

2/13/79 [2]

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THE WHITE HOUSE
WASHINGTON

February 13, 1979

MEMORANDUM FOR THE PRESIDENT

FROM: FRANK MOORE *F.M./BR*
SUBJECT: CONG. KIKI de la GARZA (D-Texas)

For your information; no action required

Cong. de la Garza called you today. I returned the call, and he reported the following:

1. The Secretary of State of Mexico called de la Garza yesterday to tell the Congressman that he was being awarded the highest civilian honor the government of Mexico bestows upon a foreigner. The award for Cong. de la Garza will be made public while you are in Mexico.
2. Cong. de la Garza thinks that we should get a new Mexican-American adviser at the White House. He was not pleased with the list of people who were invited to the White House recently. This has been a constant theme of his throughout the Texas Primary and General Election, and it continues. He points out that Henry B. Gonzalez, the publicly-elected officials, and he are responsible for getting out the vote in Texas.
3. He is also personally embarrassed (as we knew he would be) that he was not invited to go to Mexico.

cc: Zbigniew Brzezinski
Rick Hernandez
State Department/Mexico Desk

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THE WHITE HOUSE
WASHINGTON

done
J

RECOMMENDED TELEPHONE CALL

TO: Congressman John Dingell

DATE: February 13

RECOMMENDED BY: Frank Moore *Fm/pd*

PURPOSE: Mr. Dingell wants to discuss Mexican natural gas purchases before your trip. He is unhappy with Secretary Schlesinger's preference for Alaskan over Mexican gas.

BACKGROUND: Schlesinger stated that Alaskan gas is preferred over Mexican gas, based on DOE's net national economic benefit measurement (NNEB). The NNEB shows a \$5 billion "benefit" to the American consumer from Alaskan gas.

Mr. Dingell believes that DOE's analysis ignores true consumer costs by focussing on NNEB, which is a broader-guage measurement. Dingell's staff calculates that Mexican gas may be up to \$5 billion less expensive than Alaskan gas, though it is less favorable from a balance of payments standpoint.

Dingell believes that early U. S. gas purchases from Mexico are in the consumer's interest and are likely to be key in unlocking further oil development there. He feels Schlesinger's attitude is too negative and will urge you to be flexible on the price of Mexican gas.

Stu Eizenstat's staff has met with Dingell's staff and have clarified some of the differences between the two analyses of benefits.

TOPICS FOR DISCUSSION:

1. Thank you for your analysis of the benefit to American consumers that Mexican gas may have over Alaskan gas. You share Dingell's belief that U. S. purchase of Mexican natural gas -- and longer range trade relationships in oil -- are in our national interest. Within a short time both Alaskan and Mexican resources will be needed to meet future energy needs.
2. While in Mexico, you hope to set the general framework for specific negotiations on gas. We share an interest in establishing a price for gas which is fair to both countries and recognizes the value of this resource to both nations. You will ask that Schlesinger carefully review the work done by Dingell's Energy & Power Subcommittee.
3. You are interested in improving America's relations with Mexico in all subject areas, not only energy.

THE WHITE HOUSE
WASHINGTON

2/13/79

Ambassador Strauss

The attached was returned in the President's
outbox today and is forwarded to you for
appropriate handling.

Rick Hutcheson

cc: Stu Eizenstat
Henry Owen

	FOR STAFFING
	FOR INFORMATION
✓	FROM PRESIDENT'S OUTBOX
	LOG IN/TO PRESIDENT TODAY
	IMMEDIATE TURNAROUND
	NO DEADLINE
	LAST DAY FOR ACTION -

ACTION
FYI

	ADMIN CONFID
	CONFIDENTIAL
	SECRET
	EYES ONLY

	VICE PRESIDENT
✓	EIZENSTAT
	JORDAN
	KRAFT
	LIPSHUTZ
	MOORE
	POWELL
	WATSON
	WEXLER
	BRZEZINSKI
	MCINTYRE
	SCHULTZE

	ARAGON
	BOURNE
	BUTLER
	H. CARTER
	CLOUGH
	COSTANZA
	CRUIKSHANK
	FALLOWS
	FIRST LADY
	GAMMILL
	HARDEN
	HUTCHESON
	JAGODA
	LINDER
	MITCHELL
	MOE
	PETERSON
	PETTIGREW
	PRESS
	RAFSHOON
	SCHNEIDERS
	VOORDE
	WARREN
	WISE

	ADAMS
	ANDRUS
	BELL
	BERGLAND
	BLUMENTHAL
	BROWN
	CALIFANO
	HARRIS
	KREPS
	MARSHALL
	SCHLESINGER
✓	STRAUSS
	VANCE

THE SPECIAL REPRESENTATIVE FOR
TRADE NEGOTIATIONS
WASHINGTON
20506

C

February 12, 1979

MEMORANDUM TO THE PRESIDENT

FROM: Robert S. Strauss 

RE: Administration Textile Program

Pursuant to the instructions you gave Cooper, Eizenstat and me with respect to textiles, this will advise as follows:

1. We have clearly established that Finley and Chaiken will not only support the MTN as being good for their people and lobby for it, but Chaiken advises he will, if necessary, not only contradict Meany but so testify.
2. Detailed discussions with respect to ambiguities are in the process of being completed. Notes in the respective files clearly reflect the intentions of the parties. There are certain areas where specificity is impossible and in these instances, we are making a record that clearly indicates that where differences of opinion exist they will not be charged to bad faith or failure to live up to commitments.
3. Any necessary language changes will be made.
4. Congressional support is assured.

Is it your desire that when Eizenstat, Cooper and I are satisfied that your concerns have been met, that I should conclude the negotiations or do you desire I bring it back to your desk for a final sign-off?

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Option 1 When Cooper, Eizenstat and Strauss are satisfied, conclude the negotiations (Eizenstat recommends)

✓

Option 2 When Cooper, Eizenstat and Strauss are satisfied, return to my desk for final acceptance or rejection

J

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ID 790125

THE WHITE HOUSE

WASHINGTON

DATE: 13 FEB 79

FOR ACTION:

INFO ONLY: STU EIZENSTAT

LONDON BUTLER

SUBJECT: STRAUSS MEMO RE ADMINISTRATION TEXTILE PROGRAM

+++++

+ RESPONSE DUE TO RICK HUTCHESON STAFF SECRETARY (456-7052) +

+ BY: +

+++++

ACTION REQUESTED:

STAFF RESPONSE: () I CONCUR. () NO COMMENT. () HOLD.

PLEASE NOTE OTHER COMMENTS BELOW:

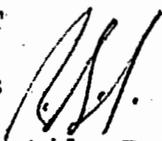
THE SPECIAL REPRESENTATIVE FOR
TRADE NEGOTIATIONS

WASHINGTON

20506

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4. Congressional support is assured.

Is it your desire that when Eizenstat, Cooper and I are satisfied that your concerns have been met, that I should conclude the negotiations or do you desire I bring it back to your desk for a final sign-off?

Option 1 When Cooper, Eizenstat and Strauss are satisfied, conclude the negotiations _____

Option 2 When Cooper, Eizenstat and Strauss are satisfied, return to my desk for final acceptance or rejection _____

THE WHITE HOUSE
WASHINGTON

2/13/79

The Vice President
Hamilton Jordan
Stu Eizenstat
Tim Kraft
Bob Lipshutz
Frank Moore
Jody Powell
Jerry Rafshoon
Jack Watson
Anne Wexler
Jim McIntyre
Hugh Carter
Alfred Kahn

Re: Cabinet Summaries

The attached was returned in the President's outbox today and is forwarded to you for your personal information.

Rick Hutcheson

EYES ONLY



THE SECRETARY OF THE TREASURY
WASHINGTON 20220

February 9, 1979

MEMORANDUM FOR THE PRESIDENT

Subject: Highlights of Treasury Activities

I am ^{to CL} enclosing the memorandum you requested at Monday's Cabinet meeting on the impact of Congressional committee changes on the prospects for Administration legislation of interest to Treasury.

1. REAL WAGE INSURANCE

We have made good progress with the Ways and Means Democrats. We are still short of a Committee majority and Chairman Ullman remains luke warm, at best; but he has agreed to a caucus next week which may well lead to approval of the proposal by the Democratic members with only minor modifications. This could lead to a rapid and successful mark-up by the Committee and reasonably quick floor action. I have begun discussions with Chairman Long, who is beginning to see that the proposal is very much alive. If we get to the Senate, the big problem will of course be to avoid a Christmas tree amendment process.

2. THE DOLLAR

Uncertainties surrounding the Iranian situation, particularly its effects on oil supplies and U.S. exports, unsettled the foreign exchange markets this week. Demand for commodities, including oil, gold and other metals increased sharply, and the dollar often experienced heavy selling pressure. The Treasury and Federal Reserve intervened substantially on Monday, Tuesday and Wednesday to contain this pressure. The market situation had eased somewhat, and the dollar had recovered from its earlier lows by Thursday afternoon, but remained around 2 percent below last Friday's levels (through 6 to 12 percent above the October 31 levels) against major foreign currencies. The markets took Friday's very bad WPI statistics more or less in stride.

3. STEEL TRIGGER PRICES

Preliminary information indicates that there will be little or no change in steel trigger prices for the second quarter. Second quarter trigger prices will be published on Wednesday.

4. EPG

At this week's Steering Group meeting, we

- discussed at length the unexpected persistence of very high inflation, very fast economic growth, and very ample credit availability -- matters that may counsel some reassessment over the next month or so of our assumption that the economy would cool off in 1979 rather than in 1980;
- agreed that your energy speech should constitute a comprehensive statement of our energy policy, including the still undecided matters of domestic crude oil and gasoline price controls; the options are now under expedited study by a DPS/NSC-led task force;
- decided to explore folding the review of tax expenditures into OMB's annual budget process, perhaps starting on a pilot basis for FY 1981 with tax expenditures in the housing and energy areas; *interesting*
- decided that we should expedite staff work on options for the 1981 renewal of General Revenue Sharing, but also should seek approval from the Budget Committees of a brief delay in the May 15 deadline for submitting our recommendations.

Next week, the EPG will consider political and economic problems raised by the drive for a constitutional amendment mandating a balanced budget.


W. Michael Blumenthal

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THE CHAIRMAN OF THE
COUNCIL OF ECONOMIC ADVISERS
WASHINGTON

February 10, 1979

MEMORANDUM FOR THE PRESIDENT

From: Charlie Schultze

Subject: CEA Weekly Report *CLS*

Work 2
Nam, Jack
& others - prepare for
NGA mtg

Balanced Budget Amendment. CEA is preparing an analysis of the economic implications of a legislative or constitutional balanced budget requirement and other related proposals.

Iranian Oil. My staff has begun to prepare, in cooperation with other agencies, an analysis of the economic impact of the loss or shortfall in oil production in Iran. This exercise is taking place as part of the interagency effort to monitor the Iranian situation that is being coordinated by Stu Eizenstat.

900 d

Hospital Cost Containment. CEA's staff has been working throughout the week to evaluate HEW's proposals for hospital cost containment legislation. My staff is concerned that some of HEW's proposals are more complicated than is necessary, while other provisions that appear to be necessary to achieve the cost savings incorporated in the budget may not be realistic politically. OMB is circulating draft cost containment legislation for comment, and we will be working through OMB's legislative clearance process to seek a bill that is both effective and enactable.

Regulatory Activities. CEA's staff is involved in interagency activities regarding regulatory reform proposals in trucking and railroads, and proposals for changes in the regulation of ocean shipping. Through the Regulatory Analysis Review Group, the CEA staff is now reviewing (i) the Energy Department's coal conversion regulations and (ii) EPA's regulations on hazardous waste materials. Both reviews are expected to be completed in mid-March. CEA's staff is participating with DPS, OMB and other agencies in the development of the legislative and reorganization proposals affecting regulatory procedures that will be sent shortly to the Congress. We are also working with other Executive Office agencies and with HEW and Agriculture on legislation to deal with the nitrite problem.

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Department of Energy
Washington, D.C. 20585

February 9, 1979

MEMORANDUM FOR:

THE PRESIDENT

FROM:

JIM SCHLESINGER

SUBJECT: Weekly Activity Report
February 3 - 9, 1979

1. Meeting with Major Energy Company Representatives. I met on Friday, February 9, with the chief executive officers of Exxon Corporation, Marathon Oil Company, Standard Oil Company of California, Texaco Inc., Standard Oil of Indiana, Ashland Oil Company, and Mobil Oil to urge them to take whatever steps they can to ameliorate the petroleum supply situation developing as a result of the Iranian crisis and to receive their appraisals of the general prospective supply situation. In general they agreed with the Department of Energy assessment of the Iranian situation: (a) that there is now a 500 thousand barrel a day shortfall; and, (b) that the cumulative effect of a sustained shortfall of this magnitude will result in the need for demand constraint measures as we move into the second and third quarters of this year.

2. Draft of Major Energy Address. Following up on Thursday's PRC meeting, by Monday morning the Department will provide a draft energy address for early review.

3. Deputy Secretary O'Leary's Venezuela Trip. The Deputy Secretary returned from a trip to Venezuela (January 29 - February 2) where he met with senior officials of Petroleos de Venezuela S.A. and the Minister of Energy and Mines. He also met with President Carlos Andres Perez and President-Elect Herrera. The principal focus of the discussions was Venezuela's plans for and potential U.S. assistance in the Oronoco heavy oils. Senior Venezuelan officials are due here for further discussions later this month, and in March or April.

