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**Bolivia Drug Awareness and Prevention Project
Project No. 511-0613**

An Interim Project Evaluation

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for

Macro International Inc.

and the

Narcotics Awareness and Education Project

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Executive Summary

Executive Summary

I. Evaluation Design

This report presents the findings of An Interim Project Evaluation of the Bolivian Drug Awareness and Prevention Project (DAPP) conducted by Macro International, Inc., during December 1992. The evaluation was funded by USAID/Bolivia under a buy-in to the Narcotics Awareness and Education Project. The DAPP was designed to address the problem of lack of awareness of the nature and the threat of the cocaine industry to Bolivian institutions. It is a project whose strategy is to create awareness that narcotics is a Bolivian problem and whose goal is to use that awareness to build support for and strengthen Bolivian commitment to the Government of Bolivia's Drug Control Program of drug prevention, law enforcement, eradication, and alternative development.

Macro's assignment was to "review the activities supported by the project in each agency to determine how effective these activities are being carried out as well as whether or not project objectives are being realized." The evaluators conducted a process evaluation, utilizing mainly key informant interviews and direct observation as the major means of gathering data. Interviews were conducted with the Executive Directors of each participating agency as well as with key staff; a number of interviews were conducted with Bolivian officials and others outside the participating agencies who were known to have knowledge of and contact with the project agencies. All work was conducted in La Paz with the exception of a one-day field trip to Cochabamba that the Team Leader used for interviews in three key field organizations.

The team also looked at the internal organization of each agency, talked about internal and external relationships, asked questions about personnel and managing change, and read and discussed each agencies' plans for 1993. The objective of this part of the evaluation was to assess whether each participating agency was focused on the right project priorities, whether it was placing emphasis in the most productive areas, and whether it was planning realistically for the future.

II. Major Findings

We present here the major findings of the evaluation. The full range of findings is included in the full report. This section is divided by project institution for ease of reference, with general findings leading off the section.

A. General

1. The project is off to a strong start; significant progress has been shown during the first year. The initial objectives relating to the expansion and strengthening of SEAMOS are already within reach; the establishment of CESE as a viable

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independent NGO is being accomplished; the institutionalization of research methodology in PROINCO is almost completed; the establishment of a communications presence supporting alternative development in the Chapare is getting started.

2. The project participant executive group has made good progress in its efforts to work collaboratively over the last year. Information is often (but not routinely) exchanged among the executive directors and project officers, monthly coordinating meetings are used for frank discussions of progress and problems, and there is good understanding among the project agencies of the role of each within the project. As yet, however, it appears that the project agencies are not calling on one another for assistance and/or support with specific pieces or programs of the project.
3. The basic structure of the project encourages individual organizations to complete their own missions. This limits coordination since they naturally are more interested in and driven by their individual organizational goals than by the need to cooperate. There is also only one formal mechanism for coordination, the monthly project coordinating meeting. This limits the amount of information that can be shared and limits the people who are exposed to other institutions in the DAPP.
4. Funding delays have had a negative impact on the work of the two Bolivian Government agencies in the project. Money passing through the GOB for disbursement has been delayed, held back, or questioned on a regular basis. On several occasions during the first year, project staff at PROINCO and SUBDESAL have had to continue work without pay. A number of project goals have not been reached because of funding delays or hold-ups.
5. All participant agencies expressed appreciation for the support their institutions received from USAID. One senior participant said that USAID had gone well beyond what participants had expected at the outset and had become a bridge between the participating institutions.

B. SEAMOS

1. The project goal of strengthening and expanding SEAMOS is well on its way to realization. The new and expanded institution is well established and operational. Its internal procedures are sound and financial controls are generally adequate. Its facilities are excellent and its staff highly professional. Its leadership is dynamic. It is conducting a wide variety of programs in support of the objectives of the project.
2. SEAMOS' image is critically important both to the institution itself and to the project. Both the Executive Director of SEAMOS and its Board of Directors realize

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that since the USG is the source of funding for much that SEAMOS does, the institution is going to be closely scrutinized and criticized by some Bolivians for being too closely linked to U.S. Embassy interests. For this reason, SEAMOS feels it is of critical importance that it demonstrate at every opportunity that it is a viable Bolivian institution that, while funded by the USG, is not under the control of the USG.

3. The Information Center at SEAMOS is operating very effectively. It is well on its way to becoming a major resource for the "world-wide information sharing" called for in the Project Paper.
4. SEAMOS has met its initial goal in mobilizing and assisting departmental and local organizations but in doing so has become more a "service provider" to those organizations than the builder of a national network of organizations committed to the fight against illicit drugs. SEAMOS seems to view its role in social mobilization as an essential re-enforcement of its communication via the mass media. The strategy of the project is to build a national network and encourage its members to become lobbyists for alternative development and permanent links between the community organizations and SEAMOS. This strategy is not yet being pursued effectively by SEAMOS.
5. SEAMOS has cordial working relationships with the other participants in this project but has not yet seen advantage in conducting programs together. Its continuing concern about credibility and independence makes SEAMOS uncomfortable working too closely with Bolivian Government institutions such as SUBDESAL or with elements of the U.S. Embassy such as USIS. With PROINCO it seems possible that closer cooperation could occur if SEAMOS would begin to re-cycle more research data into its information output. CESE and SEAMOS have not yet begun to work cooperatively together, and it often seems that the two organizations are competing rather than working together in a joint project. SEAMOS is not yet thoroughly comfortable with its expected role as an umbrella group for this project.

C. CESE

1. CESE is a well-established institution whose conversion to an independent NGO has proceeded reasonably well in spite of the difficulties in adopting new administrative and financial procedures. The match between the director's desires and the staff's opinions is an important indicator that the organization is functioning well internally. CESE is proud of itself, how it works, and what it does.
2. CESE has had difficulty in the initial phase of the project with the adoption of tighter administrative procedures and financial controls. These are required of any organization aspiring to funding support from the U.S. Government. CESE has

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operated since its inception as an element of the U.S. Embassy, which handled most of its accounting. As an independent NGO, it now must meet guidelines for administrative and financial control procedures mandated by Congress and the GAO. The change has not been easy for CESE and has required special assistance. That assistance continues to be needed, and the director welcomes it. A good deal of expectation rests on the new administrator who joins the CESE staff in January.

3. As of October 1992, CESE surpassed its annual numerical goals for training. However, the organization does not systematically verify the number of events, the participants, or the use of training materials. This puts it ahead of project schedule; however, CESE has no established way of proving what is reported. Without adequate verification, there is no way to confirm the validity of training reports. Practically all of the workshops were held in the La Paz area, Cochabamba, and Santa Cruz. There is a need to cover more of the country, and to deliver the level I workshops which were not offered in 1992. CESE did not conduct six of ten regional teacher training workshops planned for 1992, partly due to a two-month-long teacher strike. The MEC and teachers had expectations which were not met. Without these workshops, a significant group of teachers will never become certified as drug prevention instructors.
4. The process used to plan and implement workshops is excellent. The workshops use a good combination of training techniques, including large and small group exercises which are participatory. Panelists include opinion leaders for the teachers: MEC staff and leaders in the teachers' union. The same textbooks that are used in the workshops are taken home for use in the classroom. Evaluation forms are distributed, analyzed, and used for future planning. Action plans are written, but they are generally vague and lack clear objectives and timelines. Follow-up is weak or non-existent: little is done to monitor what happens when the teachers return to their schools.
5. By October, the telephone Hot Line exceeded its annual goal of responses to users, their relatives and friends. There is no service at night or on weekends, when one would expect the need to be greatest. Statistics relevant to the program are not computerized, and there is no data about whether clients are new or repeat users of the services, or if they visit rehabilitation centers upon referral.
6. The communication department is very productive. It is able to get CESE time on radio shows, and extensive coverage in the press. Each Friday a bulletin is sent to 54 representatives of the media in La Paz; the Cochabamba and Santa Cruz offices also distribute the bulletin locally. An attractive bimonthly magazine is printed and 20,000 copies are distributed. One page is devoted to covering the activities of the three other organizations involved in the USAID-funded project. Monitoring activities are limited. Many colorful materials are produced, printed, and distributed;

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however, the process used to develop the materials does not involve research with the target audience, needs assessment, or pre-tests before materials are finalized.

7. CESE works most easily with SUBDESAL and PROINCO, least easily with SEAMOS. Whether for lack of time, money, interest, or the ability to work together, this reality has contributed to the inability of CESE/SEAMOS to realize joint activities. For example, the promoters in the Chapare were not trained by CESE/SEAMOS as called for in the Logframe. CESE was not permitted to send its communications department staff to a workshop that SEAMOS ran on how to change or promote their public image.
8. CESE's director perceives that senior project staff at USAID are readily accessible and supportive while the Chief of Party at Development Associates is more formal with CESE. Evaluators noted that working relations between D/A and CESE reflect this. It is part of the effort to convert CESE into an independent NGO and to tighten administrative and financial procedures by putting things into writing. Lower level D/A staff still maintain easy and informal contact with the director of CESE.
9. CESE developed an elaborate plan for 1992 that was not easy to read or follow. Some activities were not completed, others were partially done, some were added, and some were "over done." There doesn't seem to be congruence between the plans and the budget; none of the smaller department directors knew what their budget for 1993 was. CESE's changes of plans have been frequent and often sudden. The impression often is that the changed plans reflect tentative decision-making rather than new sets of circumstances or changed situations.
10. CESE seems to have an incorrect perception about the accessibility of its funding from USAID. CESE wants to receive all of its five-year funding by March of 1994 to prevent cash flow shortages that the director believes already exist. CESE does not yet fully understand the procedures for obtaining timely USG financial support.

D. PROINCO

1. The goal of establishing a study methodology within CONAPRE is well on its way to being realized. The team received quality training this year relative to the anthropological study, statistical methods, and team building. The team's methods demonstrate a solid knowledge of research. One is particularly impressed by the various "checks" that the team inserts on its own actions; for example, personnel selection for conducting interviews involves several steps and verifications. Its focus group methods are also good.

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2. Coordination and collaboration on project work is one of the areas of opportunity for PROINCO. Coordinating meetings with fellow DAPP project members and a team building session were the major cross-project activities of the year. Very little coordinated task work was done. The evaluators conclude that PROINCO could offer a valuable and needed service to other project members. SUBDESAL and CESE both performed research or survey-related work during the year. PROINCO has focused most on developing a scientific capability in this area, and so could add great skills to the research work being done by its project partners.
3. Information dissemination constitutes another area for growth. The PROINCO team demonstrated its skill and attention to detail in its primary area: collection of data. Also part of PROINCO's responsibility is the distribution and dissemination of that data. The evaluation team is unsure of the effectiveness of the pamphlets PROINCO normally produces to show the results of research. Nor did it find that the pamphlets or the research results were widely disseminated. The evaluation team notes that the results of PROINCO's excellent research efforts are not being fully utilized for the project or for PROINCO's parent organization, DINAPRE. The team is unable easily to determine who gets the results and how they are used.
4. Funding delays have had a negative impact on PROINCO. It is seriously disruptive for staff to have to continue working without being paid. This occurred several times during the year. Nonetheless, all project goals for the year have been completed except for the final publication of the anthropological study, which was being held up by the last funding disbursement at the time of this evaluation.

E. SUBDESAL/UNC

1. The SUBDESAL/UNC internal team is capable and impressive. Both in La Paz and in Cochabamba, UNC is staffed by highly qualified and totally dedicated professionals. They impressed the evaluators with their professional skills and knowledge.
2. Resource constraints have affected UNC negatively. Low funding levels may be a problem. Certainly, the UNC team believes that its part of the project is underfunded, given its role on the front lines of alternative development. But more immediately pressing are the lack of vehicles, the sad state of UNC facilities in Cochabamba, and the continued delays in processing fund outlays from the Bolivian Government. Many first-year goals have not been reached. One could suppose that the original projections were unrealistic; however, it seems apparent that losing five months out of twelve to bureaucracy has been a major factor.

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3. Outreach beyond the team is successful in some areas, limited in others. The UNC has made contact with campesinos and their leaders, beginning outreach to their priority area. They receive from them recommendations for topic areas and help from some of their community leaders. This is most notable in the Chapare. The team looks forward to more work in the Yungas and Valles Altos. The team has had limited contact with other Bolivian institutions that could be of assistance in the work of alternative development. This is, however, an area for growth. Equally so is the use of resources and cooperation with other segments of the DAPP (SEAMOS, CESE, and DINAPRE).
4. Team "production" has been fairly high considering the resource restraints covered above. Materials, bulletins, audiovisuals, radiodramas and spots, a media study, and considerable project documentation have been produced. It is obvious that active, committed work has been accomplished. For seven months of work, the team is also well on the way toward accomplishing the quantitative goals of the Logframe.
5. The UNC team strongly believes that a radio station broadcasting news and information to target groups in the Chapare and other rural areas is a major need of the project. They have proposed creating and maintaining such a radio station to adequately meet the Logframe goals.

III. Recommendations

The recommendations in this chapter have been listed without discussion to save space. For a full discussion of the Evaluation Team's rationale for making each recommendation, please see the appropriate section of the full evaluation report.

A. General: Coordination Across the Four DAPP Components

1. Create many ways of coordinating.
2. Establish simple common goals and plans that cut across the project.
3. The project participants should share more expertise and resources.
4. Adopt an attitude and program of "customer service" with fellow project components.
5. Consciously manage - choose, select - the purpose of joint meetings (such as the monthly coordinating meeting).

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B. SEAMOS

1. USAID/Bolivia, as project coordinator for the DAPP, should devise a mechanism for screening all program suggestions or program support requests to SEAMOS that come from within the U.S. Embassy. It should also ensure that all project participating agencies understand the importance of maintaining the credibility and independence of SEAMOS as the primary communications link to Bolivia's media and the reading and viewing audience.
2. With guidance from the Executive Director, the Technical Director of SEAMOS should consolidate the various plans for SEAMOS activities in 1993 into a single document.
3. The Information Center at SEAMOS should work closely with the four other project members to obtain research and information from them for inclusion in an Information Center data base. SEAMOS should encourage other elements of the project to make use of its resource center and facilitate such use. USAID should encourage cooperation from all project participants in working to make the SEAMOS Information Center a national resource on drug information.
4. Provide technical assistance and a workshop on focus groups for SEAMOS and the other three agencies in the project.
5. Encourage SEAMOS to use PROINCO's research findings in TV spots, etc.
6. SEAMOS should expand its search for promoters to the larger community involved in drug prevention and identify and train community leaders as well as members of popular organizations.
7. SEAMOS should concentrate additional resources and effort to build a national network of communities and organizations in prevention.
8. SEAMOS should begin to identify a few programs from the other project participants that it could promote in its TV spots and other output.

C. CESE

1. Recognize the good work of the director and staff in their efforts to convert CESE to an independent NGD.
2. As CESE grows, the director could build on her success as a leader by adapting her style to new needs. The Situational Leadership Model is suggested.

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3. CESE continues to require administrative help from the project to enable it to comply with financial reporting requirements and obtain approved funding in a timely manner. A short-term consultant or direct USAID technical assistance is recommended at an appropriate time in 1993. It will be necessary to orient the new administrator and assist CESE to access its funding as the large number of activities in the '93 annual plan get rolling. All senior program staff should receive training in budgeting and administrative and accounting requirements for their respective departments.
4. CESE should continue to concentrate on what it does very well: planning and implementing workshops. This would include the design, use of a variety of training techniques, use of textbooks that teachers will use in the classroom, inclusion of opinion leaders as panelists, and evaluation of the content of the workshops. CESE should receive technical assistance on how to monitor and supervise follow-up activities more effectively. If necessary, additional funds and staff should be added to follow-up activity to permit CESE to conduct supervisory visits, make calls, etc.
5. CESE should produce a Bolivian training video about a multi-substance user who confronts and solves his or her addiction.
6. CESE and SEAMOS should be relieved of their responsibility to jointly train promoters in the Chapare. This activity should be shifted to SUBDESAL.
7. Plans to conduct a two-year post-graduate course at the Universidad Católica Boliviana should be checked for feasibility and interest on the part of students, and available resources on the part of CESE.
8. The hours of the telephone Hot Line should be extended to nights and weekends, and the service should be extended to El Alto and Sucre. Statistics should be computerized. To evaluate the quality of the service, CESE might hire "unknown" callers or visitors to report on the treatment they received. A guard should be hired, if necessary, to protect the premises at all locations.
9. CESE should continue to print and distribute its magazine; coverage of the other 3 agencies in the USAID-funded project should be expanded. In each issue, the recent activities of one of the other project agencies should be featured. This would promote a united front and help each of the agencies to better understand the others.
10. The CESE Documentation Center should establish closer working relations with the Information Center at SEAMOS.
11. CESE should improve the technical process by which it designs and produces materials to include more participation by the target audience. Technical assistance

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should be sought from a consultant familiar with social marketing and focus group discussion techniques.

12. CESE should pin down its plans for 1993. The staff should agree upon a feasible schedule of activities, in line with its approved budget and staff resources. Access to project funding should be cleared up so that the plans can be implemented without problems. CESE should make greater efforts to stick with its plans and to deviate from it only if changed circumstances demand it. Activities should be added to or taken off the plan only if the changes accord with CESE's mission and role in the project. CESE's director should consult with USAID, D/A, and the other three agencies about activities changes before, during, and after the fact, as appropriate, knowing that changes will affect all of these groups. The others should be informed in writing when changes will be or have been made.
13. CESE should pay more attention to follow-up monitoring and supervision.
14. Step up the already existing processes for getting outside information.
15. Make career development a more conscious and systematic process.

D. PROINCO

1. Regard the DIFEM funding delays as unacceptable and take action.
2. Recognize and continue to strengthen the internal team.
3. PROINCO can add to its excellent internal foundation by beginning to look outward: to recipients of its products, to the other DAPP projects, to organizations that assist the team.
4. Plan and implement improved coordination with other DAPP members.
5. Objectively evaluate its relationship with DINAPRE staff and the COPRES.

E. SUBDESAL/UNC

1. Regard the DIFEM funding delays as unacceptable and take action. Encourage improvement of UNC office facilities in Cochabamba.
2. Recognize and celebrate the accomplishments of the team.
3. Re-visit the issue of a radio station for SUBDESAL in Chapare.

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4. The team should look outside its own group for opportunities to enhance its effectiveness. Two needs are: constant, objective information from its outside stakeholders (e.g., campesinos, public opinion) and multiplying its own limited resources.
5. Become more systematic "action researchers."
6. Become more systematic in defining awareness building goals, messages, and target audiences.

