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EVALUATION OF THE DRUG EDUCATION AND PUBLIC AWARENESS PROJECT

Prepared for USAID/Peru

Contract No.: 527-0288

FINAL REPORT

AUGUST 1990

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EXECUTIVE SUMMARY
USAID/PERU
EVALUATION OF THE DRUG EDUCATION AND PUBLIC AWARENESS PROJECT
NO. 527-0288

Purpose of Activities Evaluated

The project evaluated is a significant element of the drug prevention program in Peru. The project strategy is based on the recognition that before a country will take significant action to deal with its drug problems, there must be a high level of public concern about the issue, good understanding of the problem followed by support for efforts to deal with it. This project was designed to help Peru develop a greater level of concern and awareness about drugs as well as initiate efforts to influence Peruvian leadership to more effectively carry out broadly based actions aimed at reducing coca production, trafficking and use.

At the time the Drug Education and Public Awareness Project was initiated, there was little understanding among Peruvian opinion leaders or the public at large of the seriousness of the drug problem for Peru. Little connection was made between Peru's role as a coca producer, increasing domestic drug abuse and economic and social development issues. Accordingly, there was limited public support for GOP efforts to implement its major programs in coca eradication, drug enforcement and crop substitution.

The purpose of this project is to increase public awareness of problems in Peru related to the production, trafficking and abuse of drugs, and the social, political, economic and health consequences of these activities. The goal is to strengthen Peruvian commitment to drug enforcement and coca eradication programs.

Purpose of the Evaluation and Methodology Used

The purpose of this evaluation is to assess the effectiveness of the three organizations implementing the project in achieving their objectives. These organizations are the private sector Drug Education Center, CEDRO; the Ministry of Education and the Ministry of Health. The major focus of the evaluation is on CEDRO, a non-profit organization and the major recipient of support. Of particular interest to USAID/Peru and the evaluators was determining whether this project can be used as a model for replication within the region or worldwide.

The methodology used was determined largely by the time available (three weeks for a three person team), the evaluation scope of work, and the relatively modest budget ($52,000). Accordingly, the evaluation was carried out by reviewing project related documents and interviewing a rather large number of USAID, USIS, CEDRO, MOE and MOH officials. This is the first evaluation of this project and is an interim evaluation.

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Findings and Conclusions

The Drug Education and Public Awareness Project has met its end of project objectives. CEDRO is a permanent, prestigious and independent drug education and information center. While still not financially independent, the center has made steady progress in increasing its donations from non-AID sources. These donations have doubled each year from 1987 to 1989. In 1990, for the period January through 17 May, donations were $344,000 and for the year will likely equal or exceed the level of support from AID. It should be noted, however, that most donations have been "in-kind" for such things as radio and T.V. time.

CEDRO's public awareness efforts appear to have been effective. In contrast to public perception when the project was initiated now nine in ten Peruvians say that both drug production and trafficking are harmful to their country and generally believe that the country's drug problems require their government's attention.

Despite fiscal restraints caused by the economic crisis and widespread labor strife within government agencies, both the Ministry of Education and the Ministry of Health achieved their end of project objectives.

Concern for greater effectiveness in eradication expressed by the general public is not shared, however, by most Peruvian elites. A recent survey by CEDRO of 2,500 Peruvian leaders indicates that a majority of leaders may now be opposed to large scale eradication programs and advocate the development of programs to substitute other crops for coca before peasants are threatened with crop eradication.

The Mission's management of the project has been supportive but not intrusive, thus enabling CEDRO to establish and maintain itself as an independent Peruvian organization. There is one management problem, however, that requires a solution. With Peru undergoing hyperinflation, with inflation exceeding 40 percent per month, or more than 5,000 percent per year, by the time CEDRO is advanced local currency for its expenditures, the money advanced has depreciated considerably. This evaluation urges that this issue be addressed and, if necessary, AID/W assistance be requested.

Recommendations

Before listing the recommendations of this evaluation it should be noted that although the planned end-of-project status for this project has been reached these objectives were rather modest and were intended to lay the ground work for a continuing, long-term drug education and public awareness effort,

The recommendations of this evaluation are as follows:

1. Extend the life of project an additional eighteen months, to 9/30/92 from its present 3/31/91. This will enable CEDRO to continue its present drug awareness effort which, while presently effective, must be continued to maintain and improve upon past accomplishments.

The extension will also allow CEDRO to:

- Stress the adverse economic effects of narco-dollars on the Peruvian economy with research to measure such adverse effects.

- Facilitate the disbursement of funds to community organizations for drug prevention efforts.

- Implement research showing the adverse consequences of drug production and trafficking as called for in the amendment to the Cooperative Agreement of April, 1990.

- Move into the international arena by exchanging experiences with other countries with similar drug related problems.

Such an extension would also allow the MOE and the MOH to implement their present project related initiatives.

2. Maintain funding at present levels for the extension period. This would require an additional $1 to 1.2 million.

3. Provide a mechanism to provide technical assistance, primarily to CEDRO, but also to the MOE and MOH, on an intermittent, as-needed basis.

4. Solve to the extent possible the problem to CEDRO caused by Peru's hyperinflation. During this evaluation the problem was being addressed by the Mission project team which includes representatives from the Controllers's Office.

Lessons Learned

The evaluation attributes the success of this project, in large part, to the following:

1. A thorough and detailed study of the problem as the basis for project design.

2. The careful selection of an outstanding consulting firm that provided excellent technical assistance.

3. The selection of a founders group for CEDRO representing the broadest spectrum of Peru's society.

4. Maintaining the focus of the project on a limited number of critical issues.

5. The selection of highly qualified and dedicated personnel for CEDRO's staff.

6. Keeping staffing levels low.

7. Maintaining modest funding levels.

8. Careful monitoring of the project by USAID/Peru without attempting to "manage" CEDRO's activities.

The evaluation concludes that this project can serve as a model for replication of similar projects both within Latin America and worldwide. The use of this project as a model, however, means that the methodology used to plan the project could and should be used in planning similar projects. Following this "model" in another country or region may well result in a final project design quite different from the one in Peru. While, for instance, the use of a Private Voluntary Organization (PVO) to implement the project has proved successful in peru, in pakistan with a quite different political and social structure, a similar project is being implemented by a government ministry.

In addition to the lessons learned derived from the factors previously listed as contributing to the success of the project, the following may be added. A drug education and public awareness project is complicated, politically and emotionally sensitive and difficult to implement. Progress is uneven and sporadic. Transition from awareness to eradication is a long-term process. Realistic expectations, patience and persistence are of prime importance.

I. EVALUATION METHODOLOGY

A. Purpose and Study Questions of the Evaluation

The main objective of this evaluation is to assess the operations of the Drug Education Center, known as CEDRO (Centro de Informaciôn y Educaciôn para la Prevenciôn del Abuso de Drogas). The other organizations implementing the Drug Education and Public Awareness Project, 527-0288, the Ministry of Health and the Ministry of Education are also evaluated. The role, performance and accomplishments of the consulting firm, Development Associates, Inc., is also assessed. As the major recipient of financial support and technical assistance, CEDRO is the focus of this evaluation, however.

