class population that is the focus of its efforts. A concern from the point of view of FNJ will have to be to maintain the interest in drug prevention as the subject matter of the works produced.

Living theater is a proposal for developing a hands-on museum directed at children which will serve as a vehicle to teach them about drug abuse prevention skills. The messages to be taught as described in the proposed effort appear to be very sophisticated. The museum, which is planned as a portable exhibit, is an expensive project.

Its potential outreach appears hard to determine without a resort to specialized knowledge regarding this type of operation. FNJ's belief that the museum can reach 300,000 children a year needs further examination by specialists in museum design and operation. The museum will require trained personnel to monitor operations, personnel who understand the problems of dealing with children in a museum context. The design will require considerable pretesting to assure that it effectively reaches the desired audience with the intended message. These considerations suggest that FNJ should approach this very expensive, very complex project with a great deal of caution.

Community Outreach-schools/Mena II

The Direction of Community Programs along with the FNJ volunteers have over the past year undertaken various community outreach activities. These include workshops in schools, roundtables in universities, appearances on radio and television by professional staff and development of a community program in a lower class neighborhood (Mena II). The main thrust of these activities is to inform about drugs and to promote efforts toward drug prevention. These activities according to FNJ reports have reached several thousand school children in the Quito area as well as a like number in lower class neighborhoods.

Themes covered in a typical school presentation include definitions of what is a drug, what factors lead to use and what factors promote drug prevention. The focus in prevention is on personal development, using various role playing and dramatic metaphors to illustrate the point being made. According to reports by FNJ trainers, the problems they face in these efforts center on the need for program designs that provide a more in-depth understanding of the problem. They are also concerned with the quality of the audio-visual materials they have available as well as with their own level of training as drug prevention promoters. The implication is that more emphasis has to be paid on developing materials and improving the training of the volunteers engaged in community outreach.

The program in Mena II was an outgrowth of a request by a group of concerned neighbors in that community to the Fundacion for assistance in preventing the growth of drug abuse. These neighbors had been alarmed by the drug related deaths of several young members of the community. FNJ stated at the start of working with Mena II that its policy is only to respond to initiatives of communities, not to initiate such activities on its own.

FNJ began working with a neighborhood group at the start of 1988 and has continued to work with them. FNJ has provided training sessions and technical assistance for community prevention activities. These activities involved both

the professional staff and volunteers from FNU.

These sort of activities represent an important component of most prevention activities in other countries throughout the world. To date they represent only a small fraction of the efforts of the Fundacion. Moreover, the FNU's policy of reacting to requests rather than stimulating directly such activities further limits the degree to which FNU can and will be involved in such community outreach. Given the stage of development that the Fundacion is presently in, it is reasonable that it carefully program its activities so as not to overwhelm the staff and volunteers available for and capable of outreach activities. However, as the Fundacion develops, community outreach would appear to be an important area to invest both human and material resources.

Nuclei/Relationship Professionals/Volunteers

As part of the process of institution building and as an element that strengthens the outreach capability of FNU, the OPG calls for development of provincial nuclei of the Fundacion. To date, Fundacion has set up six nuclei, five in provinces and one in Pichincha. The five provincial nuclei operate as autonomous entities while the nucleus in Pichincha operates in the headquarters of FNU, directly under the supervision of the FNU's professional staff. The nuclei have a total of approximately 325 members, two thirds of whom are youth.

The nuclei are headed by coordinators appointed by the Direction of Community Programs. These coordinators as well as members of the nuclei have received training in various aspects of FNU activities including planning, prevention activities and personal development.

Each nucleus has developed its own community outreach plans. An exemplary case is the nucleus in Loja. This group is virtually all youth who have focussed on reaching other youth who may be at high risk for drug abuse. They have begun a 'youth tutoring children' program in a school in Loja. They have also organized an hour length radio program on Saturday mornings that has been in

operation for over a year. This program serves to communicate information on drug prevention. In August, the Loja nucleus began to add to their outreach efforts by publishing a newspaper (Jovenes). The newspaper describes Fundacion's priority as "counterarresting the advance of drugs".

The volunteers as a group represent the original basis of the Fundacion. They also represent an important resource in the extension of the Fundacion's efforts at community outreach. The establishment of the six nuclei represent an advance in the development of the Fundacion's volunteer component. But, the expansion of the voluntary component has not been without its problems. A predictable tension has developed between the volunteers and the professional staff, particularly with respect to the volunteers from Pichincha, given their close association with FNJ's headquarters.

