

OFICINA DE LAS NACIONES UNIDAS CONTRA LA DROGA Y EL DELITO -UNODC  
PROYECTO DE PREVENCIÓN DEL USO INDEBIDO DE DROGAS Y DEL DELITO EN EL  
MUNICIPIO DE EL ALTO-BOL/J39

**“EVALUACIÓN EXTERNA DE MEDIO TÉRMINO DEL  
PROYECTO BOL/J39: PREVENCIÓN DEL USO INDEBIDO  
DE DROGAS Y DEL DELITO EN EL MUNICIPIO DE EL ALTO”**

**INFORME FINAL**

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## SIGLAS Y ABBREVIACIONES

CELIN	Centro Latinoamericano de Investigación científica
CEMSE	Centro de Multi servicios Educativos Carnet de
CI	Identidad
COR	Central Obrera Regional
CPMGA	Centro de Promoción de la Mujer Gregoria Apaza
DD.HH	Derechos Humanos
FED EPAF	Federación de Padres de Familia Federación de Junta de
FEJUVE	Vecinos
FE LCC	Fuerza Especial de Lucha Contra el Crimen
FES	Federación de Estudiantes de Secundaria
GM	Gobierno Municipal
GMEA	Gobierno Municipal de El Alto
IA	Indagación Apiciativa
JIFE	Junta Internacional de Fiscalización de Estupefacientes
MEC	Ministerio de Educación y Cultura Ordenanza
OM	Municipal
OMS	Organización Mundial de la Salud
ONGs	Organizaciones no Gubernamentales
ONU	Organización de las Naciones Unidas
OPS	Organización Panamericana de la Salud
OTBs	Organizaciones Territoriales de Base
POAs Ppt	Programas Operativos Anuales Power
PROMSECC	Point
SEDUCA	Programa Municipal de Seguridad Ciudadana
SIE	Servicio Departamental de Educación
TDRs	Sistema de Información Educativa
TICs UE	Términos de referencia
UID	Tecnologías de Información y Comunicación
UIDD	Unidades Educativas
UMSA	Uso Indevido de Drogas
UNODC	Uso indevido de drogas y el delito Universidad Mayor de San Andrés
	Oficina de las Naciones Unidas Contra la Droga y el Delito

## Disclaimer

Independent Project Evaluations are scheduled and managed by the project managers and conducted by external independent evaluators. The role of the Independent Evaluation Unit (IEU) in relation to independent project evaluations is one of quality assurance and support throughout the evaluation process, but IEU does not directly participate in or undertake independent project evaluations. It is, however, the responsibility of IEU to respond to the commitment of the United Nations Evaluation Group (UNEG) in professionalizing the evaluation function and promoting a culture of evaluation within UNODC for the purposes of accountability and continuous learning and improvement.

Due to the disbandment of the Independent Evaluation Unit (IEU) and the shortage of resources following its reinstatement, the IEU has been limited in its capacity to perform these functions for independent project evaluations to the degree anticipated. As a result, some independent evaluation reports posted may not be in full compliance with all IEU or UNEG guidelines. However, in order to support a transparent and learning environment, all evaluations received during this period have been posted and as an on-going process, IEU has begun re-implementing quality assurance processes and instituting guidelines for independent project evaluations as of January 2011.

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## EXECUTIVE SUMMARY

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#### 1. Background

UNODC and the local government of the city of El Alto (LGEA) have been working in a common effort implementing the project “Drug abuse and crime prevention in the Municipality of El Alto, BOL/J39”, which is executed in three<sup>1</sup> main thematic areas: 1) Training of teachers in prevention of the illegal use of drugs in schools; 2) social mobilization against drugs and crime and; 3) skills training for youth in a high risk of using illegal drugs and committing violent crimes.

It has been requested that a medium term independent evaluation of the project be conducted to “Evaluate the progress of the project BOL/J39 and of all its out coming results to the date of the evaluation<sup>2</sup>, which allows to identify and recommend immediate actions that the project should adopt in order to reach, in an effective way, the suggested results in the time that is left”.