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THE SECRETARY OF TRANSPORTATION
WASHINGTON, D.C. 20590

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February 9, 1979

MEMORANDUM FOR THE PRESIDENT

ATTENTION: Rick Hutcheson

FROM: Brock Adams

A large, handwritten signature in black ink, which appears to be 'Brock Adams', is written over the 'FROM:' line and extends into the 'SUBJECT:' line.

SUBJECT: Significant Issues for the Week of February 5

Rail Deregulation - On Wednesday I testified before Senator Long and the Senate Commerce Transportation Subcommittee. I stressed that taxpayers will face the prospect of nationalization of the nation's railroads and the payment of massive subsidies unless the burden of economic regulation is eased. Since 1967, 10 railroads have filed for bankruptcy. More than 40 percent of the current rail freight service is provided by financially weak railroads. I outlined how the rail reform legislation passed in 1976 has failed to bring about needed reforms, and described our proposals for economic deregulation, rate flexibility, and consolidation.

Pipeline Safety - On Thursday I appeared before Senator Cannon's Commerce Subcommittee to urge support of the Administration's proposed legislation strengthening safety regulations on natural gas, LNG, and other hazardous liquids. We have also recently issued draft safety regulations on the location and transport of LNG which are now out for public comment. Senator Cannon has agreed to introduce our Administration Bill and I am hopeful we can reach an early legislative and regulatory consensus on this issue.

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U. S. DEPARTMENT OF LABOR
OFFICE OF THE SECRETARY
WASHINGTON

February 9, 1979

MEMORANDUM FOR THE PRESIDENT

FROM: SECRETARY OF LABOR, Ray Marshall *for*

SUBJECT: Major Departmental Activities February 5-9

Decline in public service employment level.
Although the Administration's 1979 budget and Congressional appropriations support a year average of 625,000 jobs, our recent reports from CETA prime sponsors show a decline in enrollment to well below 600,000. Much of this drop was expected due to uncertainty over Congressional appropriations and the NEW CETA legislation. We currently plan to build back up to around 625,000 for a year average of about 600,000 jobs. However, this plan will leave an estimated \$400-500 million extra carry-in for 1980. We have been working with DPS, OMB and Congress to develop an approach to this issue. To limit further disruption to the CETA system we hope to be able to avoid a reprogramming of this money and allow the Congress to reduce budget authority for 1980 by an equivalent amount. This approach also provides for a separate 1979 supplemental of \$400 million for the Private Sector Initiative. This overall plan seems to have broad support.

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Office of the Attorney General

Washington, D. C. 20530

February 9, 1979

Principal Activities of the Department of Justice for the Week of November 5 through November 9, 1979

1. Meetings and Events

The Attorney General testified on Tuesday before a subcommittee of the Senate Appropriations Committee on the Justice Department's budget for FY 1980. He will attend a dinner party for the American Bar Association's Standing Committee on the Federal Judiciary, the group that screens all the President's nominees to the federal bench, on Friday, February 9.

2. New Effort on Hazardous Chemical Wastes

On Wednesday, the Department filed a major civil suit in the District of New Jersey, commencing its new campaign against operators and owners of dumps who violate the Resource Conservation and Recovery Act of 1976. The Lands and Natural Resources Division is acting with the EPA to develop more such suits, and a team of Justice Department lawyers has been assigned to work with local U.S. Attorneys and the EPA to locate and review hazardous waste disposal sites.

3. Constitutional Convention Questions

The Attorney General reviewed Harvard Law Professor Tribe's paper, which the President forwarded to him this week. The Office of Legal Counsel is preparing a legal memorandum on certain issues associated with a constitutional convention, including the relationship between the call for the convention and its scope. The Justice Department is also reviewing the petitions of the states to determine their substance and degree of similarity.

4. Bench and Bar Reception

The White House reception for lawyers, judges and others in the nation's system of justice is now being planned for late April or early May, in conjunction with Law Day. The Attorney General hopes to discuss personally with the President the President's decision not to award the Medal of Freedom to two members of the federal judiciary at the reception.

5. ITT Prosecution

Having failed last month to obtain appellate review on the merits of Judge Aubrey Robinson's refusal to grant a protective order in the prosecution of ITT official Robert Berrellez, the Department announced to Judge Robinson Thursday that the government could not go forward with its case because of the risk of national security information being publicly disclosed during the trial. The Department had sought a protective order from Judge Robinson that the court require that certain categories of national security data be presented to the judge in camera before being disclosed in open court in order that the judge first rule on the relevance of such matters to a legal defense of the defendant. (The Department in good faith had believed such matters were irrelevant.) Judge Robinson refused to grant such a protective order. The Department is presently considering its position on a companion case against Edward J. Gerrity, another official of ITT.

6. Management Systems Task Force

The Attorney General has announced the formation of an internal Justice Department Management Systems Task Force, to be chaired by the Deputy Attorney General, that will review the management systems of all law enforcement components of the Department. The task force will begin with the INS and also study the FBI, the Drug Enforcement Administration (DEA), the U.S. Marshals Service, and the Bureau of Prisons.



DEPARTMENT OF AGRICULTURE
OFFICE OF THE SECRETARY
WASHINGTON, D. C. 20250

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February 9, 1979

MEMORANDUM TO THE PRESIDENT

THROUGH Rick Hutcheson
Staff Secretary

SUBJECT: Weekly Report

PROTEST. Have met with representatives of the national group; and have scheduled meetings, through Congressional offices, with representatives from Mississippi, Kansas and Oklahoma. The ground rule is attendance by the Members of Congress so they can share the embarrassment if the discussions degenerate into tirades on the Tri-lateral Commission, Panama Canal, etc.

A few of the more rational ones seem to understand that they may have to change farming methods rather than expect changes in Administration policy. (Switch from high-cost irrigation to dry-land farming, for example.)

The House and Senate Ag Committees will hold "hearings" but both McGovern and Foley say privately they have no intention of reporting legislation yielding to the protesters demands.

CHINA. Had several discussions with Deng and his aides on the Houston/Seattle legs of his tour. He was most interested in "a practicing farmer's views" on the direction of their agricultural modernization plans.

A handwritten signature in black ink, appearing to read "B. Bergland".

BOB BERGLAND

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THE SECRETARY OF COMMERCE
WASHINGTON, D.C. 20230

FYI

February 9, 1979

REPORT TO THE PRESIDENT

Producer prices rose by 1.3 percent in January, substantially higher than the average monthly rise during 1978; the gain was 9.8 percent over the past year. Food price increases, particularly for beef and veal, were an important contributor to the January rise, but non-food commodity prices rose more rapidly as well. Price rises were significant at all stages of processing. These data suggest that we must expect a fairly rapid increase in consumer prices, especially food prices, over the next several months.

Today the Department released a revised, updated publication entitled "Doing Business with China." This new edition (~~copy attached~~) contains information on how to assess and enter the China market; it also reflects recent changes in China's foreign trade policies and organization. Following your December 15 announcement on recognition of the PRC, business interest in trade with the PRC surged, as reflected by the 200 calls and 100 letters a day now being received by my Department. We have allocated additional resources to meet this continuing high level of interest.

The textile "white paper," negotiated with industry and labor leaders, is now awaiting your final approval. The sooner you can give approval and release the contents of the paper, the better. This agreement is a constructive step, crucial to the success of the MTN.


Juanita M. Kreps

Attachment

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THE SECRETARY OF HEALTH, EDUCATION, AND WELFARE
WASHINGTON, D. C. 20201

FEB 9 1979

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MEMORANDUM FOR THE PRESIDENT

SUBJECT: Weekly Report on HEW Activities

- Georgia Desegregation: As I mentioned to you this morning, I announced today that we have accepted a final plan for desegregation of Georgia's higher education system. Georgia has committed to take steps to enhance the three traditionally black colleges-- Savannah State, Fort Valley State and Albany State--by adding new programs which are not available in the areas served by these schools. ~~For some detail, see the enclosed statement.~~ We now have acceptable plans from all of the six states subject to the court order except North Carolina.
- Child Support Enforcement: On Monday I will announce that in FY 1978, for the first time in the three-year history of the Child Support program, more than \$1 billion was collected in child support payments. We have more than doubled collections in two years.
- National Health Plan: I am continuing my consultations. This week I met with the Democratic Steering and Policy Committee, and next week I am scheduled to see representatives of the AFL-CIO, Governor Garrahy and other members of the National Governors' Association Human Resources Committee, and Congressmen Corman, Rangel, and Waxman. I expect to report to you on the results of our consultations before March 15.
- Testimony: On Wednesday, February 14, I will present an overview of the HEW budget to the House Budget Committee.

Joseph A. Califano, Jr.

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Community WASHINGTON, D.C. 20506
Services Administration



February 9, 1979

MEMORANDUM TO THE PRESIDENT

Attention: Rick Hutcheson, Staff Secretary

FROM: Graciela (Grace) Olivarez, Director
Community Services Administration

SUBJECT: Weekly Report of Significant Agency
Activities (February 5 - 9, 1979)

Resolution of Audits

During January, the Community Services Administration (CSA) resolved more than 300 overdue audits involving \$5 million in questioned costs -- the largest number of audits and the highest amount of questioned costs ever reported resolved in one month by CSA. This activity is a result of a strong directive which was sent to all CSA regional directors at the close of fiscal 1978 in a continuing effort to reduce the number of open audits and the amount of questioned costs as well as to provide long term improvement in the Agency's system for resolution of audits. Since this directive was sent four months ago, the monthly dollar volume of resolved costs has increased from \$1.4 million to \$2.7 million. CSA has established a deadline of March 31, 1979, for resolving all open audits, as recommended in the recent Government Accounting Office report, "More Effective Action Is Needed On Auditors' Findings -- Millions Can Be Collected Or Saved."

DOE Film Features CSA Projects

The new Department of Energy (DOE) film, "The Great Adventure," features six energy projects funded by CSA. Unfortunately, the film does not mention CSA or the fact that CSA funded these projects.

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EXECUTIVE OFFICE OF THE PRESIDENT
COUNCIL ON ENVIRONMENTAL QUALITY
722 JACKSON PLACE, N. W.
WASHINGTON, D. C. 20006

February 9, 1979

MEMORANDUM FOR THE PRESIDENT

FROM: Charles Warren
Gus Speth
Jane Yarn

SUBJECT: Weekly Status Report

Department of Natural Resources. At yesterday's biweekly luncheon with environmental leaders, they repeated their support for transferring the project planning functions of the Corps to DNR and the Bureau of Reclamation construction functions to the Corps. They consider this reform as the most significant accomplishment of any DNR reorganization proposal because it should significantly reduce incentives for large water resources construction projects. In addition, environmental organizations are concerned about transferring the WRC into a DNR because they wish to ensure that the WRC's independent project review function is protected. If a strong water resources reform proposal is not adopted, support for DNR from environmental organizations would be diminished.

Environmental organizations are also concerned with reports that along with transferring the Forest Service to DNR a new management policy would be announced emphasizing timber harvesting and commodity development. Any such announcement would probably cause the environmental community actively to oppose the policy change, and if a strong water resources reform proposal is not adopted, environmental organizations might actively oppose a proposed DNR.

We recognize it is impossible to make major reorganization decisions in a manner to please everyone and hope this report assists you in weighing important factors.

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United States of America
General Services Administration
Washington, D.C. 20405

Administrator

February 9, 1979

MEMORANDUM FOR THE PRESIDENT

THRU: Rick Hutcheson

SUBJECT: Weekly Report of GSA Activities

GSA's Federal Property Resources Service Precious Metal Recovery Program Saves Millions

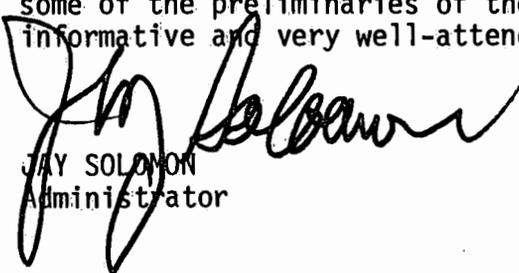
The breakdown of precious metal recovery for FY78 by both DOD and the civilian agencies is as follows: 2,921,326 troy ounces of silver; 10,460 troy ounces of gold; and 3.166 troy ounces of platinum. The cost savings (current market price less the agencies' recovery cost) is \$17,747,550.

GSA Checks Accuracy of Payroll System

Last summer, GSA's Office of Administration launched a major project to validate the accuracy of data in the payroll system to determine whether fictitious employees were being paid. The project has been completed nationwide, and a large statistical sample has disclosed no evidence that such a condition exists. At hearings following the initiation of this project, GAO called for "constant vigilance over the operations of the (payroll) systems by managers and by each agency's internal audit staff." We believe we are providing such vigilance.

SALT Conference: U.S. Security and the Soviet Challenge

On February 1, I attended the SALT meeting in Nashville, Tennessee. I worked in conjunction with Jim Free and Senators Baker and Sasser on some of the preliminaries of the meeting. I found it to be successful, informative and very well-attended by a large conservative group.


