

USAID/Russia

Annual Report

FY 2005

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Please Note:

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Russia

Performance:

In the past year, Russia implemented significant changes in banking reform but continued to backslide in democracy, while other economic reforms slowed. Although economic growth remained high for the first half of the year, it slowed in the third quarter and a series of events raise doubts about rapid growth in 2005. This is in due to softening oil markets, delays by the Government of Russia (GOR) to move ahead with required policy changes as well as actions taken against large companies that could stifle investment. Recent actions taken by the GOR against some of the country's largest and most successful companies and their officers, and recent actions against some foreign investors, have chilled the economic environment. Analysts expect a \$12 billion capital flight Russia in 2004, compared to only \$2.3 billion in 2003. Perception of a possible legal assault on a major mobile phone company, wiped out \$20 billion of Russia's stock capitalization in two days. Yet, foreign direct investment increased on 2004. There are signs that economic power is becoming more centralized; paralleling, and perhaps reinforcing, developments in democracy. Russians do not trust banks. This adds an element of instability to the system while at the same time greatly diminishing the key role of banks in mobilizing and investing savings for economic growth. Nonetheless, USAID's program has contributed to the transition toward a market economy while making steady headway toward building civil society and strengthening rule of law. However, it should be noted that the working environment has been difficult.

During this past year, the pace of economic policy reform slowed, although the GOR demonstrated some commitment to the further development of a market economy. Progress was realized in some key areas, as demonstrated by the GOR's continued efforts to join the World Trade Organization (WTO); the passage of a significant deposit insurance law in early 2004 that represented a significant start to much-awaited banking reform; and, new deregulation laws that yield considerable reductions in administrative costs of firms on licensing and inspections. Despite some progress, the level of regulatory burden on small businesses still remains too high, although success was obtained in strengthening and assisting small and medium enterprises (SMEs) at the local and regional levels. In November, manufacturing slowed for the first time since the crisis year of 1998.

Despite negative signs of Russia becoming a "managed democracy" and a mixed record with progress and some backsliding Russia is slowly transitioning to a more open, responsive democratic society, USAID's program has directly affected the lives of citizens as regional independent media outlets grew and advocacy organizations developed their capacity to both foster and focus citizen participation. Although there are some signs that state power is being consolidated and independent media is facing further intimidation, civil society continues to grow. A full transition to a more open, participatory society in Russia will entail extensive changes in the post-Soviet culture. However, over the short to medium-term, we can say with confidence that results from our programs prove that we are having a significant impact and will have even greater resonance if we stay the course.

This fiscal year Russia held Parliamentary elections in December and Presidential elections in spring 2004. The parliamentary elections resulted in the elimination of two well-known opposition parties from the national legislature when they failed to meet the 5% minimum vote requirement, additionally outside election observers were critical and reported that the elections were "free but not fair." For example, the elections were marred by irregularities and scandal, demonstrating the continued need for strong, indigenous voters' rights groups. Two recent laws greatly affected the outcome of these elections. First, in anticipation of the Parliamentary and Presidential elections, the GOR passed new legislation that significantly restricted election reporting, including limitations on the reporting of backgrounds and positions of candidates. Second, a law on political parties implemented the Kremlin's desire to limit the influence of political parties and reduce them in number. At present, political opposition is considerably

weakened and the number of political parties at the national level have been reduced. Additionally, post-Beslan the GOR has greatly centralized political appointments of key regional officials. Given this controlled political environment, USAID's work to strengthen the voices and activity of citizens takes on even greater importance.

In the health sector, USAID's program continues to make strides in introducing, adapting, and implementing international approaches to control tuberculosis, improve the quality of health services, improve maternal and child care, and ensure the welfare of social orphans. The growing threat of a generalized HIV/AIDS epidemic in Russia, which experienced one of the world's fastest rates of increase in new infections, led to increased efforts in USAID's HIV/AIDS prevention efforts.