The activities conducted during the evaluation were: 1) Preliminary actions of coordination, information, design of the instruments and coordination of the field work; 2) Execution of 28 interviews; 3) Development of an evaluation workshop; 4) Implementation of a survey amongst 80 students from 4 different educational establishments.

#### 2. Results of the evaluation 2.1.

Relevance and pertinence of the project.

100% of the people interviewed agreed that it is a priority for the city of El Alto to address problems related to the illegal use of drugs. This allows us to affirm that the project responds to essential and vital needs. The project and its objectives are in agreement with the national policy of integral prevention of the use of narcotics and with the local policies established in their PDM<sup>3</sup>.

#### 2.2. Evaluation of the progress and results of the project a.

##### Objectives of the project

GENERAL OBJECTIVE: “To stop the growing rates of the illegal use of drugs and crime in the city of El Alto by promoting healthy lifestyles and by reinforcing factors that protect the society through strategies of integral intervention that encourage high participation to raise awareness, train and mobilize society against the illegal use of drugs and crime”.

The measurement indicators of the objective and its degree of fulfillment are:

- a) The rates of prevalence of the illegal use of drugs among the population in general and of the student population in particular are stable in the levels established by the CELIN in its study carried out in 2005. It is not possible to issue an opinion on the degree of fulfillment: the CELIN or any other institution has not issued any research studies on the use of drugs in the past years.
- b) The rate of criminality in the Municipality of El Alto has not changed since 2006 according to the criminality statistics ~~that were elaborated by the Special Division Against Crime (FELCC)~~. There is a decreasing tendency in the criminality statistics<sup>4</sup>; nevertheless we cannot affirm that these are due to a direct action of the project.

<sup>1</sup>A fourth element is the development of strategic alliances that allow to facilitate its activities.

<sup>2</sup>The date of the present evaluation is the 31 of august 2009.

<sup>3</sup>Specifically in the socio cultural dimension (Suma Qamaña) that proposes sustainable actions related to the quality of education, health, justice and human rights.

<sup>4</sup>According to the information of the FELCC the registered cases have showed a decreasing tendency between the periods from 2006 to 2008: 2006=4.023 cases; 2007= 3.871 cases; 2008= 2.994 cases.

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IMMEDIATE OBJECTIVE. “The project will provide technical capabilities and intervention methodologies to local institutions that are responsible of the Municipality of El Alto’s sustainable development, educational institutions and community organizations to be able to design and implement drug abuse and crime prevention programmes, as well as to promote healthier life styles, including protective factors and vocational training opportunities for marginalized young people that are in high risk of drug abuse and violent crime. The project will provide to the Municipality of El Alto technical tools for training in drug abuse and crime prevention, create awareness and social mobilization”

The proposed indicators for the immediate objective are related to the established indicators for every result of the project; its grade of fulfillment will be evaluated in each result.

a. Evaluation of the progress of each suggested result.

Result1. Establishment of strategic and operational alliances with different institutions.

<p>20</p> <ul style="list-style-type: none"> <li>x Identification of institutions to develop strategic alliances with. This activity was not organized or planned; the contact emerged naturally from the daily activities of the project.</li> <li>x Promotion of alliances. Agreements were not exist. A professional technician could not be hired reached</li> <li>x Implementation of a database. A database does a “low profile”for the 2008 period. This decision was not exist. A professional technician could not be hired to fulfill this task.</li> <li>x Encouragement of activities. The project in El Alto due to a report of the JIFE<sup>5</sup>. was adopted</li> <li>x Establishment of an interinstitutional committee. As a product of the process of participative planning, the interinstitutional committee was established. A project of regulations was designed and its socialization begun in 2009. A local ruling supports the operations of the committee.</li> </ul>	<p>interinstitutional agenda. A common agenda for the illegal use of drugs has not been designed yet. The only in its POA, for the periods of 2008 and 2009, is the</p> <p>were:</p> <p style="text-align: center;"><b>Achievement of the indicator</b></p> <p>69 agreements were signed-partial fulfillment.</p>
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Implementation There is no database technically established –non-fulfilled.