JAY SOLOMON
Administrator

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DOING BUSINESS WITH CHINA



U.S. DEPARTMENT
OF COMMERCE
Industry and
Trade Administration

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PROPOSAL TO ESTABLISH THE
INTERNATIONAL DEVELOPMENT COOPERATION
ADMINISTRATION

November 1, 1978

PROPOSAL FOR
THE INTERNATIONAL DEVELOPMENT
COOPERATION ADMINISTRATION

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I. INTRODUCTION AND SUMMARY

This reorganization proposal provides for the establishment of an International Development Cooperation Administration (IDCA) which will include the Agency for International Development, the Peace Corps, the Overseas Private Investment Corporation, a proposed Foundation for International Technological Cooperation, and a proposed Multilateral Development Agency. (See IDCA Organization Chart, page 14.)

The central purpose of establishing IDCA is to pull together into one organization the essential elements of the United States economic assistance program, many of which are presently administered by agencies whose primary responsibilities and operations lie outside this field. This was the intent of the Humphrey-Zablocki Bill of the last legislative session. It is the intent of the President, as reflected in his decisions in response to this bill. It is in keeping with the President's effort to reorganize federal programs for maximum effectiveness and efficiency.

The Committee of Conference on the recently enacted International Development and Food Assistance Act of 1978

"urges the President to consider establishing an International Development Cooperation Administration, to supersede the Agency for International Development, which would have, subject to the foreign policy guidance of the Secretary of State, primary responsibility within the U.S. Government for coordination of international development-related activities and which would have within its organizational framework the maximum possible range of U.S. Government agencies and programs related to international development."

The Act requires the President to report to the Congress "not later than February 1, 1979," on the steps he has taken to strengthen the administration and coordination of economic assistance programs.

The proposed reorganization is responsive to Congressional objectives and implements the President's decisions last March that IDCA should include AID, OPIC, the Peace Corps, and a new Foundation for Technological Cooperation; and that certain activities and budgets relating to UN development work be brought under IDCA's review. The question of whether the Treasury Department's role for backstopping U.S. participation in the multilateral development banks should be brought under IDCA was deferred by the President until experience with the Development Coordination Committee could provide additional basis for decision.

Based upon experience with the DCC over the past year, it is clear that, while useful as a policy forum, the DCC is limited in its capacity to coordinate multilateral programs with bilateral programs. The way to achieve such coordination is to bring these programs under the same overall management. This proposal, therefore, includes establishment of a Multilateral Development Agency within IDCA to manage U.S. development responsibilities for the multilateral development banks, UN and other international development institutions, the Development Assistance Committee of the OECD, and related multilateral development activities.

In addition to the Multilateral Development Agency, the other new institutional component of IDCA is the Foundation for International Technological Cooperation, announced by the President in Caracas on March 29, 1978. The Foundation's work will focus on cooperative programs with the developing nations in research and technology.

IDCA will be a permanent U.S. Government entity with an Administrator who operates under the foreign policy guidance of the Secretary of State and reports to the President. Each element of IDCA will have considerable operational latitude, but overall guidance will be provided by the Administrator.

Creation of IDCA will allow its Administrator to serve more effectively as advisor to the President and spokesman to the Congress on development matters, responsibilities the Administrator of AID now holds by virtue of Presidential decisions last March. For the first time, Congress will be able to receive a single annual Congressional Presentation on foreign economic assistance which contains the rationale for the various U.S. development assistance efforts, a budget of the components of the program, and a description of how they relate to one another.

Creation of IDCA will be seen as a significant new U.S. initiative in relations with the developing world. The proposal represents an increasing recognition of the importance of the developing nations to U.S. economic and other national interests. For the first time since AID was created 17 years ago, the United States will have made a fundamental change in the management of its economic assistance programs to meet the challenge of international development.

Creation of IDCA will constitute an effective streamlining of the U.S. economic assistance effort, with economies to be gained both in terms of efficiency and resource allocation. Central support services and coordination among programs will contribute to more efficient use of scarce resources.

This proposal recognizes the responsibilities of the Departments of State, Treasury, and Agriculture in foreign policy, the U.S. economy and money markets, and determining the availability of commodities under the PL 480 program. The proposed agency will work closely with these Departments at appropriate operational levels and through the DCC to ensure that their respective interests are preserved.

II. BACKGROUND

The proposal to establish an International Development Cooperation Administration (IDCA) is based on extensive analysis and deliberation over the past twenty months by both the Executive and Congress.

In his first foreign assistance message, President Carter pledged an enhanced and more effective U.S. development assistance effort. Soon afterwards, in the spring of 1977 at the Conference on International Economic Cooperation and the London Summit, the U.S. declared its intention to "substantially increase" its economic assistance efforts within the context of a more efficient and effective program.

An internal reorganization of AID took place during 1977 and early 1978. Significant steps were taken to improve the efficiency of operations and cut waste. Personnel levels in Washington were reduced to the lowest level since the Agency's creation in 1961.

The Brookings Institution was asked by the Administration in June 1977 to undertake a major examination of the U.S. foreign assistance program. The Development Coordination Committee was similarly charged. The results of both studies led to important Presidential decisions on foreign aid policy and funding.

The President approved a policy of meeting basic human needs and achieving growth with equity, concentrating foreign aid on poor people in poor countries, with flexibility also to reach poor people in middle-income countries. He approved increasing the level of foreign aid by one-third in real terms by FY 1982. It was noted at the time that this decision could mean--assuming Security Supporting Assistance remained at FY 1978 levels and PL 480 increased only moderately--a doubling in real terms of bilateral development aid by FY 1982 and a 50 percent increase in U.S. contributions to soft loan windows of the multilateral banks.

Meanwhile, in March 1977, Senator Humphrey, Chairman of the Subcommittee on Foreign Assistance of the Senate Foreign Relations Committee, announced his determination to replace the outmoded and cumbersome Foreign Assistance Act of 1961 with a new International Development Cooperation Act. The "Humphrey Bill," introduced in January 1978, retained the "New Directions" emphasis established by Congress in 1973, placed priority on helping the poorest countries, sought to consolidate programs offering "middle income" countries access to U.S. resources, and removed many restrictions of the Foreign Assistance Act. The bill also provided for a broad reorganization of foreign assistance by establishing an independent International Development Cooperation Administration.

Under the Humphrey Bill, IDCA was to be responsible for bilateral assistance, contributions to international financial institutions, voluntary contributions to UN development programs, the development and humanitarian aspects of PL 480, the Overseas Private Investment Corporation, and a new International Development Institute to coordinate the Peace Corps and support for private and voluntary agency (PVO) development programs.

The Administration gave the Humphrey Bill extensive consideration and, following a Presidential Review Committee (PRC) meeting on the issues raised by the bill, the President decided to support the basic concept of an IDCA and endorsed the Humphrey Bill as his legislative vehicle for strengthening and reorganizing foreign aid.

In response to the Humphrey Bill the President decided:

- The IDCA Administrator would become the chief advisor to the President and Secretary of State on development policy and the chief spokesman for development aid to the Congress.
- The Development Coordination Committee would be strengthened and the Chairman would prepare for the President an annual aid policy statement setting in perspective requested aid levels and how the different types of U.S. economic assistance relate to one another. (The first such policy statement was submitted to the President on October 24, 1978.)
- A semi-autonomous Foundation for International Technological Cooperation would be established as part of IDCA, to improve U.S. support for private and public research, in the U.S. and LDCs, on problems of concern to developing nations.
- IDCA should be responsible for reviewing and advising on the policies and proposed budgets for all UN activities with development missions.
- OPIC and the Peace Corps should be transferred to IDCA; and an International Development Institute should be set up in IDCA to support the Peace Corps and Private Voluntary Organizations that assist LDCs.
- To postpone until 1979 a decision on whether to transfer to IDCA the function now carried out by the Department of Treasury for backstopping United States development activities in the multilateral development banks, until experience with improved DCC coordination would provide a better basis for decision.

Following Senator Humphrey's death, the Senate deferred consideration of the reorganization aspects of the bill. The Senate Foreign Relations Committee pledged in its report on the FY 1979 authorization bill to "give consideration next year to additional changes in foreign assistance policy and the government's machinery for policy administration." The House went substantially further, however, directing the President to move ahead and establish an IDCA to include "the maximum possible range of U.S. Government agencies and programs related to international development."

Following a resolution of these differences in Conference, the House and Senate passed the International Development and Food Assistance Act of 1978 which "directs the President to institute a strengthened system of coordination of all United States economic policies which impact on the developing countries...." It requests the President to report by February 1, 1979, on steps taken to implement this objective, including any further legislation that may be needed. The Conference Committee also urged the President "to consider establishing an International Development Cooperation Administration, to supersede the Agency for International Development, which would have, subject to the foreign policy guidance of the Secretary of State, primary responsibility within the U.S. Government for coordination of international development-related activities and which would have within its organizational framework the maximum possible range of U.S. Government agencies and programs related to international development."

III. PURPOSES

The rationale for establishment of an IDCA rests ultimately on the proposition that the United States has important interests in the economic and social progress of the developing world, and that those interests require a more coherent U.S. economic assistance effort. At present, responsibility for development policies and programs is fragmented among several U.S. Government departments and agencies, some of which are concerned primarily with domestic matters rather than development. In order to ensure that the U.S. national interest in international development is effectively pursued and that U.S. policies and programs in this area are coordinated, the establishment of IDCA is proposed.

Creation of IDCA will make possible the effective coordination of all U.S. development policies and programs. At the present time major overseas development activities are carried out by the Departments of Treasury, State and Agriculture, as well as AID, OPIC and the Peace Corps. Instead of a coherent set of policies with respect to development, there are a variety of policies, each reflecting to some degree the parochial views of the agency responsible for its part of the program.

As one major example, responsibility for instructing U.S. Directors of the multilateral development banks (MDBs) lies with the Department of Treasury. The Department, however, is concerned primarily with responsibilities for U.S. fiscal, tax and economic policy formulation and lacks adequate staff stationed in developing countries and at home to ensure that proper economic development analysis--analysis that must incorporate consideration of bilateral programs and policies--is brought to bear in its backstopping of the multilateral development banks. As U.S. funding for MDBs increases, this backstopping function will become increasingly important to the overall success of our overseas economic assistance efforts and relations with the developing world. The proposed IDCA, with personnel in the field, would be able to monitor the progress of MDB projects in less developed countries, while IDCA headquarters would analyze the trade-offs between bilateral and multilateral programs as well as facilitate the development of MDB policies which complement U.S. bilateral policies.

A similar situation prevails with regard to backstopping U.S. participation in United Nations development activities and those of the OAS. This responsibility currently lies with the International Organizations Bureau of the State Department. The major focus of this Bureau is on diplomatic and political affairs rather than development.

The trend among European donor nations has been to give their development ministries primary responsibility for dealing with the development activities of the multilateral development banks and UN development organizations, including the role of coordinating the efforts of other government ministries supporting these organizations. Transfer of these functions to IDCA would significantly contribute to a more coherent U.S. economic assistance program.

Creation of IDCA will also permit a more coherent presentation of development purposes, programs and budgets to Congress and the public. At present, the Congressional budget submissions of the organizations which will comprise IDCA are prepared and presented separately. The incorporation of multilateral as well as bilateral assistance activities in IDCA will facilitate the analysis of budgetary and program trade-offs between these major components and will make the relationship among programs more understandable to Congress.

Creation of IDCA will improve overall efficiency in the administration of U.S. development programs and achieve more effective targeting of aid. Bringing five major operating programs within one organization will make it possible to coordinate management and program functions. In its early stages, reorganization will require harmonizing the various programs with a minimum of organizational dislocation. As experience is gained, greater economies of scale can be achieved, particularly in the area of administrative support.

In relations with the developing nations, creation of IDCA will demonstrate a heightened concern by the United States for their problems and potential. The present fragmentation of responsibility for development matters is interpreted by many in the developing world to mean that the United States assigns relatively low priority to development.

IV. OPTIONS CONSIDERED

In considering possible organizational arrangements for IDCA, three basic options were examined:

- A completely integrated line agency with all support and technical offices consolidated. Overseas programs would be administered by geographic offices directing the work of fully integrated field missions.
- A confederation of autonomous agencies, each defining and administering its own programs and maintaining its own administrative support apparatus. Only the Administrator of IDCA and a small staff of coordinators would link the various constituent agencies, and the Administrator would preside over their activities as a "Chairman of the Board."
- Partial integration. This approach provides for relatively independent functioning of each constituent agency within the framework of policy and budgetary controls set by the Administrator, assisted by a small planning and coordinating staff. It also provides for the consolidation of certain support services.

Option 1. Complete Integration

Under this option IDCA would be a fully unified agency following generally the pattern set by AID. Existing AID and Peace Corps regional staffing would be merged both in headquarters and in the field; only one set of offices would exist for each geographic area in Washington; field missions would be similarly integrated. Peace Corps programs would continue to exist, but they would be administered, along with the other activities of the IDCA, as one element in a range of programs for which IDCA is responsible. Program and budgetary controls would be exercised by the Administrator through a planning office which would replace AID's Bureau for Program and Policy Coordination and similar units in Peace Corps, FITC, and OPIC.

Support services would be entirely consolidated so that personnel, financial, administrative, contracting, procurement and other similar units would serve the Agency on a centralized, and progressively uniform, basis. Functions such as those performed by Legislative Affairs, General Counsel, Public Information and Auditor General would also be consolidated for the Agency as a whole.

A centralized organization of this kind would facilitate the development and administration of consistent policies and programs. It would offer the maximum opportunity for personnel savings and improved efficiency. It would effectively address the charge of fragmentation; a unified program would be presented to Congress and the public. It would clearly represent a major change in U.S. organization for overseas development, and would not be seen as a superficial repackaging of aid programs.