U.S. Interests and Goals

Russia's strategic importance to the United States is clear. It has 17,000 nuclear warheads, a large standing conventional force, and stockpiles of chemical and biological weapons. It is the world's largest oil and natural gas producer; has vast timber, mineral, and petroleum resources; and a quarter of the world's forest, and provides for a third of the planet's carbon dioxide absorption. Because of its strategic importance, there are a number of issues on which cooperation will be of critical interest to the U.S. in the foreseeable future. These range from concerns about Russia's own social and economic stability to global issues such as trafficking in persons, global climate change, terrorism, and non-proliferation. In setting USAID/Russia's priorities, we have focused on concerns of U.S. interests and foreign policy goals. We then organized our priorities in the context of Russia's political and economic transformation. Our top three priorities this year remain democracy - development of a civil society, independent media, and protection of human rights and equal access to justice; health - combating HIV/AIDS and infectious diseases; and, economic growth - through targeted regional support for small and medium-sized businesses and strengthening the banking sector. USAID sees the support for small and medium enterprises (SMEs) as being vital to the development and diversification of Russia's market economy, and the growth of the middle class and, thereby, a stronger civil society.

Important Challenges

USAID's program resources are limited relative to Russia's large population, vast physical expanse, and the complexity of the issues that our programs address. These factors pose a major challenge to our ability to have a significant and lasting impact on the country, and have led us to emphasize two key approaches in our program design.

The first approach takes advantage of Russia's highly educated population by introducing and disseminating successful methodologies that address the country's most pressing problems. USAID has successfully replicated these methodologies in the areas such as municipal finance, strategic planning, tuberculosis control, health care delivery, targeting of social services, child welfare, non-bank and bank financing of SMEs, news exchange systems, and public-private partnerships to combat corruption. Nevertheless, there is a need to focus more resources on disseminating and replicating these successes to the rest of the country. One such example in our health portfolio is Healthy Russia 2020 which uses communication and networking strategies to broaden awareness and communicate HIV/AIDS prevention across the country.

The second approach was to build the capacity of Russian institutions which influence the country's transition. Over the past 11 years, USAID has supported Russian efforts to create and strengthen institutions, such as the Institute for Urban Economics and the Center for Fiscal Policy. These two institutions, created through USAID activities, now play important roles at the national, regional, and municipal levels in shaping Russia's future direction. For such key partners, the challenge is to develop a sufficient support base to be sustainable after USAID funding ends.

Key Achievements

USAID/Russia made significant progress toward achieving its Strategic Objectives (SOs) over the past year. Although performance was not uniformly positive, on balance and overall, we have made important contributions to the improvement and empowerment of Russian people and civil society organizations.

Strategic Objective: Economic Growth

Economic Policy Reform: During the year, with technical assistance provided through USAID, the banking system was strengthened with the passage and signing into law of a deposit insurance law. As one indicator of improvement in the banking sector, the share of GDP represented by commercial bank domestic lending to enterprises and organizations increased from 14.6% in 2003 to 19.3% in 2004. Also, the GOR achieved significant progress by enacting long-awaited reforms in several key areas such as small business taxation, tax administration, pension reform, intergovernmental fiscal relations, budget, and banking. In 2004, more than 80 analyses by USAID-supported think tanks were prepared and incorporated into legislation and policy initiatives of the GOR.

Private Sector Growth/Small and Medium Enterprises: In FY 2004, USAID-supported non-bank finance institutions (NFIs) provided small and medium enterprises (SMEs) with over 51,000 loans valued at over \$83 million. Through September, the cumulative number of loans to SMEs nationwide exceeded 165,000, with nearly 74% going to women. The cumulative value of these loans was \$213 million. With support of seven Russian partners in the Russian Far East (RFE), USAID provided advanced training and consultations to about 1,400 clients and helped over 1,000 SME clients obtain loans totaling \$20 million. With over 400,000 participants, Junior Achievement Russia (JAR) is now the second largest program in the world, following the United States. Over two million students were involved in JAR during the past 10 years.

Environmental Resource Management: Under USAID-supported forest fire prevention activities, GOR information campaigns have reached 2.2 million people in the RFE with positive behavior changes documented among 15% of the population. Additionally, pest monitoring and elimination activities have resulted in the protection of over \$15.5 billion in forest resources. This new methodology looks to be moving toward application nationwide. Implementation of 43 projects on the reduction of environmental health risk had a positive impact on the health of six million people in 50 communities in 30 of Russia's regions. With USAID support, 120 non-timber forest product and secondary wood processing firms are generating new sales in excess of \$5 million and provided approximately 1,000 new jobs.

