

ADVISORY COMMITTEE ON VOLUNTARY FOREIGN AID

**Public Meeting
October 19, 2005**

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WELCOME

Benjamin Homan, ACVFA Chairman, welcomed the ACVFA Members, the U.S. Agency for International Development (USAID) staff, and the meeting participants. He drew attendees' attention to the word "public" at the top of the meeting agenda, noting that as they well know, many nations do not have public processes; simply having a public advisory panel such as ACVFA is a testament to American democracy. He described a meeting a few weeks prior with Saddam Hussein—not the one on trial in Iraq but another, working to serve humanitarian needs in Central Asia. The work of those in this meeting room is to put future Saddam Husseins on that same path to public service.

RECOGNITION OF WILLIAM C. REESE

Andrew S. Natsios, USAID Administrator, officially welcomed Benjamin Homan as the new Chairman of ACVFA, and welcomed as new ACVFA Members Nancy Zucker Boswell, Managing Director of the U.S. Chapter of Transparency International, and British A. Robinson, National Director of the Jesuit Conference's Office of Social and International Ministries.

Mr. Natsios then thanked outgoing ACVFA Chairman **William S. Reese** for his long and valuable service, and presented him with a commemorative gift.

Mr. Reese noted that he had served three presidential administrations and four USAID administrators, and was pleased to be turning over to Mr. Homan what he considers a wonderful job, thanks to ACVFA's diverse, strong membership and animated, engaged public audience. ACVFA was founded by Franklin Delano Roosevelt during World War II to bring churches and nongovernmental organizations (NGOs) into partnership with government. This effort, begun to help war refugees, lives on and is still a very important part of our nation's international cooperation, a type of cooperation that builds stronger relations throughout the world.

The ACVFA community has accomplished a great deal, Mr. Reese said. But his dream is to see ACVFA play a key role in rebuilding and refashioning a new consensus for foreign aid, one that bridge the divides that at times affect our collective efforts. Some of the difficulties lie in turf battles among federal agencies now involved in foreign aid; some in clashes between Congress and the executive; some in the current, extremely partisan political atmosphere; some in the distance between inside- and outside-the-Beltway thinking; and some in the difference in culture and even language among the business, nonprofit, and government sectors. But we can overcome all of this, Reese said, if we work together for such a new consensus.

We want to see a public demand and expectation for a robust foreign aid that reflects American values, promotes our national interest, and brings investment, intellectual property, and expertise from all three of these sectors to enhance opportunities, entrepreneurship, and democracy for countries and citizens abroad. This has been ACVFA's agenda all along, and its public meetings have been a great forum for promoting that consensus because they bring out the best of America. On the Committee and in the audience are representatives from NGOs, foundations, think tanks, universities, businesses, and co-ops, all of which work with USAID, have done so for years, and can continue to do so in ever-more-innovative ways.

ADMINISTRATOR'S REMARKS

Andrew Natsios described his sad trip as leader of the presidential delegation to John Garang's funeral in Juba this August. Rebecca Garang, John Garang's widow, spoke movingly at that event, as did Sudanese president Omar al-Bashir and Garang's successor as Vice-President, Salva Kiir Mayardit.

Garang's death will change the course of events in Sudan. Thankfully, the peace agreement has not yet been affected, but it could be, as Garang's enormous presence drove the peace process more than anything else. It had even been hoped that in addition to overseeing the implementation of the peace agreement between north and south Sudan, Garang could help bring about peace in Darfur.

Garang was the strongest leader in southern Sudan who still believed in a unified nation. Many southerners believe that because of the atrocities, human rights abuses, and war of the last 45 years, Sudan's south and north cannot live together. When the National Democratic Institute conducted extensive focus groups in southern Sudan, ordinary people most often described Garang as "The Moses of the South." Garang also had enormous support in northern Sudan among the Arabic population: at the July 9 inauguration, his first visit to the capital since 1983, he was greeted by at least 2 million people, mostly northerners, who saw him as a national figure.

CURRENT AGENCY PRIORITIES

Frederick Schieck, *USAID Deputy Administrator*

The Pakistani Earthquake

The earthquake occurred on the morning of October 8, at 8:50 a.m., and measured 7.6 on the Richter scale. It affected Pakistan, India, and Afghanistan; most of the damage was in Pakistan. The epicenter was 60 miles northeast of Islamabad.