There are, however, several drawbacks to this option. Some of the individual programs which would be integrated might suffer both in image and effectiveness from being incorporated into a completely unified structure. For example, the Peace Corps, which has established a special identity both overseas and at home, might lose some of its excitement and vigor if submerged in an IDCA structured along these lines. Similarly, a highly centralized IDCA could jeopardize the FITC's plans for a collaborative operational style in its relationships with research and development institutions in the U.S. and the less developed world.

In addition to the disruption of programs and lowering of morale which would inevitably accompany such a reorganization, the advantages of relatively decentralized administration and differing program emphases and operational styles for the different components of the foreign assistance program would be sacrificed.

Option 2. Decentralized Confederation

At the other extreme lies an IDCA made up of constituent agencies grouped loosely together with a minimum of central control. Under this option each of the major IDCA components would be virtually independent. Each would look to IDCA for only the broadest guidance on policy and funding. Overseas, AID, Peace Corps, and FITC would maintain completely independent field missions, and each field organization would look to its own headquarters for all program direction.

The creation of IDCA in this form would involve the least dislocation of any of the options considered. It would give maximum latitude for each agency to plan and execute its own programs and adapt its support services to its own special needs. The only role of the IDCA Administrator would be to establish the minimal policy and program controls needed to set budgetary levels and ensure some consistency among programs.

The disadvantages of such an organizational arrangement are that program and policy consistency would be difficult to maintain, development programs would be only slightly less fragmented than now, and no potential would exist for reduction in personnel and economies

of scale. It is questionable that this option would provide a sufficiently greater degree of integration to warrant the creation of a new IDCA.

Option 3. Partial Integration

The third option represents an attempt to obtain many of the benefits of the previous two options while minimizing the disadvantages. The proposed arrangement enables the constituent agencies to retain their identities and affords them the operational autonomy necessary to effectively carry out their programs within a coherent framework of agency-wide policies and budget controls. It includes consolidation of support services in areas which offer improved efficiency and potential staff savings without seriously limiting program integrity.

Under this alternative, the Administrator of IDCA will have line authority over the Directors of the component agencies. They, in turn, will be Deputy Administrators of IDCA, will form a policy council for the Administrator, and will be responsible for implementing common policies. There would be consolidation of some supporting services, a policy and planning organization to advise the Administrator on agency-wide issues and coordination, and senior staffs to oversee legal affairs, legislative liaison, information and auditing functions. The constituent agencies will retain control over project design and operations, as well as some key administrative functions such as personnel management, but consistent standards and policies will be maintained.

Overseas, IDCA country missions will be headed by Representatives appointed by the Administrator, but the Peace Corps and AID units will have direct communication with their respective headquarters.

This third option is the preferred and recommended one. A more detailed description of functions and organizational implications is contained in Section V.

In designing IDCA, serious study was given to previous proposals for foreign aid reorganization. The most recent proposal, that of the Humphrey Bill, was carefully reviewed. The organizations and activities proposed for inclusion in the IDCA are similar to those proposed in the Humphrey Bill, with two notable exceptions. The Humphrey Bill proposed an International Development Institute (IDI) as a major element of the new agency. The IDI would have combined U.S. support for the efforts of private voluntary organizations (PVOs) with the Peace Corps. The rationale for such a linkage was that both activities are focused largely at "grass roots" operations and are voluntary in nature. PVO activities, however, vary widely, and many of their programs have very little in common with the Peace

Corps. The Peace Corps is also reluctant to assume the role of making and monitoring grants to PVOs. On balance, the present location of PVO support in AID, which is developing new ways of assisting PVOs, is more logical than combining it with the Peace Corps.

The second area of departure from the Humphrey Bill is found in the proposed creation of the FITC. The Brookings Institution study included as one of its major recommendations the creation of a dynamic, research-oriented foundation which would stimulate a major use of science and technology in the development process. In March 1978, the President announced his intention to establish such a foundation. The FITC will help mobilize the great scientific strength of the United States--from both the private and public sectors--in helping to strengthen the technical capabilities of developing countries to solve intractable problems of development.

V. STRUCTURE, FUNCTIONS, AND RELATIONSHIPS

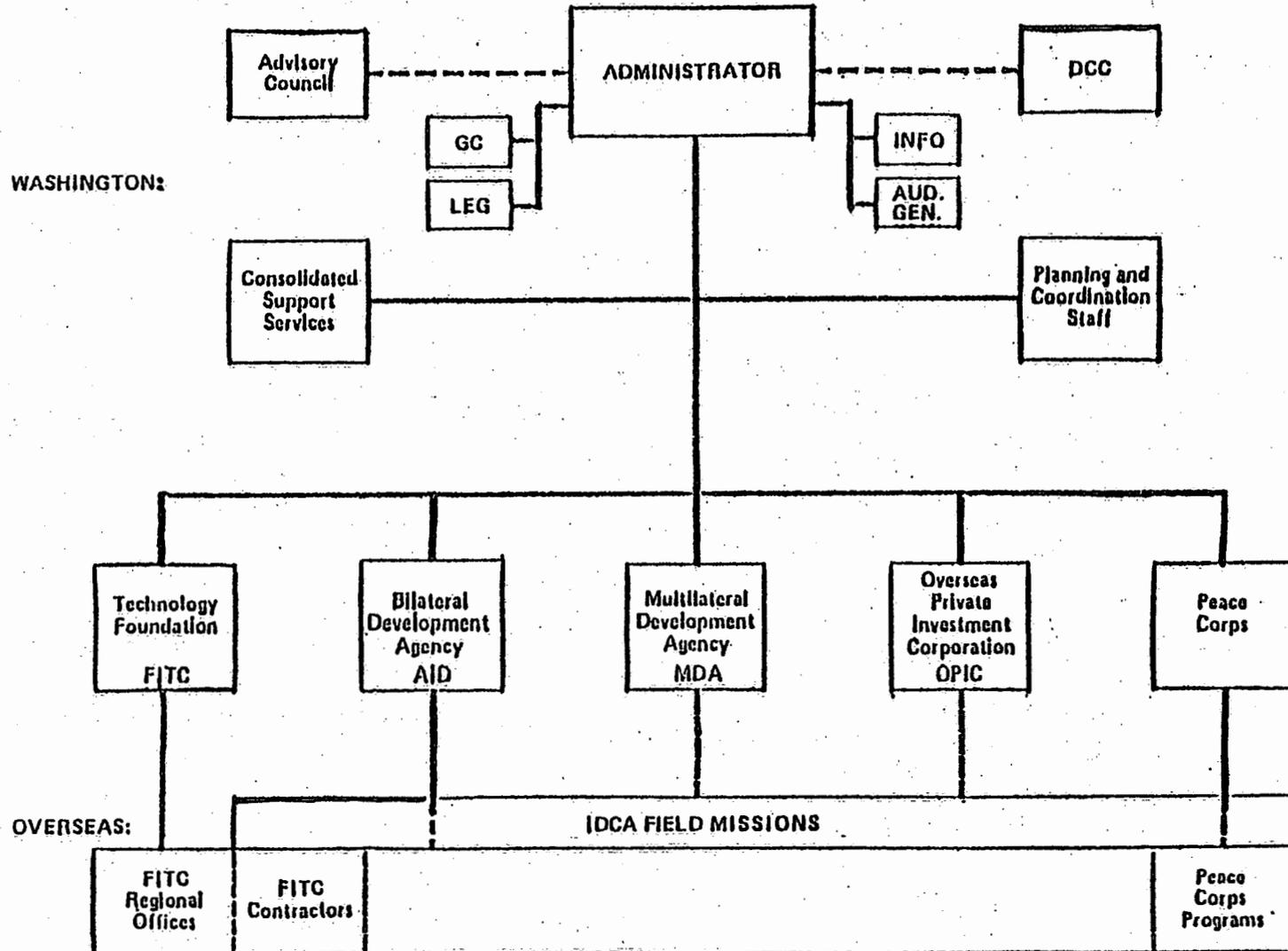
The International Development Cooperation Administration (IDCA) will be established as a permanent entity of the U.S. Government. IDCA will include five operating agencies--the Agency for International Development, the Multilateral Development Agency, the Peace Corps, the Overseas Private Investment Corporation, and the Foundation for International Technological Cooperation. (See organization chart on following page.)

The Administrator will direct and supervise the operations of IDCA and its constituent elements. He will be responsible for overall management and coordination of IDCA's various development functions, subject to overall direction from the President and foreign policy guidance of the Secretary of State. He will be Chairman of the Development Coordination Committee and serve as the President's and the Secretary of State's principal advisor on development policies and programs. He will participate in economic decisions of the Executive Branch having a major impact on developing countries, such as those on trade, investment, debt and commodity agreements, in addition to multilateral and bilateral assistance. He will serve as principal spokesman to the Congress on development policy and programs.

In coordinating the programs of the constituent agencies, the Administrator will be assisted by a Planning and Coordination Staff (PCS). The staff will assist the Administrator in formulating IDCA-wide policies and program guidance; providing guidance for preparation and review of annual budgets of the constituent agencies; coordinating development of the Congressional Presentation; undertaking economic analyses of development-related issues which involve more than one agency; negotiating with other U.S. Government agencies on major policy issues; and coordinating IDCA relations with other bilateral donors. (For additional description of PCS functions, see pages 18-19.)

There will also be staff units in IDCA for legal counsel, audit, Congressional liaison and public information, to advise and assist the IDCA Administrator on matters of Agency-wide concern, and to coordinate and oversee the activities of counterpart staffs in the IDCA constituent agencies. The Auditor General will ensure that each constituent agency is conducting an effective compliance effort to fulfill Congressional, agency and government-wide requirements, and will have a capability to conduct independent audits. Each constituent agency will have its own audit, legal, Congressional and public information staffs, which will provide all necessary services to the constituent agency and which will report directly to that agency's director.

International Development Cooperation Administration



An Advisory Council will be established to provide advice from the non-governmental sector on a wide range of matters and issues relating to IDCA responsibilities and operations. This council should also help achieve support and understanding of U.S. foreign assistance efforts. The council will have not more than fifteen members, will be broadly based, and composed of recognized leaders drawn from business, foundations, universities, voluntary agencies, the scientific community and labor.

The Development Coordination Committee will serve as a forum for inter-agency exchange of information and discussion of differences on policy questions. Chaired by the IDCA Administrator, the DCC will assure that all U.S. Government agency interests are considered in policy formulation affecting developing countries. The DCC Chairman will submit to the President an annual foreign economic development policy statement. When approved by the President, this policy statement will constitute general guidance for preparing IDCA and other agency program and budget requests.

The Agency for International Development (AID) will continue to be responsible for the administration of bilateral assistance programs to developing countries. This includes responsibility for grant and loan development assistance as set forth in the Foreign Assistance Act, implementation of the Economic Support Fund, administration of PL 480 programs and other activities such as housing guarantees, refugee* and disaster relief, and assistance to private voluntary organizations. AID will also continue to administer research activities tied directly to individual country program requirements, and Title XII activities except for research.

With regard to PL 480, the present division of responsibilities and provisions for administration of Title I are generally satisfactory. The State Department, USDA, and AID have varying legitimate interests in Title I which should be preserved as presently administered. Responsibility for administering Title III of PL 480, however, should be assigned to AID, in addition to its present responsibilities for administering Title II.

*The budget contained in Section VII includes activities now carried on by the State Department's Office of Refugee and Migration Affairs, as well as voluntary contributions and assessed payments to UN and other international organizations dealing with refugees. This is in response to the wishes of Congress as expressed in the conference report on FY 1979 appropriations which noted that because refugee needs are fundamentally humanitarian and developmental by nature, a plan should be developed for overseas refugee programs to be "managed, budgeted, and justified by AID." The State Department will continue to have an important policy role in this area, particularly in the case of refugees from "man-made" disasters.

The State Department will continue to have primary responsibility for determining the level of the Economic Support Fund (ESF) and allocations to recipient countries. IDCA will work closely with the State Department to achieve the maximum economic and social benefits in programming ESF allocations. IDCA, primarily through AID, will be responsible for the execution of ESF programs in the field. State will present the ESF budget to OMB and the President, with IDCA presenting any reservations or dissenting views separately. The State Department will be responsible for presenting to Congress the political and security rationale behind proposed ESF levels and allocations.

The Multilateral Development Agency (MDA) will be responsible for coordinating U.S. participation in the multilateral development banks (MDBs), development activities of international organizations, and the Development Assistance Committee (DAC). This includes responsibility for formulating U.S. positions on the development programs of the UN and Organization of American States; administering contributions (both voluntary and assessed) to UN and Organization of American States programs which are primarily developmental; formulating the U.S. position regarding the development assistance functions of the MDBs; and instructing the Executive Directors of the MDBs on their participation in loan approvals, bank lending and other policy matters.

The Secretary of the Treasury will continue to represent the U.S. on the Boards of Governors of the MDBs. The Treasury Department will remain responsible for approving requests by all international financial institutions for access to U.S. capital markets, and will retain its present role in the IMF.

Because of the central role which the multilateral development banks play in overseas economic development, as reflected by their current annual lending programs of approximately \$10 billion, there is a strong belief among many members of both Congress and the Executive that, unless responsibility for coordinating U.S. participation in the development activities of these institutions is shifted to IDCA, the reorganization loses much of its justification and appeal.