Chapter I

Introduction

Chapter I. Introduction

Bolivia is one of two leading producers of coca leaf which eventually reaches the United States in the form of cocaine. The other is Peru. An estimate of 80% to 90% of Bolivian production of coca leaf is used to produce cocaine. While the Bolivian economy has suffered notable economic dislocations as a result of the flow of narcotics dollars into the economy and there is significant and growing abuse of cocaine paste in Bolivian urban areas, awareness of the dangers of the illicit cocaine industry to the nation is lacking. The view most commonly expressed by even educated Bolivians is that the drug problem is a problem of outside demand and, therefore, a problem of the consumer countries, primarily the United States. Furthermore, continues this rationale, since the problem is mainly a U.S. problem, most of that which is done in Bolivia to address the problem is done under pressure from the U.S. Government and does not necessarily take into account the legitimate interests of Bolivia.

The Bolivia Drug Awareness and Prevention Project (DAPP) has been designed to address the problem of lack of awareness of the nature and magnitude of the threat to Bolivian institutions posed by the cocaine industry. It is a project whose strategy is to create awareness that narcotics is a Bolivian problem and whose goal is to use that awareness to build support for and strengthen Bolivian commitment to the Government of Bolivia's Drug Control Program of drug prevention, law enforcement, eradication, and alternative development.

The Project Grant Agreement for Project No. 511-0613 was signed by representatives of the U.S. and Bolivian Governments on September 12, 1991, and Cooperative Agreements with SEAMOS and CESE were signed in December 1991. The first disbursements of funds for the project took place in February/March 1992. Current funding totals \$9,220,000 in grants from USAID plus \$5,200,000 in counterpart funds from the Government of Bolivia, for a total of \$14,420,000. The project completion date is March 31, 1996.

Macro International, Inc., was asked to provide a team of evaluators to conduct an interim process evaluation of the project during December 1992. The assignment was to "review the activities supported by the project in each agency to determine how effective these activities are being carried out as well as whether or not project objectives are being realized."

Macro put together a team of three evaluators who were specialists in communication, drug prevention, and organizational development. They spent nearly three weeks in Bolivia in December 1992, collecting data, observing project operations, and preparing this report.

During the visit, the evaluators had the full cooperation and support of the Development Associates, Inc., Chief of Party and resident staff in Bolivia, of the USAID Mission, and of the Executive Directors and staff of all four of the project institutions. The project staff were generous with their time, welcomed the evaluators to their institutions, opened their files and materials to them, and answered their questions more than just adequately. Without this cooperation and support, this evaluation would not have been possible.

Chapter II

Methodology

Chapter II. Methodology

The Scope of Work called for a team of evaluators to conduct an interim evaluation of the activities of the four component agencies of the Bolivia Drug Awareness and Prevention Project (DAPP). The evaluation team was to review the activities supported by the project in each agency to determine how effectively they were being carried out and whether or not project objectives were being realized.

The evaluators conducted a process evaluation, utilizing mainly key informant interviews and direct observation as the major means of gathering data. Interviews were conducted with the Executive Directors of each participating agency as well as with key staff; a number of interviews were conducted with Bolivian officials and others outside the participating agencies who were known to have knowledge of and contact with the project agencies. All work was conducted in La Paz with the exception of a one-day field trip to Cochabamba that the Team Leader used for interviews in three key field organizations.

The team looked at quite a bit more than the activities of the participating agencies. It investigated the internal organization of each agency, talked about internal and external relationships, asked questions about personnel and managing change, and read and discussed each agencies' plans for 1993. The objective of this part of the evaluation was to assess whether each participating agency was focused on the right project priorities, whether it was placing emphasis in the most productive areas, and whether it was planning realistically for the future.

The evaluation team used a simple model as a framework for the analysis of the four institutions in Bolivia. The model consists of the following:

Resources → → → → **Program of Services** → → → → **Results**

With this model as a framework, the team focused first on the institution's resources. Given those resources, certain activities or services were carried out, and results attained. The team did not concentrate on final results since the project is in its early stages.

In addition, the evaluators reviewed the appropriate background materials such as the Project Paper, Project Grant Agreement, the Cooperative Agreements, work plans, semi-annual reports, and the various products of the project agencies. These products included a wide range of video tapes, radio spots, posters, pamphlets, and other printed materials supported by the project. The evaluators used the Logical Framework for the project and the Project Paper as the bases for determining the progress of project activities. In addition, however, the individual project agencies had plans and logframes of their own that were utilized to monitor changes and adjustments in the activities of the agencies. Since the Bolivia Drug Awareness and Prevention Project is only part of the range of activities of each project organization, the additional logframes and plans proved valuable in assessing the extent to which the project agencies devoted their resources to the DAPP.

Chapter III

SEAMOS

Chapter III. SEAMOS

I. Introduction

SEAMOS started in 1986 as a public awareness project of the Confederation of Private Bolivian Entrepreneurs (CEPB). The acronym stands for Sistema Educativo Antidrogadicción y de Movilización Social, but the group is known throughout Bolivia by its acronym, "SEAMOS".

During the latter part of the 1980s, SEAMOS was an informal group from the business sector and the medical community, with a small staff led by a local heart surgeon and a physician. With support from USAID (Project #511-0592) it conducted an ambitious and largely successful media prevention campaign aimed at young people in urban areas of the country. Utilizing posters, television, and radio spots to build a positive approach to a life in which there is no room for drug use, the campaign aimed at building self-confidence, a feeling of self-worth, and a positive approach to the future on the part of young, urban Bolivians.

It was a very successful effort. In previous work in Bolivia in 1988, the Evaluation Team leader found that SEAMOS was known to virtually everyone in Bolivia within range of a television set. The SEAMOS theme, "Dame tu mano, hermano; seamos dos seamos todos" (Give me your hand, my brother; we are two, we are everyone.), was sung in schools and homes in cities throughout Bolivia. The organization produced hundreds of hours of television spots and obtained or purchased more than ten thousand hours of air-time. It became a widely known and highly respected institution, influential in government, in media, and among the general public.

In addition, SEAMOS worked with a local research institution (CIEC) to prepare young people to do community work; it conducted projects in human resources training in La Paz, Cochabamba, and Santa Cruz, and it started a social mobilization program involving thousands of students and young people in La Paz and Santa Cruz.

Following a period of neglect in 1989-90, described by its present Executive Director as "a black era", SEAMOS re-emerged as the primary institution among the four selected by USAID/Bolivia to participate in the Drug Awareness and Prevention Project (Project #511-0613). Still an institution directly related to the CEPB, SEAMOS has expanded its vision, broadened its objectives, and enlarged its areas of activity, partly in response to the renewed interest of the U.S. Mission and the DAPP, but also as a natural consequence of new dynamic leadership.

It has a professional staff of fifteen, including an executive director who is a nationally known journalist and editor at one of Bolivia's leading daily newspapers, an economist, sociologist, psychologist, political scientist, auditor, administrator, two documentarians, three social communicators, and an executive secretary. These staff work in a comfortable, well-lighted, and equipped private house which serves as the institution's headquarters in a pleasant neighborhood close to downtown La Paz.

According to its own promotional material, the new objective of SEAMOS is almost identical with that of the DAPP: to "build awareness among the Bolivian population of the harmful effects of the production, trafficking, and consumption of drugs and inform (them) about the solutions to that problem. With regard to the latter, design communication strategies and carry out campaigns of comprehensive prevention."

Its present areas of activity are:

- Research: The content of the materials produced by SEAMOS is based on a continuing process of research which includes quantitative and qualitative methods, focus groups, round table discussions, university theses, and journalistic research.
- Production and Distribution of Communication Materials: Television spots are a large part of SEAMOS production; but the institution also turns out posters, pamphlets, and comics as well as press releases for the national news agency ANF (Agencia Noticias Fides), and a radio news show for Radio Fides.
- Social Mobilization: SEAMOS focuses its efforts on high risk populations and in non-profit institutions in the prevention field. Their objective here is to support changes in attitudes about drugs through interpersonal communication with high risk youth.
- Information: The Information Center serves a wide range of clients from university researchers to concerned parents who are looking for information on drug abuse prevention, drug consumption, drug trafficking, or alternative development. It is computerized and professionally staffed, with the capability of obtaining access to other data bases or drug information centers around the world.

II. Project Activities

In the Logical Framework of this project, SEAMOS has no less than five of the eleven outputs expected from the project. It also receives about 50% of the project's budget. Of the five activities for which SEAMOS has major responsibility, three relate to the area of social mobilization and will be dealt with together. The other two SEAMOS outputs will be mentioned first.

A. SEAMOS Established and Operational

The first challenge of the project was to change SEAMOS from the informal and homey little organization it was at the outset in 1986 to a sophisticated, modern, accountable, and influential player on the Bolivian institutional scene without destroying its effectiveness. The Project Paper called for its expansion into an integrated organizational format which included training, research, and world-wide information sharing. This would be a

significant effort that would change the essential nature of the organization and, perhaps, the way it was seen by the Bolivian public. While the early SEAMOS conducted only a few different activities, it had a reputation for doing things well—particularly in the field of television spots. This reputation was to be maintained as the organization was expanded and given additional complex tasks to accomplish. The key to the success of the effort, according to the Project Paper, was to maintain the credibility of SEAMOS as a Bolivian institution.

The DAPP provided the funding support for SEAMOS to become established and operational. With that support, SEAMOS embarked on a major effort to find adequate office space, purchase equipment, and hire professional staff, and organize. As stated in the introduction to this section, SEAMOS is located in a pleasant office close to downtown La Paz. It is well equipped and well staffed with professional people who work harmoniously and cooperatively toward goals that everyone seems to understand. This is a considerable accomplishment in the short two years of the project's life. Clearly, the Board and the Executive Director have been successful in staffing and equipping a working, professional organization.

Accounting systems are in place and functioning, programs and activities are going forward, the several sections of the organization are working on their projects. The impression one has on walking into SEAMOS is that of a dynamic and active institution where people work together and exchange ideas on a regular basis. It is humming with activity: telephones are ringing, staff are meeting, doors are open and things are happening.

1) SEAMOS' Image

Executive Director Lupe Andrade says that the most important thing for SEAMOS to do at this stage of its development is to maintain its credibility as an independent institution. In the past, critics have described SEAMOS as the creation of and even an integral part of the U.S. Embassy in La Paz. Some have linked it with the DEA, calling it "the ideological arm" of the DEA (while the National Drug Police—UMOPAR—are called the armed branch of DEA). Mrs. Andrade feels that such accusations are highly destructive to the effectiveness of SEAMOS as a Bolivian institution.

SEAMOS is so serious about maintaining its credibility that it wrote an additional short-term project into its plans for 1992 when its own research showed that some of its target audiences viewed SEAMOS as "pro-Yankee" and, therefore, "anti-Bolivian", saw it as favoring forced eradication of coca cultivation, and believed that it distorted Bolivian reality. Designed to clarify its image as a Bolivian institution and change some of the negative perceptions noted above, the "Institutional Campaign" was conducted from September 1992 to January 1993 and was underway during the visit of this evaluation team.

Mrs. Andrade's concern for the credibility of SEAMOS sometimes causes her to disagree with elements of the Embassy or USIS on programming suggestions. Some would like to use SEAMOS for short-range programs of their own. Some would like to see SEAMOS cooperate more closely with elements of the Bolivian Government. But as long as SEAMOS is directly linked to the CEPB, an independent institution of Bolivian businessmen, such cooperation probably will remain limited; and it is unlikely that either the Board of Directors or Mrs. Andrade would agree to participate in any short-term project of the U.S. Embassy that might put into question the long-term credibility of SEAMOS.

The Board of Directors wants SEAMOS to stay clear of politics, maintain its independence, and have no involvement with political parties, with church groups, or with ideological groups. There is plenty of opposition within Bolivia to any efforts to challenge the cocaine industry. SEAMOS doesn't need to take on that political battle, according to Andrade. SEAMOS, she says, will be most effective if it follows the guidance of its Board and the CEPB carefully and continues to be known and respected as a source of accurate information about drug issues, and as a Bolivian research and communications institution without compromising links to any government or political group.

Lupe is philosophical at the same time that she is adamant about credibility. Credibility, she says, is all that SEAMOS has in Bolivia and she will not compromise it; and, insofar as the Embassy or the GOB are concerned, she is prepared to live with the criticism that sometimes comes her way for too jealously guarding the independence of SEAMOS.

2) Technical Direction

Key to the execution of the decisions of the Board of Directors and the Executive Director, the Technical Director of SEAMOS has played a critical and positive role in getting the new SEAMOS off the ground. She is an economist by training, but Sylvia Calderon has a much broader portfolio at SEAMOS. As Technical Director, she is responsible for the planning documents and for the flow of activities under those plans. It is she who ensures that the Board of Directors and the Executive Director are fully informed about the activities, the accomplishments, and the problems of the institution.

This element of SEAMOS has developed very well under the DAPP. Planning is thorough. The evaluators were given documents showing the operational plans, the technical plans, the implementation plan, the short term communication plan, and the social marketing plan for 1993-1996 (hot off the presses during the evaluation team's visit). The documents themselves are very detailed, indicating that planning is an activity taken seriously at SEAMOS.

All of the staff with whom we talked was involved in the planning process and seemed to conduct most of their activities in relation to one plan or the other.

In addition, the Technical Director ensures that SEAMOS reports adequately on its activities. Reports on social mobilization activities, round tables, institutional assistance, and the information center were readily available.

3) The Information Center

Executive Director Andrade described the Information Center as "the most effective thing that SEAMOS does." She is probably right; it is an impressive operation.

Up and functioning, the Information Center is fully computerized and staffed by two professional documentation experts. It has a steady flow of customers seeking use of its facilities; these vary from twenty-five to fifty each day. The Center is designed to provide a national network of information on prevention, drug trafficking, alternative development, dependency, drug consumption, treatment and rehabilitation. In addition to six data bases of national information, the Information Center also has the capability to access by modem or by CD-ROM international data bases such as OAS/CICAD, BIREME/LILAC, or USIA/ININ. In the coming year the Center expects to establish computer links with the International Federation of Documents in Spain and the International Children's Institute in Uruguay.

While computerized exchange is developing rapidly, the exchange of documents with international institutions is limited because of the high cost of shipping. However, this doesn't affect local exchange, and the Information Center is actively conducting business with such Bolivian institutions as DINAPRE, CESE, and ENDA.

One of the data bases available at the Information Center is on audiovisual materials. Kept here are copies of all of the television spots created by SEAMOS during its campaigns plus many spots of other Bolivian institutions. In addition, one can find documentaries and news clips on drug subjects which have been broadcast by the different television stations in the city of La Paz.

At the moment there are over 1200 monographs, magazine articles, texts of speeches, statistical reports, and university theses on drug subjects available at the Center. And it maintains in addition a clippings service covering the eight most important newspapers of Bolivia. Since it is estimated that up to 40% of the news in Bolivia deals with the drug issue in some form, the level of activity here is quite high.

The Information Center is rapidly becoming a major resource on drug information for the nation. It fields calls from ministries as well as other institutions. Students

and academics are regular users as well. The Center has begun to promote its services through an attractive poster that it is distributing around La Paz.

B. TV and Radio Spots

1) Information Output

The Logframe goal for the life of this project is to produce 90 TV and radio spots; the 1992 goal was eighteen TV spots and twelve documentaries. The numbers realized were twenty TV spots (two didn't air because focus group results showed that the messages were confusing) and ten documentaries. No specific number of radio spots was given because the scripts for TV spots can often be converted to radio spots; therefore, the number would be almost the same. Five radio spots were produced; three were translated into Aymara, Quechua, and Guaraní. Production goals/numbers realized for other information materials in 1992 were:

<u>Item</u>	<u>Goal/Realized</u>
press releases:	100/57
radio news releases:	100/57
bulletins:	11/7
publications:	6/6

SEAMOS produced approximately 85% of the materials planned, as well as many unplanned materials. For example, the short-term communication plan (the campaign to improve SEAMOS' image) surfaced about the middle of 1992. The organization made five TV spots, one radio soap opera, three jingles, three pamphlets, four posters, a postcard, banners for the streets, stickers, flags, and hats for this campaign.

They launched the campaign because analysis of focus group discussions showed that many people were confused about what SEAMOS was and what it did. The general public thought that, in addition to producing TV spots, SEAMOS was rich and could solve all of the country's economic problems, since they had money from the U.S. The critical public, opinion leaders, intellectuals, and the rural poor, thought that SEAMOS was pro-U.S., pro-USAID, a government organization, anti-coca leaves (hence anti-Bolivian), and pro-military. Clearly, there was a need to show that SEAMOS was a Bolivian institution with national goals, not a U.S.-influenced ad agency.

To get an idea of what materials SEAMOS produced in 1992, the evaluator watched three animated TV spots for children (contamination of water, air, and deforestation) and one five-minute spot on the ecology that used some of the footage first seen in the other three productions. For adults, the evaluator saw six TV spots: flora and fauna, chemical products, faces of the Chapare, Isiboro Secure Park, the environment

and trafficking, and contamination of the rivers. For the campaign on "Free Time," aimed at youth, she saw one three-minute program and five one-minute spots (Sweethearts; rock group rehearsal; soccer game; music; classroom). For the institutional campaign, she watched four animated TV spots for the new logo and image. In addition, she saw five documentaries and two segments of the weekly half hour program, "Más allá de los Hechos," "Eteramazama," and "Entre el Miedo y la Esperanza," about drug programs in Santa Ana/Beni. The technical quality of the productions was excellent; of course, the content is better evaluated by the target audience.

2) Focus Group Discussions

SEAMOS plans and supervises the focus group discussions (FGDs) that are conducted to evaluate programs in the pre-production stages, such as pre-script, storyboard, and/or script. In conjunction with independent local consultants, questionnaires are drawn up, participants are found, sites are selected, and the number of groups is decided.

The variables for participants in FGDs for the "Free Time" campaign targeted at youth, were sex, socioeconomic class (urban poor, middle, and upper middle), and age (youth/parent). All were urban residents. One person conducted the FGDs; he asked questions and wrote down comments. To test the scripts for this campaign, two FGDs were carried out with adolescents from 15-18 years old, male and female--one for the middle class and one for the urban poor. Two FGDs were conducted for adults between the ages of 35-45, both sexes--one for the middle class and one for the urban poor. All of the spots were shown to all of the participants, although some of the spots were targeted at the poor (soccer game) and some were more clearly aimed at the middle class (Sweethearts) who could afford leather jackets and motorcycles. No tests were made in Cochabamba or Santa Cruz, although the spots were for national distribution.