Strategic Objective: Democracy, Governance, and Human Rights

Civil Society: USAID supported the creation and strengthening of eight business association coalitions, consisting of more than 80 regional business associations. Since the beginning of 2003, 35 new associations have joined USAID-supported coalitions. Membership of these coalitions has increased by over 45%. During FY 2004, these coalitions presented 25 policy recommendations to regional and local authorities, which resulted in 20 specific legislative changes. Our program contributed to the development of democratic culture through citizen engagement, community action, and promotion of democratic values. Throughout Russia, more than 1,000 environmental protection, public advocacy, and public participation actions were conducted. At least 120,000 activists participated.

Local Government and Decentralization: USAID supported institutes assisted in the implementation of the new local governance law, simultaneously playing an important role in counteracting greater centralization sought by the federal government. USAID funded experts played a key role in preparing 26 legal documents that were enacted nationwide to support the development of an affordable housing market. In 2004, USAID activities provided assistance to 47 local governments across Russia. Over the FY 2002 through FY 2004 period, nine municipalities activated local programs for public participation in the budget allocation decision-making process. At the same time, 24 municipalities improved the targeting of social assistance and introduced competitive procurement practices in the system of social service delivery, which resulted in more responsiveness by government to citizens' needs. During FY 2004, 16 training courses for local and regional governments - training 2,612 officials and civil society leaders were conducted. Sixteen public awareness campaigns on issues of social and economic importance were conducted in 11 municipalities. By the end of FY 2004, over 1 million people received information in the course of these campaigns and there were over 1,500 participants in public discussions, public hearings, meetings, and other public events.

Media Freedom and Freedom of Information: Accessible sources of non-state information to the public increased and improved in scope and quality in the regions over the past year. Over 200 smaller TV

stations sent more than 1,600 professionals to regionally-based seminars. This represented the first professional training for most of them. Of the 600 independent regional TV stations, 87% produce their own local news. By 2004, a total of 502 regional TV outlets participated in at least one public awareness campaign sponsored by USAID.

Human Rights and Equal Access to Justice: USAID supported training for non-lawyer advocates, most representing NGOs involved in advocating for the rights of women and are now able to assist women in crisis to navigate the legal system. Fifty-six advocates from 48 cities were trained during FY 2003 - 2004 and a majority of these remain active. Legal clinics assisted by USAID were established in four cities as training facilities for future lawyers and representatives from other legal clinics. USAID funded training for two national level human rights NGOs that pioneered the use of public relations techniques to influence opinion. Since the fall 2002, a USAID-funded NGO in the Northern Caucasus has provided 9,100 legal consultations to refugees and forces migrants. In the Russian Far East (RFE), USAID supported a program that enabled the local chapter of the All-Russia Union of the Deaf to launch an advocacy campaign for the rights of disabled people. As a result, the local telecommunication company now provides free services to people with hearing disabilities. A network of five disability rights groups has trained 5,000 teachers, students, parents, mass-media representatives, and local authorities have been trained in disability issues. Hits on the USAID-supported human rights web site jumped from 1,400 in 2003 to 67,000 in 2004. Two of the country's major police academies have instituted tolerance courses as part of the curriculum due to a USAID program.

Justice and Legal Sector: Although the selective prosecution surrounding the Yukos' affair dominated law-related press coverage in 2004, some positive development occurred beneath the notice of newspaper headlines. The number of court cases continues to grow with approximately 11 million cases filed in all categories per annum. Citizens and taxpayers win a majority of the suits brought against GOR agencies. USAID supported the successful use of the legal system by CSOs, with over 1,600 cases taken to court since 2002 and the majority of them won. A USAID-supported pilot project in two district courts has introduced such innovations as random case assignment to the court's judges. The country's Chief Justice of the Supreme Court endorsed such random case assignment in late 2004. Many of the improvements in court operations were inspired by the American model to which the Russian judiciary was exposed under the USAID program. The All-Russian Congress of Judges enacted a new Ethics Code which included input from American judges, and supported a requirement that judges declare their incomes and property holdings. Russia's practicing lawyers in 2004 announced that they would begin a program of continuing legal education, and are applying the Code of Professional Ethics that was adopted in 2003.