The interinstitutional committee for the prevention of the illegal use of drugs established; has the support of a local regulation and the POAs of the institutions that are in it include activities for the prevention of the illegal use of drugs. The interinstitutional committee was established; A local regulation supports the operations of the Committee; the POAs do not include these activities (except for the local government of El Alto)-partial fulfillment.

Result 1: has been partially fulfilled. The level of appropriation of the project from authorities and employees of the local government is important. It is important to work harder on the partnership with other institutions (private and public). Work must be done for the implementation of a database to make the management work easier.

Result2. Training of teachers.

<ul style="list-style-type: none"> <li>x Design the model of municipal training in preventive education. The model for the training was designed for the project, using the material of the project AD/BOL/99/D80: preventive education and promotion of health in the UN schools.</li> <li>x Organization of training workshops. These activity was developed only in public schools, the activities have been adopted by the directors and teachers. 73% of the interviewed persons qualified the workshops as good.</li> <li>x Monitoring and evaluation. This has been taking place in coordination with the authorities and the educational establishments<sup>6</sup>.</li> </ul>
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<sup>5</sup>The International Committee of Control of Narcotics recommended to abolish the chewing (pijcheo) of the coca leaf.  
<sup>6</sup>Created on the 31/03/08 with the participation of representatives of 27 institutions.

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The fulfillment of the indicators for these result were:		
Indicator	Achievement of the indicator	
A model of local training for the prevention of the illegal use of drugs established, validated and in the process of application	A “Model of training for teachers from the pedagogic practice from the class for the prevention of the illegal use of drugs” exists and has	
To the end of the project, at least 110 educational establishments have included in their POA the training of teachers in prevention of the illegal use of drugs.	62 educational establishments (56% of the rates) have developed activities of training in illegal drug use –partial fulfillment.	
Around 5000 teachers have received training in prevention of the illegal use of drugs. 170 000 students have benefited from it. 150 workshops executed.	1985 teachers were trained (40%); Around 160 000 students have benefited from it (52%); 42 workshops executed (28%) –result fulfilled.	
50 socialized pedagogic proposals.	33 pedagogic proposals, NOT socialized –partial fulfillment.	
A database of the educational establishments.	There is not a database technically established -non-fulfilled.	
<p>Result 2: presents a good level of advancement even if the degree of fulfillment is partial. The indicators formulated are over measured with regard to the time of execution of the project. The model of training and the materials designed have been accepted by the directors and teachers, nevertheless it is still pertinent to make innovations and to adapt the actions to the context of the city.</p> <p>Result3. Social mobilization against the illegal use of drugs and crime.</p>		
<ul style="list-style-type: none"> <li>x Design mechanisms to raise consciousness, information about the illegal use of drugs is becoming the base of the training of the program</li> <li>x Development of materials. Power point program to acquire educational skills to prevent qualified them as good.</li> <li>x Planning, organization and execution of the as good by 90% of the persons interviewed participate in the improvement of internal family</li> <li>x Promote and create the School for Parents. It already existed in the MGEA. A common would adopt the methodology of the project</li> <li>x Elaboration of materials. The materials announcements and news. The media campaign first draft of a strategy of positioning (activities)</li> <li>x Monitoring and follow up. The document follow up of the activities of mobilization and monitoring and the evaluation of the activities.</li> <li>x Participative planning. 10 workshops of representatives of 689 institutions. There document that must be completed.</li> </ul> <p>The fulfillment of the indicators for these result</p> <p style="text-align: center;"><b>Indicator</b></p>	<p>The mechanism to raise consciousness, training and the workshop of social mobilization, addressed to parents, PROTEGO.</p> <p>presentations, posters, flyers and the brochure “Family the illicit use of drugs”. 90% of the people interviewed workshops. The content of the workshops was evaluated qualifying it as dynamic and with a high potential to relations.</p> <p>was not necessary to create the school for parents since work was completed with the municipality in 2009 so it and hired facilitators for this.</p> <p>used for this campaign were posters, brochure, radio was implemented with radio Pachamama. There is a with the characteristics of a report of an evaluation of</p> <p>“strategy of positioning” includes some elements for the information , but they are not enough to achieve the participative planning have been executed with is a first proposal for the designation of a strategy,</p> <p>were:</p> <p style="text-align: center;"><b>Achievement of the indicator</b></p> <p>40 workshops were executed until December 2008(40%); participation of 816 parents (20%)-partial fulfillment</p>	
The information of the beneficiaries is being kept in a database.	There is no database technically established –non-fulfilled	
3 massive media campaigns implemented.	The document “strategy of positioning” mentions the modalities of communication but does not contain the design of the communication campaigns –non-fulfilled	
Through the end of the project the municipal strategies of prevention of the illicit use of drugs must be concluded and in the process of implementation.	10 workshops of participative planning were executed and elaborated an strategy which was not approved –partial fulfillment	
<p>Result3: was partially fulfilled. An important work of social mobilization has been done for the design of the strategy of prevention of the illicit use of drugs, nevertheless this work has not counted on opportune actions of follow up and management for its approval. The information and training work was done with an</p>		
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adequate methodology but these has to incorporate more subjects related to human rights and crime prevention. The involvement of the MGEA in this effort is very important , through the Family School.