Some suggestions about content were made during the FGDs. For example, when shown an argument between daughter and parents in the spot "Sweethearts," the parents said that the fighting shouldn't be presented as it was. The final messages or slogans in two spots were felt not to correspond to the themes of the spots. When the evaluator asked the director of the ad agency what happened with the suggestions made in focus groups, he said that fine tuning, rather than drastic changes, are made. For example, the spot "Sweethearts" still contains an argument between parents and child; SEAMOS says it is very toned down from what it was. The scene was memorable for our evaluator.

3) Recycling Information

SEAMOS is very good at recycling certain information. For example, students are given scholarships to write graduate theses on drug-related topics. These are published and kept in the Information Center. They are accessible to all, but mainly the information is used for TV spots and panel discussions which are taped and printed in publications. They also make effective use of materials that appear in the local press or information that is derived from their own research.

Information from other institutions in the project, however, is not often included in SEAMOS' output. For instance, the findings of research conducted by PROINCO could be worked into the TV and radio spots if an adequate system were devised to exchange this information. Certain kinds of information relating to alternative development also could effectively be included in SEAMOS' output. Such a system, however, has not been developed in the project thus far, even though there is a monthly coordinating meeting that all the executive directors normally attend.

Finding some of the results of PROINCO's research in the SEAMOS Comprehensive Social Marketing Plan for 1993-1996, an evaluator remarked that this was a good example of how information could effectively be recycled for the benefit of the project. He was told that the charts from PROINCO had been given to SEAMOS by an American consultant and had not appeared as a result of a recycling effort by either PROINCO or SEAMOS.

C. Social Mobilization

Three of the major outputs from the project's Logical Framework deal with aspects of social mobilization and are the responsibility of SEAMOS to accomplish. The progress on these activities will be reviewed in this section.

The key role of SEAMOS as the project leader in social mobilization is also clear from the Project Paper. Among SEAMOS' principle tasks will be "to help catalyze, pull together and support a nationwide network of local and departmental anti-narcotics organizations"; "turning narcotics awareness into public action"; "encourage the formation of local organizations to join the anti-narcotics fight." SEAMOS' operations in technical assistance, training, and outreach will support this role and the related tasks.

1) Training of Promoters

Over the length of the DAPP, SEAMOS plans to train 20 "promoters." A "promoter", in the context of this project, is a person from the geographical area and the social milieu in which a SEAMOS program occurs, who is selected/recruited by

SEAMOS and trained to carry out additional responsibilities or promotional work in the organization of which he/she is part.

The original proposal in the project Logframe called for this training to be done "in coordination with CESE following action plans submitted by SEAMOS"; but that coordinated effort seems to have been dropped from SEAMOS' plans, at least, during the initial stages of the project as the social mobilization effort gets started.

SEAMOS expected to select and train four promoters during 1992 but was able to find only two persons who met the criteria and agreed to take on the responsibilities. The shortfall is expected to be made up in 1993 when an additional six promoters should be trained.

The difficulty in getting the training program for promoters off the ground seemed to relate to the choice of the organizations with which to work. The criteria for selection as one of SEAMOS' national partners is fairly stringent, and a number of potential organizations have been evaluated by the SEAMOS staff and rejected.

Those criteria include:

- Recognized, organized popular group ("grupo de base")
- Serving a high risk population of youths and adolescents
- Nonprofit
- Has no problems with the Bolivian Government
- Capable of institutionalizing SEAMOS activities.

So far, SEAMOS has identified several institutions which meet these criteria and has established programs with them. They cut across the spectrum of youth activities in Bolivia: a soccer academy in Santa Cruz; a church group in La Paz; a women's group in Sucre; and an art school in Santa Cruz. Additional national organizations were being evaluated at the time of the Evaluation Team visit with the expectation that SEAMOS would begin to work with several additional groups in 1993.

2) Departmental and Local Organizations Mobilized and Assisted

In building a national network of organizations committed to the fight against illicit drugs, the project paper and the logframe envision both departmental (i.e., state-wide) and local organizations being formed around the country and assisted by SEAMOS

in the mobilization of the public to support its activities. SEAMOS, in its planning and in its internal discussions about potential organizations to work with, is more concerned with the population the organization serves than with its reach as a departmental group or a local organization. Its reasoning is that there are few viable organizations established in the country and its task is to identify those that matter and establish good working relations with them.

SEAMOS has done a good job in identifying a number of institutions around the country with which it has established working relations. These institutions have been the recipients of scholarships, of round table discussion programs, of training, and of other events in which significant "interpersonal communication" on the drug issue is conducted between the target audiences and SEAMOS staff and visitors.

Thus, while progress on the project logframe looks O.K.—SEAMOS has met its goal of mobilizing and assisting one departmental organization and three locals—the important thing to note is that SEAMOS has adopted its own criteria for the selection of these organizations, that it is working hard to identify additional groups which can be brought into the network, and that it is becoming a service provider for these selected institutions.

This might be the most effective way to build the network envisioned in the Project Paper. Another way would be to seek (or encourage the establishment of) organizations outside the capital city that would multiply the effect of SEAMOS' effort by promoting (which is what the promoters are expected to do) the building and the support of multiple organizations in the community which were committed to joining the battle against illicit drugs. This approach is slower and probably more difficult; but with the choice of the right kinds of dynamic individuals as promoters in the communities, it isn't beyond the realm of possibility for the project.

SEAMOS at present is working as a service provider to already established organizations in four or five locations. What it has not yet done is to investigate the possibility of promoting from within the local community the creation of several organizations which the community would serve utilizing SEAMOS materials and expertise. In this way, the community becomes the service provider (much more likely to be a permanent relationship once the project is over), and SEAMOS is the resource for information and materials.

III. Findings

1. The project goal of strengthening and expanding SEAMOS is well on its way toward realization. The new and expanded institution is established and operational. Its facilities are adequate and its staff highly professional. Its leadership is dynamic. It is conducting a wide variety of programs in support of the objectives of the project, and it is beginning

to function as the "national drug education and information center" envisioned in the Project Paper of October 1990.

2. SEAMOS' image is important both to the institution itself and to the project. The rationale of the Project Paper was that "the key to the successful development of this [project] strategy is credibility". SEAMOS would agree. There is sufficient opposition in Bolivia to GOB cooperation with the USG on drug issues to make institutional credibility a major concern for SEAMOS. Both the Executive Director of SEAMOS and its Board of Directors realize that since the USG is the source of funding for much that SEAMOS does, the institution is going to be closely scrutinized and criticized by some Bolivians for being too closely linked to U.S. Embassy interests. For this reason, SEAMOS feels it is of critical importance that it demonstrate at every opportunity that it is a viable Bolivian institution that, while funded by the USG, is not under the control of the USG.

While this seems well understood by USAID/Bolivia, there have been tensions between SEAMOS and USIS over program suggestions that SEAMOS felt it necessary to reject because of concerns about its institutional credibility. Similarly, SEAMOS expressed a distinct hesitancy to become too closely involved with some elements of the GOB anti-narcotics efforts for fear of violating the Board's strictures against "political" involvement. SEAMOS is very sensitive to this issue and has its antenna out to detect any potential missteps that might jeopardize its independence and/or its credibility.

This concern sometimes makes it difficult for SEAMOS to cooperate/coordinate with the other participant institutions in the project, particularly PROINCO and SUBDESAL, both Bolivian Government agencies. The constraints on becoming involved in GOB politics are real; full cooperation, effective coordination, are impeded by the concern that SEAMOS and its resources must resist being co-opted for political purposes.

3. Technical direction of SEAMOS is quite strong and very active. Planning is an integral part of the process of program development. It is quite detailed, with plans for nearly everything. At times the number of plans seems confusing, the amount of paper daunting; on the other hand, as things change during the course of a project or as the exterior situation develops, SEAMOS is ready to make the necessary adjustments in its programs or in its planning for the future.
4. The Information Center at SEAMOS is operating very effectively. It is well on its way to becoming a major resource for the "world-wide information sharing" called for in the Project Paper.
5. SEAMOS produced a large quantity of TV spots and other informational materials in 1992, about 85% of what was planned. The quality of this material was quite high. They also conducted a significant number of focus groups, which are time-consuming and relatively expensive. Improvements could be made in the way that focus groups are planned and implemented. Outside technical assistance could help to refine the process (number of

facilitators, ways of recording the responses to questions, etc.), decide how many groups should be held in each geographical area, decide what content should be given to a specified segment of the population (should all youth react to a spot for upper middle class youth?), help analyze results and insure that they are incorporated in future versions of the materials.

6. While SEAMOS has made some efforts to recycle information from its own Information Center into the products for its TV and radio spots, more efforts could be made to re-cycle the information from products of those other organizations in the project. PROINCO, CESE, and SUBDESAL all produce information and research that is valuable to the general effort, and that could be disseminated most effectively in the TV and radio production (as well as the other output such as posters) of SEAMOS.
7. Training of the promoters in departmental and local organizations has started slowly probably because of the difficulty in identifying appropriate organizations to work with. SEAMOS has established fairly stringent criteria for organizations to qualify for support; once identified, these organizations provide promoters from their ranks. SEAMOS does not attempt to develop promoters from among prominent local or departmental organizations that do not serve at-risk populations, nor do they recruit from well established service organizations similar to Rotary or Kiwanis in the U.S. SEAMOS is not training promoters in cooperation with CESE and has no plans to do so in the coming year.
8. SEAMOS has met its initial goal in mobilizing and assisting departmental and local organizations but in doing so has become more a "service provider" to those organizations than the builder of a national network of organizations committed to the fight against illicit drugs. SEAMOS seems to view its role in social mobilization as an essential re-enforcement of its communication via the mass media. Direct inter-personal communication in the departmental and local organizations is used to supplement and further explain what has been in the mass media. While this technique does tend to re-enforce mass communications—and, as such, has great value—it is less effective in building community networks. The strategy of the project is to build such networks and encourage them to become lobbyists for alternative development and permanent links between the community organizations and SEAMOS. This strategy is not yet being pursued effectively by SEAMOS. While recognizing the need for the service provider, one person interviewed wondered whether its social mobilization effort was making SEAMOS nothing more than "a source of trophies for sports clubs".
9. SEAMOS has cordial working relationships with the other participants in this project but has not yet seen advantage in conducting programs together. Its continuing concern about credibility and independence makes SEAMOS uncomfortable working too closely with Bolivian Government institutions such as SUBDESAL. With PROINCO it seems possible that closer cooperation could occur if SEAMOS begins to re-cycle more research data into its information output. CESE and SEAMOS have not yet begun to work cooperatively together, and it often seems that the two organizations are competing rather than working

together on a joint project. The languishing program for the joint training of promoters in the Chapare is evidence of that. SEAMOS is not yet thoroughly comfortable with its expected role as an umbrella group for this project.

IV. Recommendations

1. USAID/Bolivia, as project coordinator for the DAPP, should devise a mechanism for screening all program suggestions or program support requests to SEAMOS that come from within the U.S. Embassy. It should also ensure that all project participating agencies understand the importance of maintaining the credibility and independence of SEAMOS as the primary communications link to Bolivia's media and the reading and viewing audience.

RATIONALE: Since the credibility of SEAMOS is recognized in the Project Paper as essential to the success of this project, any program suggestions which might be perceived as undermining that credibility should be thoroughly aired before being sent to SEAMOS.

2. With guidance from the Executive Director, the Technical Director of SEAMOS should consolidate the various plans for SEAMOS activities in 1993 into a single document.

RATIONALE: The present situation of multiple plans on various activity areas is confusing and difficult to follow, even for SEAMOS staff. Consolidation seems to be one of the objectives of the Social Marketing Plan, 1993-1996, but this should also be done on a yearly basis so that any staff member can use the yearly plan as a reference and feel confident that it is the working document from which he/she can take direction.

3. The Information Center at SEAMOS should work closely with the three other project members to obtain research and information from them for inclusion in an Information Center data base. SEAMOS should encourage other elements of the project to make use of its resource center and facilitate such use. USAID should encourage cooperation from all project participants in working to make the SEAMOS Information Center a national resource on drug information.

RATIONALE: The Information Center has the potential already to be a national resource center. Without discouraging any other resource or information center from continuing to develop its own capacities, project support of the SEAMOS center is the surest way to obtain the information collection and applied research capability envisioned in the Project Paper.

4. Provide technical assistance and a workshop on focus groups for SEAMOS and the other three agencies in the project.

RATIONALE: Focus groups greatly enhance the quality of materials and assure that the target audience will better understand and act on the information presented in audiovisual materials. Current focus group techniques are considerably more advanced than those used by SEAMOS and the other agencies; to get the most from the FGDs conducted, technical assistance from a focus group expert could help update the project.

5. Encourage SEAMOS to use PROINCO's research findings in TV spots, etc.

RATIONALE: PROINCO is not as skilled at using the media as SEAMOS; and since SEAMOS is experienced at recycling information, it is appropriate and feasible for them to popularize PROINCO's research results.

6. SEAMOS should expand its search for promoters to the larger community involved in drug prevention and identify and train community leaders as well as members of popular organizations.

RATIONALE: Promoters within organizations will help mobilize their organizations; community leaders who become promoters will help mobilize the entire community. If the project objective is to establish a national network of those committed to working for prevention and alternative development, community mobilization is the more effective way to go since the community will carry its organizations along with it. Organization promoters are important, but effective social mobilization involves the entire community, and community leaders will be the most effective promoters of the project network.

7. SEAMOS should concentrate additional resources and effort to build a national network of communities and organizations in prevention.

RATIONALE: Continuing its emphasis on individual organizations will make SEAMOS into a service provider for those organizations. While careful selection of organizations is important to ensure SEAMOS is reaching its target population, it should place more emphasis on developing the network than it has so far. The larger project objective of building a national network of community organizations will be achieved more effectively by concentrating on establishing links with community leaders, playing a coordinating and organizing role in the community, and then becoming a resource in the community for information and research on prevention and alternative development.

8. SEAMOS should begin to identify a few programs from the other project participants that it could promote in its TV spots and other output.

RATIONALE: As the umbrella organization of this project, SEAMOS needs to be alert to opportunities to make project activities better known and project goals better accepted throughout Bolivia. An effort to identify programs of potential interest to its audiences will bring SEAMOS closer to the working levels of the other three and allow it to do

this and, at the same time, begin to establish a more cooperative and productive relationship with all. It will also give the other participants a better understanding of the criteria necessary for them to meet for their programs to be worthy of media attention.

Chapter IV

CESE

Chapter IV. CESE

I. Introduction

The Centro Educativo Sobre Estupefacientes (CESE—Educational Center for Narcotics) was founded in 1983 as a sub-unit of the Narcotics Affairs Section (NAS) of the U. S. Embassy. CESE was founded because no Bolivian organization existed in 1983 to educate the public and train professionals about drugs.

In 1987, the current director, Dr. Laura E. Baldivieso, took over. Her first project involved developing a textbook to teach students about drug use prevention. The updated edition of Dr. Baldivieso's book, Quiero Llegar a Ser Alguien, is currently part of the Ministry of Education and Culture's curriculum for 11-14 year-old students.

Since the late 1980's, CESE has worked with the Federación de la Prensa (Press Federation), the MEC, and many other governmental and private sector groups to prevent drug use and promote health.

In 1991, CESE became an independent non-governmental organization (NGO) recognized by Bolivian law; in 1992, CESE was registered as a private voluntary organization (PVO) with USAID. Most of CESE's budget comes from USAID funding; approximately 7% still comes from NAS and is used to pay for per diems, materials, and external consultants to provide drug use prevention training for the Bolivian armed services and police.

CESE has fourteen staff members in the La Paz office, three in Santa Cruz, and two in Cochabamba.

According to the director, the start-up period as an independent PVO has been difficult: CESE had to learn how to meet to USAID requirements for program and financial reporting; keep abreast of changes in the drug field; and begin to coordinate activities with the three other agencies included in USAID's Drug Awareness and Prevention Project. The new relationships and requirements were different from those of the past, and the adjustment has not always been smooth.

Specific organizational objectives include:

- 1) Study the Bolivian drug abuse situation and create programs that respond to the real necessities of that situation;
- 2) Plan, design, execute, and evaluate public awareness and prevention programs about the dangers of using drugs;
- 3) Produce written and audio-visual materials to support these programs;

Chapter IV. CESE

- 4) Coordinate with other agencies involved in the area of prevention and rehabilitation for users and their families.

According to the cooperative agreement with USAID, prior to this evaluation, CESE was operating a data bank, a telephone drug hotline, and was conducting human resource education and training in the struggle against drug production, trafficking, and use. CESE's educational materials were being used in schools and health delivery systems throughout Bolivia.

II. Project Activities

According to the Logical Framework for the project (See Appendix 2), and the six-month project status report (See Appendix 3), CESE had three major activities to focus on in 1992. (The number increases to 12 if you look at the outputs stipulated in the cooperative agreement with USAID.) The first involved training parents, school and university students, teachers, workers, and community institutions.

A. Training

GOAL for 1992: reach 1,000 individuals;
REALIZED : By October, 3,220 individuals reached.

With regard to total numbers, CESE reached more than one-third of the 10,000 person goal for the life of the project in its first year. CESE reports having trained: 1,205 teachers; 109 employees of private organizations, such as newspapers; and 226 police and armed forces workers. CESE worked directly in one to four session workshops with 1397 youth, 147 parents in related schools, and 71 members of mothers' clubs. They also trained 65 administrative and maintenance staff at San Andres University in La Paz.

Thus, as of October 1992, CESE has surpassed its annual numerical goals for training and is ahead of its project schedule. However, the organization does not systematically verify the number of events, the participants, or the use of training materials. CESE has no established way of monitoring or proving what is reported. Without adequate verification, there is no way to confirm the validity of training reports.

CESE also fell short of implementing 10 regional workshops planned as a follow-up to the national teacher training workshop held in December, 1991. According to the Subsecretary of Urban Education, Dr. Fortunato Tórréz, the MEC has a contract with CESE to train 150 teachers in 10 regional departments by conducting one workshop per year for three years in each department. The same teachers will return in year two to review what they have learned, discuss classroom challenges, and learn new material. In the third year, they will design prevention curriculum and learn how to make action plans. Graduating teachers will receive a certificate qualifying them to teach drug use prevention in their schools. Dr.

