

NAE

Narcotics Awareness and Education Project

**REPORT
TECHNICAL ADVISORY
GROUP MEETING**

November 5 & 6, 1992

The Narcotics Awareness and Education (NAE) Project is designed to strengthen the capabilities of Lesser Developed Country (LDC) Institutions to design, implement and evaluate effective drug awareness and prevention programs. The project focuses on drug demand reduction through public awareness and education. Key to the overall project strategy are activities that: generate an understanding of the nature and extent of drug abuse in a given country; develop public awareness of the problem among government policy makers, opinion leaders and the general public and of the importance of implementing comprehensive prevention programs before the drug problem gets out of hand; and assist in obtaining the support of key national leaders and institutions to develop and effectively implement national prevention strategies. Among the technical support services involved in the project strategy are technical assistance, training, research, information dissemination, and policy dialogue.

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AND EDUCATION PROJECT**

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Submitted By:

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NARCOTICS AWARENESS AND EDUCATION PROJECT

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THEORY OF REASONED ACTION

WHAT IS IT?

It is one popular theory of behavior.

It assumes that behavior is determined by internal, cognitive and emotional determinants.

- intention
- attitude
- subjective norm
- beliefs about consequences
- normative beliefs about others expectations

perceived skill

It recognizes that external, structural determinants are also important.

- demographics
- policies and laws
- availability
- actual benefits and costs
- actual skills

It assumes that external determinants act on behavior through internal ones.

External-----> Internal-----> Behavior

It has a well-defined measurement model.

It provides an empirically based technology for identifying potential intervention points.

Therefore, it is useful in designing, monitoring and evaluating behavior change interventions.

THEORY OF REASONED ACTION

HOW CAN IT BE USED TO DESIGN INTERVENTIONS?

It helps define and specify the behavior to be changed.

use
try
stop
reduce
refuse offer

cocaine
marijuana
alcohol

It helps define target audience on the basis of predisposition (intentions, attitudes and subjective norms).

Index based on internal determinants is often more stable than prevalence based on usage, particularly for low prevalence activities.

One can target for prevention rather treatment.

It helps identify potential intervention points.

attitudinal vs. normative factors
which nonhealth consequences
which important others

friends
boyfriend/girlfriend

which external, structural determinants

It increases the precision and validity of impact evaluation.

NARCOTICS AWARENESS AND EDUCATION PROJECT

TECHNICAL ADVISORY GROUP MEETING

INTRODUCTION

The third meeting of the Technical Advisory Group (TAG) to the Narcotics Awareness and Education Project (NAE) took place at Development Associates' headquarters in Arlington on November 5 and 6, 1992. The purpose of the meeting was to review the results of the "Brainstorming Session" which was held on July 24, 1992 with representatives from AID and NAE's subcontractors, Academy for Educational Development, MACRO International, and Porter/Novelli, and look at how these results and other ideas could be applied to several of the buy-in countries, and assess the potential impact of proposed research activities.

The TAG is comprised of a group of independent advisers to the project, appointed by AID. TAG members are appointed on an individual basis, not as institutional representatives. The group consists of recognized experts in research methods, communications, social marketing, and behavioral change (see Attachment I). There were observers from the Organization of American States (OAS), and the various bureaus of AID (see Attachment II). Attachment III contains a list of subcontractor representatives present.

In the previous two meetings the TAG members were provided with a overview of the project and the status of research activities and then asked to address specific issues designed to elicit guidance and recommendations for follow-on research efforts. For this meeting it was decided to take a less structured approach that would permit a more open discussion on selected research interventions, either underway or in the planning stages. The process involved a presentation by the NAE staff followed by an open discussion by both TAG members and observers. The group discussion after each situation description was expected to treat the subject as completely as possible before going on to the next topic.