Responsibilities for the MDBs which should be shifted to IDCA include nominating and providing instructions to the Executive Directors. This will help unify U.S. policies on development priorities, programs and projects, whether carried out through bilateral or multilateral channels. Policies and directives in the fields of basic human needs, human rights and the allocation of funds among countries at various stages of development require increasingly sophisticated analysis coordination and daily contact with the international financial and technical assistance agencies, which IDCA will be able to provide.

In the multilateral agencies, needless to say, U.S. views must be accommodated with those of other countries in reaching decisions. However, it can only strengthen U.S. influence to speak with one voice in both bilateral and multilateral channels; and present coordination will be strengthened by involving IDCA's field missions more actively in the review of MDB projects. In carrying out these functions, IDCA will work with other interested departments and agencies, e.g., the Department of State for foreign policy guidance and the Department of Treasury on U.S. economic and financial matters.

The Foundation for International Technological Cooperation (FITC) will be responsible for (1) developing new knowledge relevant to the progress of developing countries through research and technology in development; (2) working with developing countries to increase their scientific and technological capabilities; (3) conducting cooperative programs of scientific and technical exchange with LDCs as well as middle-income developing countries where the U.S. no longer provides regular bilateral economic assistance; and (4) strengthening the capabilities of U.S. scientific and technical institutions to work with the developing countries in research, training and other cooperative efforts. Specifically, FITC will conduct research which meets the following criteria:

- (1) Initially, the research will be designed to address major problems in rural productivity, disease eradication, reduction of population growth rates, improved technological skills, information and communications, non-agricultural employment, environmental planning and natural resources management, energy planning and new energy supplies, and nutrition.
- (2) The research will seek to develop new knowledge and indigenous capacity to produce new research and technologies designed to stimulate development.
- (3) The research will be of widespread importance--i.e., it will have benefits for several countries and generally will be of regional or worldwide utility.
- (4) The research is expected to be a long-term effort in that it deals with intractable, more complex problems of development.

In addition to research, the FITC will (a) assist developing countries in developing science policies and (b) train foreign scientists in fields of major significance to FITC. Both FITC and AID will conduct a limited amount of social science and policy research to meet their respective needs, and both will strengthen the capacity of institutions in developing countries. AID's Development Support Bureau will concentrate on short-run adaptive research, direct support of AID field activities, and strengthening of U.S. land grant universities to support AID's food, agriculture and nutrition activities abroad.

Including FITC in IDCA will relate research and technological development to the work of AID, the Peace Corps, and other elements of IDCA. It will help assure that FITC's efforts are productive and have significant development impact.

FITC will have an advisory council including leaders in science and technology.

The Overseas Private Investment Corporation (OPIC) will continue to be responsible for issuing investment insurance and investment guarantees, making loans to private firms, helping finance feasibility studies of private investment opportunities and supporting other special developmental activities in the private sector in developing countries. OPIC will have a board drawn from public and private sectors.

Including OPIC in IDCA will facilitate the use of private sector investment in overseas development, an increasingly important tool for assisting "middle income" countries. OPIC also could play a growing role in energy development and other areas in which development can be stimulated through U.S. private investment.

The Peace Corps will be responsible for planning and administering volunteer programs in developing countries and for pursuing other objectives set forth in the Peace Corps Act, including the promotion of friendship and understanding between the American people and the people of the developing countries.

Placement of Peace Corps in IDCA will provide a setting for joint planning of policies and programs which directly address the basic human needs of the poor. It will also better enable the Peace Corps to share its development precepts more widely among governmental and private donors in the U.S. and other countries. Involvement with IDCA will also broaden the development perspective of Peace Corps staff, who may be called upon to serve as IDCA Representatives overseas.

In the field setting, closer coordination of AID and Peace Corps programs within in IDCA framework will result in more effective use of resources and heightened developmental impact. Use of small amounts of AID funding to support grass roots projects involving Peace Corps volunteers is one tangible form which improved cooperation can take.

A Planning and Coordination Staff (PCS), composed largely of professionals with previous experience in IDCA's component agencies, will serve as the staff arm to the Administrator for the formulation of IDCA-wide policies and guidance. Each of the IDCA constituent

agencies will also have a policy office responsible for determining policies which apply only to its operations.

The PCS will provide budgetary guidance to the IDCA component agencies. Each agency will have a budget office which prepares its budget request within the framework of the overall IDCA budgetary guidelines. Directors of the agencies will determine resource allocation and establish program and project priorities within their agency's budget requests.

The PCS will review constituent agency budget requests on behalf of the Administrator and identify major issues, problems, and/or the need for further coordination. The Administrator will be responsible for setting IDCA budget request levels and for establishing the priorities of activities within the annual budget sent to OMB. The PCS will serve as the focal point for subsequent contacts with OMB on budget questions, further justifications, etc., but will heavily involve constituent agency budget offices. The PCS will also monitor IDCA's evaluation programs.

Each component agency will be responsible for preparing its portion of the Congressional Presentation (within established strategy and agreed upon format) and for the detailed defense of its authorization and appropriation requests.

A Consolidated Support Services Unit will be created within IDCA to perform certain financial, program support and administrative services which are common to all of the agencies and which can be provided efficiently on a centralized basis without seriously constraining the operational freedom of constituent agencies. The support unit will be formed by personnel performing similar functions in component agencies. Specific functions of the Consolidated Support Services Unit include: financial management services (e.g., accounting, payrolling, vouchering, financial reporting), computer services, contracting and commodity procurement, management planning and analysis, labor relations, security services, communications and mail services, printing and reproduction, space and property management, and administrative purchasing.

The Consolidated Support Services Unit will report to the IDCA Administrator, but will be primarily a "service-oriented" rather than policy-making body. Policies, regulations and procedures vary among IDCA component agencies, and the consolidated unit will be responsive to these differing needs.

Each constituent agency will have its own personnel office and will be responsible for the application of personnel authorities, regulations, and procedures to its own operations. This will include recruitment, selection, assignment and training of staff. It will also include position management and classification authorities and responsibilities. Each agency will be responsible for ensuring implementation of equal opportunity program.

AID, in cooperation with the OMB, is currently seeking to develop a unified personnel system for AID, in response to the "Obey amendment." The possible application of such a system to other agencies in IDCA will be carefully considered.

Other IDCA coordination mechanisms in Washington include an Administrator's Policy Council composed of the heads of the constituent agencies. The Council will meet regularly to consider policy issues, coordinate programs and discuss common problems. Coordination at various operating levels will also exist to enhance complementarity, avoid duplication, and to ensure that the comparative advantages of each of the constituent agencies are fully brought to bear in designing and reviewing projects. Some examples of such coordination:

- AID central research project proposals will be provided to FITC for information and comment; similarly, FITC proposals will be referred to AID.
- AID and other constituent agency personnel, as appropriate, will participate in FITC peer group reviews.
- The Multilateral Development Agency will ensure that proposed MDB projects are distributed to appropriate IDCA Washington and field offices for review in time for their responses to be reflected in instructions to MDB Executive Directors. The Multilateral Development Agency will draw heavily on other components of IDCA in preparing positions, selecting, and instructing delegations to international meetings.
- Representatives of constituent agencies may attend advisory committee meetings and internal staff meetings, as well as program, budget and project review meetings of other constituent agencies.
- The Board for International Food and Agricultural Development (BIFAD), along with its subordinate committees--the Joint Research Committee (JRC), which will be advisory to FITC, and the Joint Committee on Agricultural Development (JCAD), which will be advisory to AID--will provide a mechanism for coordinating agricultural research and country development projects. AID will have representation at JRC meetings and FITC will have representation at BIFAD and JCAD meetings.

In the field an IDCA presence will be established in those developing countries receiving bilateral or multilateral assistance. IDCA Missions, headed by a Representative, will be established where one or more IDCA constituent agencies (usually AID or Peace Corps) are carrying out a substantial program. IDCA Affairs Offices will be established where country program activities are smaller in scope and where the primary responsibilities are monitoring and reporting. Where only multilateral and/or OPIC activities exist in a country, an Embassy Officer will be designated IDCA Affairs Officer, primarily for reporting purposes.

IDCA Representatives, designated by the Administrator, will be responsible for the entire range of IDCA concerns in the country where appointed. Their role overseas will roughly parallel that of the IDCA Administrator in Washington. The IDCA Representative will be the primary spokesman with the Ambassador and in the U.S. Country Team on development matters and will report on the activities of other bilateral donors, the multilateral development banks, and UN organizations, as well as the activities of IDCA component organizations operating in the country.

Under the guidance of the Ambassador, the IDCA Representative will be responsible for formulating overall country assistance strategy, reviewing and coordinating the plans and programs of IDCA constituent agencies and general coordination with other bilateral and multilateral donors. He will review with the Ambassador IDCA program and staffing levels for in-country IDCA component agencies.

In most countries the IDCA Representative will also serve as either the AID Director or the Peace Corps Director. In either event, the IDCA Representative will work closely with constituent agencies to identify joint programming opportunities. Although the IDCA Representative will review and comment on the programs proposed by component agencies, he does not have authority to disapprove them. Differences between the IDCA Representative and constituent agency Directors will be resolved in Washington.

With regard to FITC, the IDCA Representative will identify possible in-country activities which are within FITC's mandate and refer them to the appropriate FITC regional office representative for consideration. FITC representatives visiting the country will meet with the IDCA Representative to discuss ongoing and proposed programs. The IDCA Representative will have opportunity to review and comment on FITC programs and projects which have direct in-country impact, although he does not have disapproval authority over them. As noted above, differences of view will be resolved in Washington.

The IDCA Representative will monitor in-country FITC activities, as requested, and report on such activities to FITC regional offices and/or Washington. Also, IDCA Missions will provide or arrange for logistic support for FITC contractors located in the country and make travel and other arrangements for FITC personnel as well as host country personnel involved in FITC peer group reviews.

With regard to OPIC, the IDCA Representative will seek to identify potential OPIC activities, communicate with OPIC headquarters, and monitor and report on ongoing OPIC activities. The IDCA Representative will facilitate visits and meetings of OPIC personnel and will provide logistic support for OPIC TDY staff.

On multilateral development program matters, the IDCA Representative will be the U.S. mission's primary point of contact for IBRD or regional bank resident representatives and visiting teams. He will identify potential bank projects which are complementary to U.S. programs. He will review all proposed multilateral bank loans and communicate his views to IDCA's Multilateral Development Agency in Washington. The IDCA Representative will also work closely with the UN Resident Representative to ensure complementarity of international organization and U.S. programs, and will submit IDCA mission comments on UN programs and other international organization activities.

VI. PROPOSED REORGANIZATION PLAN AND LEGISLATION

This section provides a detailed outline of (1) a Reorganization Plan to establish an International Development Cooperation Administration (IDCA) and (2) a Bill to revise the Foreign Assistance Act of 1961, as amended (the "FAA"), so as to be consistent with the organizational structure and procedures proposed in the Reorganization Plan.

SUMMARY OF THE REORGANIZATION PLAN

The proposed Reorganization Plan (the "plan") establishes an independent, permanent Administration to consolidate many of the various components of U.S. foreign economic assistance.

The new International Development Cooperation Administration ("IDCA" or the "Administration") will be responsible for:

- the development aid program currently administered by AID;
- implementation of the Economic Support Fund;
- implementation of humanitarian food aid programs and food for development programs, Titles II and III of P.L. 480;
- coordination of U.S. participation in international organizations with a development purpose;
- policy oversight and instructions on development matters to the U.S. representatives to the multilateral development banks;
- a program of international technological cooperation which focuses on research and technology;
- the programs of the Peace Corps;
- the investment insurance and guaranty programs of the Overseas Private Investment Corporation (OPIC), the housing investment guaranty programs, and other guaranty programs; and
- other assistance programs such as disaster assistance, American Schools and Hospitals Abroad, and the reimbursable development program.

The Administration is to be a permanent U.S. Government entity with an Administrator who reports directly to the President, and who will supervise and direct the operations of each element of the Administration. The plan provides that the IDCA operates under the foreign policy guidance of the Secretary of State.

While consolidating the overall supervision, direction and administration of a variety of development functions under the new Administration, the plan permits considerable operational latitude for organizations within the IDCA to carry out development programs. Each major element of the IDCA is to be an operational agency of the U.S. Government. For example, the principal operating elements of the present AID will constitute an agency within IDCA and will have primary responsibility for bilateral development assistance under the "New Directions" policy. The plan establishes within IDCA a new Multilateral Development Agency, which is to be primarily responsible for relations with the multilateral development banks on development matters and for contributions to the international organizations which carry out development programs.

This arrangement also places the Overseas Private Investment Corporation, a Foundation for International Technological Cooperation and the Peace Corps within the IDCA. IDCA will give overall developmental policy guidance and provide some administrative support to these agencies, but the plan also allows them considerable operational latitude.

REORGANIZATION PLAN DETAILS

SECTION 1. ESTABLISHMENT OF THE INTERNATIONAL DEVELOPMENT COOPERATION ADMINISTRATION

The first section of the plan establishes the IDCA as an independent Administration. It provides that the IDCA is to administer the U.S. programs of economic assistance to developing countries. IDCA is established as a new organization created to direct and supervise the U.S. programs of economic assistance to developing countries.