This evaluation assesses the organizational effectiveness of the efforts of these three organizations and determines their accomplishments to date. Achievement of project goals and objectives are evaluated, suggestions for improvement are made and the feasibility of these organizations continuing their activities without further technical assistance is reviewed. A special effort was made to determine project design structure and management decisions which facilitated the implementation of stated objectives.

The particular questions answered in this evaluation are as follows:

1. <u>Administrative</u>

   a. What are the administrative strengths and weakness of the organizations evaluated?

   b. Are the organizational structures, staffing and compensation, administrative and personnel procedures, accounting procedures and inventory and financial management controls adequate and appropriate?

   c. What are the management lessons learned and organizational and administrative structures that might have application in future similar AID financed efforts?

2. <u>Technical</u>

   a. Are the overall strategies to influence opinion leaders and increase public awareness and knowledge concerning drugs and drug related problems adequate to achieve the objectives of the project?

3. <u>Information and Education</u>

   a. What are the procedures of the Documentation Center of CEDRO for acquiring reference materials and responding to the needs of the general public?

   b. Are the materials acquired appropriate?

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c. Is sufficient publicity given concerning the availability of the services available?

d. What is the use of these services?

e. How are the materials disseminated?

f. Are adequate records maintained and controls in place for internal documents and reference materials?

4. Communications and Choice of Means and Media

a. What are the overall strategies, goals and objectives to reach the public via print, electronic media or other means?

b. Are the various media elements mutually reinforcing?

c. Are they reaching the intended target group?

d. How is public acceptance or reaction to these messages measured?

5. Publications

a. What is the quality, quantity and content of the materials developed for specific target groups?

b. How does the organization decide what publications to develop?

c. Do these publications meet the specific needs of the target population and contribute to the overall goal of the Documentation Center?

d. Are they cost effective?

6. Research

a. Are the implementing agencies' research activities designed to obtain information relative to drug use, production and trafficking?

b. How effective have they been in promoting an interest in drug related research?

c. Are the procedures to publicize and implement these research programs adequate?

d. Should these programs be increased, maintained as is, or eliminated?

e. How do the organizations use their research results in making decisions relative to their information and technical assistance activities?

f. How do the organizations select the person or entity to conduct their research studies?

7. Training and Technical Assistance

a. What is CEDRO's relationship with and use of their network of over 1,300 cooperating organizations?

b. What is the effectiveness of the training plans and courses of CEDRO, MOE and MOH in achieving their goals?

c. What is the effectiveness of their promoters and teacher training programs and the selection and use of trainers?

8. Mobilization of Public Opinion Leaders

a. What are CEDRO's views as to what constitutes a "public opinion leader"?

b. Who are Peru's opinion leaders?

c. What is being done to reach, influence and mobilize public opinion leaders?

d. Does CEDRO have a strategy for doing so?

e. What should such a strategy be?

In addition to the particular questions described above, this evaluation also addresses the extent to which the implementing organizations have met their end of project objectives. These are for:

1. An established, operational private drug information and education center carrying out a national drug awareness and information program which has the capacity to generate a large proportion of its income from non-AID sources.

2. Improved public sector educational programs in drug abuse and drug problems in the Ministry of Education, including the design and implementation of a national program for training teachers and other youth workers in drug abuse awareness and prevention.

3. The institutionalization of an improved drug surveillance and data collection system in the Ministry of Health, including the standardization of drug abuse terminology and reporting techniques.

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4. The design, implementation, and analysis of a drug incidence and prevalence study.

5. Recommendations provided by a comprehensive analysis of the Project for further AID programming of a similar nature in other drug producing and consuming countries.

6. A system of periodic studies to detemine: Peruvian public opinion regarding the drug problem; the effectiveness of the CEDRO program in educating and informing the target audience; and the characteristics of drug use and abuse in Peru.

7. Positive change in Peruvian public opinion, as measured by an increased acceptance of the use and abuse of drugs as an important national problem and by an increased understanding that local production and availability exacerbate this problem.

For the MOE, plan and implement on a pilot basis:

1. A survey in schools to identify the prevalence of drug abuse and risk factors in the school population, and, using this and other data.

2. Develop a model drug prevention curriculum for the school population.

For the MOH, plan and implement on a pilot basis, a research and monitoring system which will identify and measure:

1. The incidence and prevalence of drug abuse and dependency.

2. The frequency and quantity of use.

3. The nature and characteristics of initiation and experimentation by youth.

B. <u>The Economic, Political and Social Context of the Project</u>

The Drug Education and Public Awareness Project was initiated, and has been implemented to date, in a country on the brink of grave economic crisis. . Peru is experiencing a hyperinflationary recession of unprecedented proportions. In CY 1987 the inflation rate was 118 percent; in 1988, 1,770 percent; and in 1989, 2,775 percent. The year end inflation rate for 1990 is projected to be 5,000 percent.

The country's gross domestic product fell 8.8 percent in 1988, 12.2 percent in 1989, and fell 24.7 percent in the first quarter of 1990. The World Bank estimated Peru's per capita GNP for 1987 to be $1,212. Recent World Bank surveys, however, show a highly skewed distribution of wealth. Per capita monthly expenditures of the poorest 10 percent ($10) is about 1/18th of the corresponding figure ($172) for the richest 10 percent of the population. Stated differently, the poorest 10 percent account for only 2

percent of total household expenditures in Peru, while the richest 10 percent account for 33.4 percent of the total.

On the financial front, conditions are nearly chaotic. Interest rates have reached historically low levels in real terms as hyperinflation has taken hold. Bank savings deposits in real terms fell 66 percent between the end of August 1988 and April 1989.

Fiscal problems remain unresolved. Hyperinflation is further reducing real GOP revenues through the lags that exist between the time a tax is levied and the time it is collected. Central government real revenues for the first four months of 1989 were 29 percent lower than for the corresponding period in 1988.

In an effort to reduce inflation, the Govenment has allowed real wages to drop substantially. Between the end of August 1988 and June 1989, the index of the average wage dropped 54 percent. The minimum wage dropped 45 percent over the same period. The corresponding drop in aggregate demand helped generate the worst recession in recent memory.

Exacerbating still further Peru's economic crisis is the external debt. Peru owes about $18 billion to its external creditors. By Latin American standards, the relative size of Peru's external debt in relation to its GDP places it in the middle of the debt-riden countries in the region. In terms, however, of the relative burden that debt service obligations impose on the economy, Peru leads the pack. In 1988, had Peru fully serviced its debt, it would have required $2.8 billion (about 75 percent of exports) or the equivalent of about 11 percent of its GDP.

Politically, Peru's fragile democracy has been threatened by leftist terrorists, the Sendero Luminoso (the Shining Path) and the Movimiento Revolucionario Tupac Amaru (MRTA); by righist terrorists, the Rodrigo Franco; and by narcotraffickers.

The drug situation in Peru has political, social, and economic consequences affecting all members of society. As the world's largest producer of coca, Peru is the home base for an immense network of growers, runners and drug traffickers who operate their empires outside the law. Both the U.S. Government and the Government of Peru have launched programs to eradicate illegal coca crops, indict traffickers and identify and introduce appropriate crops to substitute for coca. The achievements of these programs have been quite limited. The financial and manpower resources committed have been insufficient to the task.