That tension was reflected in the diagnosis of the volunteer effort conducted by FNJ. That diagnosis and the interviews conducted by Development Associates indicate that there are conflicting conceptions of the role volunteers should play. The professional staff sees the volunteers as a means to extend their efforts, while the volunteers seek to develop independent activities that they can carry out on their own. A further question exists regarding the administration of volunteer activities, the question of control over the provincial nuclei. More specifically, there is a question of the function of the direction of community programs as opposed to the function of the direction of volunteers. In theory, the former deals with programmatic matters, the latter with administrative and motivational matters. In practice, these lines can easily blur. Moreover, financial matters belong in some measure to the department of Administration and Finances.

These conflicts need to be resolved to permit the volunteers to be an effective part of FNJ activities over time.

Technical Assistance

Technical assistance in the areas of research, information and community

outreach has come from two sources: Fisk Associates and from independent consultants hired directly by FNJ. On the basis of a review of documents, interviews with key participants and examination of the product of that technical assistance, certain observations are possible.

The research program has received the two types of technical assistance. Fisk Associates provided support to the program through such tasks as assistance in development of an overall research plan and in the design of a research tracking system using d-Base. The research program has directly secured research support and advice from individual consultants and firms such as Leslie Kish, Lloyd Johnston and CEDATOS. These consultants have helped to develop and conduct specific research projects.

Given the present stage of development of the research program, it is clear that in the future the sort of technical assistance that is required is the discrete assistance directed at providing support for specific research projects or tasks. The research program does not need constant long term technical assistance.

In terms of training and travel opportunities, the Research department needs to focus travel on contacts with other relevant researchers, particularly those who are working directly in the field of drug abuse research. As work progresses, FNJ's researchers can teach as much as they can learn from an interchange of experiences with relevant researchers.

Programmatic activities have received technical assistance from Fisk Associates in planning and diagnosis as well as in specific program tasks such as the development of the MICRODIS system. As with the research component, the programmatic component now needs specialized technical assistance directed at developing program components in areas such as design and evaluation of mass media and outreach programs, design of drug abuse prevention messages, development and evaluation of museum and other specialized programs.

Summary/ Conclusions

Fundacion Nuestras Jovenes agreed in the OPG to use project funds to establish Drug Information Centers in Quito and Guayaquil. These centers were to be the focus of the project's outreach in the areas of drug-abuse prevention and public awareness. In the current structure of the Fundacion, the centers constitute one element of the outreach activities of FNJ. Other elements include the community outreach activities of the volunteers and professional staff in schools and neighborhoods, proposed projects such as Informe-T, Living Museum and Community Theater. All of these activities have been described and analyzed above.

The project has not undertaken to date certain specific programmatic actions described in the OPG. Specifically, the Fundacion has not set up a hotline, produced television documentaries or published educational materials. The Fundacion is considering at least one documentary which would be a product of a research project (on street traffickers). It has as indicated above plans for various bibliographic publications and plans to publish research results.

As was indicated above, several of the proposed programmatic activities can prove to be fruitful efforts at drug abuse prevention, e.g. information center, community theater. However, Development Associates believes that the Fundacion also needs to pay greater attention and direct greater efforts toward more standard forms of outreach.

In particular, the Fundacion, using both professional staff and volunteers, should extend its efforts at direct community outreach to schools and neighborhoods. It should try to develop a more effective strategy for use of the mass media, drawing, as an example, on the effort already underway in Loja to use the radio. It should seek in the course of that effort to resolve conflicts that exist between professional staff and volunteers.

Fundacion has, as was noted earlier in this chapter, laid the foundation for an effective research program. It needs to put those resources to work in the

design, development and evaluation of its own outreach efforts. Finally, it should move extremely cautiously in investing in expensive programs such as Informe-T that may tie up future resources and only have a minimum impact.

IV. EXTERNAL TECHNICAL ASSISTANCE

A technical assistance and training contract between the Fundacion Nuestros Jovenes and Fisk Associates International was signed on July 28, 1987. According to the contract terms, Fisk Associates was to provide the Fundacion with a range of professional services in institutional development, management, strategic planning, administrative systems and computer systems.

Fisk Associates would provide the Fundacion with access to technical assistance and training in various phases of developing and institutionalizing capacities in planning, administration, implementation and program evaluation. As such, the technical assistance contractor would play a vital role in the institutional development process of the Fundacion.