DISCUSSION

To set the stage for the two-day meeting, TAG members received a short briefing on a "brainstorming" session held on July 24, 1992, to explore, identify, and discuss innovative ideas and methodologies in drug prevention interventions. At this meeting the NAE staff and selected professionals from the Research and Development Bureau of AID, Development Associates, Inc., the Academy for Educational Development, Macro International, and Porter/Novelli reviewed the progress and accomplishments achieved by the Project during its first two years. Outcomes of this brainstorming session resulted in the suggestions that the NAE should; 1) attractively package existing work so as to improve the visibility of the Project (work has started on this--TAG members were provided with copies of recently printed reports and studies sporting a new and distinctive cover), 2) place more emphasis on intervention research, and 3) develop interventions targeted primarily at youth and women, and develop a delivery strategy (i.e., a shared theoretical model) to get that message across. With this in mind the group proceeded to look at ways of carrying out these suggestions. In the process the group put together a list of "action alternatives" to address the above mentioned problem areas. In looking at alternatives the group identified over 75 different ideas which were discussed, condensed, and priorities set for further consideration.

Reactions from the TAG to this presentation were mixed. Issue was taken with the statement that the

NAE was placing too much emphasis on epidemiology research, although it was recognized that the NAE did need to begin to focus more on interventions (operations research). It was also stated that epidemiology data could be linked to a variety of interventions, particularly, in trying to improve resistance skills and change attitudes and behavior. On the topic of a "shared theoretical model", the TAG was informed that this would be one topic where TAG members' review and comments would be of major importance during this meeting. In fact, one of the presentations would be on such a concept. A suggestion was made that instead of theoretical model, we should talk about a "shared discussion framework." It was felt that the former would be too limiting and myopic; and it would be best to look at additional variables and perceptions.

After additional discussion on the merits of epidemiology studies, target groups, and means for addressing the problem of drug abuse, Drs. Jutkowitz and Middlestadt provided a brief presentation on the "Theory of Reasoned Action," emphasizing that it is a popular theory of behavior that assumes that behavior is determined by internal, cognitive and emotional determinants; and it can be useful in designing, monitoring and evaluating behavior change interventions (Attachment IV is an outline of the presentation). During the discussion, it was stated that the Theory of Reasoned Action is only one of the major social science theories which postulates that behavior is determined by internal, cognitive and emotional determinants. Dr. Jutkowitz then went on to point out that data from the NAE studies in Dominican Republic, Panama, and Bolivia are available and can be used to test out the Theory of Reasoned Action.

There was considerable discussion, pros and cons, on the usefulness of the Theory of Reasoned Action, focusing primarily on the fact that it has not been applied in the area of drug use. It was also suggested that there were more comprehensive models that have been used, and if this one is to be used, it should probably be used in addition to or in conjunction with other models. This suggestion incorrectly assumed that models and theories were the same thing, but in fact there are only a few behavioral theories, none of which have been fully applied in drug research. Many felt that since we have the survey data, we should test hypotheses based on the Theory of Reasoned Action. This might result in identifying variables which could increase the impact of a particular intervention. It was also thought that this could provide a useful conceptual framework for evaluation research related to drug prevention interventions.

Since Bolivia is the biggest NAE client (\$2.1 Million, four-year buy-in), it also offers the best potential for intervention research, Dr. Russell Stout, the NAE/Bolivia Chief of Party was asked to provide a detailed presentation on the USAID/Bolivia Drug Awareness and Prevention Project. USAID/Bolivia's drug awareness activities date back to 1986 when the Bolivian Confederation of Private Businessmen started SEAMOS (the Educational System for Social Mobilization and Anti-Drug Addiction), subsequently receiving financial support from the USAID Mission in 1987. The current program continues to support SEAMOS and also involves CESE (Educational Center Against Narcotics), DINAPRE (National Division on Prevention of Drug Abuse), and SUBDESAL (Sub-Directorate for Alternative Development). The latter two are Government of Bolivia agencies, while CESE is a private organization originally started with the support of the United States Information Service and the Narcotics Affairs Section in the U. S. Embassy. All four organizations currently receive financial support from USAID/Bolivia under specific Cooperative Agreements. The NAE Project through the NAE/Bolivia office provides technical assistance to both the Mission and to the four cooperating organizations. In discussing the overall operation of the Bolivia project, Dr. Stout emphasized the interest and commitment of the USAID Mission Director and the entire US country team to the Project. Major accomplishments singled out by Dr. Stout were: 1) establishment of a close working relationship between the public and private sector; 2) progress made by DINAPRE in attaining a research capability (participation in the conduct and analysis of the national study on knowledge, attitudes, and practices of drug users, and conduct of an ethnographic study of street

children); 3) all entities are now in the process of carrying out prevention and awareness activities; and 4) an interim evaluation is scheduled for December 1992.