Coca leaf has long been a traditional crop in Peru. Archeological evidence suggests that coca cultivation and leaf chewing go back at least to 3,000 B.C. Now, however, a relatively small proportion of the coca production is used for domestic chewing and legitimate pharmaceutical use. Most is converted to basic cocaine paste (pasta básica de cocaína - PBC), cocaine base, or cocaine hydrochloride and enters the illegal drug market. Peru's role as a producer country has led to the increased domestic use of coca - based drugs.

The easy supply and ready availability of coca products, especially PBC, have kept prices low enough that Peruvians in all strata of society have easy access to the market.

With the closing of a number of processing plants in Columbia, where Peruvian PBC is refined, its availability in Peru has increased even more.

Although illegal cultivation gives rise to crime, corruption, violence and violation of territorial boundaries in Peru and illegal drug consumption produces increased street crime and losses of worker productivity, at the time the Drug Education and Public Awareness Project was initiated, there was little understanding among Peruvian opinion leaders or the public at large of the seriousness of the drug problem for Peru. Little connection was made between Peru's role as a coca producer, increased domestic drug abuse, and economic and social development consequences. At the time this project was initiated for instance, in the ranking of problems facing Peru, drug abuse and drug trafficking were at the bottom, rather than the top of the list. Housing, education, health, unemployment, terrorism and the general economic situation were perceived as much more serious problems. This, despite the fact that the overwhelming majority (93.3%) of those interviewed believed that the drug problem had increased in the previous two years. Accordingly, there was limited public support for GOP efforts to implement its major programs in coca eradication, drug enforcement and crop substitution.

C. Team Composition and Study Methods

The evaluation team had three members who were in country for 18 work days. The team members were:

Bernard H. Masters, Senior Organization and Management Specialist (Chief of Party). Coordinated evaluation activities, was the principal writer and was responsible for ensuring the progress of the report in accordance with the scope of work.

Efrain Garza Fuentes, Senior Training and Drug Education Specialist. Assessed the design and effectiveness of training programs for promoters and drug related research.

Miguel A. Machuca, Senior Communications Specialists. Assessed the design and effectiveness of communication strategies, the design and effectiveness of the leader mobilization program, and the overall consistency of communication and project objectives.

The methodology used in the evaluation was determined in large part by the period of time alloted to the team to perform the evaluation (3 weeks), the evaluation scope of work and a rather limited budget. Accordingly the evaluation was performed largely by reviewing project related documents, publications of the organizations being evaluated and by interviewing Mission, CEDRO, MOE and MOH officials. List of documents and publications examined and persons interviewed are included in Annexes 1 and 2. Although no independent public survey of the effectiveness of the drug awareness program was possible, surveys by CEDRO were consulted.

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D. Evidence/Findings Concerning Evaluation Questions

Much of the success of the Drug Awareness and Public Education Project may be attributed to the efforts of the consulting firm, Development Associates, Inc. in planning and implementing the project. A description of this involvement follows.

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

Unfortunately, in recent years the use/abuse of drugs in Peru had been increasing dramatically. Drug users and addicts were in evidence and had been treated in Peruvian clinics (public and private) for many years; however, the treatment was not always identified as such. Social stigma (of the upper classes) and fear of reprisal by the authorities in some cases resulted in alteration of clinical records. Clinical research on coca paste addicts did not receive wide distribution and the results were limited to researchers interested in the field. Although some of this research knowledge had reached the U.S. professional community, it was not widely known in Peru.

The USAID Mission and the American Embassy, concerned over this serious lack of awareness of the growing extent of Peruvian drug problems, contracted with Development Associates, Inc., to carry out a study of the perceptions of Peruvian society on drugs and to formulate strategies and approaches to assist Peruvian institutions to deal better with the problem. Development Associates, Inc., in conjunction with the Pontificia Universidad Católica del Perú and the Escuela de Administración de Negocios para Graduados (ESAN), conducted in 1984 a national public perceptions survey among approximately 1,600 respondents representing the major population sectors in Peru in all regions of the country. The team members also met with media representatives, medical personnel, politicians and government representatives, directors of private and voluntary organizations, and other relevant leaders to obtain a full picture of the narcotics and public education situation in Peru. Information collection techniques included case studies, literature review, focus groups, and in-depth interviews, in addition to the national survey.

As a result of the above studies, Development Associates, Inc., recommended to USAID that it support and fund the creation of a new private voluntary organization that would assume the task of establishing and operating a drug information and education center. This institution would need to have the support of all sectors of Peruvian society as a signal to the country that drug abuse is a problem common to all and create in the society a sense of ownership and responsibility for the success of the institution. Other recommendations related to the conduct of an epidemiological study to determine the extend of drug abuse in Peru; release and publication of the result of the survey; and the establishment of lines of communication between the center and international agencies and groups concerned with drugs; and that USAID contract for technical assistance for

the center and itself during the early years and use this as the primary vehicle for U.S. input, thus keeping U.S. visibility to a minimum.

On September 15, 1985, Development Associates, Inc., was awarded a contract by the USAID to provide technical assistance in the implementation of USAID's drug education and public awareness program for Peru. Specifically, the company was required to perform the following three major tasks:

1. Assist Peruvians in establishing a Drug Education and Information Center;

2. Conduct a National Study on the Prevalence and Incidence of Drug Use in Peru; and

3. Provide technical assistance to the Ministries of Health and Education on Drug Abuse Prevention.

To accomplish these tasks, Development Associates put together a four-person team, utilizing a combination of permanent staff and Peruvian local hires, and established an office in Lima. Backing up this team was the Home Office staff and a cadre of management, information, education, and survey research specialists. The project team identified and helped a select group of interested Peruvians in establishing a drug education and information center, conducted a national epidemiological survey of drug use in Peru, and worked with the Ministries of Health and Education in identifying and developing appropriate drug education and prevention programs. Additionally, the project team worked with and provided technical assistance to the National Institute for Family Welfare and selected community drug abuse prevention organizations.

E. Establishment of a Drug Education and Information Center

The project design was based on the Narcotics Awareness Study completed by Development Associates in 1985 and described above. That study indicated there was a growing awareness and concern in the country about drug abuse. Moreover, it showed there was very substantial interest across a broad spectrum of Peruvian society about the problem of drug production and trafficking. Since this concern with both supply and demand for drugs was consistent with the concerns of the U.S., this project was developed to assist the people of Peru in developing institutions and approaches for dealing with the growing problems.

Institution building, is at best, a difficult process, requiring dedication and involvement of the individuals that will make up and operate that institution. It is important that the people establishing a new organization feel a sense of ownership and responsibility for its success. This success can be further assured by ensuring that it has the broad-based support of the population. During the first year of the contract the Development Associates project team identified, worked with, and provided technical assistance to a group of interested and dedicated Peruvians in the formation of a private non-profit voluntary organization that would take upon itself the task of establishing and operating a drug education and information center. Working together, additional potential founding members representing all the sectors of Peruvian society were recruited to form the General Assembly of the organization.