The plan designates the head of the Administration as an Administrator, to be compensated at Level II of the Executive Schedule. The Administrator is given specific functions in this section of the plan:

- to direct and supervise the IDCA and its constituent elements;
- to serve as the President's and the Secretary of State's principal advisor on development policy and programs;
- to serve as the principal spokesman to the Congress on development assistance policy and programs; and
- to present to the President and the Congress unified budget and legislative proposals for the programs administered by the IDCA.

The first section of the plan provides that the principal organizational elements in the IDCA are AID, the Multilateral Development Agency, Peace Corps, FITC and OPIC. Subsequent sections, as described hereinafter, establish those organizations in IDCA (or transfer them into IDCA).

Section 1 of the plan also sets forth a role for IDCA in coordinating the developmental programs of other U.S. agencies carried out in developing countries, and transfers to the Administrator of IDCA the chairmanship of the Development Coordination Committee, which is vested by law in the Administrator of AID. IDCA will administer U.S. assistance programs in developing countries. Under the leadership of the Chief of Mission, the IDCA Representative will have a voice in the programming and implementation of the developmental projects of other U.S. agencies in the developing countries. This section includes this function of the IDCA.

SECTION 2. AGENCY FOR INTERNATIONAL DEVELOPMENT

This section contains two parts. The first part provides that the Agency for International Development is established in the IDCA, with a Director who shall be appointed by the President, by and with the advice and consent of the Senate, and who shall be compensated at Level III of the Executive Schedule.

The second part provides that the principal functions of AID, under the direction and supervision of the Administrator of IDCA, are at least to carry out the development assistance programs set forth in the functional accounts, the Economic Support Fund and the food assistance programs in Titles II and III of P.L. 480. The Title II programs are presently administered by the Administrator of AID; there has been no delegation of authority under Title III. It is expected that most of the existing coordinating arrangements dealing with the allocation, programming and distribution of P.L. 480 commodities would continue without substantial change and would not be altered by the plan. In response to the conference report on the FY 1979 appropriations bill, it is currently anticipated that AID will also have responsibility for refugee and migration affairs.

SECTION 3. MULTILATERAL DEVELOPMENT AGENCY

This section contains two parts. The first part provides that the Multilateral Development Agency is established in the IDCA, with a Director who shall be appointed by the President by and with the advice and consent of the Senate, and who shall be compensated at Level III of the Executive Schedule. The second part provides that the Multilateral Development Agency is principally responsible, under the direction and supervision of the Administrator of IDCA, for programs relating to U.S. participation in the multilateral development banks (MDBs) and in the developmental international organizations (IOs). This agency would be a constituent element of IDCA on a level equivalent to the other major elements: AID, OPIC, Peace Corps, FITC.

It would have responsibility to: (1) formulate U.S. policy toward multilateral development; (2) administer contributions (both voluntary and assessed) to U.N. agencies and other IOs having a developmental purpose; (3) define the U.S. positions regarding the development assistance functions of the MDBs; (4) nominate and give instructions to the U.S. Executive Directors of the MDBs; and (5) coordinate the U.S. representation to the developmental IOs.

SECTION 4. PEACE CORPS

Section 4 has two parts. The first part provides that the Peace Corps, as established in the Peace Corps Act, is transferred to the IDCA and is to operate under the supervision of the Administrator of IDCA. The Peace Corps Director will continue to be appointed by the President, by and with the advice and consent of the Senate, and shall be compensated at Level III of the Executive Schedule.

The second part provides that the placement of the Peace Corps in the IDCA is for the purpose of ensuring better coordination and integration of the Peace Corps programs into the overall developmental goals of the United States. This section also provides that the responsibilities of the Peace Corps are to carry out the programs set forth in the Peace Corps Act.

SECTION 5. OVERSEAS PRIVATE INVESTMENT CORPORATION

Section 5 contains three subsections. The first subsection provides for the continuation of OPIC as a Government Corporation as a part of the IDCA with continued responsibilities to carry out the Investment Insurance and Investment Guaranty Programs set forth in sections 231-239 of the FAA. The second subsection deals with the capital of the corporation, basically maintaining it as currently provided in section 232 of the FAA. The third subsection provides that the control of the Corporation shall be vested in the U.S. Government, as represented by the Administrator of IDCA. OPIC is to be managed by its President, with a board of public and private members to assist him, under the direction and supervision of the Administrator. The President of OPIC is to be appointed by the President, by and with the advice and consent of the Senate, and is to be compensated at Level III of the Executive Schedule.

SECTION 6. FOUNDATION FOR INTERNATIONAL TECHNOLOGICAL COOPERATION

Section 6 contains a subsection providing that the FITC is established in the IDCA with a Director who shall be compensated at Level III of the Executive Schedule. The following subsections deal with the

structure of the Foundation and state that the primary purpose and responsibilities of the FITC are to administer programs of research and international technological cooperation under the authorities of the present FAA or under other authorities provided in the proposed legislation (described below) that accompanies the reorganization plan. As are the other constituent agencies, FITC is subject to the supervision of the Administrator of IDCA.

SECTION 7. GENERAL PROVISIONS

Section 7 shall contain the general, conforming, savings, and transitional provisions necessary to effectuate the new structure in an efficient and orderly manner. It also contains a general delegation of authority to the Administrator of IDCA. The Administrator may redelegate to any of the constituent agencies authority to carry out the programs of the FAA (or the new bill) which are not specifically designated as being the responsibility of a particular constituent agency. Examples of such programs include disaster assistance, reimbursable development programs, ASHA and housing guaranty programs.

SUMMARY OF THE BILL

The International Development Cooperation Act of 1979 (the "bill") is intended as an organic law which will provide a long-term legislative framework for the major U.S. economic assistance programs. It contains the basic substantive legislative authorities for programs now authorized by the FAA, as well as statements of policy regarding the integration of all IDCA programs, including those authorized under other statutes (such as the Peace Corps Act, P.L. 480, and acts authorizing participation in multilateral development banks).

The bill does not authorize amounts to be appropriated for IDCA and its programs. Each year's request for authorizations and appropriations for the programs of the IDCA agencies will be proposed to the Congress in a single omnibus authorization bill based on the consolidated foreign assistance budget of the President, and will be presented by the Administrator of IDCA. There would be no need under this mechanism for continual amendment of the organic program authorization act.

The bill, by repealing the FAA, eliminates many outdated provisions and restrictions which over the years have been added to it. It thereby serves the purpose of removing "barnacles" contained in the FAA. A few freestanding sections would remain unrepealed dealing with matters that would not be the responsibility of the new Administration, e.g., section 613 dealing with the accounting, valuation, reporting and administration of foreign currencies.

The bill makes no provision for security assistance or military assistance. However, following the initiatives in this year's foreign aid authorizing legislation, the bill includes a program of Economic Supporting Assistance, which will provide resources for most programs now funded under Security Supporting Assistance. The Economic Support Fund is to be administered with a view to long-term development assistance, to the maximum degree possible.

THE BILL

CHAPTER 1 - POLICY

Chapter 1 contains the policy guidance applicable to the IDCA and to economic assistance as a whole. Its starting point is section 101 of this year's foreign assistance authorization bill, H.R. 12222. It contains the premises:

- that the interests of the people of the U.S. are best promoted in a world which recognizes civil and economic rights and which contains an open, equitable, and interdependent international economic system; and,
- that one way the American people can participate in the realization of such a world is through a variety of programs of assistance to the people of developing countries.

Based on these premises, the section continues the "development cooperation policy" contained in H.R. 12222, which has four major goals:

- development assistance to the poor majority;
- economic growth with equitable distribution of benefits;
- respect for individual civil and economic rights; and,
- integration of the developing countries into an open and equitable international economic system.

Subsequent sections in chapter 1 are taken from existing statements of policy in the FAA which are applicable to all development programs. Possible examples of such sections include Women in Development, Appropriate Technology, Human Rights, Environment and Natural Resources, and others. This chapter would also be an appropriate place to include sections dealing with priorities on assistance. For example, the new FAA section 123 dealing with Private and Voluntary Organizations and new FAA section 124 dealing with the priority to be placed on assistance to relatively least developed countries would be appropriately placed in this chapter.

CHAPTER 2 - ECONOMIC ASSISTANCE PROGRAMS

Chapter 2 is organized into a series of titles which set forth all of the economic assistance programs to be administered by the IDCA and its constituent elements as established by the reorganization plan. Each title contains a major program and a statement of policy regarding that particular program.

TITLE I - DEVELOPMENT ASSISTANCE

The material in title I is based heavily on the FAA (as amended by H.R. 12222). Title I includes a statement of development assistance policy that is the "growth with equity" policy in section 102 of the FAA (as amended by H.R. 12222). It also includes the functional accounts (again, as amended by H.R. 12222) -- Agriculture, Rural Development and Nutrition; Population and Health; Education and Human Resources Development; and Selected Development Programs.

TITLE II - ECONOMIC SUPPORTING ASSISTANCE

This title continues the concept of the Economic Support Fund contained in S. 3075, this year's security assistance bill. It makes no significant change from the ESF sections in that bill. It contains

a section on the policy and programs of economic support assistance as well as sections on specific economic support assistance programs such as the Middle East, Southern Africa, Turkey and Cyprus (all of which are in this year's security assistance bill), and any other programs deemed necessary by the Secretary of State in consultation with the Administrator of IDCA. The bill adopts the language of S. 3075 that the Secretary of State is responsible for policy decisions and justifications for economic support programs in cooperation with the Administrator of IDCA.

TITLE III - FOOD ASSISTANCE

Title III is a statement of policy regarding the use of U.S. commodities to provide assistance to the poor and hungry in the developing countries. It sets forth the general developmental policy guidance to be used in the administration of P.L. 480, particularly titles II and III. The point made by the bill is that a major purpose of P.L. 480 is developmental and humanitarian assistance. Policies regarding food assistance should be a part of the assistance strategy pursued by the United States, and food assistance should be an element of the integrated developmental approach to be administered by the IDCA. Food assistance should be complementary to development in the agricultural sector, and should not be counter-productive to programs relating to agricultural development.

TITLE IV - MULTILATERAL DEVELOPMENT BANKS

Title IV sets forth a statement regarding U.S. participation in the multilateral development banks, and the reasons for providing contributions to the multilateral development banks */

Title IV describes the ways in which the U.S. expects the developmental process to be enhanced by the banks. Illustratively, it declares that the banks can:

- provide a source of intermediate-term loans for the middle income countries;
- provide capital for "growth with equity" projects in the developing countries; and
- lead a multi-donor approach for assistance to countries and regions.

*/ The term multilateral development banks (rather than international financial institutions) is used to make clear that the IDCA would not have primary responsibility regarding relationships with the International Monetary Fund. The term does include, and IDCA would have primary responsibility for, the IBRD, the IDA, the Asian Development Bank, the Inter-American Development Bank, the African Development Fund, and the International Finance Corporation.

Title IV also provides that the formulation of U.S. multilateral development policy and the monitoring of projects in the field are development-related functions to be managed as part of the coherent economic assistance programs and policies of the U.S.

TITLE V - INTERNATIONAL ORGANIZATIONS

This title deals with the program of contributions to those U.N. and other international organizations which have a developmental purpose. The title contains a statement of policy which makes clear the purpose behind U.S. contributions to international organizations and the developmental results which the U.S. expects to be achieved by those international organizations. It states that U.S. participation in the international organizations that have a developmental purpose is consistent with the goals of this bill. Illustratively, it declares that the international organizations can:

- distribute the financial burden of development assistance;
- provide a forum for coordination of development plans and programs;
- facilitate the dialogue between donors and recipients; and,
- serve as a continuing source for technical expertise.

This development policy statement will lead into a section setting forth the program of contributions to U.N. agencies and to other multilateral and/or international organizations which have a developmental purpose. This would include both assessed and voluntary contributions.

TITLE VI - INTERNATIONAL TECHNOLOGICAL COOPERATION

In the reorganization plan (described above), there is established a new Foundation for International Technological Cooperation (FITC). This title sets forth the programs of international technological cooperation which will be the primary responsibility of the FITC.

The programs of the FITC will be such as to help develop new knowledge through experimentation and research which will be of value to the development of the developing countries. FITC programs will be designed to increase the scientific and technological capabilities of the developing countries. This title will also authorize programs of scientific and technical exchange with the middle-income developing countries where the U.S. no longer provides regular programs of bilateral economic assistance.

TITLE VII - PEACE CORPS PROGRAMS

In the reorganization plan (described above), the Peace Corps is transferred to the IDCA as a constituent, but semi-autonomous, agency of the IDCA. This title sets forth the policy rationale regarding the use of volunteers in development programs, which is that the Peace Corps shall function so as to implement the overall U.S. development effort.

The Peace Corps will have a high degree of operational latitude subject to the policy guidance and overall supervision of the Administrator of IDCA.

TITLE VIII - INVESTMENT INSURANCE AND INVESTMENT GUARANTY PROGRAMS

This title sets forth the investment insurance and investment guaranty programs which will be the primary responsibility of the Overseas Private Investment Corporation (OPIC). The sections contained in this title are those programmatic sections which are currently contained in title IV of chapter 2 of part I of the FAA, which deals with OPIC, as recently amended by this year's OPIC legislation.

TITLE IX - HOUSING AND OTHER GUARANTY PROGRAMS

This title contains the same basic material regarding housing guaranty programs as is now contained in the FAA, as amended by H.R. 12222. It contains sections on housing guaranties policy, housing guaranties programs, and agriculture and productive credit and self-help community development programs.