Tórréz is most pleased with the quality of the workshops, and has participated in them to show his support; however, he states that teachers in the 6 departments eagerly await their workshops. CESE has scheduled 6 level/year one workshops for 1993, as well as 10 level/year two workshops.

1) Teacher Training

The 1991 national teachers workshop was meticulously designed. Each event--panel, lecture, small group session, had objectives, planned activities, and evaluation techniques. Trainers met in La Paz prior to the workshop to plan the activities, assign the work, and discuss small group activities to assure that all small groups would cover the same information. During the workshop, trainers met daily to critique the day's activities and smooth out difficulties. A variety of training materials were used, including slides, flipcharts, and a video. The latter was made in the US, and shows the life of a consumer of multiple drugs. The video includes testimonials from the user, his friends, and family, and shows the steps that he took to get rehabilitated. Exercises found in textbooks were demonstrated during the workshops; individuals formed small groups and created posters to illustrate an idea about prevention. The posters were displayed and discussed. Prizes were awarded for the best ones. Action plans for follow-up activities in the classroom, school, and community were drawn up. After the workshop, evaluation forms were analyzed and a report was written up and distributed to trainers, participants, and project managers. Some comments were used as the basis for articles for CESE's magazine, Apuntes.

2) Youth Training Programs

Two interesting programs directly involved youth. To celebrate "Children's Day," CESE staged a breakfast for 800 students; 3 student leaders from each of 10 areas then attended a workshop to learn how to implement prevention activities with their peers. Another program, "Youth to Youth," is the flowering of a youth group trained years ago in Tarija. The ten youth, now university students, are role models who work with groups of other youth, talking, giving posters, and magazines to educate and motivate healthy behavior.

3) Training Omissions

Training was not realized in two areas specified in the Cooperative Agreement:

CESE did not establish a two-year graduate program in the Universidad Católica Boliviana. According to the director, it was too costly.

CESE also did not design with SEAMOS a national training program for community level organizing and education in the Chapare, nor conduct training based on action plans submitted by SEAMOS. There were no action plans, and even if there were, CESE's director felt that there wasn't sufficient money in the budget to conduct this training.

B. CESE'S User's Hotline

Activities related to the user's hotline included expanding the telephone hotline, "A Ti", to provide emergency attention to more drug users, their family members and friends; providing short-term counselling and educational materials at CESE's headquarters; running self-help groups for users and separate ones for their friends and families; and referring addicts to treatment centers.

In July 1992, CESE began a hotline in Cochabamba; in October, CESE began a hotline in Santa Cruz. From January to the end of October, project staff, consisting of psychologists, physicians, and a student majoring in psychology, handled 3,452 calls or visits in the three cities. This exceeded their goal of 2,500 calls for 1992 by 952, with two months remaining in the year. In this activity, as with training, CESE has no established method of verifying the reports of hotline staffers or the quality of the interactions.

Hours of service are 8:30 AM to 8:30 PM weekdays. There is no service at night or on weekends. Callers during the hours of no service get a telephone answering machine message. It was not possible to evaluate the hotline ourselves by calling, because the evaluators' foreign accents would have given them away!

A phone call lasts from 1-15 minutes; the average length of time is five minutes. A visit lasts from 30-60 minutes, and individuals usually come 4-20 times. The statistical number of calls or visits doesn't show if the person is a new or repeat client; information is only provided as to the sex of the client, and whether or not s/he is a drug user, relative, or friend.

There are two self-help groups for drug users; each meets once a week and has from two to eight participants. There is little continuity. CESE staff usually attend to help facilitate the group's process. There are two self-help groups for families and friends; participants come for an average of three months.

New staff receives extensive training on the Hotline. In La Paz, training lasts for three months, and includes observation; use of a manual to make sure that information is consistent; use of a directory of treatment centers for referrals; and attention to details such as tone of voice, and how to listen and answer questions in a non-judgmental way. A goal is to encourage the caller to come for a visit, so that a more thorough diagnosis can be made, and educational materials can be provided.

Before the hotlines began to function in Cochabamba and Santa Cruz, staff were trained for four days in how to implement the system. Dynamic techniques, such as role playing, were used.

Monitoring is conducted by tracking the number of calls, visits, referrals, and group session participants. Occasional phone calls are made by CESE's director to the centers in Cochabamba and Santa Cruz to see how things are going.

Plans for '93 included expanding the number of hours and days per week of service, and initiating service in Sucre and El Alto. The project's national director did not know how much money was available in the budget for these activities.

C. Communications

The work of the communications department involves contact with radio, TV, and the press; writing and distributing a magazine; and running a documentation center that is used by students from intermediate to university levels.

1) **Contact with the media**

Currently, one popular radio show host interviews one CESE staff member each week; this will continue for three months. Listeners call in during the show, and are encouraged to call the hotline and come for consultations. An increase in the number of hotline callers and visitors is an informal way to evaluate whether the audience is listening and wants to act on the information that they receive.

Each Friday, a one-page bulletin about drug use prevention is sent to 54 recipients working in radio, TV, the press, and news agencies in La Paz. The bulletin is also sent to CESE's offices in Cochabamba and Santa Cruz so that their staff can send it to local media sources.

2) **CESE'S Magazine: Apuntes**

Twenty thousand copies of Apuntes, an attractive, bimonthly 28 page magazine are printed and sent to universities, schools, health centers, international organizations, and community agencies. Articles are written by the director of the communications department and reviewed by the director of CESE. The director writes the editorial. A staff member does the layout.

A page is dedicated to each of the several target audiences: youth, women, scientists, agencies involved in the drug use prevention program, those who live in

Cochabamba and Santa Cruz, etc. One page is dedicated to the activities of the four agencies jointly working on the USAID-funded project. They also print an installment of a scientific article; the rest is printed in future articles.

A cover letter accompanies each shipment of magazines to an agency and asks for feedback about what number of magazines to send in the future. Return letters are carefully read; requests for magazines are added up and determine the number of copies to print. Letters also suggest topics for future articles. In the past, there was an evaluation page included in the magazine, but very few people filled it out; the page was eliminated.

The director of the communication department stated that the magazines are saved, put into agency libraries, made available to patients at clinics, given to Ministry staff members, etc.

3) Documentation Center

The documentation center provides information about drug use in Bolivia and other countries in North and South America for students, teachers, researchers, and the public. Usage increases during the school year, particularly for students who come from poor urban districts surrounding La Paz. Second year university students who are writing a thesis in law or education are also users.

To help locate materials, users can talk with staff, or read the bibliographies in Spanish or English. There are more than 600 titles in the collection. The information is not computerized, so it is not possible to do computer searches for data.

CESE's center is part of the World Health Organization's network of documentation centers, and regularly receives materials from Geneva. They receive information from USIS and other embassies, universities, and international organizations. Many books are free, sent in exchange for CESE's publications. Sometimes the center makes copies of books that consultants bring to the country.

4) Printed Materials

During the year, CESE has created and printed pamphlets, posters, and flyers to publicize events (such as conferences) or services (such as the telephone hotline) or provide information to staff (directory of institutions that work with the poor in Santa Cruz.) The center has also reprinted materials from the past that have been in demand for courses, or by institutions such as the Rotary Club. These materials are used during workshops and are given to participants so that they can remember what they

have learned and share it with others. They also reprinted manuals for students (from 6-9, 10-14, 15+, university students), guides for teachers, and materials for parents. One poster was created for SUBDESAL.

The quantity of materials produced is impressive, and shows that they are in demand. The methodology used to produce posters, for example, is, first, to take photos, show them to staff, select the best one for the poster, and then add text to provide specific information. Small quantities, such as 500 copies, are printed as a pretest; if the demand outstrips the supply, CESE feels that the poster is a success.

CESE does not use focus groups to see what people want to know, nor are there pretests of the pictures, the text, the colors, etc., to help determine what people like and remember, or if they will be motivated to act on the information.

The director of the communications department didn't know how much money was in her department's budget for 1993 activities.

D. Internal Organization and Functioning

Due to CESE's relatively large size, a significant influence on the effectiveness of the team is how it organizes and manages itself. The director and five key staff members were interviewed on this subject, mainly in the following areas: work atmosphere, leadership, information flow and quality, and career development.

1) Work atmosphere

The director was asked what kind of organizational atmosphere she wished to promote. She described a desire for a place where everyone gave everything they had to give; a pleasant, human atmosphere; and a workplace of dignity. When asked how she promotes this, she said that she tries to exemplify these things through her actions. She also holds regular meetings and emphasizes being in contact with all her people. She looks for direct feedback.

CESE staff essentially confirmed that, for them, the director's desired climate existed. They described CESE as a place where there is a lot of work and where one works hard. It was mentioned that this reflects the leader; according to one person no one works harder than the director. The staff liked their work, their colleagues, and the ability to easily interact and interchange ideas with the director and their colleagues.

2) Leadership

The director places a great deal of importance on producing, and on knowing what is going on. She feels she must know everything and see everything that goes out in order to assure quality. She described herself as directive and also open to her staff.

She tries to manage her day such that mornings are dedicated to internal matters and afternoons are focused on the external.

Staff described the director as directive, persuasive, and charismatic. They confirmed her desire for all to work hard. They felt they had good access to the director and described her as quite open; that there were no barriers.

3) Information Flow and Quality

How does CESE manage information flow and exchange, both internally and from the outside? CESE staff meet each Monday morning. Much of the information exchange among staff members occurs here. In addition to internal work, all are invited to bring in information from outside the CESE system for review by everyone. An example during the week of this team's visit was the review of a document provided by PROINCO. Certain figures were highlighted and the staff decided to check its own resources to cross-check the PROINCO figures.

CESE generally encourages much information sharing among its staff. It also sends letters, signed by the director, to recipients of its magazine *Apuntes*, seeking feedback on the publication. Staff add that there is considerable outreach internationally, particularly with the Andean Network on Drug Abuse Prevention.

In a very unscientific sample, information flow outward was confirmed by Bolivian organizational leaders that this evaluation team knows and talked to. Everyone knew CESE and the director well. Two organizations, however, were disappointed or unknowledgeable regarding interaction with CESE.

COPRE La Paz admitted being disappointed with follow-up from CESE regarding a request for help it made early in the year. The UNC of SUBDESAL felt that, really, it did not know CESE well.

4) Career Development

In terms of developing its people, the director says that the organization is still young and that not a lot is done here. CESE holds two in-service trainings per year,

bringing in outside experts to provide staff development. Seminars are occasionally available. Staff add that they have learned much from their on-the-job work.

E. External Relations

With regard to the other three agencies involved in this project:

- a. SUBDESAL. CESE's director stated that it is easy to work with SUBDESAL. CESE created a poster for them in 1992. They collaborated on a workshop held in El Alto. Once CESE rescheduled a workshop with ENDA, an NGO that works with street children, because SUBDESAL was already giving one. SUBDESAL staff are invited to seminars; they sent a journalist from Cochabamba to the workshop CESE sponsored there for journalists; sometimes SUBDESAL staff speak at workshops for the police and armed forces. CESE has contracts to train local agencies of SUBDESAL, Consejos de Prevención Integral del Uso Indebido de Drogas (COPRES) in Oruro, Potosí, Beni, and Pando.
- b. DINAPRE/PROINCO. CESE also finds it easy to work with this group. However, CESE wishes that PROINCO would do qualitative research, as well as quantitative research. They question some of PROINCO's findings (for instance, that drug consumption is decreasing). At least, participants in CESE's workshops say that they are there because they think that drug consumption is on the increase.
- c. SEAMOS. The Logical Framework for the project calls for CESE and SEAMOS to work together to train promoters in the Chapare and to design a National Training Program. Neither of those activities has happened. The directors of the agencies have scheduled meetings, but for lack of time or conflicting priorities, the meetings weren't held. There is more access to mid-level management of the two agencies. CESE invites SEAMOS staff to attend their workshops, sometimes as presenters and sometimes as participants. SEAMOS staff acknowledges the invitations and participates only irregularly. CESE asked to send some of its staff to workshops run by SEAMOS in conjunction with Development Associates, but was told that the workshops were closed. CESE feels that their role with regard to SEAMOS is to follow-up and educate society in a deeper way about the ideas that SEAMOS introduces via the mass media. Conversely, SEAMOS can reinforce the messages that CESE gives to thousands of school children, teachers, and parents. CESE would like to work with SEAMOS to develop a prevention education radio program for rural areas.
- d. Joint action. One page of Apuntes is devoted to summarizing the activities of all four agencies in the USAID-funded project.
- e. USAID. The director of CESE is very appreciative of the support given by USAID

staff, particularly with regard to the new administrative procedures. Relations with USAID are informal, and meetings with USAID staff or telephone inquiries are easy to set up. The director perceives few gaps in communication with USAID.

- f. Development Associates. The director of CESE says she sees Development Associates' Chief of Party only about once a month, usually at the project coordinating meeting. Relations are more formal than with USAID, according to Dr. Baldivieso; it is necessary for her to set up appointments well in advance. Sometimes communication gaps occur, causing less than optimal use of resources. One such case was the November 1992 visit of a consultant from Macro International, who came to do a workshop but ended up leaving early. While both CESE and D/A sent each other written communications on the subject, it was clear to the evaluators that the short preparatory time for the visit and workshop required using more informal lines of communication, and those weren't operating particularly well. While the use of more formal communications is part of the effort to convert CESE into an independent NGO and to tighten administrative and financial procedures by putting things into writing, in this case, the evaluators feel, the problem could have been avoided with one or two timely telephone calls, underlining the importance of the care and maintenance of the informal links between organizations.
- g. Others. According to the Ministry of Education, CESE is well respected for the quality of its workshops, textbooks and teacher guides. The MEC wants the number of workshops to equal the number specified in annual plans.

According to ENDA, an NGO that works with street children in El Alto, CESE collaborates very well with them. CESE trained their staff, local teachers and community leaders; and wrote part of a book, "El Presente en la Ciudad del Futuro."

The director is president of the Andean Prevention and Development Corporation, a PVO incorporated in Peru, with members from Peru, Ecuador, Colombia, and Bolivia. The group is dedicated to: a) helping their respective governments to pass legislation and to increase public awareness of the dangers of drug use; b) establishing cooperative relations with other Andean and multinational organizations; c) implementing joint activities, such as research, regional workshops, and publications. In 1992, CESE sponsored a workshop in Bolivia for this group. The director has made numerous trips to the US and other Latin American countries to speak at seminars and serve as a consultant. She frequently obtains documents from around the world for the documentation center.

E. Planning

There were many plans for CESE for 1992: that in the logical framework for the project, that in Development Associate's semiannual report; that in the cooperative agreement with

USAID; that which CESE wrote with a monthly description of what they would do each month. One question is whether the time spent in writing plans isn't excessive since the plans are not strictly followed.

The plan in the cooperative agreement was the most complete. Yet some of the items were eliminated (training promoters in the Chapare; doing a post-graduate program for the Universidad Católica Boliviana); some were partially realized (conducting four of ten regional seminars for teachers); some were over-realized (number of responses delivered by the Hotline telephone service); and some were added (seminars for the police).

The variation is understandable; in a start-up year, there are many unknowns, and an agency need to be responsive to its clients. However, the evaluator sometimes had the impression at CESE that it wasn't exactly sure what the plan was.

When asked why certain activities weren't accomplished, the answer was almost always for lack of money. Yet, according to USAID and D/A, the money is there to be drawn upon. CESE does not yet fully understand the procedures for obtaining timely USG financial support. It wants to receive all of its five-year funding by March of 1994 to prevent cash flow shortages that the director believes already exist. The things that CESE spends money on display the institution's priorities, no doubt; but it also may have an incorrect perception about the accessibility of its funding from USAID.

F. Follow-up

Follow-up at CESE does not appear to be as high a priority as other activities.

What happens after a training seminar? How are the action plans monitored for accomplishment of commitments made? What happens after posters are distributed? Are they put up? Do people read them? What effect do they have?

Staff at CESE don't have systematic answers for these questions because no one at CESE is assigned to make regular supervisory visits or to monitor target institutions from La Paz.

G. Plans for 1993

CESE has drafted its logical framework, implementation plan, and time table of activities for 1993. The activities follow the general categories of those in 1992; there are a few new initiatives. One is hiring an administrator who is familiar with USAID funding requirements.

Training plans include making up the Level I workshops that were not carried out for teachers in six regions in 1992; and implementing ten Level II workshops throughout the

country. More workshops are planned for journalists in Tarija, Trinidad, and Oruro. And there are more workshops for youth. A pilot program will be carried out in Llojeta; a staff member will have an office in a high-risk neighborhood to respond to questions and educate the public.

The Hotline will expand its marketing activities by having coordinating meetings with institutions that work in drug use, and will produce materials to advertise its services--stickers, cards, radio spots, slides for movies, and a video.

The communication department will continue to publish the magazine, Apuntes; distribute weekly bulletins to the press; make posters and pamphlets, and produce a video that can be used during training seminars. They will also computerize holdings in the documentation center.

III. Findings

1. CESE is a well-established institution whose conversion to an independent NGO has proceeded reasonably well in spite of the difficulties in adopting new administrative and financial procedures.

The match between the director's desires and the staff's opinions is an important indicator that the organization is functioning well internally. The team is proud of itself, how it works, and what it does.

2. The director is an effective manager of her organization and her people.

The director has a combination of qualities that is rare and essential: a) Her people see her as open and relating to them at the same time she is pushing people to work hard b) she is conscious about managing her time, being both internally and externally focused. She has an informal style that is appreciated internally but sometimes is the source of misunderstanding or communications breakdowns outside CESE.

3. CESE has had difficulty in the initial phase of the project with the adoption of tighter administrative procedures and financial controls.

These are required of any organization aspiring to funding support from the U.S. Government. CESE has operated since its inception as an element of the U.S. Embassy, which handled most of its accounting. As an independent NGO, it now must meet guidelines for administrative and financial control procedures mandated by Congress and the GAO. The change has not been easy for CESE and has required special assistance. That assistance continues to be needed, and the director welcomes it. A good deal of expectation rests on the new administrator who joins the CESE staff in January.

4. CESE seems to have an incorrect perception about the accessibility of its funding from USAID.

CESE wants to receive all of its five-year funding by March of 1994 to prevent cash flow shortages that the director believes already exist. CESE may not yet fully understand the procedures for obtaining timely USG financial support.

5. As of October 1992, CESE surpassed its annual numerical goals for training. However, the organization does not systematically verify the number of events, the participants, or the use of training materials.