During this organizational process the project team was careful to avoid any actions or attitudes that would convey the feeling to Peruvian citizens that the resultant organization would be anything other than their own. Although the project team had previously identified potential founding members and had a preconceived idea of what the organization should look like, this information was never directly conveyed to the work group. The original work group and the resultant Organizing Committee worked through the organizing process themselves, discussing pros and cons, developing the organization's objectives, statutes and by-laws, and selecting the final list of founding members.

The resultant organization, known as CEDRO (Centro de Informaciôn y Educaciôn para la Prevenciôn del Abuso de Drogas) was founded on May 20, 1986 at a General Assembly meeting of 82 founders/members representing all sectors of Peruvian society. The Assembly approved the organization's constitution and by-laws and elected a nine-member board of directors. On September 1, 1986, the Center began operations with interim funding through the Development Associates USAID contract. (This funding was subsequently replaced by direct USAID funding to CEDRO through a Cooperative Agreement.) The Center started out with a core staff of three professionals and two administrative personnel. This has subsequently been increased to a total of fourteen permanent staff supplemented by a cadre of community promoters. The Center focuses its activities in three areas, information and education, research, and training and technical assistance.

CEDRO has gained national and international recognition as a source for factual information and technical assistance on drug abuse issues. It has established a reputable resource library containing over 3,000 reference documents; develops and distributes prevention materials; publishes and distributes a periodic information bulletin, a technical journal, and a research monograph series; designs, develops, and conducts training programs for community and public sector organizations, schools, military groups, private industry, and political leaders. Its apolitical status and independence from outside influences provides the organization with entree to and acceptance by all political parties. CEDRO reaches out to all sectors of society in Lima and the provinces through its network of over 1,300 community organizations, providing training, technical assistance and materials to create a multiplier effect in disseminating the message on drugs and drug-related problems. The organization designs and conducts mass media campaigns using spot announcements, interviews, and special programs; sponsors seminars, workshops, and conferences; and develops special prevention programs for private industry. Its research activities include the conduct of a second national epidemiological study of drug use; two public opinion surveys on drugs and drug-related issues; and a special study of drug use among children in the Upper Huallaga Valley. CEDRO also sponsors and funds third party research in continuing efforts to promote and improve the quality of drug-related research in Peru.

F. Conduct of a National Study on the Prevalence and Incidence of Drug Use in Peru

The Epidemiological Study on the Prevalence and Incidence of Drug Use in Peru was the first national research study of its kind in Latin America. Previously, several

epidemiological studies had been conducted, but except for one household survey, the rest had been among high school students. However, most of these had serious limitations or weaknesses. The one household survey conducted in 1979 was limited to 2,561 households in the Greater Lima Metropolitan Area, and the high school surveys were similarly limited in scope, size, and type of sample.

The Development Associates project team directed the design and conduct of the national study on drug use following established methodologies and techniques that had been proven in other countries. Since this was the first investigation of its type in Latin America, care was taken to form a study team that was knowledgeable in survey research techniques and at the same time sensitive to the local culture and conditions which would enable the team to obtain reliable data from the respondents. The study team consisted of two survey specialists from the U.S. and representatives from a local university and a Peruvian business school. The field data collection effort was carried out by a local market research firm. To avoid problems with the Government of Peru (GOP), which was initially unaware of the study, and to gain access to the community, the study team obtained the cooperation of Cayetano Heredia University in sponsoring the study.

The survey covered a universe consisting of all individuals within the ages of 12 to 45 years located in households in the 40 largest cities (over 25,000 population) in Peru with the exception of the city of Tingo Maria and all cities in Ayacucho, Apurimac and Huancavelica. The universe of the study consisted of approximately 50% of the total population of Peru and 75% of its total urban population. The sample drawn was based on a random selection of households in each city and a ramdom selection of individuals within each household. The fieldwork secured a response rate of 85% of interviews attempted and 88% of the original sample size of 5,000 households. Field data collection started in February 1986 and was completed by the first week in May of that year. Preliminary data analysis was completed by the end of June and a final report submitted to USAID in September 1986. The final report was subsequently translated to Spanish and published by CEDRO as the first of its research monograph series.

The survey found that the lifetime prevalence (percentage having ever used a substance, i.e., once or more often) of alcohol was the highest of all substances examined (87.2%). This was followed by tobacco with 67.4% and coca leaf (20.7%); marijuana (8.3%) and coca paste (4.0%); and cocaine (2.6%). The overwhelming majority of marijuana, coca paste and cocaine users are located in Lima, as are the majority of those who use alcohol and tobacco. The majority of those who use coca leaf and hallucinogens are located in the provinces. In comparison with the results of the household study conducted in 1979 (Lima only), the increase in drug use had been dramatic in the last few years.

It was originally intended that the future epidemiological research of drug use would be undertaken by the Ministry of Health, utilizing the resources of the Cayetano Heredia University. As it turned out the university was not able to make available the people to be trained in conducting this type of research and the Ministry of Health was more concerned with higher priority health problems affecting the general population. On the other hand, CEDRO felt that this type of research was well within the scope of the institution and would provide the institutional credibility so essential to future success. CEDRO has demonstrated its capability to carry out these studies. They completed the

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second national study in early 1990. CEDRO plans to repeat it every two years which will provide longitudinal data on use and abuse in Peru.

G. Provide Technical Assistance to the Ministries of Health and Education

The main purpose of this task was to enhance the capability of both ministries to carry out their legally-mandated drug education and information responsibilities. Based on a review of the ministries information and education programs, the project team would work with ministry staff to identify those programs requiring technical and financial assistance, and develop an appropriate technical assistance strategy to help the ministries. Several factors hindered this effort. First, the new GOP administration had not yet formally developed its policy on the drug problem beyond feeling that the responsibility lay with the consuming countries. A coherent national drug abuse plan was lacking and once it was developed, turned out to be very general. The ministries themselves were unsure of what they wanted to do. Plans and activities started by the previous administration were discarded. Other factors impacting on the Development Associates effort were the frequent personnel changes within the ministries. These changes resulted in the coordination and work accomplishement having to be started all over several times. Nonetheless, after considerable effort and coordination, the project team was able to help ministry staff identify areas of interest. With the team's assistance each ministry developed and submitted to USAID a project proposal for approval and funding. A bilateral agreement was signed in August 1987 for the following projects:

Ministry of Education (MOE): Design, develop and implement a pilot epidemiological study of drug use among students followed by the development and evaluation of a pilot drug abuse prevention curriculum for use in the school system.

Ministry of Health (MOH): Design and install, on a pilot basis, a system to record the incidence of drug-related health problems treated in the nation's hospital emergency rooms; and conduct two small epidemiological studies (one in schools and one in the home) to determine the reasons for initiation of drug use.

H. Additional Activities

In general, interest in drug education and information activities increased dramatically. The Development Associates project team provided technical assistance to the National Institute on Family Welfare (INABIF) and the several private voluntary community organizations. Training support was given to INABIF staff; a six-week drug abuse training course was offered to 72 participants (educators, health professionals, and social workers); and technical and financial support provided to four community-based organizations in various parts of the country. These four organizations have a broad base of support within their own communities and continue their drug information and prevention efforts in coordination with CEDRO.