Dr. Stout then proceeded to provide an overview of the Bolivian culture, potential target groups, and means of reaching those target groups. Included were Bolivian attitudes towards alcohol use and the influence of the local brewers, making it difficult to address the issue of alcohol as a gateway drug. Methods of production, trafficking, and accessibility of drugs (coca paste, cocaine, inhalants, etc.) by children was discussed at length. As a side note, Dr. Philippe Bourgois pointed out that in the United States, in an attempt to reduce glue sniffing by children, manufacturers have taken to mixing mustard in with commercial glues.

The study of street children by DINAPRE, under the technical assistance of Dr. Bourgois, an NAE consultant, was discussed in considerable detail. Also explored were other potential topics for research interventions such as the use of comic books as a teaching tool, work with soccer teams, additional work to reach street children and determine use patterns and habits. TAG members were excited by the on-going activities and the rich potential for additional research. Attachment V contains a list of completed, on-going, and planned research interventions in Bolivia, as well as in other countries.

After lunch, the discussion turned to Jamaica where the NAE staff recently conducted a mid-term evaluation of USAID/Jamaica's drug awareness program and developed some recommendations for future changes in direction. As a result of a recent audit of the organization implementing the USAID program, action is being taken to find a new implementing organization, which may be the NAE. The NAE has submitted a proposal to USAID/Jamaica to provide the necessary technical assistance, training, and program support, to the extent that buy-in resources will allow, to Jamaican agencies conducting drug abuse prevention activities. Such agencies would include the Kingston Restoration Company and other organizations designated by USAID/Jamaica, such as Addiction Alert and Breakthrough Limited. Tentative plans for the re-direction of the program would include support for the Drug-free Teen Center run by the Kingston Restoration Company and other organizations (e.g. the Breakthrough/Addiction Alert Self-Esteem Empowerment and Adolescent Drug Abuse Prevention Program for schools). These grants would serve several purposes:

- to promote prevention activities aimed at high risk groups, primarily youth between the ages 12 - 25;
- to test different approaches to the problem of drug abuse in the Jamaican context;
- to strengthen the capabilities of drug prevention agencies to implement effective programs which may be replicated at the national level.

The group discussed these programs at length, pointing out some of the pitfalls and the lack of baseline data. For example, in the Kingston Restoration Company's YESS (Youth Educational Support System), which targets high school youth between the ages of 12 and 19, there are no benchmark data nor are there formal assessments of norms and behavior. The TAG discussed various ways of dealing with this problem so as to improve the program, assuming that it is decided to go ahead with it. The group also looked at a proposal to use and train natural leaders in schools to take the lead in drug abuse prevention activities. There did not seem to be much enthusiasm for such a technique, but Dr. Ramiro Castro de la Mata pointed out that CEDRO in Lima, Peru had tried this in several schools and appeared to have been very successful, although a formal evaluation had never been done. There was considerable discussion over

the quality and validity of drug use prevalence studies conducted in the past, along with a discussion of the need for another ethnographic study of cocaine use, this time looking at men.

The opportunity to try new techniques, which may be afforded through a buy-in in Jamaica certainly whetted the interest of all the attendees at this meeting. There was considerable enthusiasm for exploring alternate approaches to what was proposed, or at best to try to improve proposed programs. One of the TAG members, Dr. Lonnie Mitchell, was particularly interested since he was involved with similar activities with youth in Baltimore. Dr. Mitchell offered to work with the NAE staff to review and refine the proposed Addiction Alert Organization's intervention design study.

The first day ended on a positive note. Prior to closing for the day, the TAG members were asked to take some time during the evening to do some free-thinking and be prepared to present to the group on the following day:

What would you do (assuming you had carte blanche) or modify, in each of the sites where we are working?

Looking at what the NAE is doing, what do you consider is a waste of time and should be discarded?

Any other constructive ideas--design suggestions, etc.

DAY TWO

The second day started off with remarks by Antonio Gayoso, who talked for a few minutes on possible scenarios for drug abuse prevention under the new administration. He also asked for suggestions to bring up to the new administration. Lloyd Johnston pointed out that it appeared, by the players involved, that international demand reduction will continue with the new administration.