TITLE X - STRENGTHENING INSTITUTIONAL CAPACITIES FOR AGRICULTURAL DEVELOPMENT

This title contains the same program authorities currently contained in title XII of chapter 2 of part I of the FAA, entitled "Famine Prevention and Freedom from Hunger." Technical changes will be made to reflect the fact that the advisory and participatory role of the Board for International Food and Agricultural Development will extend to programs of agricultural research and technological exchange carried out by FITC, as well as to the agriculture-related programs of AID to which the BIFAD now relates.

TITLE XI - OTHER PROGRAMS

This title contains other assistance programs which, although important, do not merit identification in separate titles of the bill. This title contains programs presently included in the FAA such as Disaster Assistance, American Schools and Hospitals Abroad, Reimbursable Assistance, Excess Property and others.

TITLE XII - ASSISTANCE AUTHORITIES

This title sets forth the authorities made available to the Administrator of IDCA in order to carry out the economic assistance programs authorized in this chapter. As the new FAA section 122 (as contained in H.R. 12222) combines loan and grant authorities into one section, so would this title contain a section with a grant of authorities to the Administrator of IDCA. This grant of authorities would be relatively simple and general in terms. However, if limitations applicable to IDCA as a whole are to be placed in the bill, they could be placed in this title.

CHAPTER 3 - ADMINISTRATIVE AND GENERAL PROVISIONS

Chapter 3 is similar in function to part III of the FAA. It contains various administrative and general provisions relating to the overall activities of administering the economic assistance programs set forth in the bill. In this regard it continues many of the basic authorities and administrative provisions currently contained in part III of the FAA. Since many of the "barnacles" of the FAA are contained in part III, rewriting part III into chapter 4 of this bill includes the task of eliminating as many as possible of the FAA barnacles.

TITLE I - ORGANIZATION

The first section of title I authorizes principal officers of the IDCA in addition to those authorized in the reorganization plan. It provides that the President may appoint by and with the advice and consent of the Senate ___ officers who shall be primarily responsible for administering the programs authorized in chapter 2. The section goes on to say that the Administrator of IDCA may assign these officers to such agencies of the IDCA as he deems appropriate. A second section in the title contains the administrative provisions necessary to exercise authorities on behalf of IDCA and its constituent agencies, and/or transfer functions to the IDCA. It provides that the Administrator or officers and employees of the Administration may exercise functions transferred from other agencies, that the Administrator may promulgate rules and regulations (and may delegate such authority to heads of constituent agencies who in turn may redelegate such authority), that the Administrator may transfer or detail personnel between constituent agencies of IDCA, and that the Administrator is authorized to establish, alter, consolidate or discontinue organizational units or components within the Administration as he may deem necessary or appropriate, with the limitation that he may not abolish the primary constituent agencies established by name in this bill. It also provides that the offices, entities, functions, property, records, assets, etc., involved with the programs set forth in chapter 2 are or may be transferred to the organizations established or provided for in the reorganization plan as deemed necessary or appropriate by the President, and that the President, for a period of four years after the enactment of this bill, may continue to

transfer to the Administration any function of any other department or agency of the United States which relates primarily to the functions, powers and duties of the IDCA as provided by the reorganization plan.

TITLE II - PERSONNEL

In response to title IV of H.R. 12222 (the Obey amendment), AID, in coordination with OMB, is currently developing a unified personnel system for AID. The possible application of this system to other elements of IDCA will be the subject of study.

TITLES III - VI ADMINISTRATIVE AND GENERAL PROVISIONS

As noted earlier, titles III - VI will contain administrative and general provisions that would be applicable to the IDCA and its constituent agencies. They will include such provisions as contracting authority, authority to establish field missions and appoint chiefs and deputy chiefs of field missions, authority to use excess foreign currencies, etc. These detailed technical provisions will be included in a draft bill but they are beyond the scope of this paper at this time.

VII. PROGRAM AND OPERATING BUDGETS

The attached tables reflect budgets as follows:

for A.I.D., Peace Corps, OPIC, Multilateral Development Banks, Voluntary Contributions to International Organizations, Economic Support Fund and PL 480, the budgets submitted by the agencies to OMB were utilized; and

for assessed payments to International Organizations and for Migration and Refugee Assistance, extrapolations of past year trends were made.

The PL 480 program is shown as outlays rather than program level, as this is the basis on which the programs are budgeted.

Operating Expense estimates are based on actual budget proposals for A.I.D., Peace Corps, OPIC, Economic Support Fund and PL 480; estimates were made of numbers of personnel to be transferred to IDCA to staff the Multilateral Development Agency, and savings that can result from consolidation of administrative services.

The following tables are attached:

1. Summary of New Obligational Authority for IDCA
2. Summary of Contributions and Subscriptions to Multilateral Development Banks
3. Summary of Contributions and Assessments to International Organizations and Programs
4. Summary of Bilateral Development Assistance Programs by Region/Unit
5. Summary of P.L. 480 Food Aid
6. Operating Expenses
7. Proposed Program Ranking
8. A.I.D. and FITC Combined Proposed Program Ranking

Table A, Summary Ranking

Table B, Ranking in Detail

Table C, State Department approved Ranking of A.I.D. and PL 480

INTERNATIONAL DEVELOPMENT COOPERATION ADMINISTRATION
FY 1980 BUDGET SUBMISSION TO OMB
SUMMARY OF NEW OBLIGATIONAL AUTHORITY BY OPERATING UNIT/PROGRAM
(\$ millions)

Table 1

FUNDS APPROPRIATED TO IDCA	FY 1978	FY 1979	FY 1980				FY 1981	FY 1982
			Minimum	Current	Ceiling/ Enhancement	Proposed		
Multilateral Development Programs:								
Multilateral Development Banks	1,925.5	2,514.9	2,159.0	2,572.9	3,075.7	3,587.1	2,706.5	4,408.3
Contributions and Paid-In								
Subscriptions	1,103.7	1,631.6	1,472.0	1,702.7	1,753.0	1,829.1	1,839.3	2,009.5
Collable Capital	821.8	883.3	687.0	870.2	1,322.7	1,757.9	867.2	2,398.8
International Organizations and Programs								
Voluntary Contributions	244.8	387.3	274.1	311.8	316.8	348.7	400.3	444.6
Assessed Contributions ^{1/}	119.2	140.2	171.6	171.6	171.6	171.6	204.6	246.6
International Fund for Agricultural Development	-	-	-	-	-	-	-	-
Subtotal - Multilateral Programs	2,289.5	2,942.4	2,604.7	3,056.3	3,564.1	4,107.4	3,311.4	5,099.5
Bilateral Development Programs:								
Bilateral Development Assistance (AID) ^{2/}	1,059.7	1,247.8	956.1	1,264.7	1,429.2	1,572.7	1,951.0	2,689.0
Peace Corps	56.0	63.8	52.1	66.8	74.6	81.7	93.7	106.9
Migration and Refugee Assistance ^{3/}	57.9	103.9	75.0	94.4	100.0	100.0	75.0	60.0
Foundation for International Technical Cooperation	-	-	69.8	80.0	114.9	134.8	169.0	262.0
Overseas Private Investment Cooperation								
New Insurance (non-add)	690.0	880.0	760.0	980.0	1,180.0	980.0	1,080.0	1,080.0
Direct Loans (non-add)	4.0	15.0	15.0	15.0	27.0	15.0	20.0	20.0
Guarantee Loans (non-add)	20.0	60.0	65.0	65.0	73.0	65.0	70.0	70.0
Housing Investment Guaranties (non-add)	150.0	164.0	105.0	150.0	194.0	194.0	200.0	225.0
RLDC Debt Relief (non-add)	-	-	20.6	20.6	20.6	20.6	20.8	20.8
Subtotal - Bilateral Programs	1,273.6	1,415.5	1,153.0	1,505.9	1,718.7	1,889.2	2,288.7	3,117.9
Economic Support Fund ^{4/} (or SSA equivalent)	2,173.4	1,882.0	1,389.0	1,874.0	1,972.0	1,972.0	1,972.0	1,972.0
TOTAL PROGRAM APPROPRIATIONS FOR IDCA	5,636.5	6,239.9	5,146.7	6,436.2	7,254.8	7,968.6	7,572.1	10,189.4
Operating Expenses	275.5	313.8	318.2	338.2	351.6	354.9	392.5	449.9
TOTAL APPROPRIATIONS FOR IDCA	5,912.0	6,553.7	5,464.9	6,774.4	7,606.4	8,323.5	7,964.6	10,639.3
Additional Programs Administered by IDCA								
P.L. 480 (Outlays)	1,082.5	1,045.0	796.2	1,119.9	1,119.9	1,292.7	1,333.5	1,324.4

^{1/} Estimates based on analysis of prior years' activity.

^{2/} Excludes UNFPA, FITC and Operating Expenses.

^{3/} Excludes ICFM and UNICR.

Table 2

INTERNATIONAL DEVELOPMENT COOPERATION ADMINISTRATION
FY 1980 Budget Request to OMB
Summary of Contributions and Subscriptions to the Multilateral Development Banks FY 1978-1984
(\$000)

	FY 1978	FY 1979	FY 1980 ^{1/}	FY 1981	FY 1982
International Development Association	<u>800,000</u>	<u>1,258,000</u>	<u>1,128,600</u>	<u>1,450,000</u>	<u>1,450,000</u>
IDA IV	-	458,000	328,600	-	-
IDA V	800,000	800,000	800,000	-	-
IDA VI	-	-	-	1,450,000	1,450,000
Asian Development Bank					
Ordinary Capital	<u>167,988</u>	<u>194,512.0</u>	<u>292,720</u>	<u>203,570</u>	<u>305,354</u>
Paid-In	16,799	19,451.2	29,272	20,357	30,535
Callable	151,189	175,060.8	263,448	183,213	274,819
Asian Development Fund	49,512	70,488	171,738	111,250	111,250
Technical Assistance					
Special Fund			1,000		
Inter-American Development Bank					
Ordinary and Inter-Regional					
Capital	<u>365,277</u>	<u>588,728.5</u>	<u>720,000</u>	<u>720,000</u>	<u>720,000</u>
Paid-In	36,711	27,296	36,000	36,000	36,000
Callable	328,566	561,432.5	684,000	684,000	684,000
Fund for Special Operations	114,723	175,000	296,300	180,000	180,000
African Development Fund	10,000	25,000	41,667	41,667	41,667
International Bank for Reconstruction and Development					
Paid-In	<u>380,000</u>	<u>163,079.2</u>	<u>900,532</u>	-	<u>1,600,000</u>
Callable	38,000	16,307.9	90,053	-	160,000
Total	342,000	146,771.2	810,479	-	1,440,000
International Finance Cooperation	38,000	40,045.1	34,493	-	-
TOTAL	<u>1,925,500</u>	<u>2,514,852.7</u>	<u>3,587,050</u>	<u>2,706,487</u>	<u>4,408,271</u>
Paid-In and Contributions	1,103,745	1,631,588.2	1,829,123	1,839,274	2,009,652
Callable	821,755	883,264.5	1,757,927	867,213	2,398,819

^{1/} Includes \$990 million of arrearages.

INTERNATIONAL DEVELOPMENT COOPERATION ADMINISTRATION
 FY 1980 BUDGET REQUEST TO OMB
 SUMMARY OF CONTRIBUTIONS AND ASSESSMENTS TO INTERNATIONAL ORGANIZATIONS AND PROGRAMS
 FY 1978 - FY 1982
 (\$000)

Table 3

	<u>FY 1978</u> <u>Estimate</u>	<u>FY 1979^{1/}</u> <u>Estimate</u>	<u>FY 1980</u> <u>Proposed</u>	<u>FY 1981</u> <u>Proposed</u>	<u>FY 1982</u> <u>Proposed</u>
VOLUNTARY CONTRIBUTIONS:					
UN Development Program	115,000	133,000	150,000	170,000	185,000
UN Fund for Propulation Activities	28,000	30,000	40,000	45,000	50,000
UN Southern African Development Fund	500	1,000	6,000	10,000	11,300
UN Capital Development Fund	2,000	2,000	4,000	5,000	5,000
UN Associate Experts	-	-	2,000	3,000	3,000
UN Energy Fund (Contingency)	-	-	5,000	5,000	5,000
UN Disaster Preparedness Trust Fund	-	-	2,500	-	-
UN Post Harvest Losses Fund	-	3,000	-	-	-
UN Decade for Women	3,000	2,000	1,000	3,000	3,000
Un Children's Fund (UNICEF)	25,000	35,000	45,000	60,000	67,000
UN Relief and Works Agency	42,500	52,000	56,000	70,000	72,000
Un Disaster Relief Organization (UNDRO)	250	250	250	400	525
UN Environmental Program	10,000	10,000	10,000	-	12,000
UN Research Institute for Social Development	-	-	500	-	-
Subtotal	226,250	268,250	322,250	371,400	413,825
FAO World Food Program	1,500	2,000	2,000	2,500	2,500
Organization of American States	17,000	17,000	24,400	26,400	28,300
TOTAL VOLUNTARY CONTRIBUTIONS	244,750	287,250	348,650	400,300	444,625

^{1/} Actual expenditures will require adjustments among programs

Table 3
Continued

INTERNATIONAL DEVELOPMENT COOPERATION ADMINISTRATION
 FY 1980 BUDGET REQUEST TO OMB
 SUMMARY OF CONTRIBUTIONS AND ASSESSMENTS TO INTERNATIONAL ORGANIZATIONS AND PROGRAMS
 FY 1978 - FY 1982
 (\$000)

	<u>FY 1978</u> <u>Estimate</u>	<u>FY 1979</u> <u>Estimate</u>	<u>FY 1980</u> <u>Proposed</u>	<u>FY 1981</u> <u>Proposed</u>	<u>FY 1982</u> <u>Proposed</u>
ASSESSMENTS:					
World Health Organization (WHO)	52,474	65,000	82,000	100,000	125,000
Food and Agricultural Organization (FAO)	26,705	34,000	44,000	55,000	68,000
Pan American Health Organization (PAHO)	21,100	24,000	27,000	31,000	35,000
United Nations High Commissioner for Refugees (UNHCR)	15,750	13,550	15,000	15,000	15,000
Intergovernmental Committee for European Migration (ICEM)	3,200	3,600	3,600	3,600	3,600
TOTAL ASSESSMENTS	119,229	140,150	171,600	204,600	246,600

NOTE: Data represent estimates based on analysis of prior years' activity.

