

Front Lines



U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT

MARCH 1993

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QUOTABLES

"...There is no longer division between what is foreign and what is domestic—the world economy, the world environment, the world AIDS crisis, the world arms race—they affect us all. . . . we will not shrink from the challenges, nor fail to seize the opportunities, of this new world. Together with our friends and allies, we will work to shape change, lest it engulf us. When our vital interests are challenged, or the will and conscience of the international community is defied, we will act—with peaceful diplomacy whenever possible, with force when necessary. The brave Americans serving our nation today in the Persian Gulf, in Somalia, and wherever else they stand are testament to our resolve. But our greatest strength is the power of our ideas, which are still new in many lands. Across the world we see them embraced—and we rejoice."

President Clinton, during his inaugural address, Jan. 20

"The Cold War is over. Forty years of sustained effort on behalf of collective security and human dignity have been rewarded. Millions who lived under the stultifying yoke of communism are free. The tide of democratic aspirations is rising from Tibet to Central America. Freer markets are expanding the reach of prosperity. The nuclear nightmare is receding. . . . Not since the late 1940s has our nation faced the challenge of shaping an entirely new foreign policy for a world that has fundamentally changed. Like our counterpart then, we need to design a new strategy for protecting American interests by laying the foundations for a more just and stable world. . . ."

Secretary of State Warren Christopher, during confirmation hearings before the Senate Committee on Foreign Relations, Jan. 13



Photo Credits: Cover, page 7, Land O'Lakes; Ministry of Health, Kyrgyzstan, page 3; USAID/Madagascar, pages 4, 6; USAID/Zimbabwe, page 5; USAID/Philippines, page 9; Clyde McNair, page 11

Cover Photo: Janos Orcsik inspects the vats of his backyard dairy operation, the first privately owned dairy plant in Hungary. A participant in a USAID-funded marketing seminar conducted by Land O'Lakes, Orcsik credits the training for the success of his thriving venture. See page 7.



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Front Lines

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Study Reaffirms In-Country Presence

BY JOHN R. ERIKSSON

The Center for Development Information and Evaluation recently completed an assessment of what many inside and outside USAID consider to be the Agency's most distinctive and valuable asset—its in-country presence. The study was performed in Washington, D.C., and at 10 overseas posts by a team of experienced Foreign Service officers, an Agency personnel specialist and independent consultants.

The team was asked to delineate the basic advantages of USAID's in-country presence, review the relationship of these advantages to the actual functions performed by U.S. staff overseas and formulate

options intended to increase cost-effectiveness while maintaining the basic advantages of in-country presence. The team concluded that the in-country presence of Agency Foreign Service officers and their supporting staff was an integral part of the development assistance program, rather than one management mode among others. Substituting a less expensive management mode without in-country presence would therefore compromise effectiveness.

The team found that USAID's system has two chief advantages for delivering economic and development assistance that substantially increase its effectiveness and can best be obtained by the presence of long-term, resident U.S. direct hire staff. These advantages are influence and program accountability (as distinct from financial accountability). The working relationships that Foreign Service officers establish with host-country counterparts are unique in the

donor community. They enhance the effectiveness and impact of U.S. foreign assistance programs through better understanding of local conditions, political and cultural sensitivity, ready access to host-country officials, day-to-day involvement in the process of policy reform, and systematic promotion of sensitive issues, such as family planning and environmental protection.

The team found that USAID's system has two chief advantages . . . that can best be obtained by the presence of long-term, resident U.S. direct hire staff. These advantages are influence and program accountability.

Program accountability benefits from a higher quality of program and project implementation, faster disbursement rates, daily review, improved husbanding of resources, delegated field authorities, prompt problem resolution and the institutional continuity that USAID field missions provide.

Disadvantages of a significant in-country presence were also brought to the team's attention, including a tendency toward a heavy-handedness and paternalism, an excessive use of American technical experts even when qualified local experts are available, a diffusion of program activities, isolation of U.S. direct hires from professional peers, inconsistent interpretation of rules and regulations, physical security and cost.

The team attempted to discover how missions had come to be staffed as they were. The Budget Office of the Directorate for Finance and Administration employs an approach to mission staffing based on pro-

gram size and composition. A CDIE regression analysis demonstrated that several independent variables (budget size, budget source, number of projects, P.L. 480 program) explained about 90 percent of the variations in worldwide U.S. direct hires. Nevertheless, some missions had actual levels of direct hire staff that differed significantly from predicted levels. These divergences may represent an inefficient allocation of resources.

Other, less quantifiable, factors have contributed to individual mission size, as well. Moreover, the assessment team noted that the Agency's promotion incentive system rewards large program and staff size, thus discouraging initiatives to use staff and budget resources more efficiently.

The team confirmed the extensive mission processes of review and clearance of complex documentation by a number of procedural specialists. Thus, some overseas personnel do not contribute directly to the identified advantages of in-country presence, despite their full-time occupation with meaningful and necessary work, such as legal advice, procurement, contracting, project design and evaluation. The team felt these services could often be provided to the missions more cost-effectively by Foreign Service nationals or contract staff, through temporary duty travel visits from regional locations or USAID/Washington, or by taking advantage of the high-tech communication facilities now available to increasing numbers of missions.

Decentralization also has promoted competition among missions for scarce program and staff resources and an adversarial approach to USAID/Washington. The extensive documentation that this system requires creates the need for expanded staff.

Other donors usually have much smaller staffs than the Agency, but the study team discovered that they do not always seek the same objectives and have far fewer oversight concerns. Thus, direct comparisons are not relevant. For USAID to reduce its overseas presence to the size of other principal donors would require an unworkable recentralization of authority in USAID/Washington and a dramatic reduction in both the scope of the assistance effort and the audits,

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Emergency Vaccines Avert Epidemics in Central Asia

BY BETTY SNEAD

USAID's emergency immunization program to save children from disease and death in the Central Asian republics of the former Soviet Union was hailed a success at a press luncheon in Washington, D.C., on Jan. 27.

The briefing highlighted the fact that potential epidemics among thousands of young children in four former Soviet republics were averted through U.S. assistance in 1992. Officials from USAID and the REACH (Resources for Child Health) Project also stressed that the republics would need additional foreign donor assistance in 1993 because vaccine supplies are low once again.

The newly independent republics of Uzbekistan, Tajikistan, Turkmenistan and Kyrgyzstan faced severe vaccine and storage equipment shortages after the Soviet Union collapsed in 1991. At the request of the republics' governments, USAID's Emergency Immunization Support Program last year donated more than four million doses of vaccine. About 500,000 children were then vaccinated against potentially lethal diseases—measles, diphtheria, whooping cough, tetanus, polio and tuberculosis.