The Drug Education and Public Awareness Project is one element of a three part drug education and public awareness strategy developed by the country team. This strategy involves: (1) an ongoing USIS immediate action drug information program which includes press releases, drug information seminars, visitor speaking programs, etc., (2) this project, consisting of a longer term institution building effort to create an advocacy

and educational mechanism to bring about fundamental attitudinal and commitment changes in Peruvian society about drugs, and the Upper Huallaga Area Development Project which provides agricultural services to eradicated lands where farmers volunteer to raise legitimate crops, and (3) the continued efforts of the Narcotics Assistance Unit of the USG and the Drug Enforcement Administration in supporting drug enforcement and coca eradication activities.

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II. REVIEW OF PROJECT COMPONENTS

A. Administrative

Addressing the specific questions raised in the evaluation scope of work, the administration of CEDRO may best be described as "lean and mean". The organization benefits from a highly qualified and dedicated Executive Director and staff. The organization chart for CEDRO is in Annex 3. There are fourteen permanent staff members, supplemented by interns, volunteers, trainers and researchers as the need arises. CEDRO has a detailed and well thought out Manual of Rules and Procedures for the organization which, on the basis of interviews with CEDRO and USAID staff, is followed carefully without sacrificing the informal but performance orientation of the organization. Communication within CEDRO, with USAID and the participating organizations is based on trust and confidence and is direct, open and to the point. Employee morale is high.

Reports are complete and submitted in a timely fashion. Accounting procedures and financial management controls appear to be adequate. The Executive Director has a banking background and is quite aware of the importance of such matters. CEDRO is audited annually by an independent Peruvian auditing firm of international reputation with copies provided to USAID. No problems have been identified in these audits.

The evaluators believe that there are a number of lessons to be learned from the success of the organizational and administrative structure of CEDRO. First, it benefited from the technical advice of outstanding advisors in its formation and development. Second, it was small and remained small. Third, it did not attempt to take on peripheral objectives that would have diluted its main focus. Fourth, the USAID management encouraged concentration on its main objectives and resisted the temptation to overwhelm the organization with excess funding because it was perfoming well. Although the CEDRO staff is small it has the advantage of having a broad based and diverse general assembly and Board of Directors representing the broadest spectrum of Peruvian society. Every political party from extreme right to extreme left is represented as are church groups from the Roman Catholic to the Evangelicals. Virtually every professional group, the rich, the poor, urban and rural dwellers, and every geographic area is represented. Particularly, noteworthy is the large number of women who were founding members, members of "Linea Mujer" or trained as promoters. Of the eighty eight founding members, for instance, twenty eight were women. Of the 142,224 persons trained as promoters more than 85,000 were women.

The Ministry of Education drug education and public awareness initiative appears to be administered thoughtfully and systematically and has experienced slow but steady growth. Staff members involved with the Project are knowledgeable and skilled in their fields of expertise.

The Ministry of Health was experiencing a general strike during this evaluation which virtually paralyzed the Ministry and the overall health system in general. Assessing the administrative strengths and weaknesses of the MOH was not possible. On the basis of their accomplishment of project objectives their administrative strenghts appear to be adequate to meet project demands.

B. Technical

1. Are the overall strategies to influence opinion leaders and increase public awareness and knowledge concerning drugs and drug related problems adequate to achieve the objectives of the project?

Yes, based on the following:

(a) Primarily it is through the "network" of over 1,300 affiliated organizations that opinion leaders are influenced and public awareness increased. The effort and work focused on one "network" entity is multiplied and has a ripple or multiplier effect throughout many layers of society.

The "network" of organizations and individuals is a broad cross-section of Peruvian social, political and economic structures. The categories cover: colleges and universities; religious entities; public and private agencies; NGO's and media communications. Of particular interest insofar as "opinion leaders" are concerned is the fact that there is a large representation of decision-makers in each category.

Most relationships with these organizations, (70/80%) are described as "informal" but with the remaining 20 to 30 percent, a formal cooperative agreement has been signed.

(b) One member of the network, Luis Alberto Sanchez, is the Vice-President of Peru, national senator and former Prime Minister, who meets regularly (monthly) with the Executive Director, Alejandro Vassilaqui and the management staff of CEDRO. At the May 22, 1990 meeting which was attended by the evaluation team, Dr. Vassilaqui requested Dr. Sanchez' assistance in convening a meeting with soon to be elected senators and the next President of Peru. Dr. Sanchez responded affirmatively attesting to the value of such support.

(c) CEDRO's work with the city and town governments often involves aligning themselves with "rondas" or "crime watch groups" which are often led by community leaders or elected officials . The objective of these civic crime watch groups is to eradicate drugs, arrest drug traffickers or producers, and promote civic responsibility. The drug prevention message is woven into the groups aims. The groups then carry the drug awareness message armed with drug facts and an awareness of the issues. In some cases they also distribute brochures and educational materials.

(d) One document in particular, "Las Drogas en el Perû: Impactos y Lîneas de Acciôn", addresses the production, trafficking and abuse of drugs. It has been distributed to, and targeted towards, political parties and individuals in Peru; and specifically stresses the importance trafficking and the eradication of drugs.

C. Information and Education

1. What are the procedures of the Documentation Center of CEDRO for acquiring reference materials and responding to the needs of the general public?

(a) A quarterly Documentation Center report details acquisitions donated, paid subscriptions, utilization, type of request, person making the request, quarterly utilization rates, monitoring and control. In many cases the "user" is affiliated to the "network" and presents a letter verifying such affiliation and is then allowed access to the Documentation Center. Non-affiliated individuals also have full use of the Center.

(b) Additional functions and offerings of the Documentation Center include: Circulation Sheet for "Current Publications"; News items and news clippings concerning drugs; bibliographic search; and reference and consultation materials utilization rates. Many of the journals and publications are requested directy by CEDRO staff or users of the Documentation Center. For a complete listing of journals refer to appendix 5. The Center has more than three thousand monographs, reference books and materials available to the public.

All materials are indexed, cross-indexed and organized in a "user friendly" Material Index Manual. The BIREME health sciences standardized cataloging method, created by the Pan American Health Organization is utilized. The Documentation Center's librarian is very well qualified, skilled and dedicated to her job. She manages the Center in a very organized, professional and detailed manner.

2. Are the materials acquired appropriate?

Yes, based on:

(a) Materials range from strictly technical and professional to coloring books on drugs for children and materials for the merely functionally literate.

(b) Many materials have a great amount of input from community groups and individuals, making them very appropriate and relevant. In some cases they are actually written by children with the guidance of the promoters; thereby reflecting the reality of the people's lives and establishing self-help, consumer driven materials.

3. Is sufficient publicity given concerning the availabitily of the services available?

Yes, based on the following:

(a) Free radio announcements have described the availability of CEDRO's Documentation Center. In addition a news article describing in detail the function and purpose of the Center appeared May 13, 1990 in the Lima

newspaper largest in circulation, El Comercio. Furthermore, the Documentation Center has a targeted leaders mailing list and one based on the "network" of over 1,300 organizations.