The Pakistani government has confirmed 40,000 dead; local officials estimate that that number could rise as high as 53,000. At least 67,000 are injured and, of

the 4 million living in the area, 2.5 million are homeless. In India 1,300 are confirmed dead with 7,000 injured; in Afghanistan, one person was killed.

USAID mobilized a Disaster Assistance Response Team (DART), and has sent 11 people to Pakistan and one to India. But there are real challenges in responding:

- The area is remote and mountainous, and many of the roads are out due to bridge collapses and landslides. Some help has come from the U.S. military, which has provided nine helicopters from Afghanistan to airlift supplies.
- The weather is getting colder and the area sees a lot of snow in the winter.
- Some of the damage was in Kashmir, where due to the long-running conflict between India and Pakistan access by NGOs has been limited. USAID has identified some NGOs that are in the area and working, and has received and is entertaining proposals from U.S. NGOs.
- Airports are not set up to handle the volume of flights that have been arriving, although this situation is improving.

The U.S. military and USAID have established a joint disaster headquarters in Islamabad, and a military liaison officer in Washington, D.C. is also helping to coordinate efforts.

Initially, the United States announced a commitment of \$50 million. USAID has spent \$14 million to date. Undoubtedly costs will exceed \$50 million, but no decisions have been made to date on further funding. The Agency's Global Development Alliance Office is looking at working with the U.S. private sector and the Pakistani diaspora to raise additional resources and channel funding into the area. More than 30 countries have pledged a total of \$660 million in assistance. About half of that amount is from Middle Eastern countries. Seventeen countries have pledged in-kind assistance. Japan, Switzerland, and the United Kingdom provided urban search and rescue teams.

A UN-sponsored conference to plan further efforts will take place in Geneva on October 26.

With the \$14 million spent so far, USAID has:

- Paid for six airlifts carrying rolls of plastic sheeting, 1,600 tents, 15,000 blankets, 10,000 10-liter water containers, 8 water bladders, 20 concrete saws, and 2 mobile water-purification units, at a total cost of around \$1.4 million.
- Provided some winterized tents. (These appear to be a specialized item; so far about 15,000 are being brought into the country.)
- Responded to a UN flash appeal with a total of \$10.8 million.
- Provided \$3.8 million to the World Food Program (WFP) to facilitate logistical and airlift operations.

- Provided grants to the World Health Organization (WHO) to reestablish primary and secondary health care and disease surveillance.
- Granted \$2 million to the American Red Cross and \$500,000 to the International Red Cross for emergency response.
- Granted \$2 million to UNICEF to provide sanitation and water.

Beyond the immediate relief phase, USAID is looking toward rehabilitation. Because the area is mountainous and cold, full-scale reconstruction may have to wait until spring; in the meantime the Agency will develop livelihood support programs and help people survive the winter by encouraging them to move in with relatives at lower elevations or by providing winterized tents and emergency shelters.

So far USAID has only tentative ideas for the reconstruction that may begin in the spring. Some key hospitals and nearly all government buildings were totally destroyed, so health and governance infrastructures will have to be rebuilt. Several important schools and universities were also destroyed, and it will be important to get those functioning again. For shelter, the Agency may provide building materials and allow people to construct their own houses, as many homes were constructed by their residents in the first place. Reconstruction projects may serve as work programs, offering badly needed jobs.

Guatemalan Landslides

On October 4, Hurricane Stan came ashore in southern Mexico, dropping heavy rain in Mexico, El Salvador, Guatemala, and Costa Rica. Guatemala was the heaviest hit by landslides: 663 people are confirmed dead, many remote villages have been cut off, and 3.5 million people are adversely affected, of whom 280,000 are homeless. In El Salvador, 69 people were killed and nearly 60,000 are adversely affected. In Mexico, 15 people are confirmed dead, and nearly 2 million are adversely affected.

Challenges include the remoteness of the affected areas and impassibility of the roads. Nine U.S. military helicopters have helped by flying supplies from their base in Honduras. Drawing further from its assets, the military has also deployed a 58-person Joint Task Force Team.