Strategic Objective: Health and Child Welfare

HIV/AIDS: USAID technical assistance has leveraged over \$210 million in Global Fund grants for HIV/AIDS, as well as TB programs. Federal and municipal spending for HIV/AIDS is up to \$27 million, as contrasted to the \$4 million reported four years ago. USAID has increased and strengthened support for AIDS treatment in five regions of Russia, utilizing the United States' partnership model. These comprehensive treatment care and support services will serve as models for the Global Fund's expanded support.

Infectious Diseases: The GOR budget for TB has doubled since 2000 to \$71 million in 2003 thanks in significant measure to USAID encouragement. The pilot multi-drug resistant (MDR) TB treatment program, the first of its kind in Russia, is operational in one region and has just begun in a second. Over 150 patients are enrolled in the program. Of these, 78 have completed treatment with a success rate of over 75%, about 10 percentage points higher than the literature's standard. When, as anticipated, the GOR rolls this innovative methodology out nation-wide over the next five years, an estimated 17,000 victims of the disease will benefit. More than 4,000 health professionals in both the civilian and penitentiary systems have been trained in TB-related issues.

Child Survival, Health, and Nutrition: Over 180 new child welfare services and 70 supportive policies developed by 200 government and non-government change agents helped had a positive impact on the lives of over 45,000 children. The creation of sustainable local and regional child abandonment

prevention systems has been supported by 40% co-financing from the local governments.

Unintended Pregnancy and Healthy Reproductive Behavior: USAID is replicating its successful family planning and reproductive health models in 12 more regions, covering 156 health care facilities to deliver services to women of reproductive age and their children. Over 500 health care providers from these facilities were trained on family planning, breastfeeding, and family-centered maternity care. A component on the prevention of mother to child transmission (PMTCT) of HIV was launched at an interregional workshop, and common strategies for integrating PMTCT were developed and adopted by the GOR.

Conflict

Although other North Caucasian republics have seen little open conflict (with some notable exceptions such as Beslan), the Chechen conflict has had a strong spillover effect on the region, especially with regards to violent crime and corruption. The region is poorly integrated with Russia and has been marginalized, and its people stigmatized, within the larger Russian Federation. Islamic extremism is finding fertile ground in the North Caucasus. Corruption, organized crime, armed attacks, police and military misconduct, lack of effective law enforcement, and the narcotics trade are reported to be the leading causes of unrest and alienation. Solutions must be found to decrease tensions and open up non-violent alternatives to handle grievances. A conflict prevention agenda should focus on enhancing human security and re-establishing the values on non-extremist Islam.

While there exist thousands of people who could be considered “vulnerable” in Chechnya and elsewhere, there is a growing recognition among implementing partners that the need now is to move away from the provision of humanitarian assistance toward more targeted, livelihoods-based assistance focused on the community level. The objective of any assistance that USAID might provide would be to promote stability and conflict resolution. For example, aid would be directed in Chechnya to enhance stability and in the other republics of the North Caucasus for conflict resolution or mitigation-related purposes. The use of local partners and local ownership would be stressed, with an emphasis of small-scale employment generation efforts, including community-based reconstruction activities.

Gender

Russian law guarantees equal rights to men and women, and women represent 54% of the electorate. However, the law does not contain adequate enforcement mechanisms to deal with infringements of these rights. Reflecting the practical consequences of extremely low male life expectancy, the number of female pensioners is growing and already significantly exceeds the number of male counterparts. The fact that many men do not live to reach pension age and women have almost two decades of life as pensioners will require policy makers to consider the gender implications of further pension reform as well as other social welfare measures. Since the Soviet Union’s breakup, women’s participation in politics has dropped. For example, about 10% of the Parliament’s deputies are women, although they represent about 30% at the local level. It is unclear whether this better representation at the local level may eventually serve as a feeder for higher office.