Since the signing of the contract between Fundacion Nuestros Jovenes and Fisk Associates International, the technical assistance component of the AID-funded project has been the source of much conflict and controversy. After a series of difficulties, the technical assistance contract was terminated in September 1988 by the Fundacion.

Interviews were conducted by Development Associates with representatives from both the Fundacion and Fisk Associates International as part of the mid-term evaluation. Discussions were also held with USAID staff regarding the various issues related to this matter. The Development Associates team focused on answering two key questions:

- o Was the technical assistance appropriate to FNJ activities related to both institutional strengthening and the programmatic component?

- o Does the technical assistance contract provide services in those areas that are critical to the project's success at this time and through PACD?

In light of the many controversies and issues surrounding the technical assistance services, and the lack of relatively objective data on this matter, it was difficult for the Development Associates team to make a definitive assessment of the technical assistance situation. For that reason it was felt that it would be more productive for the evaluation to adopt a macro-level approach in examining the technical assistance process during the past 14 months and attempt to identify the combination of factors that contributed to the many difficulties and setbacks.

Basically, three entities or actors were involved in the technical assistance picture, each with a different viewpoint and perspective. Each of these viewpoints were documented and reviewed as part of the mid-term evaluation. Essentially, the viewpoints were as follows.

According to the Fundacion Nuestros Jovenes, it was generally felt that the contractor had been deficient in providing them with timely, well organized and useful technical assistance and training. Complaints were expressed by Fundacion management staff with respect to delays in receiving technical assistance, lack of an organized technical assistance plan and schedule, and the provision of some training that was not relevant or useful. Later in August 1988, the Fundacion conducted an internal evaluation of the contractor's services. The results of that in-house assessment revealed very low subjective ratings of the technical assistance services. Questions were also raised regarding the charges being billed by the contractor to the Fundacion. The Fundacion began to question the billings submitted by Fisk Associates and eventually withheld payment on two vouchers in September 1988. Also in September the technical assistance contract was terminated by the Fundacion and a 30 day notice sent to Fisk Associates International.

Interviews with the Director of Fisk Associates International presented a different vantage point. According to Fisk Associates, the Fundacion had extremely high and unrealistic expectations of the technical assistance contractor, especially during the initial months of the drug abuse awareness project. At times, according to the contractor, technical assistance or

training services were requested by the Fundacion that were inappropriate. Over time major conflicts developed between Fisk Associates and the Director of Community Programs regarding the content and delivery of the training and technical assistance. According to Fisk Associates, it had been expected that the training and technical assistance would be in accordance with the staffing and growth of the project.

Moreover, Fisk Associates felt that the collaborative relationship between that firm, USAID and the Fundacion broke due to extreme differences in their respective views and expectations.

As the problems between the Fundacion and Fisk Associates International intensified, USAID/Ecuador made an effort to maintain a neutral position on the matter. According to the Mission staff the technical assistance contract was a direct legal relationship between the Fundacion Nuestros Jovenes and the contractor, and thus AID was not a legal party to that contractual arrangement. The Mission appears to have attempted to mediate some of the differences between the Fundacion and Fisk Associates International. In October 1988 the Mission also made an effort to have both parties resolve the issue of the payment of vouchers.

The matter of judging the appropriateness of the external technical assistance was highly problematic in conducting the mid-term evaluation. A number of general observations can be made with respect to the overall technical assistance process that may be helpful in discussing the future needs of the project. The following points are worth noting:

- o the contract between the Fundacion and Fisk Associates was poorly constructed and vague. This contributed to some of the problems in the technical assistance services. The contract did not describe in sufficient detail a scope of work, schedule of deliverables or standards for evaluating the technical assistance services. Furthermore, the technical assistance budget was far too general and did not provide the Fundacion with a basis for evaluating the proposed

daily rates, indirect costs, travel or fees. Each of these items should have been reviewed and negotiated prior to signing the technical assistance contract.

- o Several problems were evident in the process used to deliver the services. The technical assistance system was viewed by the Fundacion as overly abstract and theoretical, with a need for more concrete, practical management and technical applications. Moreover, the various training and technical assistance services lacked a cohesive or unifying framework. For whatever reasons, the delays in providing some of the training and technical assistance to the project created a sense of dissatisfaction and distrust on the part of the client agency. Also, interventions by Fisk Associates in the project's personnel matters created further tension, distrust and distance.

The client/consultant relationship is a delicate one that relies on mutual trust, confidence and reciprocity. That relationship is even more important in an institutional building effort such as the one the Fundacion is undertaking. Both the Fundacion and the technical assistance contractor contributed to the problems that were experienced during the past 14 months.