USAID has:

- Fielded a DART.
- Flown in plastic sheeting, water jugs, emergency food supplies, etc., at a total cost so far of \$2.5 million.
- Granted \$1.2 million to NGOs for emergency health, water, and sanitation, including \$200,000 to the Pan-American Health Organization (PAHO) for work in Guatemala and \$100,000 for similar activities in El Salvador.

On October 16, Secretary of Commerce Carlos Gutierrez visited Guatemala and pledged \$2 million in food assistance to WFP for the country.

QUESTIONS AND ANSWERS

With the South Asia Earthquake Task Force:

Frederick Schieck, USAID Deputy Administrator

William Garvelink, Senior Deputy Assistant Administrator, Bureau for Democracy, Conflict, and Humanitarian Assistance (DCHA)

Mark Ward, Senior Deputy Assistant Administrator, Bureau for Asia and the Near East

Steven Moseley, ACVFA Member, asked whether USAID might not be able to do more than it is now to build countries' capabilities to respond to emergencies themselves.

Mr. Garvelink replied that the Office of Foreign Disaster Assistance (OFDA) has had such a program underway for a long time, with dramatic results. USAID has worked with Mexico for 25 years, for example, and today it no longer responds to disasters in that country; Mexico responds not only to its own emergencies but to others in South and Central America.

A participant asked how NGOs should coordinate their work with the U.S. military.

Mr. Garvelink replied that the DART will mediate between NGOs and the military.

David Schihigian, Deputy Director of Post-Conflict Rehabilitation for the Vietnam Vets of America Foundation, asked who is coordinating Pakistani relief and reconstruction efforts.

Mr. Garvelink replied that overall coordination for relief is managed by the government of Pakistan, with the Pakistani military in the lead. The U.S. military is coordinating with them and with the UN; USAID's DART is in the midst of that work, communicating with civilians. One of the biggest issues now is the logistical challenge of moving commodities efficiently, so the UN Joint Logistics Center (staffed by WFP) is also coordinating with the Pakistani government, the DART, and the U.S. military. These groups are all cooperating at four airstrips to move equipment out to the earthquake area.

Mr. Schieck added that, in Washington, during the emergency phase OFDA has the lead on day-to-day decisions; when rehabilitation and then reconstruction begin, the Bureau for Asia and the Near East will become responsible.

Mr. Ward further added that the South Asia Earthquake Task Force has two deputy co-chairs, because the Agency learned from the tsunami that the best

response comes when relief and reconstruction proceed in tandem. There are areas affected by the earthquake that will get cold but will not be overly affected by snow, and in those areas reconstruction should begin as soon as possible. In fact, bids will be requested soon.

Vince Sanfuentes, Government Affairs Representative for the American Refugee Committee, asked whether the \$50 million pledged by the United States will all come from USAID's disaster account, and whether there will be a budgetary impact on other programs in the area.

Mr. Schieck replied that so far money has come from the disaster account, but the Agency is concerned that that account not bear the full \$50 million expense, as it is needed for other purposes. USAID is working with the Office of Management and Budget (OMB) to come up with answers.

Todd Garth, Director for Foundations, Organizations and Institutions for Habitat for Humanity International, asked if USAID had plans to coordinate its efforts with the UN Human Settlements Programme (UN-HABITAT).

Mr. Ward said that it had not previously occurred to the Task Force, but that they would take the suggestion, as USAID is in fact looking to give local people the cash and materials they need to rebuild their homes. It has had success with that model in other parts of the world, and it appears that there are organizations working in northern Pakistan that have developed appropriate technologies and materials. Those can now be made available along with advisors to demonstrate to people how to rebuild better.

Mr. Garvelink added that shelter is a major concern through the winter months. Usually the emergency response to an earthquake lasts a few weeks and then development takes over, but here there will be four to five months of winter. A working group has been formed in Islamabad to tackle the problem, made up of USAID, the UN, the European Union, and the British government. It will not be possible to get enough tents in time; alternatives are needed, including programs (and perhaps vouchers) to encourage people to settle with relatives and friends.

H. Hollister Cantus, CEO of the ILEX Management Group, asked why unsolicited supplies are left on the side of the runway rather than being put to use.