This puts it ahead of project schedule; however, CESE has no established way of verifying what is reported. Without adequate verification, there is no way to confirm the validity of training reports. Practically all of the workshops were held in the La Paz area, Cochabamba, and Santa Cruz. There is a need to cover more of the country, and to deliver the level I workshops which were not offered in 1992. CESE did not conduct six of ten regional teacher training workshops planned for 1992, partly due to a two-month-long teacher strike. The MEC and teachers had expectations which were not met. Without these workshops, a significant group of teachers will never become certified as drug prevention instructors.

6. The process used to plan and implement the workshops was excellent.

The workshops used a good combination of training techniques, including large and small group exercises which are participatory. Panelists included opinion leaders for the teachers: MEC staff and leaders in the teachers' union. The same textbooks that were used in the workshops were taken home for use in the classroom. Evaluation forms were distributed, analyzed, and used for future planning. Action plans were written, but they were vague and lacked clear objectives and timelines. Follow-up was weak or non-existent: little was done to monitor what happens when the teachers returned to their schools.

7. A U.S.-made video case study is sending the wrong message to some workshops.

One of the teaching materials is a video case study made in the U.S. Although the content is relevant, using this video gives the idea that the drug problem is "over there" and not "here."

8. For lack of time, money, or interest, no training programs were conducted at the post-graduate level at the Universidad Católica Boliviana. No cooperative program with SEAMOS was undertaken to train promoters in the Chapare.

9. By October, the telephone Hot Line more than exceeded its annual goal of responses to users, their relatives and friends. As with the training, there is no systematic verification of what is reported by the Hot Line staff.

The Hot Line was expanded to two more cities, Cochabamba and Santa Cruz. Staff there were trained using participatory techniques and were given a manual that could be used as a reference. In Santa Cruz, the staff published a directory of institutions that work with the poor.

There is no service at night or on weekends, when one would expect the need to be greatest. Statistics relevant to the program are not computerized, and there is no data about whether clients are new or repeat users of the services, or if they visit rehabilitation centers upon referral.

Self-help groups for users and others for relatives and friends supplement the assistance given on the phone and in follow-up visits. Monitoring is sporadic; the project director did know how much money was budgeted for health promotion activities for 1993.

10. The communication department is very productive.

It is able to get CESE time on radio shows, and extensive coverage in the press. Each Friday a bulletin is sent to 54 representatives of the media in La Paz; the Cochabamba and Santa Cruz offices also distribute the bulletin locally. An attractive bimonthly magazine is printed and 20,000 copies are distributed. One page is devoted to covering the activities of the three other organizations involved in the USAID-funded project. Monitoring activities are limited.

The documentation center serves the disadvantaged school population and helps these students learn about drug use. Materials are not computerized, which causes delays in locating materials suitable for a specific study.

Many colorful materials are produced, printed, and distributed; however, the process used to develop the materials does not involve research with the target audience, needs assessment, or pre-tests before materials are finalized. More attention to process would produce materials which are segmented for a specific group, and which are more likely to motivate individuals to change their ideas and/or behavior.

11. CESE excels at international relations.

It devotes time to planning and implementing workshops, travelling abroad to speak at conferences or consult with drug use agencies, and including international publications in the documentation center.

12. There are mechanisms for bringing in information from the outside. Sometimes these work; sometimes they do not.

CESE does a lot to keep itself connected with the outside world. This is great and should be continued. At the same time, a team that is proud of itself and works well together can,

over time, begin to miss objective information from the outside because it feels it is doing well. This conclusion says that CESE can push itself even further toward excellence by being more conscious of outside information.

13. CESE works most easily with SUBDESAL and PROINCO, least easily with SEAMOS.

Whether for lack of time, money, interest, or the ability to work together, this reality has contributed to the inability of CESE/SEAMOS to realize joint activities. For example, the promoters in the Chapare were not trained by CESE/SEAMOS as called for in the Logframe. CESE was not permitted to send its communications department staff to a workshop that SEAMOS ran on how to change or promote their public image. All four agencies could benefit from such a workshop.

14. CESE's director perceives that senior project staff at USAID are readily accessible and supportive while the Chief of Party at Development Associates is more formal with CESE.

Evaluators noted that working relations between D/A and CESE reflect this. It is part of the effort to convert CESE into an independent NGO and to tighten administrative and financial procedures by putting things into writing. Lower level D/A staff still maintain easy and informal contact with the director of CESE.

15. CESE developed an elaborate plan for 1992 that was not easy to read or follow.

Several other plans existed, and the evaluators wondered which was "The Plan." Some activities were not completed, others were partially done, some were added, and some were "over done." There doesn't seem to be total congruence between the plans and the budget; none of the smaller department directors knew what their budget for 1993 was. CESE and USAID have different perceptions about the accessibility of CESE's funding to the institution. CESE wants to receive all of its five-year funding by March of 1994 to prevent cash flow shortages that Dr. Baldivieso notes already exist.

CESE's changes of plans have been frequent and often sudden. While every institution must be ready to change with circumstances—and all four of the project institutions have changed their plans—the impression with CESE often is that the changed plans reflect tentative decision-making rather than new sets of circumstances or changed situations. The evaluators question whether Cese's plans for 1993 will be followed more seriously.

16. CESE's 1993 plans seem to be in harmony with the work that they are doing, and build upon the foundation that was laid in the planning for 1992.

The number of regional workshops for teachers will increase from four to sixteen, and the evaluators question whether CESE has sufficient staff or funds to implement all of these. The pilot project seems interesting, as does the plan to market the Hot Line. The plans of the communication department to continue relations with the media via participating on



radio shows, sending bulletins to the press, publishing the magazine, and producing more posters and pamphlets are realistic, though a process that involves the target audience in the planning and pretesting of materials should be used. A Bolivian video will enhance the effectiveness of the training materials for the workshops. It will facilitate the work of the documentation center to computerize the publications.

17. Follow-up activities at CESE involve little systematic monitoring or supervision.
18. Career development for staff is happening informally (on-the-job training) and is punctuated by occasional seminars.

This is an opportunity for improvement.

IV. Recommendations

1. Recognize the good work of the director and staff in their efforts to convert CESE to an independent NGO.

RATIONALE: It is relatively rare that people confirm their workplace and leader as a very positive experience. Recognizing this is a great opportunity to increase staff pride and motivation.

2. As CESE grows, the director could build on her success as a leader by adapting her style to new needs. The Situational Leadership Model is suggested.

RATIONALE: The director's style and actions are working. She should continue that success. Consider also, as the organization grows, what new, perhaps less familiar behaviors might be needed; for example, consider the director's desire to know all that is going on and to sign off on everything that goes out.

There are positive sides to these behaviors, confirmed by CESE staff. They help information flow and people appreciate the knowledge and conscientious nature of their leader. Two possible downsides are possible: a) the director will be burned out from keeping up with everything in a growing organization and b) staff members will not develop fully if the director does not allow them to take total responsibility for completion of projects. Two staff members confirmed that, yes, maybe it would be nice if something were totally "my responsibility."

There is a leadership model that is appropriate to this classic delegation issue. The director would find the Situational Leadership Model by Ken Blanchard an interesting and useful set of steps for this purpose.

3. CESE continues to require administrative help from the project to enable it to comply with financial reporting requirements and obtain approved funding in a timely manner. A short-term consultant or direct USAID technical assistance is recommended at an appropriate time in 1993. It will be necessary to orient the new administrator and assist CESE to access its funding as the large number of activities in the '93 annual plan get rolling. All senior program staff should receive training in budgeting and administrative and accounting requirements for their respective departments.

RATIONALE: CESE is still a new NGO and continues to need special support. Its current understanding of and ability to meet USAID financial reporting requirements is limited. The new administrator should be oriented and trained in USAID procedures and requirements so that these procedures do not become obstacles to program functioning.

4. CESE should continue to concentrate on what it does very well: planning and implementing workshops. This would include the design, use of a variety of training techniques, use of textbooks that teachers will use in the classroom, inclusion of opinion leaders as panelists, and evaluation of the content of the workshops. CESE should receive technical assistance on how to monitor and supervise follow-up activities more effectively. If necessary, additional funds and staff should be added to follow-up activity to permit CESE to conduct supervisory visits, make calls, etc.

RATIONALE: CESE's workshops have a deservedly excellent reputation among the target audiences. However, what trainees do after the workshop is the proof of effectiveness. Reasonable action plans should be written and reviewed at the workshops, and participants should receive help and encouragement thereafter in implementing the plans. All these activities should be monitored by CESE.

5. CESE should produce a Bolivian training video about a multi-substance user who confronts and solves his or her addiction.

RATIONALE: Using U.S. materials as a case study makes it appear as if the drug problem is "out there," rather than "here at home." Viewers relate most easily to people most like themselves, and will find a Bolivian example more credible.

6. CESE and SEAMOS should be relieved of their responsibility to jointly train promoters in the Chapare. This activity should be shifted to SUBDESAL.

RATIONALE: The two organizations are not yet ready to conduct a joint program. In addition, there are local considerations: according to the director of SEAMOS, organizations in the Chapare are reluctant to work with SEAMOS due to the perception that it is an arm of the USG. SUBDESAL has the staff, focus, and experience to do this work. They might draw on CESE and SEAMOS for technical support, as needed. Such tripartite cooperation might encourage further joint programs.

Chapter IV. CESE

7. Plans to conduct a two-year post-graduate course at the Universidad Católica Boliviana should be checked for feasibility and interest on the part of students, and available resources on the part of CESE.

RATIONALE: This excellent activity has been shelved for "lack of money." It seems like an important activity, and a study should be made before the idea is abandoned.

8. The hours of the telephone Hotline should be extended to nights and weekends, and the service should be extended to El Alto and Sucre. A guard should be hired, if necessary, to protect the premises after hours at all locations. Statistics should be computerized. To evaluate the quality of the service, CESE might hire "unknown" callers or visitors to report on the treatment they received.

RATIONALE: Additional Hotline service will meet a public need. The Hotline and related services have provided needed emergency help to Bolivians in La Paz, Cochabamba, and Santa Cruz. Nights and weekends are when most emergency situations occur and when help is least readily available. El Alto is home to many high-risk individuals, and Sucre is a university town with a growing drug problem. Statistics are needed to design and improve services. Monitoring phone calls will provide valuable information about the quality of services.

9. CESE should continue to print and distribute its magazine; coverage of the other three agencies in the USAID-funded project should be expanded. In each issue, the recent activities of one of the other project agencies should be featured. This would promote a united front and help each of the agencies to better understand the others.

RATIONALE: Apuntes is a slick magazine with a wide distribution. Currently, its emphasis is on CESE's activities. By featuring the other three project agencies also, CESE will provide readers with a more comprehensive view of prevention in the nation, promote public support of a national prevention effort, learn from what the others are doing, and contribute to the building of national network of prevention throughout Bolivia.

10. The CESE Documentation Center should establish closer working relations with the Information Center at SEAMOS.

RATIONALE: Since the SEAMOS Information Center is fully computerized and operational, cooperative activities and relations can only improve the effectiveness of the CESE Documentation Center.

11. CESE should improve the technical process by which it designs and produces materials to include more participation by the target audience. Technical assistance should be sought from a consultant familiar with social marketing and focus group discussion techniques.

RATIONALE: Modern message and materials design involves the target audience at many stages of the process--formative research, message and material design, choice of communication channels, impact evaluation, etc. This kind of process is more certain to result in products that communicate effectively and enable individuals to learn and change their behavior. Expert technical assistance is critical to developing capabilities in this area.

12. CESE should pin down its plans for 1993. The staff should agree upon a feasible schedule of activities, in line with its approved budget and staff resources. Access to project funding should be cleared up so that the plans can be implemented without problems. Like all of the organizations in the project, CESE should make greater efforts to stick with its plans and to deviate from it only if changed circumstances demand it. Activities should be added to or taken off the plan only if the changes accord with CESE's mission and role in the project. CESE's director should consult with USAID, D/A, and the other three agencies about activities changes before, during, and after the fact, as appropriate, knowing that changes will affect all of these groups. The others should be informed in writing when changes will be or have been made. This recommendation applies to the other three organizations in the project also.

RATIONALE: Holding CESE and the other three organizations more accountable for their plans will help keep them focused and organized. It will contribute to the project's development and to CESE as an institution; it will help tighten administration in all four agencies. Informing each other about changes will increase the project's efficiency and effectiveness, and make it easier for the team members to work together.

13. CESE should pay more attention to follow-up monitoring and supervision.

RATIONALE: Little attention is currently being given to these areas, and these often make the difference between long-range success and failure of projects. These skills are particularly important as the project expands its activities nationwide, as it is harder to keep track of events happening away from the home office.

14. Step up the already existing processes for getting outside information.

RATIONALE: The two examples of COPRE La Paz and the UNC of SUBDESAL were cited not solely so that those situations be fixed. They are to point more at the process of information flow outward and inward and to have CESE be even more conscious about outreach. At this point, CESE has some good processes for paying attention to its environment. These examples simply give it a push toward more excellence in looking outward.

The organization might consider strategizing about outreach; for example, it could identify a list of important outside resources and "customers" of CESE. Then design ways to get information from them. Ask for feedback and any ways that CESE can help them.

This could also be a developmental opportunity for staff by giving them an opportunity to see a bigger picture of how the whole organization is viewed.

15. Make career development a more conscious and systematic process.

RATIONALE: This recommendation is for an organization that is already doing well and wishes to progress to greater heights. To add to its effectiveness, consider making career development a major part of working at CESE.

Add to the informal, on-the-job training by having a meeting with each employee, say, twice a year to ask, "Where do you want to go in your life and in your personal career?" Then discuss how CESE can play a part in those goals.

The Situational Leadership Model can also be a help to the director in this area. It gives steps for diagnosing what stage an employee is at in their general development, and behaviors the manager can use to match those stages.

Chapter V

**The National Communications Unit of The Office of The
Subsecretary for Alternative Development
(SUBDESAL/UNC)**

Chapter V. The National Communications Unit of The Office of the Subsecretary for Alternative Development (SUBDESAL/UNC)

I. Introduction

This segment of the evaluation covers the National Communications Unit (UNC) of the government of Bolivia's Office of the Subsecretary for Alternative Development (SUBDESAL). SUBDESAL is responsible for influencing coca growers to switch from growing coca to alternative crops. The UNC is the only part of SUBDESAL that is funded by the Drug Awareness and Prevention Project (DAPP).

The UNC was created in 1992 to coordinate all the communication efforts related to alternative development. Its job is to:

- Distribute information on the problem of coca/cocaine, with the intent of creating favorable peasant attitudes toward crop substitution.
- Inform and educate on the effects of coca/cocaine on social, economic, environmental, and health issues.
- Coordinate communication and education in rural areas with the other components of the DAPP.

The UNC consists of four technical staff, in addition to support staff. Two are located in La Paz, two in Cochabamba/Chapare. Though slated to begin operations at the start of 1992, the group was delayed until May of that year for reasons detailed below. The UNC receives part of its funding from USAID and part of its funding from the Bolivian government.

II. Project Activities

This section is organized according to the model that this evaluation team used as a framework in Bolivia. The model consists of the following:

Resources → → → → Program of Services → → → → Results

With this model as a framework, one focuses first on the UNC's resources. Given these resources, certain activities or services are carried out, and results attained. Those areas are covered after the resources segment.

A. Resources

1) Funding

Generally, the UNC team believes the funds it has been granted under the project are low for what it wants to accomplish. The scope of this evaluation is not adequate to make this judgment; we simply note the UNC's opinion here. One can see in what follows, nevertheless, that 1) significant work is being accomplished and 2) that an immediate and well-known problem is the disbursement of funds that have been approved.

As is known, the disbursement of funds comes from the Bolivian governmental organization DIFEM. The disbursement has been continually behind and has affected the project quite a bit, particularly regarding equipment. Because, apparently, of DIFEM regulations and Bolivian budgetary matters, the project does not receive timely payments or resource allocations.

2) Equipment

It is here where one sees the impact of the delay in funds the most. Two vehicles were programmed for use by the UNC in rural areas that are difficult to get to. The team has operated without these two vehicles since the beginning of the project in May. The result is that UNC staff must beg or borrow transportation from the other units of SUBDESAL and PDAR/Cochabamba and from local groups or individuals in Chapare once they get there to carry out their talks, surveys, seminars, etc.

Also well-known is the request for support/funding for a UNC-run radio station in the Chapare. This station would be dedicated to bringing news and information on alternative development to local people, mainly the Chapare campesinos. The UNC, both in La Paz and Cochabamba, make a strong and urgent case for this facility. They are on the front lines of this battle, they argue, trying desperately to build the bridge between two Bolivias—modern occidental Bolivia, and traditional Andean Bolivia—through communications. Their inter-personal, face-to-face efforts among institutions and groups in the Chapare need to be re-inforced and supplemented by mass communications that speaks the language of the campesino and deals with the issues that concern him.

The radio broadcasters that reach the Chapare—three were mentioned: Radio San Rafael, Radio Esperanza, and Radio Voz del Trópico—have their own views, their own ideologies, or speak for special interests. Messages placed on these stations aren't credible because the stations aren't credible and don't reach the campesino audience. This includes the radio spots produced by SEAMOS, according to UNC personnel in Cochabamba. Badly needed, they say, is a broadcaster with credibility

that will re-inforce the message of alternative development that is being delivered only sporadically in the Chapare.

UNC would develop special broadcasts and hours for campesinos when they are in their homes and when in the fields (with small portable radios). They are certain that they could have a very positive effect on campesino community attitudes toward alternative development with a UNC/SUBDESAL broadcasting facility. They also note that the need is doubly urgent now since the leading trade unions in the Chapare that oppose alternative development have plans for their own radio station.

3) **Office Space**

Regarding office space in La Paz, the UNC seems to be doing well, and this was not mentioned as a problem. The team is located with the SUBDESAL headquarters in La Paz, which gives them the advantage of communicating well with the other parts of the organization with whom they need to coordinate.

In Cochabamba, UNC spent months in a hallway of the PDAR building before moving recently into a small office with minimal accommodations. They have no secretarial support beyond what they can scrounge from others, no computer on which to produce materials or write reports, no files.