USAID's quick response—from assessing the critical needs in the new republics to providing swift assistance—was a key factor in the successful immunization program, according to Malcolm Butler, director of USAID's Task Force on the New Independent States of the former Soviet Union. He attributed the program's success to the fact that it was designed "to meet the needs of the various republics, was carried out rapidly, was well coordinated internationally, and it worked!"

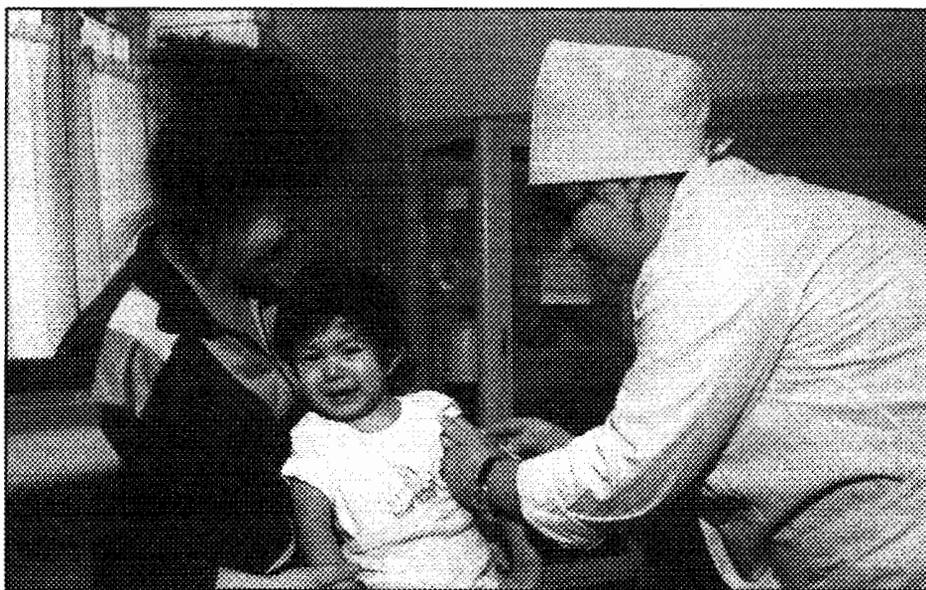
Robert Steinglass, REACH technical director, said the emergency immunization effort successfully relieved short-term vaccine supply shortages, provided essential cold-chain equipment to preserve the vaccines and gave health officials their first exposure to Western technical expertise.

REACH assessed the immunization needs in the republics for USAID in early 1992 and found that immunization coverage levels against childhood killer diseases were dropping because of vaccine shortages. There was a lack of basic supplies and equipment, and vaccines were being transported between health facilities in uninsulated wooden boxes without the ice packs needed to maintain safe temperatures. These conditions, as well as power outages, voltage fluctuations and insufficient and inadequate refrigerators increased the threat of epidemics.

REACH and immunization specialists from the Centers for Disease Control identified needed commodities—including vaccines, syringes, cold storage equipment and spare parts—for a massive emergency humanitarian response, organized by USAID's Office of U.S. Foreign Disaster Assistance, Office of Health and the NIS Task Force. U.S. military aircraft airlifted the shipments in May and October. REACH personnel provided training on equipment use and vaccine logistics in the republics.

Because they had been the passive recipients of policies set in Moscow, the republics had very little experience in setting their own immunization policies. REACH, therefore, organized a first-ever series of seminars on immunization policies and practices in Kyrgyzstan and Uzbekistan

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A child receives a USAID-donated vaccine at a health facility in Kyrgyzstan. Severe vaccine shortages threaten the health and lives of thousands of children in Uzbekistan, Tajikistan, Turkmenistan and Kyrgyzstan.

Coordinated Response Mitigates Effects of Madagascar Drought

BY JOHN RIDDLE

Graphic news images of Somalis dying from starvation and civil war recently drove the United States to launch the largest military relief effort in history. Yet, a few thousand miles south, where large-scale death was being averted successfully, only a few reporters and photographers covered the story.

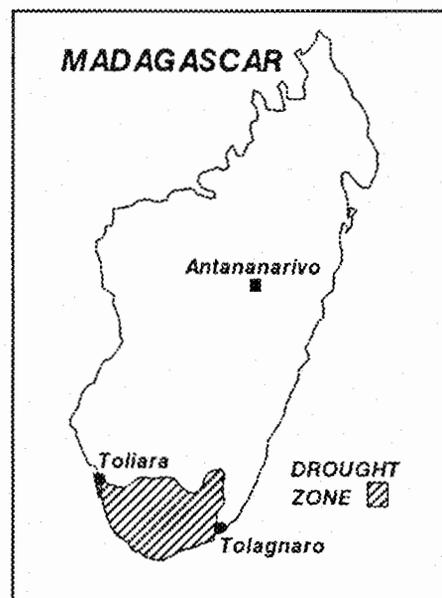
That the desperate events in Somalia made front-page news is not surprising. But the back-page stories on the southern Africa drought contained news no less significant—news of millions who could have died but did not.

Twelve southern African countries, stretching from the Atlantic to the Indian

Ocean island of Madagascar, are threatened by a drought that has caused greater crop failure than Ethiopia, the Sahel and the Horn of Africa faced in 1984 and 1985. Millions of people have abandoned parched land that can no longer feed them to search for food.

In Madagascar, the world's fourth largest island, the size of California and Washington states combined, events have charted a successful drought relief road map. Three features stand out: a prompt and coordinated donor response, popular participation and a fair food distribution system.

Drought struck the island at a difficult time. The country was grappling with the transition from a Marxist-style socialism to democracy. Its economy was already in a



Using a "kapok," a common Nestlé tin can, Malagasy villagers distribute USAID-supplied grain to fellow villagers at one of 929 main distribution points.

tailspin when the first famine-related deaths occurred in the south of Madagascar in April 1992.

Today, because of the coordinated and immediate response by the U.N. World Food Program, USAID, and the government and people of Madagascar, the situation has been stabilized and a severe famine avoided.

During the past 14 months, USAID has provided 42,500 metric tons of rice and corn to Madagascar, two-thirds of all emergency food. Germany, Italy, Switzerland, the European Community and the World Bank, under WFP coordination, have delivered or purchased locally 21,000 tons of rice, beans and corn.

The Malagasy people, responding to a countrywide appeal, provided additional food, vehicles and operational support. The Amer-

(continued on page 6)

Seeds Sow Promise for Southern Africa

BY RANTA RUSSELL

The USAID-supported Sorghum and Millet Improvement Program is conducting research in small grains that holds great promise for the drought-ravaged countries of southern Africa.