Mr. Garvelink answered that neither USAID nor any other donor has the manpower to inventory unsolicited containers. Logistical teams are focused on getting food and blankets to affected areas. For that reason, USAID encourages people who wish to donate to send cash to their preferred group, not supplies.

OVERVIEW OF USAID'S OFFICE OF MILITARY AFFAIRS

Michael Hess, *Assistant Administrator, DCHA*

USAID has a long history of working with the military. (Recently, for instance, USAID worked with the Department of Defense (DOD) during the tsunami and now during the Pakistani earthquake.) The Agency's new approach is an effort to codify that relationship and make it more effective. This is more important than ever because while USAID has typically worked in peaceful locations or after the end of active conflicts, today in Afghanistan and Iraq USAID is essentially working in the middle of war zones.

This new approach will involve two organizations:

- The USAID Military Policy Board
- The Office of Military Affairs

USAID Military Policy Board

Chaired by Doug Menarchik, Assistant Administrator of the Bureau for Policy and Program Coordination (PPC), residing in PPC, and attended by all of USAID's Assistant Administrators, this body focuses on the Agency's long-term strategic relationship with DOD. It aims to influence planning, operations, and military doctrine in the *long term*, strengthening USAID's ability to work with DOD and increasing DOD's understanding of USAID. The Military Policy Board provides policy guidance for relations on military issues with DOD, the Department of State's Office of the Coordinator for Reconstruction and Stabilization (S/CRS), Congress, and others.

Many in the aid community have concerns about working with the military. Clear guidance will be needed on a range of issues, including objectives of working with the military and defined parameters for cooperation on reconstruction tasks. This includes defining USAID's role in the global war on terror—for example, its work in fragile states.

The Office of Military Affairs

The Office of Military Affairs will be headed by Thomas Baltazar, former Chief of Joint Psyop Support Elements. The Deputy will be a Senior Foreign Service Officer, and the Office will also have a military advisor. USAID will send seasoned, experienced Foreign Service Officers, hired as Personal Service Contractors (PSCs), to each of the military's Combatant Commands (COCOMs). This will help USAID become part of the military's plans from the outset; most combatant commanders have a Theater Security Cooperation Plan that serves as their engagement policy with the countries in their region. It would be helpful if, as they are developing those plans, they had advice from people who are skilled in development.

The Office of Military Affairs will:

- Be the single focal point for USAID interaction with the military, providing a great practical benefit to USAID and military staff by offering a single, consistent source of information.
- Maintain emergency response readiness.
- Forge effective working relationships, including between the military and NGOs.
- Coordinate planning among organizations.
- Develop training, education, and exercises—today, in its training exercises, the military must use role players for NGOs. It is important that the military understands USAID’s actual role, not what its staff thinks the Agency might do.
- Develop guidelines and standard operating procedure consistent with the mandates of the military and USAID.

USAID’s relationships with COCOMs will be key to linking operational plans. Senior meetings have already taken place with Special Operations Command, European Command, and the Civil Affairs Office at Fort Bragg, and exchanges of staff have been approved. Similar visits will soon take place with Central Command, Pacific Command, and Southern Command. Even though COCOMs have structures that appear the same from their job titles, they do not all operate in the same way, so these meetings are vital if USAID is to figure out the best place to put its single liaison officer.

The near-term priorities include:

- Getting the office up and running. Thomas Baltazar will start work on October 31.
- Hire and place COCOM advisors.
- Develop a joint training plan with DOD and coordinate USAID participation in exercises.
- Review USAID–Civil Affairs cooperation/plans.
- Upgrade USAID classified communications—the military does not use unclassified networks, which means USAID must upgrade its communications.
- Develop “lessons learned” from Afghanistan provincial reconstruction teams.

QUESTIONS AND ANSWERS

Timothy Flanigan, ACVFA Member, noted that the U.S. military does training and coordination with other militaries around the world, and asked whether there were efforts underway to teach disaster recovery and reconstruction to other nations’ militaries.

Mr. Hess replied that there are. In Sudan, for instance, the Agency is cooperating with the African Union, which was trained by the European

Command. Canada and Australia also do a lot of relevant training of other militaries.