4) **Human Resources - Internal Staff**

Because of the small size of the team - two in La Paz, two in Cochabamba - the team's internal organization was not covered deeply. The personnel themselves are impressive, nevertheless, judged by the work they accomplish and the explanations behind their actions. Some examples are illustrative:

- The beginning of the project was delayed until the first of May. By the end of May, they had completed: a survey of communication media reaching peasants in the Chapare, various written documents for radio interventions, equipping the team, an edition of "SUBDESAL Informa", and other reports on program matters. That is to say, the team was ready and prepared to work.
- The growing connection of the team to the mind of the campesino is notable, as is the knowledge and background they have about the press and communication. They have targeted their radio spots for six in the morning in the Chapare because they know that the peasants are home at that hour. They have decided to send "SUBDESAL Informa" to those that normally oppose alternative development. This seems to be a challenge, but clever, and

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consistent with the team's mission of building support for the goals of the Bolivian Government (GOB).

- The small team in Cochabamba is working hard at making an impact with few resources. They simply go about their business. They are professional communicators who see their objective as building bridges to the campesino community through communication. They are convinced that communication is key to the success of alternative development and want to ensure that the message and the medium of their communications relate directly to the campesino target audience. For that reason, they go directly to campesino leaders themselves and they work with a local radio production company (PROCOMD, of Cochabamba) with roots in the local communities they are trying to reach.
- One notes a generally professional attitude in the team; for example, although the lack of vehicles affects them, in addition to the delay in funds, they note this problem as an obstacle and then mostly move on to their work.

4) Human Resources - External Personnel

The UNC relates to various external groups, particularly:

- Campesinos

First, of course, they focus on the peasants, their most important target group. From May to December they have tried to reach this group through various means (meetings, spots, radiodramas, workshops). One can say there has been good contact, a good beginning, with this group. It is difficult to judge definitively the scope of this contact without more evaluation, but the influence of the peasants on the work of the UNC is notable.

From this influence, one presumes an attempt by the UNC to reach the peasant group; for example, the UNC has adjusted the language of its spots and radiodramas to connect more with the campesino world. They are also using information from the peasants to define the workshop themes, asking them the type of learning they need.

The UNC also uses peasant leaders to recruit more people, to help organize the workshops, to communicate in the peasant communities on the subject of alternative development, and to suggest workshop topics. Again, a more extensive evaluation should verify the effectiveness of these efforts, but the purpose and intent in this area is notable. These

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efforts should leverage the effect of internal staff and also help them better define their messages.

- Other Bolivian groups

This group comprises universities, private firms, financial organizations, the Corporation of Regional Development, and non-governmental and governmental entities. Up to now, the UNC has done a bit of institutional training in executive workshops designed for these groups. The workshops cover inter-institutional coordination relative to alternative development.

In this resource category, there is more opportunity to stretch the UNC's resources. The team has planned more workshops for January, March, and October of 1993.

- The other three DAPP organizations

The most obvious external resource is the presence of SEAMOS, CESE, and PROINCO of DINAPRE, the three companion projects to the UNC. More detail about utilizing these three groups and about coordination is contained in the segment on coordination itself.

Regarding the UNC, SEAMOS and CESE have skills that are well-suited to the team. In the UNC's various radio communications, the potential help that SEAMOS can provide is clear. SEAMOS can assist in the production area of the UNC's communications; the UNC can define its goals and needs, and provide the knowledge of the peasant context.

In the same way, the UNC can direct the content of its seminars and workshops with its experience in the rural areas, and utilize CESE's talents regarding training techniques, in addition to evaluation and production of materials.

In 1992, the UNC attempted to work with the other groups, but with little success. For 1993, it has planned some cooperation with SEAMOS in the production of a video. The group honestly stated that coordinating and working across groups did not have the same sense of urgency for them as did their own specific work. At the same time, they do not oppose cooperation and they did try to make it happen a bit. They also state that they really do not know CESE and what it can do.

6) Summary - Resource Segment

The UNC seems to have an office, space, and basic equipment in La Paz that are adequate. Cochabamba is an entirely different story. There, the situation borders on desperate and clearly affects the unit's ability to get its job done in an effective way.

The disbursement of funds, particularly regarding the vehicles, has delayed and limited the project in 1992. The internal staff are capable and productive. There have been some attempts at using external resources; in this area there is a need for more emphasis. With this mixture of availability and utilization of resources, the UNC has carried out a series of programs and activities, which are analyzed next.

B. Program of Services and Results

1) Goals

Goals for the UNC of SUBDESAL are contained, as with all the projects, in many documents. In the project's Logical Framework, three major goals are listed:

1. SUBDESAL communications technicians trained.
2. SUBDESAL community workers trained.
3. SUBDESAL radio spots in Spanish, Quechua, and Aymara reaching entire Chapare area.

Plans laid out in the Project Paper and the Convenio between the UNC and AID list various activities that have been undertaken to begin progress toward the Logframe goals. Listed below are the planned activities and the results achieved so far.

2) Form the UNC Team

The core UNC team has been formed and begun as of May 1, 1992. As noted above, the team is regarded as capable and savvy. The formation of the team was delayed by a holdup of funding from DIFEM, as they had hoped to begin in January of 1992. This five month delay has of course reduced the team's output for the year. Analysis, conclusions, and recommendations must take this into account.

3) Study of Communication Media In the Chapare

This study was accomplished early in the team's activities for the year. As a result, the team has: decided which radio stations to utilize, when to broadcast, what some of the characteristics of the campesino audience are and what the UNC would need to do to reach them. The study results and further experience in the Chapare have also led to the UNC's proposal to create and maintain its own radio station in the area. They, therefore, have been used to help define the team's work. In the area of communication, this kind of audience analysis is essential.

4) Reaching Peasant Communities

The UNC set quantitative goals for its first year charlas and seminars: to reach 15 peasant communities in Yungas, 20 in Chapare, and 10 en Valles Altos (Cochabamba). They have accomplished their goal in Chapare, have reached a few less than 15 in Yungas, and have not reached their goals in Valles Altos. By "reaching" these communities, the UNC means to have talked with community leaders and influenced them in such a way as to have them return to the communities and talk to their fellow campesinos regarding alternative development.

Certain lessons have been learned in the course of the interventions made so far. In Yungas, the team has found it most effective to have the themes of their charlas or talks with community representatives selected by the reps themselves. Attendance at the first two talks was lower than hoped for, hurt by heavy rains and a need for organization. The team has decided to use the community leaders to greater advantage in organizing the events in 1993.

In the Chapare, the team feels they have had greater success. They cite as an indicator that people from the communities are coming to them asking for particular seminar topics.

5) Training Community Technicians

The goal in this area in the first year was to train 9 technicians in total: 3 in La Paz, 3 in Chapare, 3 in Valles Altos. The team has not reached these goals that they set for themselves, having trained two technicians in total. These goals could have been made unrealistic by the five month delay in getting started. Other people have been identified for future training.

Technicians are evaluated by the UNC's two La Paz team members on site. First, in organizing the charlas, they are observed. Second, when the talks are being

conducted by the technicians, they are observed in terms of the type of contact they make with the campesino audience.

6) Training Community Leaders

The UNC set goals of training 30 community leaders each in the areas of La Paz (Yungas), Chapare, and Valles Altos. More than 20 have been trained in La Paz and Chapare, and Valles Altos has not yet been approached.

7) Seminars and Meetings with Campesinos

The team set goals of three seminars for technicians and three for campesino leaders, three seminars for executives, and six meetings with campesinos. These quantitative goals have been met for meetings and seminars for campesinos and their leaders. Seminars for executives and for technicians have been conducted for the Chapare region but not for La Paz.

Seminars for the technicians focus on how to communicate in a style that fits the rural areas. Executive seminars focus on inter-institutional coordination regarding alternative development, as stated in the Resources section.

8) Production and Broadcasting of Material

The UNC set goals of producing 24 radio spots of 25 seconds each, broadcasting 2400 spots on different stations, and producing four videos. The team has produced more than the 24 spots, putting together 24 for La Paz and 12 for Cochabamba. They noted a need not to keep repeating messages, and thus saw a need for more spots.

Rather than 2400 "broadcasts", 1584 spots have gone out on various stations. The team has produced two videos, not four.

To evaluate the spots, the UNC, whenever it goes to the field sites, tries to ask the campesinos about the radio spots and their impact. One example of the feedback they received in these solicitations was to simplify the language of the spots.

9) Brochures

Several targets were set for the production of brochures. These included brochures on:

- Law 1008 - for leaders in general: 1000
- Law 1008 - for campesinos: 10,000
- Production: 6000
- The Environment 6000
- Drugs and Health 6000
- Training manuals 3000
- Illustrated calendars 2000

Brochures on the Law 1008 have been produced for the campesinos; the edition for leaders awaits the approval of the Subsecretary for SUBDESAL. The UNC decided to combine the themes of production, environment, and health in one brochure, "Esto es Desarrollo Alternativo," which has been produced. The training manuals have been delayed and expect to be ready for March. The calendars are due to arrive before the end of 1992, though they were not yet ready upon the evaluation team's departure on 19 December.

"Esto es Desarrollo Alternativo" is a brochure that mainly introduces the reader to the concept of alternative development, to the programs being put forth in Bolivia, and to the goals of the alternative development effort. It does not cover the theme of drugs and health, so that is one area that is not being addressed by UNC materials.

10) Establishing a Documentation Center

An original goal was to establish this center, particularly for the production of reports. This has not been established. The team has decided to rethink this, because of the duplication that would exist with the Center that now exists in SUBDESAL, the larger organization. The idea now is to try to utilize this Center.

11) Bulletins for Public Opinion at large

The goal was to produce four editions of SUBDESAL Informa, a bulletin to appear as a separate section in the Presencia newspaper. This goal has been surpassed.

Besides the Bolivian public, SUBDESAL Informa has as its target audience politicians, particularly those who critique alternative development, and embassies,

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both in Bolivia and overseas. The bulletin publishes news, commentary, advice, and policy regarding alternative development.

It is clear in reading the publication that the content and tone are meant to show the successes and the possibilities for alternative development in Bolivia, as well as to report what is happening in this area. Its format is pleasing to the eye, with text intermixed with considerable pictures of what is happening in the rural areas.

12) Summary - Program of Services and Results

In sum, relative to its planned goals, the UNC has:

- formed its capable team, albeit delayed by five months due to Bolivian government funding difficulties.
- done a study of media in the Chapare and utilized the results.
- not attained its original goals in reaching peasant communities, training technicians, and training community leaders. Progress has been made, more so in Chapare than in Yungas.
- surpassed its goals in radio spot production and is behind original estimates in spots broadcast and videos produced.
- not finished its training manuals, calendars, and brochures for leaders; consolidated original plans into one brochure; and attained its goal of producing brochures on the Law 1008 for campesinos.
- decided to rethink its Center for Documentation, opting not to duplicate one located in SUBDESAL proper.
- exceeded quantitative goals in the production of SUBDESAL Informa.

III. Findings

In reviewing the UNC, so far this analysis has cited resources available, activities carried out with those resources, and results attained, particularly in regard to goals proposed by AID and the project members themselves. Given this preface, certain conclusions surface, as noted next.

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1. Resource constraints have affected the project negatively.

Low funding levels may be a problem. Certainly, the team in general believes that its part of the project is underfunded, given its role on the front lines of alternative development. But more immediately pressing are the lack of vehicles, the sad state of UNC facilities in Cochabamba, and the continued delays in processing fund outlays from the Bolivian government. Many year-long goals have not been reached. One could suppose that the original projections were unrealistic; however, it seems apparent that losing five months out of twelve to bureaucracy has been a major factor.

2. The internal team is capable and impressive.

Both in La Paz and in Cochabamba, UNC is staffed by highly qualified and totally dedicated professionals. They impressed the evaluators with their dedication and knowledge.

3. Outreach beyond the team is successful in some areas, limited in others.

The UNC has made contact with campesinos and their leaders, beginning outreach to their priority area. They receive from them recommendations for topic areas and help from some of their community leaders. This is most notable in the Chapare. The team looks forward to more work in the Yungas and Valles Altos.

The team has had some contact with other Bolivian institutions that could be of assistance in the work of alternative development. This is, however, an area for growth. Equally so is the use of resources and cooperation with other segments of the DAPP (SEAMOS, CESE, and DINAPRE).

4. Team "production" has been fairly admirable considering Paragraph 1 above.

Materials, bulletins, audiovisuals, radiodramas and spots, a media study, and considerable project documentation have been produced. It is obvious that active, committed work has been accomplished. For seven months of work, the team is also well on the way toward accomplishing the quantitative goals of the Logframe. They have proposed creating and maintaining their own radio station to adequately meet the Logframe goal of broadcasting radio spots.

5. "Action research" is occurring in some areas and needs more emphasis in others.

Action research is a fundamental process for effective organizations. It consists of these basic steps: gathering data, analyzing the data, taking action, evaluating your actions, and feeding the data back to the system. This feedback data starts the cycle again, initiating continuous improvement in the system.

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The UNC uses this process in some areas. First is on itself. Each quarter it evaluates its own actions. The group also evaluates its technicians by observing their charlas. It requests information from campesinos on radio spots and on seminar themes.

This evaluation team is not aware of similar data gathering processes for the written materials ("SUBDESAL Informa," "Esto es Desarrollo Alternativo", brochures on Law 1008.) The conclusion here is that more data gathering can be done, and that the processes that are used can be more systematic and complete as a way to assure quality and results.

6. In sum: most internal processes are excellent. The team can be even better by looking outward.

The appendix contains two exhibits that illustrate this point. First, the open systems model of organizations would say that inside the organization, the team is superb. Its next step is to reach out to the environment for better information on the impact it is having and for help in resources.

Second, the list "Ten Areas to Analyze the Effectiveness of An Organization" would reveal the following in relation to the UNC:

- Internal resources and processes excellent (people, leadership, mission, structure) except for financial systems [recall the delays from DIFEM] and for information systems [see Recommendations D.4. and D.5].
- Externally, the UNC would be enhanced by more systematic information gathering from its "markets" [campesinos, public opinion], thus improving innovation, and external relations should be emphasized, in order to gain resources and get more objective information on the UNC's own effectiveness.

7. The UNC team strongly believes that a radio station broadcasting news and information to target groups in the Chapare and other rural areas is a major need of the project. They have proposed creating and maintaining such a radio station to adequately meet the Logframe goals.

IV. Recommendations

1. Regard the DIFEM funding delays as unacceptable and take action. Encourage improvement of UNC office facilities in Cochabamba.

RATIONALE: This problem of course involves political and diplomatic sensitivities that go beyond this evaluation team. Looking at this issue as a business problem, however, the recommendation can only be that someone or a group of people with enough influence

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must regard the delay of budgeted funds as unacceptable. One presumes then that concerted action to find answers will happen.

The UNC/Cochabamba needs at least minimum computer and office support to be able to carry out its work effectively.

The project team at UNC cannot control these actions; however, their work is severely hampered by it. This recommendation is, it seems, a USAID team issue. The UNC could be involved by working with USAID, DIFEM, and others to show the consequences of delays on the team, and by regularly monitoring progress with USAID, thereby keeping it on the front burner. At this point, the project members have said they do not want to keep bothering USAID about the issue, which is admirable but perhaps keeps the problem a little too silent.

2. Recognize and celebrate the accomplishments of the team.

RATIONALE: With limited time, the UNC team has produced considerable results. All concerned should acknowledge the capability, knowledge, and effort of the group. The team might consider as an outgrowth of this "celebration" a simple publication and sharing of what they have learned - about the campesinos, about the successes and difficulties of alternative development - with at least their project partners, if not more of the outside world, where they are less known. Solicit response and exchange.

3. Re-visit the issue of a radio station for SUBDESAL in Chapare.

RATIONALE: The UNC makes a convincing argument for this facility: coverage, credibility, focus, project support. If successful alternative development is a major objective of the project, then everything that contributes to that should be encouraged. A dedicated radio station, broadcasting to a major target audience in their language and using their imagery, has got to be a powerful instrument to support and supplement what is happening on the ground in the region. The evaluation team leader was told in La Paz that the issue was "dead", that USAID had decided against supporting the new station. The UNC staff, particularly in Cochabamba, however, states with deep conviction that the alternative broadcasters in the Chapare now being used for spots and other UNC or PDAR or DAPP "placements" aren't doing the job, aren't reaching the campesino, and can't or won't do so in the future. If, indeed, those opposed to alternative development are installing a transmitter to broadcast against alternative development and/or the DAPP, then the urgency of the re-considering the issue is multiplied.

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4. The team should look outside its own group for opportunities to enhance its effectiveness. Two needs are: constant, objective information from its outside stakeholders (e.g., campesinos, public opinion) and multiplying its own limited resources.

RATIONALE: The team should continue its good work so far. Opportunities for greater excellence lie outside the team, e.g:

- Go for more concerted efforts at getting information from campesinos (see D.4, action research).
- Work out a comprehensive strategy for involving other Bolivian entities such as universities, the private sector, the church. This would include defining how they can help the UNC's effort, what the UNC can offer them as incentives to be involved, goals for involving other groups, etc.
- Do the same strategizing for collaborating with the three other DAPP projects: SEAMOS, CESE, DINAPRE. Here, the first step would be to really learn what the other organizations do through visits and dialogue. Then define how each can help each other.

Both efforts at outreach (to other Bolivian entities and within the project) would be attempts at getting more resources behind the UNC's efforts; e.g., the UNC did a study of communication media in the Chapare. Certainly the research group of DINAPRE could provide substantial expertise in some form for studying peasant needs.

5. Become more systematic "action researchers."

RATIONALE: The process of action research is cited in C.5. It is recommended that the UNC apply the process to all its activities in a systematic way; it is doing some of it now. If action research were happening a bit more systematically, one would see the team gathering information, compiling and analyzing the information, adjusting its actions, and observing the results. They would also be able to report their learnings - about the campesinos, about their reactions (both positive and negative) - to other project members. The following are possible examples:

- **The community technicians.** Currently, the team is evaluating the technicians as they give their talks - how they relate and communicate. A step beyond this would be to create ways of following up with the campesinos that attend the talks: what are they doing as a result of attending the sessions? In effect, what results are the technicians attaining with the groups? The idea is not necessarily to blame or praise the technicians; it is to learn what is and what is not having effect. This information would then be used to adjust future team actions, and the team would document the progress to show what it is learning and the adjustments it is making.

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- **Evaluation of radio spots.** Currently, the team says it asks people about the spots whenever it goes to the peasant areas. It is recommended that here again they become more systematic. Make it a goal to find out the effect of spots (perhaps SEAMOS and DINAPRE have ideas or people to help do this). Compile the data, analyze it, make adjustments, and assess it again.
- **"SUBDESAL Informa," "Esto es Desarrollo Alternativo", and all written materials.** Find out the effects of these materials with the publics the team desires to influence. This should be done with a style of "naive listening": one that doesn't judge people's reactions and that asks objective questions. (This is difficult to do when one has written the materials oneself.) Once the information is gathered, analyze it, make adjustments, and assess again, continuing the cycle.