Administered by the International Crops Research Institute for the Semi-Arid Tropics, the Sorghum and Millet Improvement Program is developing seeds for drought-resistant sorghum and millet that will grow in southern African areas of marginal soil fertility and little rainfall.

In early 1992, 10 countries of southern Africa faced a severe drought. Crop losses averaged 50 percent across the region. Even countries like Zimbabwe and South Africa, normally grain exporters, faced crop losses of 60 percent to 70 percent. USAID responded by integrating a special seed multiplication project into the existing southern Africa regional Sorghum and Millet Improvement Program.

The project was aimed at generating sorghum and millet seed to supply Zambia, Zimbabwe and Namibia for the 1992-93 planting season. To meet planting requirements, seed had to be produced during the winter months of May to September.

The Gwembi Valley Development Corporation, a 2,500-hectare commercial farm near Sinazongwe, Zambia, which grows wheat and cotton for the region, was selected as the project site. USAID provided \$1.1 million to the research institute for the emergency production of seed while the Gwembi Valley Development Corporation supplied 450 hectares of land. Aerial sowing began in late May.

The USAID investment yielded 600 metric tons of sorghum seed and 200 met-



The production team inspects sorghum plants in Zimbabwe where USAID funds research on small grains that could provide a base for long-term food security in drought-prone areas of Africa.

ric tons of miller with an eventual market value to farmers of about \$30 million in increased production.

According to Gwembi Valley managers, new opportunities were created by the project because demand for sorghum and millet seed is likely to continue.

"The Gwembi Valley Development Corporation has the potential to produce enough seed to supply the needs of Zimbabwe and Zambia," notes Lee House, project director for the International Crops Research Institute for the Semi-Arid Tropics. Now that the first harvest has been completed, sorghum plants will be ratooned (cut so that new plants can grow for another crop) in order to produce seed for the March 1993 harvest. The ratooned crop

will be grown under rainfed conditions with supplemental irrigation as needed.

A mid-term review of the Sorghum and Millet Improvement Program concluded that sufficient varieties and hybrids of sorghum and millet have been developed to significantly reduce grain deficits in semi-arid parts of southern Africa in the next decade.

The USAID seed multiplication project was not intended to replace maize as a food staple but rather to provide alternatives in appropriate locations in southern Africa. According to USAID/Zimbabwe Mission Director Ted Morse, growing sorghum and millet could provide a base

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Drought Relief

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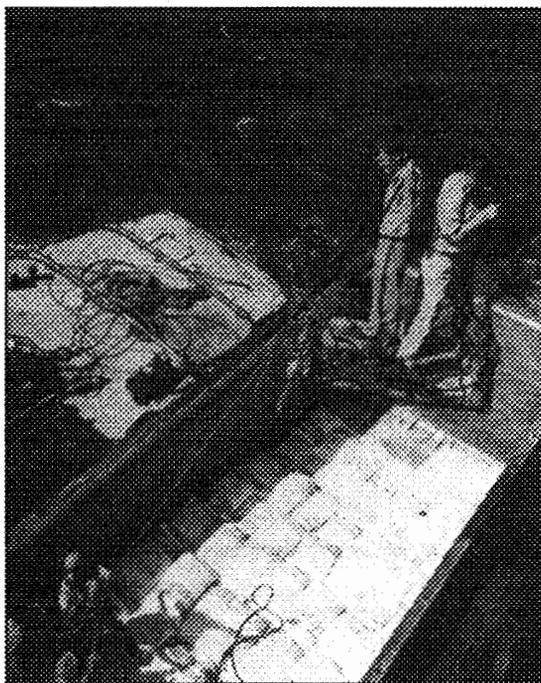
ican community in the capital, Antananarivo, contributed 2.6 tons of food they purchased locally with private contributions.

Because it has a local staff of only nine and monthly food rations had to be provided for 960,000 persons at 929 main distribution points over an 80,000-square kilometer area the size of New York state, the WFP involved Malagasy villagers in all aspects of food distribution from the outset.

Each of the almost 4,900 villages elected its own distribution committee, which moved the food from district centers by ox cart. Five village representatives accompanied their food allotment every step of the way until it reached the final distribution point. Two USAID-designed rapid nutritional surveys revealed the needy in each village.

Newly arrived U.S. Ambassador to Madagascar Dennis Barrett, a 32-year former USAID Foreign Service officer, said during a recent visit to the south, "The distribution process is a marvel to behold. It's a truly democratic process."

The temporary distribution points are open for all to see. They have only one entrance and exit. Village women sit out-



U.S. Ambassador to Madagascar Dennis Barrett (right) and Resident U.N. Development Program Representative Peter Metcalf oversee the off-loading of 20,000 metric tons of U.S. corn at the island nation's southern port of Fort Dauphin.

side the fence, often only with symbolic cactus leaves marking the boundary, to provide continuous oversight. Should anyone go in or out at the wrong point or the wrong time, an immediate cry of disap-

proval rises to deter the wrongdoer.

A villager calls a name from a master list, and a ladler passes out rations by "kapok," a common Nestlé tin can. The recipient and another count with piles of stones, and a fourth watches the other three. When a bag is emptied, a villager holds it overhead for all to see. This continues until all the food is given out, a reflection of Malagasy determination to have an open distribution system.

The multidonor effort in Madagascar successfully distributed 99 percent of the rice and corn shipped from the United States to the needy.

The Madagascar government already has begun returning displaced groups to their villages and providing them with seeds and tools. Farmers long ago used or sold all their belongings to buy food. U.S. corn will provide the necessary food supplement until April when the local harvest normally begins.

Cooperation among relief organizations, the government and people of Madagascar and the use of a fair distribution system combined to save thousands of lives and set an example that could save countless more from famine.

Riddle is a press officer in the Office of External Affairs.

Emergency Immunizations

(from page 3)

in December 1992. The seminars introduced Ministry of Health staff to the latest epidemiological and immunological standards.

Robert Clay, acting deputy director of USAID's Office of Health, which directed the implementation of the vaccine program, warned that economic and political conditions continue to deteriorate in the republics; supplies of vaccines are again dangerously low; the Russian manufacturers of vaccines are in need of new equipment to produce the

needed quantity of high-quality vaccines; and there remains a potential for outbreaks of diseases.

He expressed USAID's desire to work with other donors to assure emergency vaccine and cold-chain supplies for the republics and to provide assistance on developing complete immunization plans and standards.

In addition, USAID currently is assisting vaccine production firms and will continue to provide immunization training for health professionals.

USAID, the major health donor in the

Central Asian republics, continues working to increase other donor involvement. The World Health Organization has called for a meeting of interested donors this spring in Copenhagen to look at the emergency vaccine needs in the former Soviet Union and to organize a long-term vaccine security system.