Fundacion entered into the contract without adequate preparation or attention to the exact types of assistance that it wanted to purchase, as well as to the total costs and the basis for those costs. Fisk Associates International accepted the contract, but was not fully responsive to the expressed needs of the client, or in adjusting the technical assistance and training methodology.

To summarize, the inexactitude of the contract terms, combined with the perceived rigidity of the consultant firm generated much conflict. The lack of a well defined and agreed upon technical assistance framework and plan also contributed to a highly disjointed client/consultant relationship. The

Fundacion should have devoted more time and attention to the preparation of the contract terms and the definition of the expected services. By the same token, Fisk Associates International may have promised more than could be reasonably delivered with respect to the institutional development requirements of the project, given the FNIJ's minimal infrastructure when the project was first funded in July 1987.

Chapter V describes the specific recommendations with respect to future technical assistance priorities for the Fundación.

V. CONCLUSIONS AND RECOMMENDATIONS

In July 1987 an Operational Program Grant (OPG) was awarded to the Fundacion Nuestros Jovenes by USAID/Quito to carry out the Drug Abuse Awareness and Education Project. That grant incorporated institutional development and research/programmatic objectives that were to be carried out over a two year period.

Prior to discussing Development Associates' conclusions and recommendations it is worthwhile to consider the general context of the project. First, a major grant was awarded to an organization that had formerly operated entirely on a volunteer basis. As such, this OPG was the Fundacion's first experience with a grant of this size and complexity. Second, the OPG was intended to provide the Fundacion with the financial resources and technical assistance needed to strengthen its institutional and organizational capacities. Third, the OPG was also intended to enable the Fundacion to undertake a series of research and programmatic efforts. The long-term objective was to provide the financial and technical support needed to make the Fundacion a national development entity with the capacity to plan, design and manage a broad range of research and intervention programs in the field of drug abuse awareness and education.

OVERALL PROJECT IMPLEMENTATION

Research

The model followed by FNJ in the development of their proposal is based on the assumption that an understanding of the drug abuse problem is a necessary requirement to action. On the basis of Development Associate's review of FNJ's research efforts, FNJ is producing quality research that can be of use in the orientation of a drug abuse prevention program.

More specifically, the program has designed and conducted the fieldwork for a first rate epidemiological/opinion survey, two well-designed street ethnographies, a legal study and an case study/action project. All of these efforts indicate that the Fundacion has the capability to undertake the

research necessary to develop the basis for its prevention activities.

The Fundacion agreed in the OPG to undertake an action research program. That action research program, according to the OPG, was to include the following elements:

the establishment of a preliminary systemic conceptual framework to define the drug problem;

The Fundacion has set up a preliminary systemic conceptual framework to define the drug problem and has begun to develop a model of drug consumption in Ecuador based on that framework.

The Fundacion has conducted a national opinion survey, piggybacked on its national epidemiological survey which provides data regarding the level of public awareness of some aspects of the consequences of drug production, trafficking and use in Ecuador.

The Fundacion has conducted a national epidemiological survey to determine the nature and prevalence of drug use in Ecuador. The results of this study should be available in January.

The Fundacion is conducting several projects that deal with the relationships between drugs and other social problems (e.g. street children and drugs, the impact of urbanization on youth and its relationship to drug abuse, education and drugs).

The Fundacion is developing a model of the drug consumption problem in Ecuador. It has undertaken research directly related to a specific intervention: lobbying for new drug legislation. Its other current research projects also have implications for interventions. For example, the epidemiological study will serve to identify groups at risk. The opinion survey will indicate public support for action on drug abuse. The study of street children and drugs will dramatize a problem that has

already sparked public interest. In summary, the research program has the potential to contribute to developing interventions.

Institutional Development

During the past 14 months the implementation quality in the program has been bifurcated. That is to say, there has been reasonable progress in the research and programmatic functions, but serious deficiencies and setbacks in the project's institutional building efforts.

In part this pattern reflects the initial research and technical capacities of the core group of individuals that prepared the proposal and later formed the senior technical/research staff of the project. When the project started the Fundacion had a fairly solid research competency base on which to build.

In contrast, at the onset of the AID funded project the Fundacion had minimal capacities in accounting, administration or program management. It was in essence "starting from scratch" in the institutional building facets of the project. Within this context it is recognized that much work had to be completed in order to achieve the institutional development targets of the OPG.