4. What is the use of these services?

The Documentation Center is open Monday thru Friday from nine to five and serves fifty to seventy-five people daily.

5. How are these materials disseminated?

There is regular distribution (every four months) of "Research Resumes" offered to legislators, psychologists, deputies, senators, etc. which offers current findings of drug use and abuse. In addition, an international mailing is prepared which includes a translation of the "resumes" into English. International mailings include Europe, the U.S.A., Canada and the Latin-American countries.

6. Are adequate records maintained and controls in place for internal documents and reference materials?

(a) As mentioned earlier, the BIREME system is utilized, and is complemented by a number of checks and balances for usage. Of note is the availability of a MEDLARS/MEDLINE Teleaccess service, which is not in high demand at the moment but can certainly be used to advantage in the future.

D. Communication and Choice of Means and Media

1. What are the overall strategies, goals and objectives to reach the public via print, electronic media or other means?

The main strategy has been to position CEDRO as a private, non-profit, non-partisan institution dedicated to the prevention of drug abuse. CEDRO strove to establish itself as a strong, credible institution concerned with drug abuse before tackling the more complex and controversial issues of drug trafficking and production. This does not mean that these longer term goals were avoided or ignored. It means that CEDRO understood clearly the evolutionary stages through which Peruvian society had to pass before these goals could be achieved. This strategy was deliniated from the very beginning in project planning documents and has proved to be highly successful. While recognizing this evolutionary process CEDRO, from the very beginning, has targeted critical elements of Peruvian society such as the poor, the young, the marginal communities and the opinion leaders to subtly inculcate an awareness of the danger to Peruvians of drug trafficking and production.

Another significant strategy has been to approach drug issues within the context of everyday life rather than isolate them as information and education problems.

CEDRO's approach has been to present itself to the media as an asset rather than a requestor of free services. It presents news articles, radio programs and video

presentations that accomodate to the media's agenda. On Mother's Day, for instance, CEDRO provides information, text or articles related to Mother's Day but with a drug prevention message.

CEDRO carries out a variety of activities with specific target audiences such as students, students leaders, community managed programs, unions, and professional organizations. Although no segment of society is neglected and CEDRO has become the most authoritative source of information at all professional levels in the country, its emphasis is drug prevention efforts with elements of society at greater risk. It should be noted that alcoholism and nicotine addiction are addressed as well as drug abuse.

2. Are the various media elements mutually reinforcing?

CEDRO's strategy to work with the media on the basis of the calendar of traditional holidays, occasions and events allows them to tailor their presentations to the occasion and provide similar material to all the media. The effect is mutually reinforcing. The same happens with news worthy items. Press releases are made available to all the media but vary according to the medium's primary audience.

3. Are they reaching the intended target group?

CEDRO has a thorough understanding of the way Peruvians interact with various elements of the media. They have benefited from the experience and insights of the J. Walter Thompson Advertising Agency. CEDRO is presently working with most or all newspapers (3) and televisions stations (4) and with approximately half of all the radio stations in the country (100). CEDRO has had no difficulty segmenting and targeting their intended audiences.

For the purpose of increasing drug awareness and prevention this coverage has been adequate particularly if the effect of interpersonal community oriented programs is included. However, as the emphasis shifts from prevention to trafficking and increased support for eradication programs to eliminate production, CEDRO will have to expand, re-direct and re-focus its efforts on much more difficult and complex issues.

4. How is public acceptance or reaction to these messages measured?

Based on systematic public opinion surveys conducted during the period 1985 through 1989 there have been at least two major changes:

- Production has become the most important of the drug related problems.

- The drug problem is now one of the three most important concerns of urban Peruvians; the others being the economic crisis and the insurgency.

These changes in perception have been quite dramatic. CEDRO pre-tests and post-evaluates its presentations to obtain maximun acceptance and effectiveness of its efforts. There is, however, a need to develop publications that incorporate

mass communications techniques. Most publications presently produced by CEDRO are scientific or are produced within the context of individual programs where the reading can be guided and supported by the programs. Publications intended for mass distribution will for the most part be read alone without any other support. CEDRO could benefit from technical assistance in mass communications.

E. Publications

1. What is the quality, quantity and content of the materials developed for specific target groups?

Publications can be broadly segregated into three categories:

- Scientific, which are intended to inform and educate leaders and supporters of CEDRO's activities and factual data (investigative; statistical).

- Training and educational, which are developed as a part of and to support specific community and outreach programs.

- Mass distribution, such as posters and pamphlets, also designed with specific audiences.

(a) Face to Face

Materials are focused for different age and need groups. The number of publications for "Taller Popular", "Sembrando Vida", "Puerta Abierta", etc. are approximately sixty booklets monthly. These booklets on average are from five to six pages in length and the themes are usually selected by the "promoters" who act as liaisons with specific communities and are in an excellent position to determine appropriateness of content. These publications are produced for the use of promoters and educators.

(b) Linea Mujer (Woman"s Line)

This program focuses exclusively on the particular drug abuse issues of women and both adapts and creates specialized services and interventions for this population. It is based in part on the recognition that many times women are the victims of violence perpetrated by the drug abuse and do not receive adequate attention to this concern. Furthermore, the drug of choice for female drug abusers is oftentimes an analgesic or prescription drug and the problem often minimized or misdiagnosed.

The non-drug abusing women recruited by CEDRO are described as "agents of prevention" and are trained by CEDRO to work in their respective communities on the issues of drug abuse. In this program the concept of a "family unit" is supported and stressed in a group therapy setting.

'Materials which focus on the specific needs and issues of women and their experiences are the mainstay and focus of this division. Because the program is primarily of an "intervention" type the materials developed have been four booklets (approximately 50 - 60 pages), and two posters describing the dangers of drug abuse for women.

(c) Psicoactiva (Psychoactive)

The audience of these publications are professionals in the social services, such as psychologists, social workers, and psychiatrists. It is published twice yearly. The number is approximately 4,000 per printing.

(d) Research Resumes

These are directed to senators, policy-makers, administrators, and academicians. This is a quarterly publication of approximately eight to ten pages in length and has a printing of 2,500.

(e) Posters and Pamphlets

These materials are for parents, children, community leaders, that is, for general distribution. To date approximately 30 posters have been created and are circulated in sufficient quantity throughout the country. Educational pamphlets for primary and secondary schools and booklets which have a "family" focus have also been provided.

F. Research

1. Are the implementing agencies' research activities designed to obtain information relative to drug use, production and trafficking?

All of the research to date has been focused on drug use, production and trafficking, and each study builds on work accomplished to date. The publications Psicoactiva and Research Resumes are the principal research publication by which information on drug use, production and trafficking is distributed.

2. How effective have they been in promoting an interest in drug related research?

Most investigations and studies have been very well received for their content which until now had not been available in Peru. The Ministry of Education and the Ministry of Health recognize the usefulness and validity of these research efforts. The MOE has incorporated the research results into their curriculum and the MOH has incorporated the results into their client registry form.