The REACH Project, a global project funded by USAID, provides technical assistance to immunization and acute respiratory infection programs throughout the developing world. The project is managed by John Snow Inc., an international health management consulting company specializing in public health programs.

Training Assists Dairy Farmers

BY PATRICIA MILLER

A misty November night cloaked the eastern Hungarian town of Heves, but Janos Orcsik was still at work. He was inspecting the stainless steel vats and pipelines that are the heart of his backyard dairy processing plant. Begun just over a year ago, Orcsik's small-scale plant is the only privately owned dairy in Hungary.

Orcsik launched the venture because the region needed high-quality dairy products, as well as a stable market for dairy farmers' milk. Although his business is thriving—Orcsik says he could sell 1,000 percent of his production—he's a newcomer to dairy processing and marketing. So he jumped at the opportunity to attend a USAID-funded marketing seminar by Land O'Lakes Inc., the Minneapolis-based dairy processing, food marketing and farm supply cooperative.

"I'll say to anyone that my current success — and why I'm expanding the plant — is the result of that course," Orcsik says. "Much of what I'm doing in marketing began as concepts from the course. I've used it as a launching pad for new activities and new ideas."

Orcsik is just one of thousands of entrepreneurs, managers, farmers and agricultural officials for whom the Land O'Lakes international development program is providing training and technical assistance worldwide. These programs are the result of a successful partnership between USAID, which supplies the funding, and Land O'Lakes, which furnishes the expertise.

Land O'Lakes specialists offer courses in-country from Hungary to the Philippines, Cameroon to Pakistan, as well as in the United States. Topics include food processing, human and animal nutrition, agricultural practices, cooperative and agribusiness management, transportation and distribution, marketing and privatization.

In Warsaw, Poland, Krystyna Celemencka attended a course on privatization. Celemencka, a senior specialist in food processing with the Ministry of Agriculture, helps transfer state-owned food processing plants to private ownership.

"In the course I learned to establish a net value for a company, determine how much it's worth, whether a project can be profitable and if it will be able to survive without support from the Ministry of Agriculture," Celemencka says.

"The course helped me look at the market in a different way and decide how the proposals that come across my desk will fit into it."

Half a world away, Mike Sohl, a Land O'Lakes milk production specialist, worked in the Philippines for two weeks with current and prospective dairy farmers

wanting to improve their milk production and income.

"The people in my class were determined to give dairy farming their best shot," Sohl says. "I gave them information on feeding, herd health and management practices that will help them right now or that will help them get off to a good start."

At the same time, Land O'Lakes was busy training African women in the United States. A group of women from the Fulani highland tribe in Cameroon spent nearly a month in the United States at Land O'Lakes farms and facilities as part of a non-formal education program for illiterate adults. Because Cameroon is developing its dairy industry by building on the cattle farming traditions of the Fulanis and because women handle the milking chores, this program was especially important. The



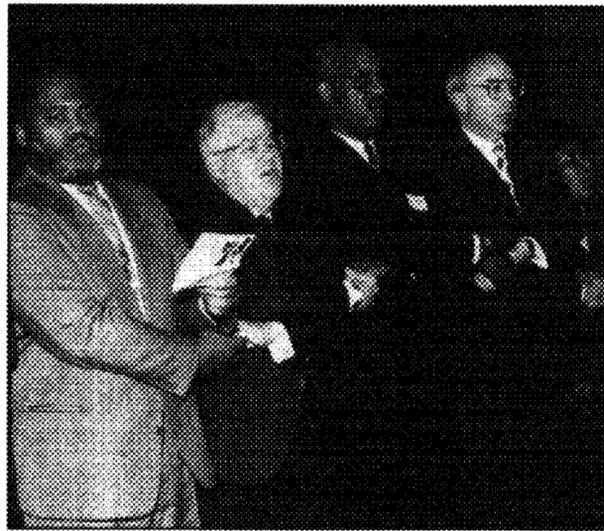
A Fulani woman from Cameroon practices feeding a calf at a Land O'Lakes member's farm. With USAID funding, Land O'Lakes provided training on all aspects of the dairy business, from food processing to marketing.

Agencies Honor Dr. King

More than 200 employees from USAID and the Arms Control and Disarmament Agency attended a program in honor of Dr. Martin Luther King Jr. at the State Department Jan. 13. The program marks the eighth year that the nation has commemorated King's birthday (Jan. 15) as a federal holiday. Black History Month was celebrated in February.

On behalf of both agencies, USAID Acting Administrator James Michel and then ACDA Deputy Director Stephen Hanmer Jr. welcomed the participants. In his remarks, Michel emphasized the interdependent nature of the world community, quoting Dr. King:

"All men are interdependent. Every nation is an heir of a vast treasury of ideas and labor to which both the living and the dead of all nations have contributed. . . . When we arise in the morning, we go into



Taking part in the Martin Luther King Day program are (from left) Robert Nealy of the Arms Control and Disarmament Agency; Stephen Hanmer Jr., then ACDA deputy director; Rev. Emmett Burns Jr., pastor of the Rising Sun First Baptist Church of Baltimore; James Michel, acting administrator for USAID; and Jessalyn Pendarvis of USAID.

the bathroom where we reach for a sponge which is provided for us by a Pacific islander. We reach for soap that is created for us by a European. Then at the table we drink coffee which is provided for us by a South American, or tea by a Chinese, or cocoa by a West African. Before we leave for our jobs we are already beholden to more than half the world."

Michel observed that "there is strength in the diversity we find not only in the world, but in our nation and in our agency."

The guest speaker for the occasion was Rev. Emmett Burns, pastor at the Rising Sun First Baptist Church in Baltimore. Burns recalled his earlier years in Mississippi, affiliated with civil rights activist Medgar Evers, pressing for civil rights and being jailed for drinking water from a fountain marked "Whites Only." He challenged the audience to summon the courage exemplified by King "to tackle the many and intractable problems we face as a nation."

Music was provided by the Ambassadors of Song from the Foreign Affairs

Recreation Association and by Lorna Terri of ACDA. In closing remarks, Jessalyn Pendarvis, director of USAID's Office of Equal Opportunity Programs, stressed the call to service made by King and played a moving tape of his sermon on "The Drum Major Instinct" to conclude the program.

—David Grim

Dairy Farmers

(from page 7)

course helps the women improve their milk quality and handling and storage practices. They also learn processing techniques for making wholesome and marketable products.