The present organizational system is dysfunctional in several respects. Over 60 paid staff were hired by the Fundacion for the project, posing tremendous demands on the organization's human and managerial resources. During the past year the project has been characterized by indecision as to the best staffing structure, internal tensions between technical and management priorities, continual changes in senior personnel and weak management and policy leadership.

The mid-term evaluation found major problems and weaknesses in many different elements of the Fundacion's institutional development process, and serious deficiencies in its basic accounting and financial management practices. The Fundacion simply has been unable to develop a stable and enduring capacity to

effectively administer the grant. It has suffered from a high turnover among management staff, particularly in the financial/accounting sections. Furthermore, three top management positions are vacant leaving major gaps in the overall leadership and management of the project.

PROBLEM AREAS AND CONSTRAINTS

A number of factors have contributed to some of the difficulties experienced by the Fundación in the implementation of the drug abuse prevention project, and more specifically in its lack of institutional development progress. These can be categorized as follows:

Premature Funding Action

In its analysis of the initial FMI drug abuse prevention proposal (April 1987), Development Associates recommended that prior to the award of a grant AID should contract a consulting firm to provide the Fundación with specialized technical assistance to develop basic financial and administrative capabilities.

However, the Mission proceeded with the award of the US\$1,600,000 Operational Program Grant (OPG) in July 1987 with the expectation that the Fundación would implement a parallel project of institutional development and drug abuse prevention research. This was not an unreasonable strategy and there was certainly adequate potential for success. In practice, however, the Fundación simply did not have the basic infrastructure to effectively cope with the infusion of 50 to 60 new staff nor the demands of creating a new project organization within a short period of time. Moreover, the organization did not have the experience needed to install a stable system of administration, accounting and financial management.

Given the low management infrastructure of the Fundación in July 1987 and the complexity of the project it is understandable that the organization has struggled during the past 14 months to achieve even a modest level of institutional development.

Ambitious Project Goals

In general the goals of the Operational Program Grant appear to have been overly ambitious, particularly in light of the management and administrative limitations of the Fundación at the time the award was made.

The process of institutional development is typically a long-term one, often requiring from three to five years. This process can be accelerated when the funded organization already has a technical and management foundation upon which to build. However, in the case of the Fundación Nuestros Jóvenes the goals for the two-year grant period may have been too exacting for the organization. While it has made some reasonable progress in terms of the research and programmatic outputs, the Fundación is no where near reaching the level of a private development agency.

In more direct terms, it may have been a case of too much too soon. During the first year the project even had difficulty meeting some of the basic covenants of the OPG such as the timely delivery of the research plan, revenue generation plan and the annual work plan.

Funding Instrument

The selection of an OPG as the funding instrument was appropriate in terms of the institutional development objectives of the financial assistance. In practical terms, however, it gave the USAID Mission a lower level of latitude and control over the performance of the project and corresponding expenditures. In light of this experience it is advisable that future funding instruments with the Fundación be in the form of a cooperative agreement, which consequently provides the Mission with substantial involvement in the implementation of the project.

Technical Assistance Support

A substantial amount of funds was included in the OPG budget for the

purchasing of external technical assistance by the Fundación. This technical assistance was viewed as an essential component in the institutional development process of the project.

Several problems arose with respect to the technical assistance that diminished the benefits to the Fundación. For one, the Fundación entered into the technical assistance contract prematurely, signing a contract for over \$200,000 only a few days after the AID grant had been signed. Also, the terms of the technical assistance contract were vague with respect to the scope of work/services and to the basis for remuneration. Later, disagreements between the Fundación and the technical assistance contractor (regarding quality of training, timeliness and costs) literally brought the whole contract to a halt.

Under different circumstances, and with some sound planning, the technical assistance could have made significant contributions to the institutional development growth of the Fundación.

Organizational Dysfunctions

The project was retarded by substantial dysfunctions in the organization that have evolved during the past 14 months. For example, there is a definite organizational schism between the research/technical group and those in the financial/management divisions. This in part explains the marked difference in trajectory between the research/programmatic entities of the project and the financial/administrative units.

This schism has contributed to other dysfunctions including an extremely high rate of turnover among the Directors of Finance, inadequate financial and accounting systems/controls, weak policy and management leadership, and a diminished organizational climate.

Unfortunately, if this organizational schism continues, the Fundación will end up as an institution with sound research credentials, but without the capacity to effectively manage USAID or other donor grants of any magnitude.