Dr. Susan Middlestadt started off the main business of the day by making a presentation on her recommendation for an intervention project in Bolivia using the soccer associations to create a valued drug-free social environment working with SEAMOS as the implementing agency.

She was followed by Eduardo (Ned) Roberto who pointed out that this was a different atmosphere from the first and second meetings where there was not enough of the NAE project to talk about, and now there was. He also felt that based on previous TAG recommendations and his observations from the previous day indicate to him that we know enough to continue doing what we are doing. The question now is to look at the circumstances and conditions under which we have to implement prevention activities and measure the various indicators to determine the outcomes. He also questioned the usefulness of theoretical models, particularly the Theory of Reasoned Action. He also stated that the NAE should have done a case study on the Bolivia project, and should still do it. Also felt that the NAE should have provided a summary of the "brainstorming" session to the TAG members for their reaction. He went on to say that the NAE was not truly international since its work was confined to Latin America. Dr. Meyer provided a brief overview of events leading to the loss of Asia from the Project, the lack of interest from both Europe and Africa. Ned went on to offer his assistance in trying to make inroads in the Philippines through the current President whom he knows and who used to serve as the Chief of Narcotics in the National Police.

Zili Amsel expressed satisfaction with the infrastructure that has been established in Bolivia. She also reiterated that there is never enough epidemiology, and would like to see a comprehensive epidemiological intervention program at the national and international level addressing policy issues. She also called for school, household, street, and ethnographic surveys followed by comprehensive interventions, tying in with the police wherever possible. In the case of the Bolivia street children, she felt that there is a need for data comparing user/non-user families, and the dynamics of bonding and academic activity on school dropouts.

Barbara Smela was pleased with the progress of the NAE. She feels that epidemiological research should continue so that trends can be established; although she also feels that there is a need for more focus group and other types of qualitative research. She feels that we are using a "shotgun" approach and we need to tighten up on our research design. She also is not convinced that behavioral change should be the focus of prevention activities--need to find out why some people don't use drugs.

Lloyd Johnston made a strong statement in favor of the need to build an infrastructure. For successful drug awareness and prevention programs institution building should be a top priority. He also reminded the group that "attitudes" have been a powerful force for change, citing the case against smoking as an example. This supports the importance of maintaining interest in longer term objectives. We should not refrain from initiating a worthwhile project just because it can't be completed during the contract time-frame. He cautioned against wasting valuable time on poorly designed projects, such as the Jamaica project. When questioned, Lloyd modified his remarks about the Jamaica intervention, saying that there were clearly good ideas, but the objectives were too broad and the intervention needed considerable reshaping. He emphasized the need for epidemiology research followed by qualitative research on sub-populations identified by the larger study.

Lonnie Mitchell agreed with the comments expressed before him, except with those on Jamaica. He believed that the Jamaica project concept is good, although not well articulated. He offered to help the NAE improve it. He went on to identify some of the problems such as lack of a clear goal and mission statement; too many objectives--non measurable; lack of baseline information; need for training supervisory staff, etc. He complimented the NAE staff on their work, singling out the Smith/Elder paper as an outstanding example of our work. He recommended that NAE publish the results of the "brainstorming" session.

Ramiro Castro de la Mata also thought the NAE is succeeding well. In looking at future interventions, he felt that there is a need to develop a conceptual network that will help define measurable objectives. He also pointed out the long-term objective is not to reduce drug abuse BUT to change attitudes and habits that lead to drug use. He also concurred in Lonnie Mitchell's comments on Jamaica.

Paul Touchet suggested that the NAE establish a capability for a longitudinal study in Bolivia, and broaden the data base horizontally. As to the future of the Project, he felt that we need to focus on "resistance behavior", assuming we can believe the data we have. On the issue of "resistance behavior" we need to look at the access to drugs, using the "club" model, i.e., peer pressure to help kids resist drugs. Paul also felt that the NAE has an inherent "public salience", i.e., there is so much interest in drug issues, that NAE publications will be well received. There is a need to write up Bolivia and Peru as case studies or models for others to review and test. Also liked the YESS project.