Like Janos Orcsik, the Eichten family (Mary and Joe Eichten and their daughter Eileen Eichten Carlson) operates a small dairy processing plant virtually in their backyard. But unlike Orcsik, the Eichtens have 17 years of experience behind them. Their Hidden Acres Cheese Farm in rural

Minnesota provides a model for Land O'Lakes course participants wanting to learn the art, vs. the technology, of cheesemaking and how to operate similar plants in their home countries.

"We have anywhere from 5 to 35 Land O'Lakes visitors a year to observe or participate in all aspects of the business," Eileen says. "Here they can see the whole process from milk production and cheesemaking to labeling, packaging, marketing and sales all in one place."

Land O'Lakes also places interns on the farms of its members for a longer-term training experience. Dairy farmers Dan and Terri Pearson of rural Wisconsin have

hosted interns from Jamaica and Poland since 1989.

"It's a real learning experience—and culture shock—on both sides," Terry says. "There's always a honeymoon period while we settle into a routine. It's somewhat of a bittersweet experience sharing our lives with others. We don't want them to think they have to do it our way and only our way. We want them to learn how to better their lives at home, to make what they learn fit their country, their situations. We try to provide them with those tools."

Miller is a senior writer for Land O' Lakes of Minneapolis.

Philippine Campaign Boosts Child Immunizations

BY REYNALITA MANUEL-SANTANA

USAID's Child Survival Program has brought health reforms and health services to mothers and children throughout the Philippines in a most unique and effective way.

The Philippine Child Survival Program, which includes immunization to prevent common childhood diseases and control of diarrheal disease and pneumonia, leading causes of infant and child deaths, was an outgrowth of bilateral health programs of the 1970s and 1980s.

With the installation of a new government in the Philippines and new leadership

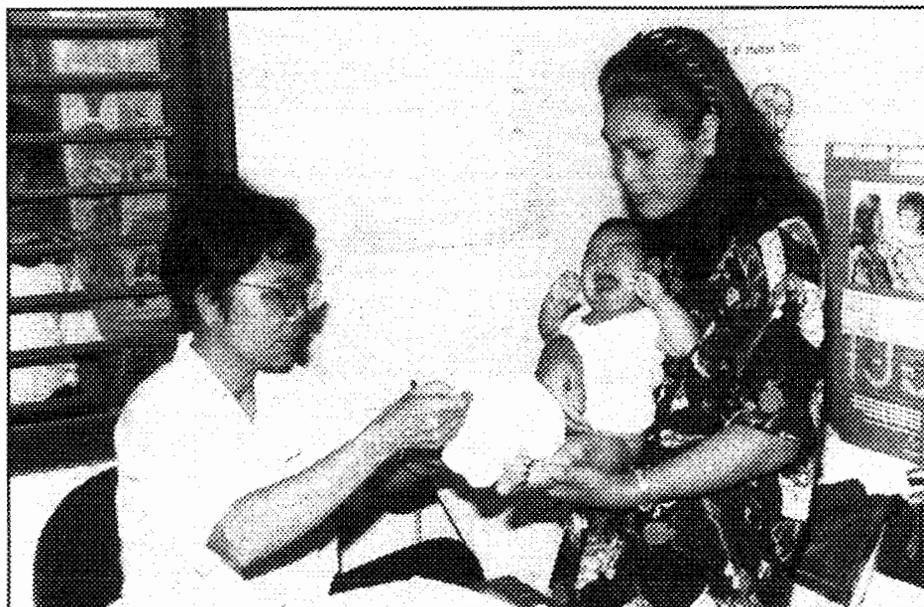
at the Philippine Department of Health in 1986, USAID undertook a review of its health portfolio to align it more closely to the program priorities of the Department of Health. The dialogue with the Philippines health officials resulted in an agreement to provide broader support for the country's program to reduce deaths among mothers and children. As a result, USAID provided a five-year \$50 million Child Survival Program grant to the Philippine government in 1989.

Dr. Rosendo Capul, USAID's public health adviser, describes the program as an innovative way of disbursing assistance. "Instead of disbursing money against outputs as is being done in conventional projects, what we do is to support performance," says Dr. Capul.

USAID and the Philippine Department of Health agreed on a set of nine health service delivery targets to be accomplished within the period of the grant. These would serve as indicators for achieving the Child Survival Program goals. The targets included improving contraceptive prevalence rates, immunization coverage rates for children, and percentages of women receiving prenatal care. At the end of each year, USAID and the Health Department review progress toward meeting the performance benchmarks. Successful completion of the benchmarks triggers the release of the disbursement for that year.

The dollar proceeds of the grant are used to pay mutually agreed upon portions of the Philippines' foreign debt. At the same time, the Department of Health receives from the Philippine Department of Budget and Management the local currency equivalent of the dollar disbursement to fund the various Child Survival Program activities.

One of the major operational changes that took place under the Child Survival Program was the decentralization of health planning in the country. In the past, health planning consisted mainly of the central office sending planning forms to the provincial health offices to fill out. The completed forms were then compiled to become the national health plan. This plan did not actually address the real needs and requirements of the individual provinces. Under the Child Survival Program, each province is required to submit a health plan that identifies the areas (villages and municipalities) and the programs in the province that need particular attention. The plan also details the resources that the province would require to achieve its goals. The Health Department now has adopted the



In the Philippines, a rural health worker vaccinates a child. The country's nationwide immunization campaign employed social marketing efforts to promote child survival initiatives.

provincial health plan as the major basis for allocating resources to the provinces.

Another direct outcome of the policy reforms brought about under the Child Survival Program is the impressive immunization coverage rate. In 1986, only 51 percent of infants were fully immunized with the six antigens under the Expanded Program for Immunization.

In 1991, this increased dramatically to 85 percent. The adoption of the social marketing approach contributed heavily to this achievement and proved to be an innovative way of promoting the program.

The Child Survival Program used modern marketing strategies and multimedia channels to promote its activities. A pilot campaign for immunization, conducted in metro Manila, proved its effectiveness in using these techniques. At the beginning of the campaign, metro Manila was the lowest Expanded Program for Immunization performer among the 14 regions in the country. After several months of mass media promotions, it became No. 1.

Encouraged by the results, USAID and the Department of Health expanded the campaign nationwide. Wednesday became the national immunization day. Today, it is not unusual to find mothers with children lining up at barangay (village) health centers on Wednesdays to have their children immunized.

Social marketing also was successfully used to promote oral rehydration therapy

for the management of acute diarrhea, breastfeeding and in the tuberculosis control program.

The Child Survival Program's involvement of the private sector has contributed greatly to its success. To illustrate, the program's impressive achievements in promoting oral rehydration therapy was, to a large measure, due to the efforts of the Philippine

Rural health officers . . . went on a house-to-house campaign to explain the benefits of having a child fully immunized

Pediatric Society. The society was tapped to popularize ORT as the treatment of choice for acute diarrhea.