Steven Moseley, ACFVA Member, said that if USAID moves to more classified communications, it will be going counter to the tradition in the development community of openness and transparency. USAID does not want to end up tied to the agendas of intelligence and diplomacy: these agendas may be parallel in the case of emergencies, but they are not always. Coordination with the military will be important to the development community for a long time, and it is important not to get dragged down a slippery slope.

Mr. Hess responded that, first, the Military Policy Board is meant to set defined boundaries for USAID's engagement with the military; one reason to send senior advisors to COCOMs is to make sure the military understands what USAID does and doesn't do. But, second, he acknowledged the risk of becoming too involved in intelligence, although some coordination with the intelligence community is needed to do effective planning within the Agency, to define goals, and to know when to pull DARTs out.

John Sullivan, ACVFA Member, argued that in the past the United States has been resistant to equipping its troops to understand the politics of local economic development and of democracy and local governance, yet this is what the military is being called on to do today. He asked whether the military had given thought to how it might better equip its civil affairs units to better take advantage of available advice.

Mr. Hess replied that while the military's primary responsibility is to fight and win wars, it is figuring out how to engage in development efforts. There have been encouraging signs:

- The Civil Affairs corps structure has been increased.
- Development has been integrated into the military's educational and training process.
- The senior leaders that have been picked are those that understand these nuances.

The fact is, soldiers are on the ground. They can be a visible example of the benefits of a democratic, integrated society, but for that to happen they have to understand what USAID does.

Vlassia Vassikeri, advisor to the European Commission, asked what consideration had been given to the neutrality of humanitarian aid.

Mr. Hess said that the second issue the Military Policy Board will discuss is the neutrality of the NGO community: the perception of neutrality is the strongest protection the NGO community has. At the same time, the world has gotten

riskier in the past five years, and some actors now don't care about that neutrality.

Steven Hall, Senior Analyst for CTP, Inc., asked what relationship USAID would have with other nations' security and police forces.

Mr. Hess replied that recent changes in the law do allow USAID to get involved in security sector reform, although not to work with foreign militaries. The Agency works closely with S/CRS and DOD to help train local police forces, for example. Development cannot occur unless an area is secure enough for people to go to work and school.

THE PRESIDENT'S MALARIA INITIATIVE

Michael Miller, *Deputy Assistant Administrator, Bureau for Global Health*

Each year, an estimated 1.2 million people die of malaria. Africa accounts for 80–90% of these deaths, and 80–90% are children under five. These are estimates rather than hard numbers, because with children under 10, it is often difficult to tell the causes of fever and death. After age 10 a child has enough acquired immunity to survive malarial infection, although malaria in adults costs an estimated \$12 billion a year in lost productivity.

Efforts to control malaria in Africa have lagged far behind those in other regions. In 1955, a WHO panel of technical experts meeting in Uganda decided to exclude sub-Saharan Africa from the Global Malaria Eradication Campaign, because the methods used elsewhere would not work in Africa: transmission of the disease was too intense and infrastructure too lacking, leaving treatment virtually the only line of defense.

Transmission in Africa is still intense. Infrastructure is still lacking. And treatment-based intervention has sown the seeds of its own demise, as strains of malaria emerged in Africa through the 1980s and 1990s resistant not just to chloroquin but also to sulfadoxine-pyrimethamine (SP). There are recent drugs that seem to work against drug-resistant strains, called ACT (artemisinin combination extracts). Artemisinin is an extract of wormwood; in combination with other drugs it intensifies their effects and combats resistance. ACT is 20 times more expensive than SP, though, and only has a shelf life of 18 months, making distribution complicated, especially of a valuable drug in poor countries.

Fortunately, ACT is only one of a few prevention and treatment tools developed during the 1990s:

- Insecticide-treated mosquito nets (ITNs) and long-lasting insecticide-treated nets (LLINs). LLINs last about four times longer than ITNs, reducing overall cost.