John Mayo, like Paul Touchet, was not able to attend the second TAG meeting; and both were pleased to see the progress that has been made in the two years since their first meeting. John was glad to hear

that this is a ten-year project thus providing sufficient time to really come out with lessons learned. He felt that the Project should move expeditiously to do interventions; the Theory of Reasoned Action was a good starting point. Stated that this is the time to concentrate our resources to help host country organizations develop a capability to do research. As did Lloyd Johnston, John thinks we need to get them started even if we can't finish before this first five-year phase of the project ends. Should also begin to report results and get reactions and comments. He felt we need to downplay epidemiology studies.

Antonio Gayoso thanked the TAG members for their comments, stating that this has been a rich and fruitful experience. He then elicited comments from the floor. Philippe Bourgois expressed his appreciation for being invited to attend. He is glad to see that the Project is open to qualitative research and feels that there is a need to do more. Thought that the TAG should have an ethnographer on board. Mary Debus also stated that we need to get the word out on the NAE and get interventions going. Mary also underscored the need for an analysis of use from a product or marketing perspective. She implied we need to develop a better understanding of the "target audience." Dwight Wilson was struck by the lack of discussion at the policy level; also felt a need to pay attention to institution building. He was very interested in the Bolivia experience and thought a case study on Bolivia would be useful to the AID Bureaus. He also recommended more frequent cross-fertilization between domestic and international efforts, an area that had been brought up earlier by Zili Amsel, when she offered to make key publications and documents available.

CONCLUDING REMARKS

Tony Meyer expressed his thanks to the TAG members for their attendance and contribution. He pointed out that he has attended many TAG meetings in other projects, but that this one has been the most productive one yet. Its concrete and focussed suggestions are an effective resource to the Project. Peter Davis asked the TAG to look back at what has been done and after proper reflection to drop us a note on how the NAE can best disseminate its products. Karen Moore also noted the quality of the talent available in the TAG members and stated that the Project needs to look at how the staff can work more with the TAG. Antonio Gayoso announced that he will be leaving the Project and considered it a privilege to have been associated with this group from the beginning. He believes that we have a group that can solve many of the problems we face in the fight against drug use. He then closed the session.

NAE APPLIED RESEARCH BY COUNTRY, TASK, AGENCY, STATUS AND PRODUCTS

COUNTRY	RESEARCH TASK	IMPLEMENTING AGENCY	STATUS	PRODUCTS	
BOLIVIA	NATIONAL HOUSEHOLD SURVEY OF KNOWLEDGE, ATTITUDES, PREVALENCE REGARDING DRUG PRODUCTION, TRAFFICKING AND USE	CIEC & DINAPRE/PROINCO WITH NAE/TA	SURVEY COMPLETED PRINCIPAL RESULTS DISSEMINATED	1. MONOGRAPH ON OPINIONS/KNOI PUBLISHED BY DINAPRE, OCT. 1992 2. MONOGRAPH ON PREVALENCE PUBLISHED BY DINAPRE, NOV. 1992 3. NATIONAL PRESS CONFERENCE PLANNED LATE NOV. 1992. 4. COMPREHENSIVE MONOGRAPH C SCHEDULED FOR COMPLETION IN C	Y 2
	ETHNOGRAPHIC STUDY OF DRUG USE AMONG STREET CHILDREN AND COCHABAMBA	DINAPRE/PROINCO WITH NAE/TA	STUDY COMPLETED PUBLICATION FORTHCOMING	MONOGRAPH ON STREET CHILDREN USE SCHEDULED TO BE PUBLISHED	RUG 992
	NATIONAL SCHOOL-BASED SURVEY ON DRUG PREVALENCE AND ATTITUDES AMONG INTERMEDIATE AND HIGH SCHOOL STUDENTS	DINAPRE/PROINCO WITH NAE/TA	STUDY DESIGN COMPLETED SURVEY SCHEDULED MAR 1993	MONOGRAPH ON SURVEY RESULTS	
	RURAL HOUSEHOLD SURVEY ON THE RELATIONSHIP BETWEEN DRUG PRODUCTION, TRAFFICKING & USE	DINAPRE/PROINCO WITH NAE/TA	STUDY DESIGN COMPLETED SURVEY SCHEDULED MAY 1993	MONOGRAPH ON SURVEY RESULTS	
	OPINION LEADERS PANEL STUDY OF ATTITUDES TOWARD DRUG PRODUCTION, TRAFFICKING AND USE	SEAMOS WITH NAE/TA	STUDY IN PROGRESS SCHEDULED FOR COMPLETION JAN 1993	MONOGRAPH ON OPINION LEADERS TOWARD THE DRUG PROBLEM, JAN	DES 993
	YOUTH, SPORTS AND DRUG PREVENTION INTERVENTION	SEAMOS WITH NAE/TA	STUDY DESIGN BEING FORMULATED MATERIALS BEING DEVELOPED SCHEDULED FOR COMPLETION, 12/93	YOUTH INTERVENTION PROGRAM TE MONOGRAPH ON LESSONS LEARNED	
DOMINICAN REPUBLIC	NATIONAL URBAN SURVEY OF DRUG PREVALENCE AND ATTITUDES	NAE WITH ASISA/OMSA UNIVERSITY OF SANTO DOMINGO	STUDY COMPLETED RESULTS DISSEMINATED	STUDY REPORT DISSEMINATED 9/92 NATIONAL PRESS CONF. HELD 9/92	
	YOUTH BASED PREVENTION INTERVENTION	HOGARES CREA WITH NAE/TA	INTERVENTION IN PROGRESS TO BE COMPLETED 10/93	INTERVENTION APPROACH TESTED REPORT 10/93	