The Child Survival Program also supported the distribution of oral rehydration solutions via commercial channels. This has not only increased the availability of the solutions, but now has the commercial sector promoting ORT use through its own product advertising campaigns.

Initially, the Child Survival Program focused on only 27 priority provinces. After two years, the program effectively covered all of the country's 75 provinces.

One such province is Tarlac Province in Central Luzon. According to Dr. Antonio

Lopez, provincial health officer, and Mrs. Nenita Patriarca, a provincial coordinator for the program, full immunization coverage rate had reached 95 percent by December 1991, even higher than the national figure. How did they achieve this feat? Patriarca explained that rural health officers of the province went on a house-to-house campaign to explain the benefits of having a child fully immunized before age 1. It was not an easy job. They literally climbed mountains, crossed rivers and hiked many kilometers of tracks and dirt roads to reach far-flung barangays. To accomplish their goal, Patriarca solicited the help of village chiefs. In coordination with the local leaders, they set dates and places where rural health workers would meet the villagers. Armed with health kits, brochures, pamphlets and other information materials on immunization, rural health workers faced community assemblies to enlighten parents on the advantages of immunization. This method earned Tarlac Province the honor of being the first province to reach a 95 percent immunization coverage rate for infants between birth and age 1.

Dr. Lopez believes that a 100 percent immunization coverage rate will soon be a reality. With enthusiasm and USAID's support for the Child Survival Program, there is no reason why the province cannot meet this goal.

Manuel Santana is a development communications specialist for USAID/Philippines.

Seeds for Africa

(from page 5)

for long-term food security in drought-prone areas as a food substitute for maize as well as a source of cash for purchasing other commodities.

Both sorghum and millet are indigenous to the region and were once the primary source of food. Maize replaced sorghum and millet as the dominant cereal in southern Africa as subsidies were insti-

tuted and high-yielding hybrid maize varieties became more productive. While such varieties have given countries like Zimbabwe real gains in production, hybrid maize is susceptible to diminished water and fertilizer. Sorghum and millet have a comparative advantage in their greater tolerance to heat and drought. These grains are also higher in protein, fiber and minerals than equivalent amounts of maize or wheat. They also have multiple uses. They can, for example, be used for beer production and animal feed.

In the short term, the seed multiplica-

tion project provided an "insurance policy" in the case of rain shortfall during the next planting season.

The project has longer-term benefits as well. As producers and farmers see the benefits of reintroducing sorghum and millet as profitable crops, the private sector will have an added incentive to become more actively involved in disseminating seed developed through the research institute's program.

Russell is an outreach specialist in the Africa Bureau.

McMahon Named Director

Terrence McMahon was sworn in as the Agency's first mission director to Belarus, Moldova and Ukraine on Dec. 30.

A senior Foreign Service officer, McMahon will make his headquarters in Kiev, Ukraine.

Since the creation of the Task Force for the New Independent States in April 1992, USAID has initiated a number of technical assistance and humanitarian programs for the three countries served by the mission in Kiev.

These include activities to promote democratization and private sector development, nuclear power plant and coal mine safety, energy efficiency, defense conver-



sion, partnerships with U.S. hospitals, housing reform, financial economic reform, grain and potato storage, the strengthening of local private voluntary organizations and the

supply of badly needed medicine and vaccines.

"I am eagerly looking forward to this appointment," McMahon said, "so that I may have a hand in helping Ukraine, Belarus and Moldova as they build their new nations. It is my hope that USAID can contribute significantly to their development as free market democracies."

McMahon joined USAID in 1968, after 10 years as a certified public accountant at Coopers and Lybrand. After working as a financial analyst and mission controller, McMahon was named the Agency's deputy controller in 1979. In 1986, he was named director of the Office of Procurement, a position that he has held until now.

McMahon received his undergraduate degree in accounting from the University of Illinois and a master's in international public policy from the Johns Hopkins School of Advanced International Studies.

In-Country Presence

(from page 2)

controls and legislative oversight to which the program presently is subjected.

The assessment identified several cost-effective options for USAID to consider in the future.

Short-Term Opportunities

- Adjust current direct hire staffing imbalances;
- Identify and designate more advanced developing countries in terms of managerial capacity, such as Costa Rica, India, Thailand and Tunisia;
- Reduce staffing in some of the more unfavorable development environments;
- Reduce documentation and mission reporting requirements; and,
- Use teams comprised from USAID/Washington and mission staff to establish the objectives, strategy and rationale for country programs to be carried out by the missions.

Medium-Term Opportunities

- Expand regional and shared services—establish a shared-service organization or even a regional mission for Central America;
- Concentrate programs on fewer development problems and put a floor under bilateral project size;
- Create incentives to encourage efficiency and cost-effectiveness;
- Relocate to USAID/Washington present mission staff who do not directly contribute to the advantages of in-country presence—to perform tasks dedicated to their individual missions; and,
- Introduce the concept of limited accountability.

Long-Term Opportunities

- Establish the concept of a "core" mission. The U.S. direct hire principal officer would be the only given, with additional direct hire program managers tied to the number and type of strategic objectives for each country program.

USAID missions neither plan for diminishing their level of participation nor work toward the day when the Agency can withdraw. The present high degree of over-

sight increases the risk of perpetuating a dependency—not only on external resources but also on external management of those resources. The gradual transfer of responsibilities from the donor to the recipient should be a part of most missions' overall program strategy and implementation plans.

There is a pervasive underutilization of FSNs at the professional staff level whereas, in many instances, FSNs could replace present U.S. personnel. The number of professional-level FSN employees is often a function of the number of U.S. direct hires rather than the other way around.

A group of senior Agency managers is reviewing the alternative approaches suggested, noting at the outset the assessment's clear reaffirmation of the importance of in-country presence.

In the course of several meetings of deputy assistant administrators from each bureau, general agreement was reached about the desirability of pursuing many of the recommendations. This group will propose to the administrator how best to follow up on these recommendations.

Eriksson is director of the Center for Development Information and Evaluation in the Agency's Policy Directorate.