Financial Self Sufficiency

It is not likely that the Fundación will achieve the financial self sufficiency targets of the AID grant. Discussions with the Executive Director indicate that the Fundación has made some progress in obtaining other funding from sources such as the Ecuadorian Congress, Banco Central del Ecuador and other donors. It was estimated that this sources will generate approximately US\$100,000 which will be devoted to other Fundación projects such as the Centro Nuestros Jovenes.

It is not likely that the Fundación will be able to generate the donations and funds needed to meet the cost sharing requirements of the OPG, which amounts to over US\$730,000.

FNJ POTENTIAL TO ACHIEVE FINAL OBJECTIVES

The project is clearly at a critical crossroads. Since the award of the OPG in July 1987, the project has made substantial progress in designing and carrying out various research and programmatic efforts. These speak well for the Fundación. At the same time, the Fundación has been unable to make any significant progress in strengthening its management, administrative and financial infrastructures. Serious deficiencies are evident in the Fundación's ability to judiciously manage the OPG funds and comply with the USAID project and financial management standards.

It is Development Associates' opinion that eventhough there are major weaknesses in the institutional development progress of the project, the objectives of the OPG can be achieved under certain conditions. First, the Fundación must assign the highest possible priority to bringing in well qualified management and financial/accounting professionals to handle those aspects of the project. Two, the Fundación must begin to adopt a more "business-like" approach in complying with the reporting and accounting requirements of USAID, and in ensuring that all research and programmatic deliverables are submitted on-time. Third, the senior reserach/technical staff must invest much more energy and attention to the institutional development needs of the Fundación.

Unless these commitments are evident, it is not probable that the key objectives of the OPG can be achieved.

CONTINUED) USAID FINANCIAL ASSISTANCE

It is apparent that USAID/Quito has had serious concerns about the progress of the drug abuse awareness project, and questions about whether to continue funding the Fundación. These have been legitimate concerns given the many problems and controversies associated with the Fundación's management of the OPG.

As a consulting firm, Development Associates believes it has a clear responsibility to provide USAID with an honest, accurate appraisal of the project's performance. That has been done through the mid term assessment. Likewise, the company is obliged to provide the Mission with candid advice with respect to future funding decisions.

Basically, USAID has two fundamental options:

1. Terminate the funding of the project on the basis of serious deficiencies in the institutional development trajectory of the project, and major deviations in the financial management of the OPG funds.
2. Continue funding the Drug Information and Public Awareness OPG with the clear understanding on the part of the Fundación that certain conditions and results must be satisfied by the project's PACD. In the event those conditions are not satisfied, future USAID financial support will be discontinued.

For a number of practical reasons Development Associates recommends Option # 2. The Fundación has made progress in implementing the research and programmatic components of the project. Several important research efforts are in progress and could contribute substantially to our knowledge about the drug abuse situation in Ecuador. Also, the Fundación is currently recruiting a new Executive Director for the project. This move suggests that the organization

is genuinely committed to bringing in top professional talent to consolidate the institutional development efforts of the Fundación. Finally, by adopting some of the key recommendations contained in the following sections the project may be in a better position to make a major turn-around during the coming months.

Also, in terms of total project expenditures, the amount spent as of October 7, 1988 was approximately US\$512,324 or roughly 32% of the total OPG (representing expenditures over a 14 month period). Assuming that the Fundación adopts an aggressive posture in resolving its management problems, the remaining OPG could produce some quality results, both in terms of research and institutional development.

RECOMMENDATIONS

Development Associates has formulated a series of recommendations with respect to the following areas:

- o Mid Term Changes in Project
- o Research
- o Programmatic Activities
- o Technical Assistance
- o USAID Project Management

An effort has thus made to present a comprehensive set of recommendations that address different levels of project management and implementation.

Mid Term Changes

Development Associates recommends that the OPG be amended by USAID to include several key provisions.

1. Incorporate specific and quantitative outputs with respect to ~~research~~ and programmatic outputs, including timelines for each product.
2. Incorporate specific and quantitative outputs with respect to the institutional development outputs, with timelines for the completion of key phases.
3. Include a provision that links ~~the disbursement of~~ USAID funds with the timely delivery of required products, reports and other deliverables.
4. Include a provision giving the Fundación 60 days to install an accounting and financial management system that complies with USAID standards, including the personnel necessary to operate that system. In addition, all project accounts should be brought up to date and the audit

deficiencies noted by USAID resolved. Failure to comply with this provision could result in the termination of USAID funding.