Of particular interest to one member of the evaluation team is an assessment of the effect of the tone of "SUBDESAL Informa". To this person, the language is often one that attempts to strongly convince the reader that Alternative Development is right and should be supported. [See particularly the October 1992 edition, front page, "Ante las críticas sin base ni fundamento".]

This reader's reaction is to feel that the reporting is not objective - that the paper is trying to bring one over to its side - thus creating doubts about the veracity of other data in the paper. This may be cultural - a U.S. reader's reaction - and may not be the reaction in the Bolivian culture; however, the point would be to find out by asking the readers of the publication [and be objective and non-defensive when hearing their response!].

6. Become more systematic in defining awareness building goals, messages, and target audiences.

RATIONALE: The team could apply a more systematic process to some of the development of its spots, audiovisuals, and written materials. The evaluation team suggests the step-by-step process for "Public Awareness" that is contained in the Appendix. These steps include reviewing the resources you have, identifying public awareness goals, identifying target groups, designing, pretesting, and evaluating. Some of these steps are done by the UNC. We recommend organizing the process, adding some of these steps, and using this system continuously for all materials.

An example here would be apply the step-by-step analysis to the pamphlet "Esto es Desarrollo Alternativo". One presumes from reading the brochure that it is intended for a highly educated audience that is interested in finding out generally what alternative development is. Is this the goal of the brochure? Has the team analyzed what it wants the brochure to do and will it accomplish those goals?

V. Lessons Learned

1. Consider the limited time and scope of this study.

One limitation on this study is the ability to talk with people outside the team itself who are affected by the UNC's work. A rich opportunity for further evaluation of the team's quality, work, and relationships would be to get more information from these sources. Examples would be other organizations within SUBDESAL, other Bolivian organizations who know the UNC, readers of the publications, and others.

Chapter VI

**Project for Research and Awareness in Prevention
of Drug Abuse (PROINCO)**

Chapter VI. Project for Research and Awareness in the Prevention of Drug Abuse (PROINCO)

I. Introduction

This chapter of the evaluation covers the Project for Research and Awareness in the Prevention of Drug Abuse (PROINCO). PROINCO is the research arm of DINAPRE, a Bolivian Government organization charged with coordinating prevention activities across the country. PROINCO is the only part of DINAPRE that is funded by the Drug Awareness and Prevention Project (DAPP).

The major purpose of PROINCO is to develop a strong research institution in the area of drug abuse prevention. In accomplishing this, the group will carry out various studies that it is hoped will provide a scientific basis for the implementation of prevention activities throughout Bolivia.

The core team at PROINCO consists of five individuals in the La Paz office: the Director, a planner, a statistician, an administrator, and an administrative assistant. Part of the team began operations in February of 1992; the project was officially funded by the Bolivian government in April of that year, thus allowing two staff to be hired in May. PROINCO receives part of its funding from USAID and part of its funding from the Bolivian government.

II. Project Activities

This section is organized according to the model that this evaluation team used as a framework in Bolivia. The model consists of the following:

Resources → → → → Program of Services → → → → Results

With this model as a framework, one focuses first on PROINCO's resources. Given these resources, certain activities or services are carried out, and results are attained. Those areas follow the discussion of resources.

A. Resources

1) Funding

PROINCO receives considerably less funding from USAID than SEAMOS and CESE and, naturally, the team is quite aware of this fact. As with SUBDESAL, the

evaluation team feels that the scope of our work does not equip us to evaluate whether the level of funding is adequate or not. PROINCO does share with SUBDESAL, however, the unfortunate circumstance of receiving its promised funds quite late from the Bolivian government. This has been repeated throughout the year.

Project staff have gone as long as three months without being paid salaries. Payments to outside researchers have similarly been delayed. Resources have also been constrained by the funding process, limiting both internal and external staff.

2) Equipment

The project has considerable computing capability and is grateful for the provision of this equipment and the help of Development Associates and USAID in getting it. Lessons learned in the first year include an appreciation for the need for considerable operating "equipment" and that shortages are common and frustrating here. This includes tapes and tape recorders for focus groups and interviews, batteries, and food and "per diem" payments for, for example, street kids who lose the money they would make on the street by coming and being interview subjects. The group foresees greater needs in this area in the second year when they will be able to focus more on pure research.

3) Office Space

The PROINCO group has its own space within DINAPRE and may even be the subject of some envy for that space. The amount of space for the four main members, their computers, and their files, however, would be comical if it were not painful to see people trying to work within it. One technique often used by the group is to occupy one person's seat when that person is attending to business outside their office space.

4) Human Resources - Internal Staff

Several areas deserve commentary here: organization and documentation, research methods, leadership, and team spirit. First, organization and documentation is extensive. A review of the year's activities was presented on the arrival of this team, as well as a helpful guide to PROINCO and DINAPRE. These documents were not simply documents prepared to make a good impression. The opinion here is that they were reflections of the style of this team: highly data and detail-oriented (almost to a fault) and well-prepared. One also presumes that the documentation of the team's activities will be used as a learning tool for the team to look back on its own activities and improve them.

In regard to the team's research methods, more will be covered in the Program of Services segment. These methods, however, are perhaps the major reflection on the competence of the internal team. There is a guide for all personnel doing focus groups. The team uses a detailed series of steps in its studies. This was demonstrated in a review of its anthropological study of Bolivian drug use, beginning with the various checks it does to select researchers.

Leadership is provided by Dr. Franklin Alcaráz. Dr. Alcaraz has a philosophy of leadership that includes the following: utilizing the distinctive talents of each member, promoting a joyful, pleasant atmosphere, and encouraging an atmosphere of learning, not forcing or dictating. Team members were asked to describe their work environment. They describe it as one where people enjoy each other, respect each other's capabilities, and are excited by the work that they do.

5) Human Resources - External

a. **DINAPRE**

PROINCO utilizes or has access to other resources outside its own staff. It is part of the larger DINAPRE organization that provides prevention services throughout the country. This includes the "COPRE" system of DINAPRE, which are the local and regional organizations that coordinate prevention services in the various Bolivian "departments" or districts. This connection therefore provides access to information, people, and installations throughout the country. The team took advantage of this greatly in 1992 by using the national contacts in organizing and carrying out the anthropological and prevalence studies.

b. **DAPP project**

PROINCO is also linked to the three other segments of this project (SEAMOS, CESE, and SUBDESAL), with whom the director of DINAPRE and Dr. Alcaraz meet every month. This team was told that DINAPRE and CESE formerly conducted trainings together. These have not been as extensive. There is little to report of activities carried out in conjunction with the other three save the reporting out of activities at the monthly meetings and a team building session with the directors and some staff of each group.

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c. Other Bolivian organizations

PROINCO staff have some connections to other Bolivian organizations, such as ENDA Bolivia and other ONGs. Organizations such as ENDA have provided connections to their communities that have facilitated the conduct of studies, such as knowing street kids who could participate in studies.

d. Summary - Resources section

PROINCO, like SUBDESAL, has faced delays in receiving its promised funding. There are equipment shortages. The group is satisfied with computer resources at headquarters. Office space is cramped. Internal production and teamwork is apparent. External access to other information, help, and installations is good.

B. Program of Services and Results

With the above set of resources, the PROINCO team has carried out the following set of program services and attained the following results.

1) Goals

There is one goal established within the Project Logical Framework: the epidemiological study methodology to be institutionalized within DINAPRE. For 1992, PROINCO established for itself these goals:

1. A more complete publication of the Prevalence of Substance Abuse in urban centers of Bolivia (an elaboration on an earlier study by an organization known as CIEC).
2. Participation in the Integrated Community Prevention program of DINAPRE throughout the country.
3. Anthropological study of street children in La Paz, Cochabamba, and Santa Cruz.

2) Formation of the Internal Team

Part of the internal team did not come on board until February of 1992. The second half of the team was not brought on until May of 1992.

3) Substance Abuse Prevalence Study

Due to limitations in time, this team did not analyze the research done on this study as much as the anthropological study. Work done here was to do a more complete study of substance abuse prevalence. During the evaluation team's time in Bolivia, PROINCO produced its first summary of results of the study and presented it to the rest of the projects of the DAPP.

4) Participation in the DINAPRE prevention program

Members of the PROINCO team spent considerable time participating in the national community prevention program. Project documentation shows a substantial number of trips to Bolivian departments across the country to supervise and evaluate prevention efforts in various places.

In cases where these departments coincided with PROINCO research cities, the team was able to take advantage of the trips to also supervise and take part in the prevalence or anthropological studies. This was not always the case.

5) Anthropological Study

Methods used in this study were analyzed to get an idea of research methods and how far along the team was toward the logframe goal of institutionalizing their study methodology. Some notable aspects of the methodology include:

- Through the COPRE system, utilizing youth within the COPRES to make contact with street kids to be included in the study.
- A several step process for selecting study researchers, including press advertisements, selection criteria, matrices for comparing applicants, analysis and recommendations by the COPRE personnel, weighting of selection criteria, and discussion with Development Associates personnel. The team has also built a group of researchers with whom they have had success.
- Contact with and use of local organizations to provide key informants and focus group participants.
- Use of focus groups and pilot testing.
- A published guide for conducting focus groups.

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COPRE personnel were also used to help conduct the anthropological study in La Paz, Santa Cruz, and Cochabamba. This required providing equipment, supervising, and assisting the COPRES, as well as coordinating data submission to PROINCO.

Because of travel and time limitations, this team was only able to talk with one of the COPRES to observe the coordination of work that PROINCO did with the COPRE system. Our data is therefore limited. Feedback from one of the COPRES consisted of the following:

- We received no pay for the work we did for PROINCO.
- Resources were painfully limited; it was absurd and miserable not to have cassettes, tape recorders, and other materials.
- Our major complaint was to have more time to do the work and more support.
- We felt more forced to do the work than feeling we were doing it with a great deal of satisfaction.

6) Materials produced

PROINCO has produced small books detailing the results of the prevalence study and an offshoot that details opinions and knowledge of the drug problem among the urban populations studied. Publication of the results of the anthropological study has been delayed by another holdup in allocation of funds from DIFEM, the Bolivian government entity. As noted, PROINCO did produce a two-page set of results for comment from its DAPP partners regarding drug abuse prevalence.

7) Plans for 1993

The PROINCO team is looking forward to focusing more of its time on pure research in 1993. During 1992, the team was not fully staffed until May, it suffered funding delays, it spent time in training itself, and it was required to participate in more broad-based prevention work.

Due to the effect of the funding delays, the team has decided to cut back its plans and be conservative in estimating what it can do. It has planned only two major studies. If financing is available, the group would like to extend the anthropological study.

III. Findings

A. Funding delays have had a negative impact on the project.

It is simply unacceptable for staff to continue working without being paid. This occurred several times during the year. All project goals for the year have been completed except for the final publication of the anthropological study, which was being held up by the last funding disbursement at the time of this evaluation.

Negative impacts, therefore, are mainly felt in the maintenance of this team and its cooperating outside personnel (researchers, COPRES). The complaints of the one COPRE surveyed are a pointed example of the funding problem and how it impacts people on the "front line" of the work. The concern here is this question: Why work for people who don't pay you or whose conditions of work will be extremely limiting in terms of resources?

B. The quality of the PROINCO staff in terms of its work and task accomplishment is good.

The team's methods themselves demonstrate a solid knowledge of research. One is particularly impressed by the various "checks" that the team inserts on its own actions; for example, personnel selection for conducting interviews involves several steps and verifications. Its focus group methods are also good.

The staff is committed and enjoys its work. Importantly, the atmosphere desired by the team leader is matched by the team members' assessment of what it is like to work at PROINCO.

C. The goal of establishing a study methodology within CONAPRE is well on its way to being established.

We have described the research methods above. The team also received quality training this year relative to the anthropological study, statistical methods, and team building.

D. A substantial amount of time in the first year was spent on non-research-oriented work.

The team spent much time in DINAPRE's prevention program. It did a lot of training for itself, which had a very positive effect. The year did, however, prepare the team well in terms of new skills and lessons learned.

E. The internal focus was necessary, and it points out areas of growth and opportunity external to the project team.

Coordinating meetings with fellow DAPP project members and a team building session were the major cross-project activities of the year. Very little coordinated task work was done. This team also concludes that PROINCO could offer a needed service for other project members. SUBDESAL and CESE both performed research or survey-related work during the year. PROINCO has focused most on developing a scientific capability in this area, and so could add great skills to the research work being done by its project partners.

F. Information dissemination constitutes another area for growth.

The PROINCO team demonstrated its skill and attention to detail in its primary area: collection of data. Also part of PROINCO's responsibility is the distribution and dissemination of that data. The evaluation team is unsure of the effectiveness of the pamphlets PROINCO normally produces to show the results of research. Nor did it find that the pamphlets or the research results were widely disseminated. The evaluation team notes that the results of PROINCO's excellent research efforts are not being fully utilized for the project or for PROINCO's parent organization, DINAPRE. The team is unable easily to determine who gets the results and how they are used.

G. One COPRE is frustrated and upset with its experience in assisting with the anthropological study.

As stated above, this is only one of the nine COPRES. Not all COPRES were involved with the study. The feedback is not definitive, but raises enough question to warrant some action. It is important that PROINCO develop and maintain solid relationships with its external partners, especially as the data it collects will be so useful to the country if it is accurate and well-respected.

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IV. Recommendations

A. Regard the DIFEM funding delays as unacceptable and take action.

RATIONALE: This recommendation is the same one listed for SUBDESAL. This problem of course involves political and diplomatic sensitivities that go beyond this evaluation team. Looking at this issue as a business problem, however, the recommendation can only be that someone or a group of people with enough influence must regard the delay of budgeted funds as unacceptable. One presumes then that concerted action to find answers will happen.

The project team at DINAPRE cannot control these actions; however, their work is severely hampered by it. This recommendation is, it seems, a USAID team issue. PROINCO could be involved by working with USAID, DIFEM, and others to show the consequences of delays on the team, and by regularly monitoring progress with USAID, thereby keeping it on the front burner.

B. Celebrate and continue the strength of the internal team.

RATIONALE: The team and project stakeholders should be proud of the way the team works internally, of the development of its methodologies, and of its organization and documentation. This evaluation team has left with the DINAPRE organization a handbook for promoting excellence in focus groups. It is left also in the hope that it can add to the quality work the team is doing in this area.

C. PROINCO can add to its excellent internal foundation by beginning to look outward: to recipients of its products, to the other DAPP projects, to organizations that assist the team.

RATIONALE: This is a general recommendation to add another dimension to the strategic planning of the team. It is recommended that the team consider the Open Systems Model in the appendix. The PROINCO team is seen as being very strong inside the organization. The suggestion here is to also strengthen links outside the team: to its partners within DINAPRE, to its DAPP partners, and to its "customers": those who receive its work.

Two examples occur here. The team would like to publish a magazine with suggestions for using the data it publishes. This is an excellent idea. One would add that the team

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should ask recipients of the magazine what their needs are and make adjustments accordingly.

A similar recommendation occurs with the publications the team has produced. The team should go to those who have received the study results it has produced and ask if they have used the results, how they have used them, how useful the publication is, and how it could be improved. The team can enhance its good work by putting some emphasis on the production and distribution of its data. We suggest generally that the team institute plans of followup; how is our data being used, and can we improve upon that use?

The point of this recommendation is to put in the forefront of the team's mind a focus outward; not abandoning its internal emphasis, but adding to it by getting information from outside its own system and by placing importance on its outside relationships. Further, specific recommendations in this regard follow.

D. Plan and Implement Improved coordination with other DAPP members.

RATIONALE: This is a little-used resource. First, become well-acquainted with what the other projects do. Then discover what data gathering needs they have (so that PROINCO can be of service) and find out how the other organizations can help PROINCO in its work.

The four projects might also look together at the importance of scientifically-based data to the whole project. If they believe it has a priority, can the four share funding to support PROINCO's work for the whole project?

E. Objectively evaluate its relationship with DINAPRE staff and the COPRES.

RATIONALE: Both of these sources are valuable to PROINCO. Even without the data in this report from one of the COPRES, an effective way to improve the team's operations would be to regularly check how PROINCO is treating and working with these groups.

One complaint could certainly be the effect of lack of funds and resources on its working partners. PROINCO staff could certainly be justified in saying, "We feel it too. There's nothing we can do."

We suggest a more professional approach. First, realize that the most important goal is to maintain a good relationship with these groups. Therefore the team must hear out their complaints and be empathetic. Though the resources may not be there, acknowledge that yes, it is a problem. Denying others' difficulties by mentioning one's own will only put them off further.

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Regard these groups as "customers". Treat them as a store owner would a customer. They and other outside groups are key to supporting PROINCO in many ways.

PROINCO is in some ways set off from the DINAPRE system: it gets separate funding, has its own space (albeit tiny), and works on developing itself as a team. In many ways, these things are a strength and should be continued. At the same time, they can potentially isolate the group from help that it needs. We suggest continuous management of these working relationships to avoid jealousies and potential resistance.

V. Lessons Learned

A. Consider the limited time and scope of this study.

One limitation on this study is the ability to talk with people outside the team itself who are affected by PROINCO's work. A rich opportunity for further evaluation of the team's quality, work, and relationships would be to get more information from these sources. Examples would be other COPRES, other Bolivian organizations who know PROINCO, and legislators who need data regarding substance abuse.

As noted above in the recommendations, PROINCO itself could do some of this evaluation.

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Chapter VII

Coordination Across the Four DAPP Components

Chapter VII. Coordination Across the Four DAPP Components

I. Introduction

In the short history of the DAPP, the four institutions have developed at different paces. Two were developed during the project; the other two had previous histories. Two were delayed in getting started and have really just begun, relatively.

The overall goal of the project is to increase public awareness of and support for the Government of Bolivia's Drug Prevention program. Each project has an integral part in this purpose.

II. Project

Project activities that cut across and relate to coordination are mainly the monthly joint meetings. In looking at the minutes of the meetings, they function principally as an information sharing session. Each project presents its progress and happenings. There are also interactions with AID and Development Associates regarding their needs or their services to all four projects.

Occasional events involve all four projects, such as the Andean Conference and the team building session that took place in 1992. Generally tasks and assignments cutting across the four are not made.