The demographic picture of Russia includes a low birthrate, the “graying” of the country and a significant potential explosion of pension fund requirements. Coinciding with this is the troubling health status of the population, including the devastating threat of HIV/AIDS. The country continues to have the largest gender gap in life expectancy in the world, with the average for women at 73 years and 59 for men. Maternal mortality rates remain among the highest in the world; fifteen times the rate in developed countries. Poor reproductive health impacts the low birthrate and overall declining population. Males account for 80% of those diagnosed as alcoholics and 83% of injecting drug users. Most recently, however, there has been a tendency for improved health practices among men but an opposite trend among women. In fact, female alcohol use is on the rise and female drug abuse has been increasing since 1993. The male suicide rate is five times that of females. However, a number of surveys indicate that psychological health indicators are lower among women than among men. The rate of HIV infection is often reported as among the fastest growing in the world. And, the demographics are shifting to include increasingly more women both through injecting drugs and heterosexual contact. USAID will prepare and submit a new strategy during FY 2005 that will contain an updated Gender Assessment,

including proposed activities to deal with important gender issues in Russia.

Integrated Programming

USAID has 12 years of experience in developing successful models of community-level reform across all sectors. This experience ranges from helping to strengthen democracy to building civil society, improving the delivery of health and social services, bettering the local business climate to stimulate economic growth, addressing environmental issues that have such a devastating impact on health and quality of life, and in demonstrating (both to local governments and populations) that openness and collaboration are the most effective means to solve local problems. To a great extent, these models have helped to establish and strengthen Russian non-governmental organizations (NGOs) and CSOs. These NGOs and CSOs enhanced the indigenous capacity for multi-sector and cross-cutting work by Russians, for Russians. USAID support will continue support over the longer-term, with a focus on enhanced self-sufficiency.

USAID has identified for special emphasis a limited number of regions in which local and regional authorities, and business and civic leaders are willing and pro-active partners in reform. Assistance will be provided to selected local communities in these "focus" regions, as well as the regions themselves, to establish or strengthen the practices of public-private partnership in identifying and prioritizing community needs and goals, and in coming together around issues of common interest, and in working together to solve local problems.

To increase program integration, USAID established a core office of regional development to coordinate assistance in local government development, and cross-cutting and environmental as well as regionally-focused activities. This structure provides a framework to field multi-sector teams for the holistic assessment of communities or regions. The synergies being sought extend across the entire portfolio. Thus, work in local governance directly underpins, and is supported by, efforts on such issues as civic activism and citizen participation; human rights; health and social services; environmental policies; and, business association advocacy and micro-finance for SMEs.

In line with the Department's and Agency's Strategic Plan for FY04-09, and the latter's earlier White Paper, USAID will enhance complementary activities and the level of collaboration with other U.S. government agencies. Examples of such activities include anti-corruption, the U.S. - Russia Volunteer Corps, and anti-trafficking in persons.

Trade Building Capacity

Efforts to support trade building capacity are not an explicit focus of the mission's program. However, there are several program activities which do contribute to expanding Russia's trade capacity. USAID-supported think tanks contribute to the GOR's efforts to progress toward World Trade Organization (WTO) accession. USAID's SME and environmental programs both support efforts by indigenous businesses to comply with international quality (ISO 9000) and environmental management (ISO 14000) standards. On Sakhalin Island in the RFE, USAID continued support at the Department of State's request to the American Business Center to facilitate investment by American firms. In addition, USAID's activities to strengthen the capacity of trade unions, and NGOs and CSOs to protect social and labor rights, along with anti-corruption efforts, also contribute to building trade capacity. Finally, USAID supports the improvement of local government administration and responsiveness, including the reduction of administrative barriers to doing business, which aims to better the investment climate in selected Russian regions.

Results Framework

118-0130 Accelerated Development and Growth of Private Enterprises

118-0131 Small and Medium-size Enterprise Sector Strengthened and Expanded

SO Level Indicator(s):

Percentage of GDP represented by the SME sector

131.1 Policy Environment for Small and Medium Enterprises Strengthened

131.2 Access to Finance for Small and Medium Enterprises Increased

131.2.1 Policy Environment for Non-Bank Financial Institutions Providing Services to SMEs Improved

131.2.2 Financial Services to SMEs Expanded

131.3 High Quality Business Services to SMEs Strengthened and Expanded

131.4 More Students Educated in Business Practices, Civics, and Ethics

118-0140 Improved Economic Infrastructure to Support Market-Oriented Growth

118-0141 Market-Oriented Reforms Developed and Implemented in Selected Sectors

SO Level Indicator(s):