These amendments to the OPG will give USAID additional standards by which to judge the overall performance of the project, and give the Fundación very clear incentives.

Research

1. The Fundación should reformulate the present research studies regarding education to provide a wider perspective regarding the relationship of drugs, education and other risk factors. One alternative would be to combine the two studies presently proposed into a single more comprehensive project that would include quantitative as well as qualitative measures.
2. The Fundación should conduct a study on the demand for treatment and rehabilitation services, both as a backup to the Fundación's existing efforts and as a planning tool for the future.
3. The Fundación has to develop a mode of presenting its research program that allows the interested layman to understand the direction of the Fundación's efforts.
4. The Fundación has to adjust its research agenda to both the economic and time constraints associated with the framework of the present USAID project. In making that adjustment it should place a priority on completing studies vital to a basic understanding of the drug problem (e.g. education and drugs, demand for drug services, attitudes of key opinion leaders).
5. The Fundación has to make a concerted effort to publicize the results of its research both to stimulate interest in FNJ and to serve as a means to legitimate FNJs claim to being an authority in the field. This includes

developing materials for the press and general public in addition to holding seminars and workshops, and producing publications addressed to scholars.

6. Fundacion should use its research capacity for program design, development and evaluation as well as for the advancement of a basic understanding of the drug problem.
7. Fundacion should seek alternative sources for funding those components of the research program that fall outside the minimum requirement for program planning.

Programmatic Activities

1. The Information Center should explore the possibility of conversion to MICROISIS. In that connection it should contact the Pan American Health Organization about possible technical support and training.
2. The Information Center should secure for itself on a regular basis the free publications available from NIDA, OSAP and other US government agencies. It also should expand its network of contacts beyond those it has already in order to take advantage of the full range of support available. This is particularly the case with other Latin American documentation centers such as CEDRO's which share the same cultural experience and developmental problems.
3. The Fundacion should pay greater attention and direct greater efforts toward standard forms of outreach (community action, schools, utilization of mass media).
4. In efforts it should develop a strategy for the most effective use of both professionals and volunteers. It should seek in the course of that effort to resolve existing or potential conflicts between volunteers and professional staff. (In the case of Pichincha, it should consider giving

autonomy as an independent nucleus to the volunteers of that province.)

5. In developing a mass media effort, FNJ should draw upon successful examples such as the effort already underway in Loja to use the radio and print media.
6. Fundacion should move cautiously in investing in expensive programs with limited impact (e.g. Informe-T) that may tie up future resources. In all such decisions, they need to take into account cost/benefit ratios.
7. Fundacion needs to expend greater time and effort in the pretesting and evaluation of messages it seeks to communicate and the means it chooses to deliver those messages, utilizing the human and material resources it has developed in its research program.
8. Prior to seeking to develop programs not already initiated such as a hotline and television documentaries, Fundacion should develop the more standard outreach efforts outlined in previous recommendations.

Technical Assistance

During the remainder of the OPG, the external technical assistance will play a critical role in ensuring that the Fundación achieves a reasonable level of progress in its institutional development activities. It is therefore important that the Fundación pay very careful attention to the types of technical assistance and training that it secures, and also to the contracting procedures used to purchase those professional services.

As of October 7, 1988 there was approximate balance in the technical assistance line item of \$US104,158. The actual balance may be lower after final payment has been made to Fisk Associates International.

The following recommendations are presented:

1. The Fundación should concentrate on purchasing technical assistance and training that is practical and results-oriented, with well defined objectives and products.
2. The remaining technical assistance funds should be used to obtain short-term consultants that are hired for specific purposes over a limited period of time. It is not recommended that a long-term technical assistance contractor be utilized at this time.
3. All the technical assistance/consultant contracts should include standard provisions that clearly define the scope of work, deliverables and products, deadlines, daily rates and total allowable cost, and contract termination conditions. No professional services should be obtained without a formal and signed contract.
4. In terms of the institutional development efforts of the project, the Fundación should obtain qualified technical assistance in the following areas:
 - a. installation of standardized accounting procedures, including the preparation of a formal accounting procedures manual.
 - b. resolution of the six deficiencies noted in the USAID financial audit.
 - c. revision and simplification of the project's organisational structure and improved integration of technical and management functions.
 - d. training for Directorio members in basic planning, policy making, and financial management techniques.
 - e. as needed, additional training for project staff in the use of various computer software packages, particularly in accounting and financial management.