- Intermittent preventive treatment (IPT) for pregnant women. Two doses of SP prior to birth will provide some protection against infection for babies.
- ACT.
- Indoor residual spraying (IRS), a highly effective method of reducing transmission, based on use of an insecticide that remains active on sprayed surfaces for 3–6 months. It is utilized most effectively in areas with unstable levels of malaria transmission and epidemic-prone areas (i.e., areas with nonconstant levels of acquired immunity). A variety of insecticides can be used: pyrethroids, DDT, organophosphates, etc. A mosquito will bite, and then land on the wall and die. If 80% of the dwellings in a community can be treated and given nets, it generates a halo effect, protecting untreated buildings. IRS requires a long logistical chain and specialized skills and has to be repeated every 3–6 months.

On June 30, 2005, President Bush announced a new, five-year, \$1.265 billion initiative to combat malaria in Africa. The President's Malaria Initiative (PMI) will focus on three countries initially, scaling up to 15 countries by 2010. Its goal is to reduce malaria-related mortality by 50% in target countries. It will do so by achieving 85% coverage of vulnerable groups with ACT, IPT, and a combination of ITNs and IRS. This is a challenge to other donors to increase their funding, to bring to bear the political will and funding to control malaria in Africa at last.

The following chart shows the initiative's planned expansion:

<u>Year</u>	<u>Funding Level</u>	<u>Coverage</u>
2006	\$30 million	3 countries
2007	\$135 million	~7 countries
2008	\$300 million	~12 countries
2009	\$300 million	~12 countries
2010	\$500 million	~15 countries
TOTAL	\$1,265 million	

By the end of the fifth year PMI will cover 175 million people. In addition, the United States will continue to support ongoing malaria programs in 38 countries, 22 of which are in Africa; last year this appropriation came to a total of \$89 million. The U.S. government will also continue to support the Global Fund, which plans to make 31% of its total grants to combat malaria and has disbursed at least \$1 billion so far. Finally, the United States will continue to support malaria vaccine and drug discovery and development, and international partnerships and organizations.

Countries will be selected according to the following criteria:

- High burden of malaria.
- Political will and commitment on the part of host governments to control malaria. Even when governments are acutely aware of the problems of malaria, they are not always able to do what is necessary.

- Willingness to partner with the U.S. government.
- National malaria control policies and practices consistent with those recommended by WHO.

Angola, Tanzania, and Uganda have been selected as the program's initial target countries. No decisions have been made yet about future target countries.

PMI will support an *integrated approach* to malaria control and strengthening national health capabilities. It will work closely with host governments through *their* national malaria control plans—the key to the initiative's success will be governments that are committed to maintaining their malaria control plans in five years, even if the United States has to leave. It will coordinate closely with international and in-country partners to ensure that efforts are complementary, and will distribute funding based on performance.

The initiative will fund:

- Commodities (ACTs, SP, and drugs for severe malaria; ITNs, especially LLINs; and equipment and supplies for IRS).
- Technical support to strengthen national malaria control capabilities and ensure effective program implementation.
- Monitoring and evaluation.

This last will be important, as PMI will include a rigorous monitoring and evaluation system to measure and report on inputs, outcomes, and impact, requiring a high level of financial tracking and accountability. It is very important to collect data that everyone agrees are reliable; USAID has learned a lot about how to set up good data collection efforts from the President's Emergency Plan for AIDS Relief (PEPFAR).

In August, USAID conducted needs assessment visits to Angola, Tanzania, and Uganda. In September and October it conducted planning workshops to discuss and set priorities for FY2006 activities. It is now planning high-impact "jump-start" activities to build momentum for the initiative in each of these first three countries:

- IRS with synthetic pyrethroids to cover 1 million residents of four epidemic-prone provinces of southern Angola.
- Distribution of free LLINs:
 - as part of a nationwide measles immunization campaign in Angola;
 - to HIV/AIDS patients and families in displaced persons camps in Uganda; and
 - to cover unmet needs on Zanzibar.

RECENT STEPS TO ADDRESS AVIAN INFLUENZA

Frederick Schieck, *USAID Deputy Administrator*

The avian flu problem is one of the greatest challenges facing the Agency. The top concern is that the disease may mutate to the point where human beings can infect other human beings, leading to serious trouble around the world. The bird population infection has already spread as far as Europe. USAID has begun working closely with other members of an interagency task force that includes the Departments of State, Health and Human Services (HHS), and Agriculture (USDA).