Ratio of commercial bank domestic lending to GDP

Russia enters WTO

Tax collections

141.1 Independent Russian Economic Think Tanks Strengthened

141.2 Resources to Russian Businesses and Entrepreneurs Efficiently Channeled by Banking Sector

141.3 Business Environment for Trade and Investment Improved

141.4 Fiscal Policies Developed and Adopted Improved

118-0160 Increased Environmental Management Capacity to Support Sustainable Economic Growth

118-0161 Environmental Resources Managed More Effectively to Support Economic Growth

SO Level Indicator(s):

Number of improved environmental practices adopted in targeted regions

161.1 Eco-Businesses in Targeted Sectors Strengthened

161.2 Operating Efficiency of Businesses Adopting Environmentally Friendly Practices Improved

161.3 Practices that Improve the Environmental Quality of Services Adopted by Municipalities

161.4 Forestry Management Practices Strengthened

118-0210 Increased, Better Informed Citizens' Participation in Political and Economic Decision-Making

118-0211 A More Open, Participatory Society

SO Level Indicator(s):

Citizen participation index

Number of volunteers in selected regions

211.1 Sources of Non-state Information that are Accessible to the Public Increased and Improved

211.1.1 Public Information Provided through NGOs Increased

211.1.2 Access to Legal Protection for Media Increased

211.1.3 Business, Professional, and Ethics Practices in the Media Sector Strengthened

211.1.4 Public Interest Information Available on the Internet Increased

211.2 Civil Society and Advocacy Institutions Strengthened

211.2.1 Cooperation between NGOs, Government, and Business for Public Purposes Increased

211.2.2 Citizens' Interests More Efficiently Represented

211.2.3 Financial, Organizational, and Outreach Capacity Increased

211.3 Democratic Culture for Citizen Participation Strengthened

211.3.1 Civic Education Programs for Youth Improved

211.3.2 Patterns of Volunteerism and Charitable Giving Strengthened

211.3.3 Number of Citizens Participate in Direct Action Activities Increased

118-0220 Strengthened Rule of Law and Respect for Human Rights

118-0221 Legal Systems Strengthened

SO Level Indicator(s):

Poll results on public's and professionals' confidence in legal procedures

221.1 Public Awareness of Legal Rights Increased

221.2 More Lawyers Skilled in Representing Clients

221.3 Judicial System More Transparent, Independent, and Efficient

118-0231 Local Governance Made More Responsive and Accountable

SO Level Indicator(s):

Citizen satisfaction with local governance performance

231.1 Local Governments More Effective in Managing Resources

231.1.1 Local Officials More Knowledgeable and Skilled in Democratic Governance

231.1.2 Local Financial Management Practices are Improved

231.1.3 Local Policies and Procedures Developed, and Adopted to Stimulate Economic Growth

231.2 Local Governments Operate in Sustained Partnership with Their Communities

231.3 Equity, Effectiveness, and Efficiency in the Delivery of Goods and Services Increased

231.4 Legal Environment Improved for Governments to Be More Responsive and Accountable

118-0320 Improved Effectiveness of Selected Social Benefits and Services

118-0321 Use of Improved Health and Child Welfare Practices Increased

SO Level Indicator(s):

Abortion rates in demonstration sites

Age of first intercourse among population aged 15-19 in selected program areas

Number of children at risk of institutionalization remaining in family care in demonstration sites

Number of children infected with or affected by HIV/AIDS remaining in families

Percentage of HIV infected individuals accessing quality HIV/AIDS treatment, care, and support programs

Percentage of population aged 15-24 reporting sex with a partner other than regular partner

Percentage of population in Russia with access to international approach for tuberculosis treatment and control

321.1 Access to More Effective Primary Health Care Services Increased

321.2 Improved Prevention and Control Practices Adopted to Reduce the Spread of HIV/AIDS and STDs

321.2.1 Reduce high risk behavior and increase awareness of HIV/AIDS among high risk groups and youth

321.2.2 Improved enabling environment

321.2.3 Increased access to safe, acceptable treatment, care and support services

321.2.4 Increase in the number of USAID HIV/AIDS pilot programs adapted and replicated in Russia

321.3 Access to More Effective TB Control Services Increased

321.4 New Child Abandonment Prevention Models and Policies Implemented

118-0410 Special Initiatives

118-0420 Program Support