WHERE



MOVED ON

Blackman, Ralph Sloan, AA/PRE
Donohue, Thomas John, COMP/YOC/COOP
Duvall, Peggy Jean, Burundi
Edwards, Dean, IG/SEC/PS/SS
Fields, David, TDP/PEP
Freedman, Mary Frances, R&D/WID
Gottlieb, Gregory, FHA/OFDA/DRD
Haney, Karen, COMP/CS/RECRUIT
Honnold, Edward Ernest, GC/LP
Lapittus, Jerome, COMP/FS/REASSGN
Le, Yen, FA/FM/A/PA
LeGrand, Gretchen, ASIA/SA
Markette, Hugh, South Africa
Rosengren, Robert, COMP/YOC/COOP
Sabatini, Christopher, COMP/YOC/COOP
Sanchez, Jane Sevier, XA/P
Wheeler, Joann, TDP/OD

PROMOTED

Abramovitz, Mark Steven, EUR/DR/BFI, program analyst
Adams, E. Cecile, Kenya, controller
Addleton, Jonathan, South Africa, program officer
Amami, Fodd, Nicaragua, program officer
Argo, Peter, Mozambique, engineering officer
Arogbokun, Adebola, RDO/Caribbean, supervisory financial management officer
Atteberry, David, Mali, project development officer
Baker, Gregg, Niger, program economics officer
Barker, Terry, Papua New Guinea, development coordination officer
Belding, Barbara, Namibia, education development officer
Bennett, Carlton, Afghanistan, contract officer
Bisson, Jerry, Indonesia, rural development officer
Blank, Herbert, NE/DR/PI, agricultural development officer
Bowser, Jessie Lee, FA/AMS, program operations assistant office automation
Brazier, Donna, Indonesia, financial management officer budget analyst
Bucher, Clement, Bolivia, contract officer
Burkhart, Robbin, Haiti, financial management officer financial analyst
Callen, Pamela, FA/FM/CMP, supervisory financial management officer financial analyst

Cameron, Renata, FA/OP/CCM, supervisory international trade specialist
Carpenter-Yaman, Carol, Egypt, population development officer
Chen, Melanie, Poland, project development officer
Chiriboga, Douglas, Dominican Republic, supervisory program officer
Chisley, Terry, SDB/OD, office automation assistant
Cipriani, Aida, NIS/TF/EHA, secretary
Conner, E. Lewis, Guatemala, financial management officer budget analyst
Cooper, Michelle, R&D/PO/PR, program operations assistant
Daniels, Daryl, ES, administrative officer
Dirks, Delphia, PRE/ADM, administrative officer
Dixon, Darin, NIS/TF/EET, secretary
Doores, Elizabeth, FA/FM/P, secretary
Drilling, Charles, Haiti, supervisory executive officer
Dugan, Maureen, LAC/CEN, program officer
Ehmer, Paul, Togo, health population development officer
Eighmy, Thomas, NIS/TF/FA/CA, program officer
Feiden, Peter, COMP/LWOP, special projects officer
Feldt, Herbert Axel, Egypt, supervisory project development officer
Fischer, Dana, AFR/SWA/RP, regional development officer
Fritz, Michael, Burundi, supervisory executive officer
Garvelink, William, FHA/OFDA/DRD, supervisory special projects officer
Goldman, Heather, Peru, supervisory health population development officer
Goodwin, Delores Hope, Ghana, financial management officer budget analyst
Greenberg, Ronald, EUR/DR, natural resources officer
Greene, Richard, Cameroon, health population development officer
Greenlee, June, IG/A/PSA, program operations assistant
Heard, Anne, Philippines, supervisory executive officer
Hemphill, Gregory, Rwanda, controller
Himeffarb, David, COMP/LWOP, supervisory project development officer
Hohgood, Thomas, Kenya, supervisory agricultural development officer
Johnson, Crystal, AFR/SWA/MBF, program operations assistant office automation
Johnson, Mary, FA/AS/TT/TTS, transportation specialist
Jones, Carole, Sri Lanka, supervisory executive officer
Kerst, Erna, Peru, supervisory project development officer
Kertson, Kim Mari, Egypt, program officer
Klaus, Stephen, Egypt, supervisory commodity management officer
Landau, Edward, El Salvador, supervisory program officer
Lankenau, Linda, Senegal, special projects officer
Lansell, Scott, EUR/RME/ECA/ST, international

cooperation specialist
Leddy, Ellen, Ecuador, general development officer
Little, Valerie, FA/AS/TT, office automation clerk
MacCarthy, Shane, Egypt, education development officer
Mahan, Val, Zambia, general development officer
Mailloux, Laurier, NIS/TF/PSI, supervisory project development officer
McAndrews, Thomas, Nicaragua, private enterprise officer
McAvoy, John, Guatemala, supervisory contract officer
McCarthy, Margaret, Zimbabwe, supervisory executive officer
McGlathery, Louise, IG/RM/GS, computer specialist
Meserve, Lawrence, REDSO/WCA, Food for Peace officer
Moser, Patricia, Philippines, health development officer
Negron, Israel, Peru, supervisory financial management officer
Newton, Alexander, Bangladesh, legal officer
North, Charles, Mozambique, program officer
Norton, Deborah, FA/FM/P/SM, supervisory financial management specialist
Olsen, Norman, Uganda, supervisory program officer
Pastic, Joseph, NE/DR/EPS, engineering officer
Penner, John Talbot, Russia, private enterprise officer
Peters, Ingrid, LAC/CAR, program officer
Peterson, Randall, El Salvador, program economics officer
Pollock, Fred, Indonesia, rural development officer
Rathbun, Daniel, South Africa, supervisory general development officer
Redman, Carolyn, FA/HRDM/SCD/SB, personnel officer
Render, Gerald, Guinea, executive officer
Rhoda, Richard, Egypt, special projects officer
Richter, John, TDP/O, international trade specialist
Ronwall, N. Keith, Morocco, controller
Sandidge, Denise, EUR/DR, office automation assistant
Satterwhite, Mary, FA/HRDM/SCD/SA, staff assistant typist
Scott, Shelia, NIS/TF/OD, administrative assistant
Shapleigh, Alexander, Morocco, private enterprise officer
Smith, Veronica, FA/OP/B/AEP, contract specialist
Spaid, Barbara, Pakistan, population development officer
Stephens, Melissa, Zimbabwe, project development officer
Stoner, Benjamin, AFR/ARTS/FARA, supervisory agricultural development officer
Talbert, Matthew, COMP/YOC/COOP, student trainee accountant
Tate, F. Wayne, COMP/LT/TRNG, foreign affairs officer
Thomas, Rudolph, Nigeria, program officer
Tomasi, Myron, Hungary, executive officer
Trujillo, Audon Jr., COMP/PS/REASSGN, agricultural development officer
Uphaus, Charles, Morocco, supervisory agricultural

development officer

Valenzuela, Mary, Bolivia, supervisory private enterprise officer

Vincent, Dan, Egypt, engineering officer

Wade, Cynthia, EUR/PDF, secretary

Walker, Michelle, FA/HRDM/SCD/SC, personnel staffing specialist

Walsh, Michael, Egypt, contract officer

Warfield, Elizabeth, Guatemala, supervisory project development officer

Watkins, Marcella, R&D/H, program analyst

Weisel, Peter, Ghana, agricultural economics officer

Whelden, Richard, Honduras, supervisory project development officer

Williams, Michael, El Salvador, legal officer

Wilson, Robert, RDO/Caribbean, agricultural development officer

Winn, John IV, NIS/TF/OD, controller

Wise, Louise Berry, Uganda, supervisory general development officer

Womack, Richard, REDSO/ESA, contract officer

Woodruff, Neil, Mali, health development officer

REASSIGNED

Adams, Jennifer, COMP/NE/OJT, health population development, to population development officer, Brazil