Congress, in passing the tsunami supplemental appropriation, included \$25 million for avian flu. Slightly over \$13 million has been committed to date (including all of the USAID allocation), mainly for Laos, Cambodia, Vietnam, Indonesia, and China. Of that, \$6 million went to the Food and Agriculture Organization of the United Nations to strengthen disease surveillance, laboratory diagnosis, and the capability to respond rapidly to animal outbreaks; \$1.5 million went to USDA for technical assistance; and \$1.7 million to WHO to support national pandemic planning efforts and strengthen surveillance systems. USAID has prepositioned equipment, suits, and protective gear in the five countries mentioned, in order to protect workers in the case of outbreaks. A U.S. Navy medical research unit in Indonesia is also providing support. Interagency teams have visited health authorities in many countries in an attempt to raise their consciousness of the problem and make them more willing to contain outbreaks when they occur.

Within the United States, HHS is fully engaged and preparing for possible outbreaks.

Richard Greene, *Director of the Office of Health, Infectious Diseases, and Nutrition, Bureau for Global Health*

Avian influenza (H5N1, the current version circulating) mainly affects domestic and wild birds. It is related to influenza viruses that affect humans and other mammals and can mutate rapidly and exchange genetic material with other flu viruses including those that infect humans and pigs. The fear is that it could cause a human pandemic.

Pandemics have occurred roughly every 30–40 years. It has been 35 years since the last one. There are three requirements for an influenza virus to cause a pandemic:

1. Novel virus.
2. Ability to replicate in humans and cause serious damage.
3. Ability to pass efficiently from person to person.

The H5N1 virus has met the first two. The third is in serious danger of occurring: during a flu season the virus could exchange genes with human influenzas and attenuate so that its lethality becomes lower. An avian influenza virus could cause a pandemic even if it kills less than 1% of the people it infects.

In its current form, the avian influenza virus is very lethal to animals and humans. H5N1 has affected 11 countries since December 2003, resulting in the death of over 140 million birds directly from the disease and from culling to control the outbreaks. There have been 117 laboratory-confirmed human cases, with 60 deaths.

Avian influenza is spread where animal and human populations live in close proximity, with poor agricultural practices, poor food hygiene, and frequent travel or trade involving humans and birds. Many of these conditions are the case in Southeast Asia, where most avian influenza outbreaks occurred in 2004 (other outbreaks also occurred in Japan and Korea). And these are not the only constraints to containment in Asia:

- Poultry farming is largely a backyard enterprise.
- Widespread die-offs among poultry are common.
- Public awareness is poor.
- Culling provides a major disincentive to reporting.
- Wild birds and domesticated ducks are major H5N1 reservoirs, spreading the virus into new areas.
- Preparedness plans are inadequate.
- Timely and reliable information is lacking.

This year has seen outbreaks in Kazakhstan, Russia, and Romania—the epidemic appears to be following major flyways of migratory birds, from Southeast Asia north into Russia. If that is the case, next it will head south to Africa.

Already the H5N1 virus has caused an estimated \$10 billion in lost income. It diverts people from their jobs and affects agriculture, tourism, and trade. A pandemic, with up to 25% of the population ill, would be economically devastating even in fairly mild scenarios. The health care system would be overwhelmed and basic services interrupted. Production, transportation, and consumption of goods and services would be severely affected. Nations would have a decreased ability to govern themselves and enforce their laws. And a forecasted 10–180 million people would die worldwide.

The U.S. government is taking a strategic approach to animal and human health, building on existing systems and investments and coordinating with other donor nations, multilateral organizations (such as WHO), and the private sector. The United States will focus on activities that could lead to immediate progress.

These activities will have three main goals:

- *Limit animal infections* by improving husbandry and marketing practices, increasing public awareness, minimizing contact between wild and domestic birds, culling sick or exposed animals, and vaccinating healthy ones.
- *Limit human infections* by responding rapidly to reported cases and isolating them, using protective gear, and educating the public.
- *Prepare for possible outbreaks* through enhanced planning, cross-ministerial and donor coordination, and the stockpiling of medicines, protective gear, animal vaccines, etc.