The other major strength has been the distribution which has been accomplished through the "network" for maximum circulation.

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3. Are the procedures to publicize and implement their research programs adequate?

All studies conducted to date have been professional, well conceptualized, and the themes well developed. Results are disseminated through established procedures that include the publicizing of the activity and the results through the mass media and by mailing the research monographs to CEDRO's membership (90), political leaders (245), psychologists and psychiatrics (229), local institutions (400) and international institutions (250).

4. Should these programs be increased, maintained as is, or eliminated?

There is no question that these investigations and the data collected from them, have filled a vacuum. They have served to clarify and set the direction and strategy for CEDRO and drug program policy makers. This is reflected in the current programs which were developed based on the initial drug study conducted by CEDRO. To profit and derive optimun usefulness from these efforts these programs should be increased, particularly in the areas of operations (field programs, outreach), intervention (women's groups) and the validation of materials used in these programs, and mass communication material.

5. How do the organizations use their research results in making decisions relative to their information and technical assistance activities?

The research studies determine the course and content of specific programs, such as Linea Mujer and Face to Face as well as providing the basis for their overall strategy. The current programs and CEDRO's success can be directly traced to the initial study done on drug use in Peru. Current research such as those involving the course of drug abuse, choice of drugs and the global effect of such abuse are also appropriate and relevant to the development of a drug prevention curriculum for the school population by the MOE and a drug monitoring system by the MOH as well as to other drug related initiatives.

6. How do the organizations select the person or entity to conduct their research studies?

Most studies are done with contracted professionals from CEDRO's network personnel for maximun quality control and professionalism. Within Peru there are very few research firms that can conduct such studies and guarantee research and sampling validity.

The overall research studies and other publications are of high quality, professionally executed and utilized efficiently and effectively in the development of current programs of CEDRO. The fact that CEDRO is not bogged down with layers of managers and supervisors, as one might find in a bureaucracy, is most definitely a strength. This has allowed a focused and concentrated research program with continuity of effort.

Lloyd D. Johnston, an internationally recognized authority on survey and sampling techniques, in his report "Two Surveys of Drug Use in Peruvian Cities" states: "The

research work being conducted appears to be carefully and thoughtfully done, and with greater scientific rigor than is usually found in developing countries." He adds, however: "Because epidemiological research on drug abuse is among the most specialized and difficult of the fields of endeavor which fall under the general rubric of social science research, it is suggested that technical asistance be continued on at least an intermittent basis for the continuing research program".

G. Training and Technical Assistance

1. What is CEDRO's relationship with and use of over 1,300 cooperating organizations?

There is great variation among organizations in their relationship with CEDRO as described in the "Technical" portion of this evaluation on page 16. Generally speaking the network draws on CEDRO's resources and staff, supports CEDRO's programs, assists in publicity and provides an entry to the municipalities, cities and towns where programs are being established or currently operating. There are no formal criteria for involvement except that the organization must support the prevention of substances abuse.

2. What is the effectiveness of the training plans and courses of CEDRO, MOE and MOH in achieving their goals?

(a) All training participants are asked to fill out an evaluation sheet which reflects training effectiveness. These evaluations indicate an increased awareness of drug related issues and problems, of the relationship between drug production and drug use and abuse and a familiarity with drug treatment measures and institutions.

(b) The MOE has a signed agreement with CEDRO for CEDRO to provide the following:

1. In service training for teachers and their assistants.

2. Development of drug prevention programs in schools.

3. Research school population drug awareness.

4. Assistance in educational materials for schools.

5. An evaluation of the overall intervention.

This agreement has been abided to and goals and objectives met. The MOE training sessions have been well received by instructors who conducted the training and by the teachers who attended the courses. The training sessions increased the awareness of what can be done about drug abuse by school personnel. This effort will now be implemented on a country-wide basis.

(c) The MOH training program has only been in operation for five months and has been hampered by labor unrest and employee strikes within the Ministry.

3. What is the effectiveness of their promoter and teacher training programs and the selection and use of trainers?

(a) The promoter program is conducted by a very creative, energetic and committed group of individuals. In addition, they reflect back to CEDRO the opinions and desires of the community concerning program direction and strategies. They are able to do this by being at the center of drug activities; that is in high risk areas, "pueblos jovenes" and high drug production and trafficking areas.

The methods by which promoters and trainers are selected is the same as for any applicant applying for a position at CEDRO, i.e. review and evaluation of experience, and individual and group interview. Supervision of these promoters is done weekly or on an as needed basis. Evaluations of trainings are carried out immediately at the termination of a specific session. These evaluations consistently indicate that these training programs are highly successful.

H. Mobilization of Public Opinion Leaders

What are CEDRO's views as to what constitutes a "public opinion leader"? Who are Peru's opinion leaders? What is being done to reach, influence and mobilize public opinion leaders?

CEDRO's initial list of perceived leaders was put together using every source available such as professional associations, commercial and industrial directories and religious organizations. Over 1,000 individuals were surveyed representing every significant segment of society. Significant, in this case, meaning relevant to the functioning of Peruvian society. Those surveyed were asked to identify from their own ranks those with the greatest public acceptance and ability to influence public opinion.

Presently, their leadership roster includes over 500 individuals (including 90 of CEDRO's members) and over 700 organizations who regularly receive CEDRO's information and educational materials and another 900 organizations that receive pamphlets, basic information, and educational material as requested or based on specific activities. This roster of leaders essentially replicates the same balanced cross-section of society represented in CEDRO's membership roster.

CEDRO's ability to identify leaders was clearly demonstrated with the presidential candidancy of Alberto Fujimori, who rose from relative obscurity to becoming a major contender. Fujimori's vice-presidential candidate is a collaborator of CEDRO and one of the targeted leaders. One of the elected deputies from Mr. Fujimori's party is a CEDRO founding member.

2. Does CEDRO have a strategy for doing so?

The most significant of CEDRO's strategies is to promote and support the personalization of contacts. This personalization of contacts, which is facilitated by the large number of CEDRO members who are themselves leaders, allows CEDRO to stimulate the demand for CEDRO's collaboration by making it readily accessible. Such collaboration takes many forms. All facilitate the use of CEDRO's resources based on the leader's needs not just on CEDRO's objectives.

CEDRO trains and informs leaders and contributes to their professional enhancement. CEDRO helps prepare leaders when they travel abroad to represent Peruvian organizations or in their domestic public appearances. This preparation is always done in such a way that also supports CEDRO's communication objectives.

A key strategy is to be present at every event that is related to drugs. CEDRO has a cadre of professionals who can attend and make a valuable contribution to any such event, whether invited or not, whether sponsored by CEDRO or not.

In addition to the continuous flow of information sent to their existing roster of leaders and leading institutions, CEDRO conducts seminars, round tables, conferences and community activities that sometimes extend beyond the scope of their mission but always strengthen their perceived role within Peruvian society.

CEDRO also maintains all 70 of the foreign embassies accredited to Peru on its mailing list as well as over 300 foreign governmental and non-governmental institutions that are involved in the prevention of drug abuse, trafficking and drug production. CEDRO also meets with key foreign visitors and presents their views of drug related issues.