Dr. Carlos Dipp of DINAPRE is the leader of the Coordinating Unit that meets monthly. His greatest frustration with the meetings is the variable presence of all the directors at the meetings. If important decisions need to be made, they cannot happen if all directors are not present. He has also expressed a desire for a simple, global plan for the four projects as a whole.

Plans for 1993 include a desire on the part of all four projects to coordinate more. The analysis of all four organizations shows that many organizations carry out tasks that are quite similar to the specialties of other groups. Here is a short list:

CESE: research and evaluation
 seminars
 magazine, brochures
 Documentation Center

SUBDESAL: research survey, evaluation
 seminars
 brochures and bulletins
 videos
 radio spots

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SEAMOS: research and evaluation
bulletin
Documentation Center
videos
radio, TV spots

PROINCO: research and evaluation
hope to do a magazine

III. Findings

1. Having only one mechanism for coordinating - the monthly meeting - limits the amount of sharing that can be done.

As this meeting is mainly for the directors or their occasional substitutes, this also limits the people who are exposed to the other institutions at the working level. Many staff told us they don't know the people at other organizations; some said they don't know what the other organizations really do.

2. The overall goal for the project cited above is not as compelling to the institutions as their individual organizational goals.

This is the factor that most limits coordination. The basic structure of the project is set up for the individual organizations to complete their missions. They work in separate places to do this. It is natural that they are more interested in, keyed to, and driven by their own organizations.

This is very positive on the one hand. The organizations are all making good strides in their respective missions. They can strive for further excellence by beginning to use each other well; however, they should not blame themselves for being "bad coordinators". They are following a classic norm of organizational life that is contained in the structure of the project.

3. There is duplication and overlap.

USAID and Development Associates are aware of this and accepting of it. That is fine; in addition, the degree of overlap can be lessened, and greater sharing of talent, resources, and accomplishment can happen. In a resource-scarce country, this potential becomes more important.

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4. The projects give up too easily on coordinating.

This team heard several comments such as "Well, we tried once; they didn't respond," or "We tried, but they rejected what we wanted to do, so we decided to forget it", or "I commented on this in the meeting, but no one responded, so I left frustrated." This sounded less like "I'll give you one more chance..." and more like "I'll give you one chance, and that's it." We did not hear a lot of persistence regarding working with the other projects. See recommendation D.7.

IV. Recommendations

1. Create many ways of coordinating.

RATIONALE: Simply put, there is more chance of coordination happening if there are more mechanisms for coordination and more people trying to work together. Some examples of ways of promoting greater coordination are:

- Make repeated visits to the other organizations to learn and see what they do. The first problem is that people do not know each other. Get people at the working level to start interacting. One source of coordinating could then be the simple, informal networking that the staffs can do.
- Create some vital tasks that people below the director level can work on together.
- Have regular common gatherings where progress on the project's common goal - increasing awareness - can be reported. This might require getting the information on that, which could involve people from several people from the various projects in a joint task.
- Have common staff development seminars where people interact across projects.

2. Establish simple common goals and plans that cut across the project.

RATIONALE: This is controversial. The projects must really want to work together. They must honestly decide if these common goals are just as compelling as their individual pieces. If they are not, then the plans will just be an exercise. It would not be a disgrace if the players just decided to focus more on their individual organizations. They are doing well as is. The coordination goal is a push toward greater excellence and is an opportunity.

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3. The projects should share more expertise and resources.

RATIONALE: The DAPP does not have to eliminate duplication. The projects do have an opportunity, however, to use each other extensively. Those projects whose complaint is that they get less money could try to get help from those who have more.

The first step here is also to learn what each other does. The suggestion is to meet with the other people and chat. Find out their skills and goals. Then design what could be done together. The view here is that PROINCO's research skills could be invaluable to everyone; the UNC of SUBDESAL could provide access to and knowledge of the campesinos; SEAMOS could help the others design and produce communication strategies; CESE could help all the others in how to educate and train effectively.

4. Adopt an attitude and program of "customer service" with fellow project components.

RATIONALE: The directors would have to take the lead on this. They would tell their staff that from here on, the other three projects are to be regarded as our "customers", just as, for example, the Ministry of Education is a customer of CESE. (CESE produces training seminars for Bolivian teachers.)

When someone is a customer, interaction begins to happen. Each project would go to the other and ask questions such as, "What are your needs? When do you need it? How can we help you?" In addition, when someone is a true customer, excuses and reasons why one cannot provide the service are unacceptable. After the service was provided, the effective organization would also ask, "How did we do? Are you satisfied?"

This recommendation is one to change attitudes and the behavior that follows them.

5. Consciously manage - choose, select - the purpose of joint meetings.

RATIONALE: Part of the reason why the joint meeting is used for information sharing is that this provides a useful purpose of updating. Another reason that is highly likely is that members do not consciously see or choose other purposes for the meeting, and have fallen into a rut of "this is what we always do."

Coordination would be helped if these meetings were used for other purposes, such as solving a joint problem; strategic planning for the whole project; publishing a joint statement or regular publication; decision making; deciding on new initiatives the group wants to create together.

It would also make the meetings more interesting. The group should look at the fact that people do not always show up for the meetings not as an opportunity to blame someone. Rather they should see it as data that people may have things to do that they regard as

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more interesting or compelling. That data should reveal something: make the meetings more interesting!

6. Evaluate the joint meetings every time.

RATIONALE: Another simple way to enhance the interest in the meetings is to reserve the last 10 minutes for an oral evaluation of the meeting. Ask each member to state how they felt about the meeting. Get suggestions on how it could have been better. Incorporate them in the next meeting. There is also a side benefit to this: people will become more open about what they want rather than keeping it to themselves and pouting.

7. Learn and/or adopt negotiating skills.

RATIONALE: This refers to finding #4 above. The lack of persistence in working with the other project members indicated to this team a lack of good negotiating skills. The team might decide to get some training in this area for itself and the staffs.

Here is one basic principle of negotiation that would be useful for the lack of persistence:

"If I want something from you, I have to offer some benefit to you."

Using this principle, project members, to better coordinate, need to:

- a) know the interests of the other project members
- b) find ways to satisfy those interests
- c) get what they want while they are satisfying their partners' interests

In other words, when faced with disappointment from another project member, instead of writing them off, the first step would be to ask, "Why does my proposal not interest them? How can I make it more motivating for them?" The second step would be to find that out and pursue it.

Appendix A

**List of Individuals Interviewed
for this Evaluation**

I. U.S. EMBASSY - LA PAZ

Mr. Paul Hartenberger, USAID/B Project Officer
Mr. John S. Williams, USIS Public Affairs Officer
Mr. Tim Smith, USIS Information Officer

II. DEVELOPMENT ASSOCIATES/BOLIVIA

Dr. Russell Stout, Chief of Party
Ms. Maria Elena Rodriguez, Administrative Assistant

III. SEAMOS

Mrs. Lupe Andrade S., Executive Director
Mrs. Silvia Calderón L., Technical Director
Mr. Hugo Perez R., Chief, Social Mobilization
Mr. Waldo Espinar R., Chief, Information Center
Mr. Miguel Angel Cortez, Chief of Production
Mrs. Carmiña Gomez, Representative, Cochabamba

IV. CESE

Dr. Laura Baldivieso M., Director
Ms. Carmen Echenique, Education Coordinator
Dr. José Jordan Vaca, MD, Health Program Coordinator
Ms. Marcela Castro, Educator
Dr. Oscar Peña Aguirre, Hot Line Coordinator
Ms. Claudia Wilde, Social Communication Coordinator

V. SUBDESAL

Dr. José Salinas Castro, Director
Mr. Jaime Rodriguez, Chief, National Communications Unit
Mr. Luis Terrazas, Regional Coordinator for La Paz
Mr. Jaime Lima, Regional Coordinator for Cochabamba
Mr. Arturo Montes, Program Coordinator, Cochabamba

VI. PROINCO

Dr. Franklin Alcaráz, Director
Lic. Eunice Zambrana, Planner
Lic. Nilda Flores, Statistician
Mrs. Eunice Ochoa, Administrative Assistant
Lic. David Fernandez, Administrator

VII. DINAPRE

Dr. Carlos Dipp Vargas, Executive Director

VIII. MINISTRY OF EDUCATION AND CULTURE

Dr. Fortunato Tórrez Oña, Subsecretary for Urban Education

IX. OTHERS

Ing. Michel Gregoire, General Coordinator, ENDA
Mr. Sergio Calero, Director, Hypnosis Advertising Agency
Mr. Cesar Ugarte, Communicator, IBTA/Chapare, Cochabamba
Ms. Consuelo Montaña, Director, PROCOMD, Cochabamba

Appendix B

**Project Design Summary
Logical Framework**

PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORK

Project Title and Number: **DRUG AWARENESS AND PREVENTION, No. 511-0613**

ANNEX II.A
Life of Project: From FY 91 to FY 96
Total U.S. Funding: \$9,220,000
Date Prepared: June, 1991

<u>NARRATIVE SUMMARY</u>	<u>OBJECTIVELY VERIFIABLE INDICATORS</u>	<u>MEANS OF VERIFICATION</u>	<u>IMPORTANT ASSUMPTION</u>
GOAL: To support and strengthen Bolivian commitment to drug use prevention, and alternative development programs.	Availability of Cocaine and Coca paste based on price level	GOB Records	Commitment of GOB
<u>Status at the End of the Project</u>			
PROJECT PURPOSE: To increase public awareness of and support for the Government of Bolivia's Drug Use Prevention Program.	<ol style="list-style-type: none"> Increased number of anti-drug organizations in Bolivia. Lobbying for stronger GOB action to stop drug production and trafficking. Increasing numbers of people who believe that drug production and trafficking constitutes a problem for Bolivia. 	<ol style="list-style-type: none"> SEAMOS records of active antidrug organizations. Newspaper content analysis. Public opinion surveys. 	<ol style="list-style-type: none"> GOB agrees with purpose. The Bolivian population is aware of the consequences and damages derived from the production, trafficking and drug use.
<u>Outputs</u>			
<ol style="list-style-type: none"> Private entity (SEAMOS) for drug information research, outreach and mobilization established and operational. Promoters trained in coordination with CESE following action plans submitted by SEAMOS. TV and radio spots produced, disseminated according to action plan submitted by SEAMOS. At least 3 departmental level anti-drug organizations mobilized and assisted. At least 15 local-level anti-drug organizations mobilized and assisted. Parents, school and university students, and professionals trained by CESE. Epidemiological study methodology institutionalized with CONAPRE. SUBDESAL communications technicians trained. SUBDESAL community workers trained. SUBDESAL radio spots in Spanish, Quechua, and Aymara reaching the entire Chapare area. A user's hot line of CESE. 	<ol style="list-style-type: none"> Amount of materials produced/printed and disseminated. Number of promoters trained by CESE. Resources center receiving cataloguing disseminating information. <ol style="list-style-type: none"> Periodic newsletter printed. Number of TV and radio spots produced and disseminated. 3 departmental level anti-drug organizations in place and functioning. Fifteen local level anti-drug organizations in place and functioning. Increased number of people trained CONAPRE carries out epidemiological studies. Number of communications workers trained. Number of community workers trained Number of radio spots produced and broadcasted. Statistics of user's hot line cases by CESE. 	<ol style="list-style-type: none"> Evaluation/audit Audit Evaluation Evaluation Evaluation Evaluation Results available Evaluation Evaluation Evaluation Evaluation and results available. 	SEAMOS Capacity CONAPRE Capacity CESE Capacity SUBDESAL Capacity

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Appendix C

**Ten Areas for Analyzing the
Effectiveness of an Organization**

1. Marketing

Does the organization have market information? Does it use the information effectively?

2. External Relations

Does the organization involve people and groups who are affected by the organization? What are the trends that influence the organization and how are they handled?

3. Organizational Culture

The atmosphere in the organization. What are the organizational mechanisms for accomplishing work (meetings, memos, processes, technology) and how effective are they?

4. Innovation

How many new ideas surface? How many new projects are carried out?

5. Structure

What is the organizational structure? How does it support the mission, and how is the structure an obstacle?

6. Leadership

Does the leader provide a clear vision? How does she influence employees?

7. People

Skills and training. Reward systems. Relationships.

8. Information Systems

Availability of information. Utility and simplicity of the information.

9. Financial System

Does the system provide the necessary information? Is the information used? Is there creativity in this area?

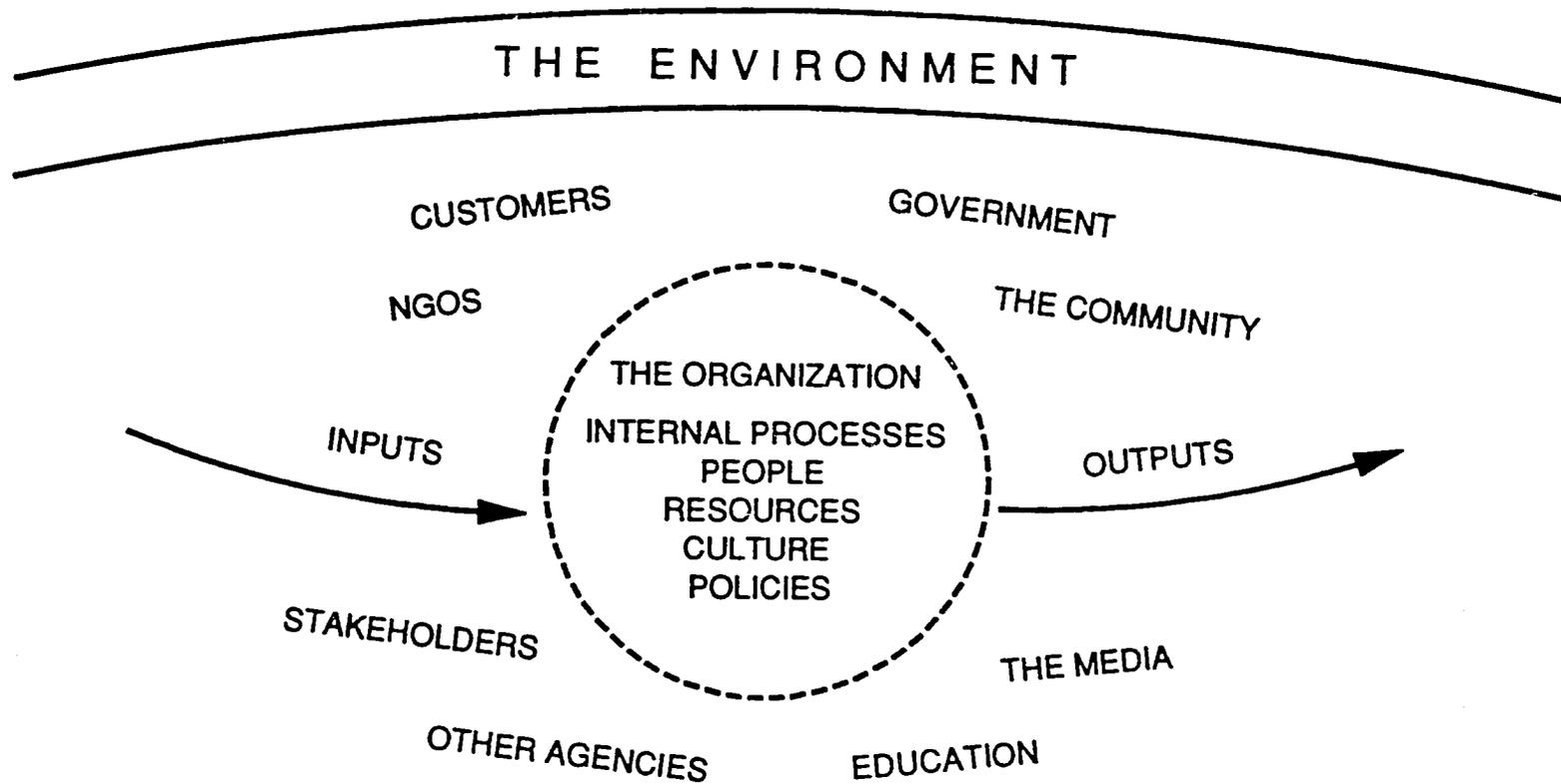
10. Mission and Purpose

Is the mission clear, on paper and in people's minds? Does the mission inspire people?

Appendix D

**An Open Systems Model of
Effective Organizations**

AN OPEN SYSTEMS MODEL OF EFFECTIVE ORGANIZATIONS



EFFECTIVE ORGANIZATIONS:

- Are porous - they influence and are influenced by the environment
- Are effective internally
- Seek information from, build relationships with outside stakeholders
- Adjust the internal organization and their outputs to changes in the environment

Appendix E

**Public Awareness:
Steps for Organizing a Campaign**

1. Analyze the resources available in your own organization and in the rest of the agencies involved in the campaign
 - A. Human
 - B. Financial
 - C. Equipment
2. Collect data and conduct formative research in order to define the problem
3. Identify the goals and objectives of the program for planning/evaluation purposes
4. Specify the target audiences, for example:
 - A. Opinion Leaders
 - B. Community Leaders
 - C. Healthcare professionals, such as doctors
 - D. Adolescents
 - E. Children
5. Determine the channels that you can use
 - A. Mass Media
 - B. Interpersonal Communication
 1. training
 2. continuing education
 - C. Community Mobilization
6. Design messages
7. Pretest the messages with the target audience(s)
8. Produce and distribute/broadcast materials
9. Evaluate
 - A. Process—monitoring—What's happening?
 - B. Results—What happened?
 - C. Impact
10. Feedback
11. Follow-up
 - A. Administration
 - B. Supervision

1. Analizar los Recursos (en su institución y las demás involucradas en- la campaña nacional)
 - A. Humanos
 - B. Financieros
 - C. Equipos
2. Recopilar datos y conducir investigación formativa para definir el problema
3. Identificar las metas y los objetivos del programa-planificar/evaluar
4. Especificar los grupos destinatarios; por ejemplo:
 - A. Líderes de Opinion
 - B. Líderes de la Comunidad
 - C. Médicos, etc.
 - D. Adloscentes
 - D. Niños
5. Determinar los canales que se pueden emplear
 - A. Medios Masivos
 - B. Medios Interpersonales
 1. capacitación
 2. educación continúa
 - C. Movilización de la comunidad
6. Diseñar mensajes
7. Probar los materiales con los grupos destinatarios
8. Producir y distribuir/divulgar mensajes
9. Evaluación
 - A. Proceso—monitoreo—¿Qué está pasando?
 - B. Resultados—¿Qué pasó?
 - C. Impacto
10. Retroalimentación
11. Seguimiento
 - A. Administración
 - B. Supervisión