The United States will help strengthen nations' surveillance, laboratory diagnostic, and rapid-response capabilities: every country should be able to identify an animal outbreak within one week, confirm the outbreak within one additional week, and contain the outbreak within two weeks of identification through culling and vaccination. This will require the deployment of early-warning networks and incentives to encourage public cooperation. The United States will support pandemic planning, stockpiling, and communications to promote low-risk behavior and minimize public misinformation. It will also support research on human diagnostics, clinical interventions, and vaccines.

As part of this response, USAID has several key advantages:

- It is used to working with NGOs and the private sector and coordinating with multilateral organizations.
- It has country and regional missions already in place.
- OFDA is experienced in emergency planning, prepositioning commodities, and participating in U.S. government response teams.

In FY2005, USAID obligated \$13.7 million for avian influenza, including \$10 million from the emergency supplemental appropriation for the tsunami, and an additional \$3.7 million that was reprogrammed.

QUESTIONS AND ANSWERS

On the President's Malaria Initiative and USAID's response to avian influenza.

Timothy Flanigan, ACVFA Member, noted that the countries targeted under PMI overlap with those targeted under PEPFAR, and that the areas affected by avian influenza overlap with those that WHO focused on when responding to SARS.

Mr. Miller responded that in the field and in Washington many of the same people are working on both PMI and PEPFAR. This has made it easier to mimic PEPFAR's easy successes and avoid some of its difficulties. Sometimes it is said that AIDS has taken up all the public attention available for disease response. In fact the response to AIDS has led to greater awareness of the fact that 1 million African children die each year of malaria.

Mr. Greene added that antenatal care is important to the treatment of both AIDS and malaria, making cooperation between governments and NGOs important in that area. In addition, people with AIDS are a key group for malaria protection with ITNs. He further added that USAID has supported WHO's avian influenza efforts and will continue to do so, and has provided some funding for the UN's new avian influenza coordinator.

Mr. Flanigan argued that in order for treatments to work worldwide, they must be generic drugs. Roche doesn't have the ability to produce enough Tamiflu to meet world demand, and countries don't have the finances to buy it at brand-name prices. It took two or three years to get agreement on generic drugs for PEPFAR, and that time simply isn't available in the response to avian influenza.

Mr. Greene said that WHO, the U.S. government, and the UN avian influenza coordinator were working with Roche to make Tamiflu more widely available through technology transfer, and that it was definitely true that the stockpile of antiviral drugs needs to be expanded rapidly.

Mark Harrison, Program Director of Peace with Justice for the United Methodist Board of Church and Society, noted that only white men had spoken during this meeting and argued that USAID needs to be more diverse. He further noted that poverty reduction is not included in Administrator Natsios's article in *Parameters*, "The Nine Principles of Reconstruction and Development." He asked why the President's Malaria Initiative has a five-year timeline when the President will no longer be in office in five years.

Mr. Miller responded that PMI represents a commitment of the U.S. government, not a personal commitment of the President, although Congress may choose not to continue funding it.

Mr. Harrison asked why the U.S. government has chosen not to back the production of generic versions of Tamiflu given the severity of a potential avian influenza pandemic.

Mr. Miller said that under World Trade Organization rules, during a national emergency compulsory licensing becomes an option, effectively waiving patent restrictions.

David Evans, Vice President of Government Resources for Food for the Hungry, Inc., asked whether there would be an office to oversee the PMI similar to the one created for PEPFAR, and malaria-only grants similar to those made available for HIV/AIDS.

Mr. Miller responded that there would be a coordinator for PMI (although one had not yet been hired) but not a separate office, in part because PMI is an order of magnitude smaller than PEPFAR. There will be stand-alone malaria funding

and a substantial amount of dedicated procurement. This represents a departure from current malaria programs, which are often part of larger child-survival and health programs.

Sally Lahm, an ecologist at the University of California, San Diego, asked whether PMI would include education on how to use nets effectively, take medicine properly, and eliminate mosquito breeding pools around homes and neighborhoods. She further asked whether IRS posed a health risk due to non-circulating air.

Mr. Greene replied that communication and education would be major parts of PMI, including education on how to use nets properly, spray properly, and take drugs according to approved protocols. USAID is also exploring where and when larvicides might be effective. The Agency conducts environmental assessments based on U.S. government policy before conducting IRS, which identifies and helps to minimize risks.