Bacha, Melody, PRE/IBD, general business specialist, to PRE/EM

Bowling, Mellberth, RIG/A/I/Egypt, inspector, to RIG/LAA/W

Buck, Craig, Peru, mission director, to Kazakhstan

Carr, David, Jordan, program economics officer, to NE/DP

Chaplin, Patricia Ann, COMP/FS/REASSGN, executive assistant, to secretary, AA/NE

Dahlgren, Kirk, Surva, program officer, to Jamaica

Delgado, David, Senegal, supervisory agricultural development officer, to Egypt

Dempsey, James, PRE/I, supervisory general business specialist, to supervisory project development officer, ASIA/DR/PD

Doggett, Clinton Jr., NE/ME, program officer, to AFR/CCWAC

Dunn, William, Egypt, supervisory commodity management officer, to COMP/FSLT

Dwivedy, Raghawendra, POL/PAR, economist, to international trade specialist, NIS/TF/ER

Elser, Eleanore, Egypt, secretary, to executive assistant, South Africa

Fikes, Elise, AFR/ARTS/HHR, secretary typist, to administrative operations assistant office automation, NIS/TF/DIHR

Garris, Demaris Anita, LAC/DR/PS, secretary, to clerk typist, PRE/I

Gray, Donna, Guatemala, IDI (contract specialist), to contract officer, Haiti

Greeley, Edward, Indonesia, project development officer, to supervisory program officer

Harley, Lawrence, COMP/NE/OJT, project development officer, to Thailand

Harrison, Donald, LAC/DPP/EA, program economics officer, to Honduras

Hoebel, Michael, FA/FM/A/LCOM, operating accountant, to accountant, FA/FM/A/PA

Hoffman, Jeanne, AFR/EA/PAS, program analyst, to AFR/EA/H

Hoirup-Bacolod, Maryanne, FA/OP/CC/NIS, contract officer, to social science officer, PRE/SMIE

Hohman, Elizabeth, R&D/N, secretary, to EUR/RME/ECA/ST

Hullung, Albert, COMP/FS/REASSGN, controller, to EUR/RME/FMS

Hunt, Elizabeth, LAC/DR/PS, program analyst, to general business specialist, PRE/SMIE

Jennings, Cheryl Gazelle, COMP/FSLT, IDI (project development), to Mali

Johnson, Charles, AA/R&D, foreign affairs officer, to mission director, Mali

Kolker, Joel, RH/DO/ASIA, housing urban development officer, to Indonesia

Kuhn, Ernest, COMP/FS/REASSGN, supervisory education development officer, to human resources development officer, NIS/TF/DIHR

Larson, Denton, EUR/RME/FMS, controller, to supervisory financial management officer financial analyst, FA/FM/FPS

Lawrence, Richard, FA/FM/CMP/DC, supervisory financial management officer financial analyst, to financial management officer budget analyst, NIS/TF/OD

Lee, John, FA/AS/PP/AP, supervisory general services officer, to executive officer, EUR/EMS

Lee, John, OPS/PRC, secretary, to ASIA/USAEP

McIntyre, Catherine, COMP/FSLT, agricultural development officer, to agricultural economics officer, Mali

McMahon, Terrence, FA/OP/OD, foreign affairs officer, to mission director, Ukraine

Morrill, C. Grant, Morocco, project development officer, to COMP/FS/REASSGN

Morris, Paul, Chad, program economics officer, to supervisory program officer, Tanzania

Moseley, M. Charles, COMP/FSLT, energy officer, to Russia

Nagle, Gary, FA/AS/PP/PP, space management specialist, to general services specialist, FA/AS/PP

Ponasiak, Diane, Egypt, general development officer, to supervisory general development officer

Schill, James, COMP/FS/REASSGN, trade development officer, to private enterprise officer, PRE/IBD

Shapiro, Pat, REDSO/ESA, legal officer, to special projects officer, EUR/RME/ER/ED

Sheppard, Richard, EUR/OSA, program analyst, to program analyst officer, ASIA/USAEP

Shorter, Charles, COMP/FS/REASSGN, project development officer, to NE/DR/MENA

Snyder, Anita Fay, ASIA/FPM, secretary, to program operations assistant office automation, EUR/RME/ECA/PDS

Suggs, Sherry, Indonesia, supervisory education development officer, to program officer, Benin

Terry, Carlton, AFR/EA/U, program officer, to AFR/EA/KR

RETIRED

Askin, Peter, COMP/DETAIL, foreign affairs officer, 32 years

Barth, Richard, IG/A/PPD, auditor, 27 years

Carr, David, NE/DP, program economics officer, 14 years

Collins, Winfield, RDO/C/E&E, supervisory engineering officer, 13 years

Lewis, Herbert, FA/IRM/TCO, telecommunications specialist, 39 years

Lundberg, Alfred, AFR/EA, supervisory regional development officer, 26 years

Olentine, Barbara, LEG/PD, administrative operations assistant, 16 years

Wood, George Jr., FHA/FFP/ANEE, Food for Peace officer, 26 years

Years of service are USAID only.

OBITUARIES

Gwen Gee Condas, 70, died Jan. 4 in Pamplico, S.C., after a long battle with cancer.

An Agency retiree, Condas served in the Far East, South Asia and the Near East working on various Agency programs.

Harriett Swenney Crowley, 80, died of kidney failure on Dec. 16 in a nursing home in Hendersonville, N.C. She joined the Agency in 1962 and was the deputy assistant administrator for population and humanitarian assistance at the time of her retirement in 1976.

Ronald M. Henrikson, 59, died of cancer Jan. 21 at the Arlington Hospital in Arlington, Va. Henrikson served the Agency for over 25 years in various civil engineering positions.

Ann Snowden Marshall, 78, died Dec. 14 in Washington, D.C., at Sibley Hospital after a brief illness. During her 30-year Foreign Service career, Marshall served in Europe, Latin America and Asia.

Edward F. Tennant, 75, died Dec. 11 in Silver Spring, Md., after a heart attack. A retired Foreign Service officer, Tennant served the government for 37 years in numerous positions including auditor general of the Agency.

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