Result4. Labour training for young people

x Implementation of workshops and engagement of a training company. An important support of the MGEA was obtained for the infrastructure and equipment of the workshops. An agreement was signed with the Center for the Promotion of Women Gregoria Apaza (CPMGA) for labour training. The non-fulfillment of administrative procedures<sup>7</sup> retarded the programmed work. 95% of the persons interviewed affirmed that the selection of the training company was adequate.

x Identification of youth. In 2008 an official call was made; in 2009 the call was repeated but focusing on young people that went to evening school. There was not a research study of the labour market made.

x Execution of training classes on labour skills. Pilot courses were executed. These are not considered established training areas in the project document. The young people interviewed considered the courses as good.

x Certification of participation and approval. The certificates are endorsed only by the CPMGA.

x Promotion of cooperation agreements. The agreements and negotiations to achieve labour insertion of the young people that received training were carried out just by the CPMGA which had already been working on the matter.

x Promotion and diffusion of the activities. A massive promotion of this subject must be done so that no expectations exist among other young people that are not the goal of the project (risk groups).

The fulfillment of the indicators for these result were:

Indicator	Achievement of the indicator
To the sixth month of the first year 6 local labour training workshops are equipped and operational.	7 workshops were equipped (not in the defined timing) and are in the process of being operational.
70 labour training courses were organized. Around 1400 young people in high risk of illicit drug use have benefited from it with a relinquish rate of 5%.	4 pilot courses were executed in 2008(4%); 70 young people trained (5%); The level of relinquish is cannot be measured since there is not an adequate registration. Partial fulfillment.
A work plan and a detailed report of the execution of every course elaborated and available in the offices of the project. 1400 certificates of participation and approval delivered.	There are work plans and reports for every course-fulfilled; 70 certificates were delivered (5%)-partial fulfillment
A database of the beneficiaries of the training courses.	There is not database technically designed.

Result4: presents the lowest levels of fulfillment. The installation and equipment of the workshops was achieved and also the selection of a company with experience on that field, but management problems have generated an important delay in the beginning of its activities. It is unlikely that it will achieve the indicators defined by the project.

2.3 Degree of implementation

x Management of the project. Coordination difficulties between the management and the technical levels; good contact with authorities and municipal employees; there are different points of view regarding the focus and the method of management of the project, between the Manager and the Official of the program of UNODC. Deficiency in the achievement of administrative procedures for employment processes.

x Planning. There is no internal planning in an organized and periodical way.

x Project execution. The training work to teachers and the alliance achieved with the School of Family to the CPMGA. As of interinstitutional relations, very important alliances have been achieved with entities in the educational sector, this has not been achieved with other kind of institutions and social organizations.

x Organizational structure of the project. The professional staff for this project s reduced, besides this, the initial team planned for this project could not completed.

<sup>7</sup>Administrative procedures is defined as the set of actions developed by various officials to fulfill a purpose, which starts with the order to proceed made by the highest executive authority of the institution and culminates with the

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