NAE APPLIED RESEARCH BY COUNTRY, TASK, AGENCY, STATUS AND PRODUCTS

COUNTRY	RESEARCH TASK	IMPLEMENTING AGENCY	STATUS	PRODUCTS
GUATEMALA	EVALUATION OF NATIONAL PROGRAM OF PREVENTION INTERVENTIONS	CONAPAD WITH NAE/TA	EVALUATION TO BE COMPLETED IN DECEMBER, 1992	A SERIES OF INTERVENTIONS TESTED REPORT ON RESULTS, 12/92
JAMAICA	SURVEY OF DRUG USE, REFUSAL SKILLS ETHNOGRAPHY OF MALE CRACK USERS	NATIONAL POP. INSTITUTE CDC & NAE	AWAITING AID FUNDING DECISION AWAITING AID FUNDING DECISION	REPORT ON DRUG USE/ATTITUDES JUNE 1993 REPORT/12/93
MEXICO	COMMUNITY BASED DRUG INTERVENTIONS	FEMAP WITH NAE/TA	INTERVENTIONS, RESEARCH IN PROGRESS	REPORT ON ACTIVITIES, LESSONS LEARNED 3/93
PANAMA	NATIONAL SURVEY OF DRUG PREVALENCE AND ATTITUDES	NAE WITH CRUZ BLANCA AND CELA	STUDY COMPLETED REPORT DISSEMINATED	MONOGRAPH PUBLISHED APRIL 1992 NATIONAL PRESS CONFERENCE MAY 1992
PARAGUAY	NATIONAL URBAN SURVEY ON DRUG PREVALENCE & ATTITUDES	FUND. MARANDU WITH NAE/TA	STUDY COMPLETED RESULTS DISSEMINATED	STUDY PUBLISHED MARCH 1992
CROSS NATIONAL	CROSS NATIONAL STUDY OF PREVALENCE IN LATIN AMERICA AND THE CARIBBEAN FROM HOUSEHOLD SURVEYS	NAE	DATA GATHERED FINAL DRAFT BEING EDITED	STUDY TO BE PUBLISHED FEB. 1993 JOURNAL ARTICLE SUBMITTED FEB 1993
	CROSS NATIONAL STUDY OF PREVALENCE IN LATIN AMERICA AND THE CARIBBEAN FROM SCHOOL-BASED SURVEYS	NAE	DATA BEING GATHERED	STUDY TO BE PUBLISHED APRIL 1993 JOURNAL ARTICLE SUBMITTED APRIL 1993
	THEORY OF REASONED ACTION AS AN APPROACH TO PREVENTION DESIGN IN THE DOMINICAN REP. PANAMA AND BOLIVIA	NAE	DATA GATHERED ANALYSIS UNDERWAY	STUDY TO BE PUBLISHED JUNE, 1993 JOURNAL ARTICLE SUBMITTED JUNE, 1993