- f. intensive assistance to bring all project accounts up-to-date.
5. For both the research and programmatic part of the Fundación's operations, the Fundación should seek technical assistance on a task by task basis, placing emphasis on using sources skilled in the area of the drug abuse prevention and drug abuse prevention research.

USAID Project Management System

As part of the mid-term evaluation, Development Associates also reviewed the project management procedures and system used by USAID/Quito in the management of the Drug Information and Public Awareness OPG during the past 14 months. Several recommendations are presented that are intended to strengthen the current project management system for the FNJ project (although many of these same recommendations could be applied on a broader basis):

1. The General Development Office (GDO) should develop more formal and written procedures that describe in some detail the specific monitoring responsibilities of the assigned USAID staff. This would include, for example, written guidelines with respect to such areas as review of proposed technical assistance contracts, frequency and purpose of on-site visits to projects, standards for periodic written progress reports on the project and an early warning system to identify potential budgetary or operational problems. At this time the project monitoring relies too much on oral instructions and reactions to immediate problems and crises.
2. In the future, careful attention should be given during the project design phase to important considerations regarding the financial assistance instrument that is most appropriate for a given project. Additional care should be taken in awarding OPGs which limit the degree of control and involvement in a project by USAID.

3. It is essential that recipient organizations such as FNJ, receive consistent and uniform direction and responses from AID/GDO regarding questions about staff travel, expenditures, hiring of consultants and other operational matters.
4. It may be productive to conduct general staff meetings every two weeks as a means of reviewing the general progress of the project and developing uniform strategies to deal with actual or potential problems. This will allow the GDO to adopt a more "proactive" posture in managing the project.
5. In the case of the FNJ, GDO must take a firm and consistent position in demanding that (1) the project comply with all of the deadlines and deliverables in the OPG (and as amended); and (2) enforcing agreed on penalties for non-performance.
6. The system for the receipt and logging of project reports and materials needs some improvement to ensure that all received documents are properly acknowledged and accounted for.

This concludes Development Associates report on the Drug Information and Public Awareness OPG operated by the Fundación Nuestros Jóvenes. It is hoped, that the results and recommendations contained in this mid-term evaluation will be useful to USAID and the Fundación in strengthening the project and ensuring the ultimate success of this most important endeavor.

EXHIBIT II. OVERVIEW OF MID TERM PROGRESS

OUTPUTS

MID-TERM STATUS

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- | | |
|--|---|
| <p>1. DEVELOPMENT OF ORGANIZATIONAL, ADMINISTRATIVE FINANCIAL AND HUMAN RESOURCE CAPACITY AND ABILITY TO INTERVENE EFFECTIVELY AT THE NATIONAL LEVEL IN DRUG PROBLEM</p> | <p>Project has made minimal progress in its institutional development activities in relation to output standards. Major deficiencies exist in organizational, administrative, financial and human resource capacities.</p> |
| <p>2. GENERATION OF SIGNIFICANT PORTION OF FNJ INCOME FROM NON-AID SOURCES</p> | <p>FNJ has obtained commitments from governmental and private sector sources for funds. To date it is estimated that about US\$100,000 in commitments obtained. Progress in this area not totally adequate to sustain future project efforts after ending of USAID support.</p> |
| <p>3. ESTABLISH NETWORK OF SIX PROVINCIAL NUCLEI</p> | <p>FNJ has implemented this part of the project as planned. Nuclei are operating and receiving training support through project.</p> |
| <p>4. ESTABLISH DRUG INFORMATION CENTERS IN QUITO AND GUAYAQUIL</p> | <p>Drug information center established in Quito and has made progress in developing its storage, retrieval and dissemination systems. Center in Guayaquil in planning stage, but with firm commitments from INNFA for space.</p> |
| <p>5. COMPLETE SYSTEMATIC ANALYSIS OF ECUADOR'S DRUG SUPPLY AND DEMAND AND DISSEMINATION OF THESE RESULTS</p> | <p>FNJ research efforts underway including the epidemiological and opinion surveys. Research general high quality and well designed. Good potential for future research products and quality.</p> |
| <p>6. DEVELOP FOLLOW ON PROJECT FOR STRATEGIC INTERVENTIONS IN THE DRUG SYSTEM TO PRODUCE SIGNIFICANT CHANGES IN THE LEGAL, EDUCATIONAL, BUSINESS AND ENFORCEMENT SYSTEMS.</p> | <p>To date formal interventions limited since these, in large part, depend on the outcomes of the current research. FNJ working with key sectors in government as a foundation for interventions.</p> |