III. CONSLÚSIONS

A. Achievement of End of Project Objectives

As indicated in the responses to the specific questions listed above, the end of project status for the project has clearly been met. CEDRO is a permanent, prestigious and independent drug education and information center. While still not financially independent the center has made steady, progress in increasing its donations fron non-AID source. These donations have doubled each year from 1987 to 1988 and from 1990 are expected to equal or exceed the level of support from AID.

The MOE and the MOH, despite the labor unrest mentioned earlier, have each achieved their end-of-project objectives. The MOE performed a survey in schools to identify the prevalence of drug abuse and risk factors in the school population and developed a model drug prevention curriculum for the school population. This model drug prevention curriculum will be implemented as a part of "Stage II" of the MOE's effort. Stage II is the second level of field testing of the curriculum and its implementation. The MOH planned and implemented a research and monitoring system to identify and measure the incidence and prevalence of drug abuse and dependency, the frequency and quantity of use, and the nature and characteristics of drug initiation and experimentation by youth. This was useful in obtaining data on incidence and will be useful as an indicator for future assessments to establish trends or changes in drug abuse. The monitoring system should, therefore, be continued.

B. Findings

1. The major finding of this evaluation is that the Drug Education and Public Awareness Project has been highly successful. The objectives listed in the end of project status for the project have clearly been met.

CEDRO's public awareness efforts appear to have been effective. In sharp contrast to public perception when the project was initiated, now nine of ten Peruvians say that both drug production and trafficking are harmful for their country and generally believe that the country's drug problem require their government's attention.

2. This concern for greater effectiveness in eradication is not shared, however, by most Peruvian elites. A recent survey by CEDRO of 2,500 Peruvian leaders indicates that a majority of leaders may now be opposed to large scale eradication programs and advocate the development of programs to substitute other crops for coca before peasants are threatened with crop eradication.

3. Mission management of the project has been supportive but not intrusive, thus enabling CEDRO to establish and maintain itself as an independent Peruvian organization. Technical assistance provided was highly professional and effective. Peru's hyperinflation of more than 5,000 percent per year, however, has created a problem for CEDRO. By the time CEDRO is advanced in local currency for its expenditures the money advanced has depreciated considerably.

5. This evaluation concludes that the Peru Drug Education and Public Awareness Project could be used as a model for similar projects in other countries in Latin America and worldwide. The use of this project as a model, however, means that the methodology by which the project was planned could and should be used for similar projects. That is, a thorough study of the problem was made, the relative strengths and weaknesses of government agencies and private organizations were determined, competent international technical assistance was obtained and the project was focused on a limited number of critical issues. Following this "model" in another country may well result in a final project design quite different from the one in Peru but one that also achieves its stated project objectives.

C. Lessons Learned

The primary lesson learned from this evaluation of the Drug Education and Public Awareness Project is the great value, indeed the critical importance, of a thorough study and clear definition of a problem before rushing off to solve it.

Additional lessons learned are:

1. The importance of a careful selection of a consulting firm to provide technical assistance.

2. The importance of selecting senior, experienced USAID managers to oversee difficult and complicated AID projects.

3. The importance of realistic expectations, patience and persistence in planning and implementing such projects.

4. The strengths of a well run indigenous PVO in implementing AID projects.

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ANNEX

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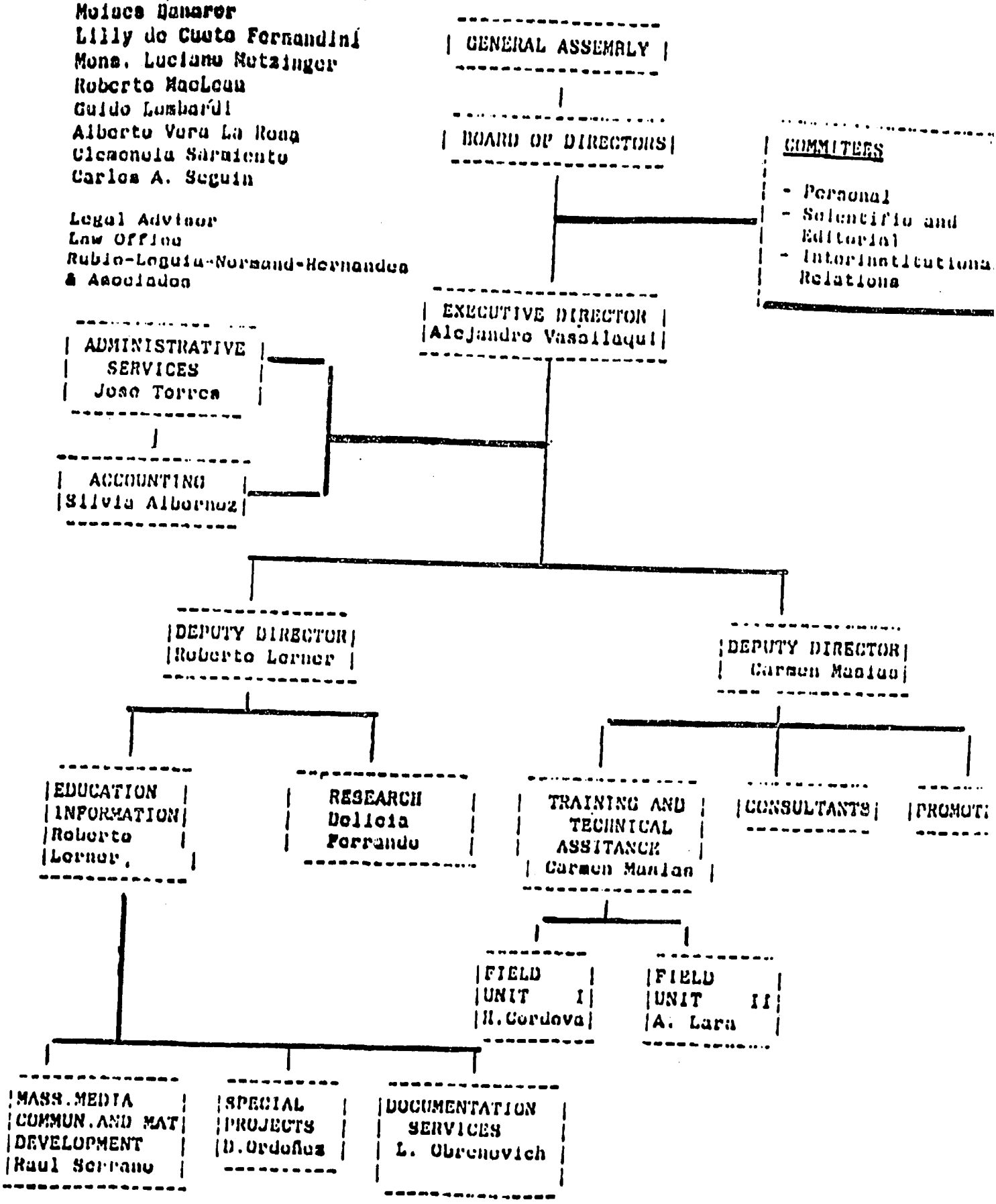
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