INTERNATIONAL DEVELOPMENT COOPERATION ADMINISTRATION
FY 1980 Budget Submission to OMB
Summary of Bilateral Development Assistance Programs by Region/Unit
FY 1978 - FY 1982
(\$000)

Table 4

	<u>FY 1978</u> <u>Estimate</u>	<u>FY 1979^{1/}</u> <u>Estimate</u>	<u>FY 1980</u> <u>Proposed</u>	<u>FY 1981</u> <u>Proposed</u>	<u>FY 1982</u> <u>Proposed</u>
AFRICA (of which Sahel)	219,807 (50,000)	238,419 (58,800)	415,700 (122,058)	490,000 (130,000)	705,000 ^{2/} (160,000)
ASIA	341,327	405,150	564,450	785,000	1,285,000 ^{2/}
LATIN AMERICA AND THE CARIBBEAN	205,676	220,750	246,700	250,000	250,000
NEAR EAST	45,452	53,825	69,400	80,000	80,000
DEVELOPMENT SUPPORT ^{2/}	187,394	203,800	151,260	201,000	205,000
INTELSAT	-	-	5,000	-	-
PRIVATE DEVELOPMENT COOPERATION	33,600	32,510	43,200	60,000	75,000
PROGRAM AND POLICY COORDINATION	6,642	11,197	11,875	15,000	18,000 ^{2/}
SUBTOTAL FUNCTIONAL/SAHEL	1,039,898	1,165,651	1,507,585	1,881,000	2,618,000
MISCELLANEOUS ACCOUNTS	2,500	-	-	-	-
AMERICAN SCHOOLS AND HOSPITALS ABROAD	23,821	25,000	15,000	20,000	20,000
INTERNATIONAL DISASTER ASSISTANCE	72,892	35,000	25,000	25,000	25,000
CONTINGENCY FUND	5,000	3,000			
TOTAL	1,144,111	1,228,651	1,547,585	1,926,000	2,663,000
FOREIGN SERVICE RETIREMENT AND DISABILITY FUND	24,220	24,820	25,120	25,000	26,000
TOTAL	1,168,331	1,253,471	1,572,705	1,931,000	2,689,000

^{1/} Based on AID's FY 1980 OMB Submission. Actual appropriations will require slight adjustments to these levels.

^{2/} Excludes UNFPA and FITC.

Table 5

International Development Cooperation Administration
FY 1980 Budget Submission to OMB

P.L. 480 FOOD AID

(In \$ Millions)

	<u>1977</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>			<u>1981</u>	<u>1982</u>
				<u>Level 1</u>	<u>Level 2</u>	<u>Level 3</u>		
Category I:								
Commodities	723.1	814.0	785.0	516.6	767.2	910.0	986.0	950.0
Initial Payment (-)	"	(-)31.0	(-) 23.0	(-) 9.4	(-) 10.6	(-) 23.2	(-)26.0	(-) 26.0
<u>Ocean Freight Differential</u>	<u>75.5</u>	<u>73.5</u>	<u>82.3</u>	<u>74.0</u>	<u>101.0</u>	<u>112.0</u>	<u>109.0</u>	<u>106.0</u>
Title I Program	798.6	856.5	844.3	591.2	849.6	998.8	1,069.0	1,030.0
Category II:								
Commodities	362.0	364.0	373.6	303.1	419.0	433.2	430.1	475.1
<u>Ocean Freight</u>	<u>96.9</u>	<u>180.0</u>	<u>172.1</u>	<u>191.9</u>	<u>211.3</u>	<u>220.7</u>	<u>217.4</u>	<u>239.3</u>
Title II Program	458.9	544.0	545.7	575.0	630.3	653.9	647.5	714.4
Total P.L. 480 Program Level	<u>1,257.5</u>	<u>1,400.5</u>	<u>1,390.0</u>	<u>1,156.2</u>	<u>1,479.9</u>	<u>1,652.7</u>	<u>1,716.5</u>	<u>1,744.4</u>
Receipts (-)	(-) 407.9	(-) 310.0	(-) 345.0	(-) 360.0	(-)360.0	(-) 360.0	(-) 383.0	(-) 420.0
Outlays	<u>849.6</u>	<u>1,082.5</u>	<u>1,045.0</u>	<u>796.2</u>	<u>1,119.9</u>	<u>1,292.7</u>	<u>1,333.5</u>	<u>1,324.4</u>

Amount included because this column contains actual outlays and initial payment is already subtracted.

Operating Expense Budget (Table 6)

Column I lists the current authorized strength of the various existing organizations to be incorporated into IDCA. Column II represents the budget and personnel levels proposed for FY 80 by the various agencies.

For the multilateral functions the numbers contained in columns I and II are estimates of positions and budgets presently included in Treasury, State and A.I.D. fulfilling these purposes. Twenty FTEPP positions have been shifted from A.I.D. to multilateral activities and an appropriate downward adjustment has been made in the A.I.D. proposed budget. The remaining 60 positions represent an estimate of the number of positions in Treasury and State devoted to the MDB and International Organizations activities proposed for transfer.

Column III illustrates the personnel and budgetary costs that would be incurred if each constituent agency were completely independent. The impact on A.I.D. consists of a reduction of 100 positions which may be transferred to FITC. The increase in Peace Corps in Column III is based on data supplied to Representative Harrington by ACTION outlining the personnel and other costs that would be incurred if the Peace Corps were to be separated from ACTION. The increase in OPIC is an estimate of the added costs if OPIC assumed certain support functions now performed under contract with A.I.D. For multilateral and FITC activities the numbers are estimates of what would be required for administrative and management personnel for a completely separate existence for each activity.

Column IV shows the consequence of creation of IDCA. Positions would be taken from each organization comprising IDCA to establish the Office of the Administrator, the Planning and Coordination Staff, other staff offices attached to the Administrator's office and the Consolidated Support Services Unit.

Column V and VI constitute projections into future fiscal years. The calculations are based primarily on the FY 80 budget submissions of each constituent unit. The positions allocated to the consolidated support services have been decreased modestly each year on the grounds that some workforce savings should be possible as experience is accumulated. Staffing of the policy and direction functions has been kept constant at 115, while appropriate increases in program staff are included for A.I.D., Peace Corps and FITC to reflect anticipated increases in appropriations.

OPERATING EXPENSES

	I	II		III		IV		V		VI	
	Present FTEPP	FY-80 As Proposed		FY-80 Separate Agencies		FY-80 In IDCA		FY-81 IDCA		FY-82 IDCA	
		Total FTEPP	Budget	Total FTEPP	Budget	Total FTEPP	Budget	Total FTEPP	Budget	Total FTEPP	Budget
Agency for International Development	5860	6450	290.6	6350	286.5	5736	263.5	6449	293.5	7088	342.5
Peace Corps	1211	1274	46.5	1382	50.5	1249	45.5	1319	51.0	1375	56.5
Overseas Private Invest- ment Corporation	128	147	8.4	175	9.5	121	7.4	121	7.0	121	7.0
Multilateral Development Agency	80	80	3.6	95	4.2	75	3.1	75	3.3	75	3.5
Foundation for International Technological Cooperation	-			245	9.1	165	6.3	211	8.1	255	10.3
International Development Cooperation Agency	-										
Policy & Directives	-					115	4.9	115	5.1	115	5.4
Consolidated Support	-					646	24.2	625	24.5	600	24.7
TOTAL	7,279	7,951	349.1	8,247	359.8	8,107	354.9	8,915	392.5	9,629	449.9

Table 7

International Development Cooperation Administration
Proposed Program Ranking
(\$ millions)

<u>Rank</u>	<u>Program</u>	<u>Program Increment</u>	<u>Cumul. Program Total</u>	<u>Cumulative IDCA</u>
1	Operating Expenses - Minimum	318.2	318.2	318.2
2	Int'l. Orgs. - Assessed	171.6	171.6	489.8
3	Migration and Refugee Assistance - Minimum	75.0	75.0	564.8
4	Multilateral Development Banks - Minimum	2,159.0	2,159.0	2,723.8
5	Int'l. Orgs. - Voluntary Programs - Minimum	274.1	274.1	2,997.9
6	Peace Corps - Minimum	52.1	52.1	3,050.0
7	A.I.D. - Minimum	956.1	956.1	4,006.1
8	Economic Support Fund	1,389.0	1,389.0	5,395.1
9	FITC - Minimum	69.8	69.8	5,464.9
	<u>TOTAL IDCA MINIMUM</u>			<u>5,464.9</u>
10	Operating Expenses - Current	20.0	338.2	5,484.9
11	Migration and Refugee Assistance - Current	19.4	94.4	5,504.3
12	Peace Corps - Current	14.7	66.8	5,519.0
13	Multilateral Development Banks - Current	413.9	2,572.9	5,932.9
14	A.I.D. - Current	308.6	1,264.7	6,241.5
15	FITC - Current	10.2	80.0	6,251.7
16	Int'l. Orgs. - Voluntary Programs - Current	37.7	311.8	6,289.4
17	Economic Support Fund - Current	485.0	1,874.0	6,774.4
	<u>TOTAL IDCA CURRENT</u>			<u>6,774.4</u>

Table 7
Continued

<u>Rank</u>	<u>Program</u>	<u>Program Increment</u>	<u>Cumul. Program Total</u>	<u>Cumulative IDCA</u>
18	Operating Expenses - Ceiling	13.4	351.6	6,787.8
19	A.I.D. - Ceiling	164.5	1,429.2	6,952.3
20	FITC - Ceiling	34.9	114.9	6,987.2
21	Peace Corps - Ceiling	7.8	74.6	6,995.0
22	Migration and Refugee Assistance	5.6	100.0	7,000.6
23	Int'l. Orgs. - Voluntary Programs - Ceiling	5.0	316.8	7,005.6
24	Multilateral Development Banks - Ceiling	502.8	3,075.7	7,508.4
25	Economic Support Fund	98.0	1,972.0	7,606.4
<u>TOTAL IDCA CEILING</u>				<u>7,606.4</u>
26	Operating Expenses - Proposed	3.3	356.3	7,609.7
27	A.I.D. - Proposed	143.5	1,572.7	7,753.2
28	Multilateral Development Banks - Proposed	511.4	3,587.1	8,264.6
29	Peace Corps - Proposed	7.1	81.7	8,271.7
30	Int'l. Orgs. - Voluntary Programs - Proposed	31.9	348.7	8,303.6
31	FITC - Proposed	19.9	134.8	8,323.5
<u>TOTAL IDCA PROPOSED</u>				<u>8,323.5</u>

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Notes: In the Minimum package, following necessary operating expenses and assessed payments to international organizations, the ranking emphasizes humanitarian and concessional multilateral programs, followed by bilateral development programs, essential economic support and research and technological development.

In the Current and Ceiling packages bilateral and humanitarian activities are given higher priority than multilateral programs and economic support. The increment for the multilateral development banks at the Ceiling is mainly for callable capital.

In the Proposed package A.I.D. regional bureaus and population programs are given higher priority than research at U.S. institutions and technological initiatives.

A.I.D. and FITC Combined Program Ranking
(as if there were no International Development
Cooperation Administration)

\$134.8 million in program to be transferred to FITC from the A.I.D. program includes all projects identified October 20 by FITC/PO as fitting their criteria and the following additional projects, which had been in the FITC list as of October 13:

World Fertility Survey	\$4.5 million
International Fertility Research Program	\$5.0 million

FITC/PO has proposed that \$38.4 million for FITC new initiatives be included within the Minimum combined A.I.D./FITC program level. The attached ranking places \$31.5 million for new initiatives and \$9.1 million for operating expenses within the planning ceiling of \$2,154 million and \$6.9 million for new initiatives above the ceiling. To accommodate these amounts A.I.D. programs originally ranked numbers 43-60 have been displaced to a position above the planning ceiling.

FITC/PO has ranked projects proposed for transfer from A.I.D. in a priority order different from the original priorities of A.I.D. The attached ranking assumes that activities to be transferred to FITC carry the rank of the A.I.D. program in which they were originally proposed.

Table A identifies a "ranking reference" which refers to priority ranking given to A.I.D. and PL 480 programs in the OMB submission approved by the Secretary of State.

Table B shows the proposed combined ranking in greater detail.

Table C is the State Department approved ranking of A.I.D. and PL 480.

AGENCY FOR INTERNATIONAL DEVELOPMENT
and
FOUNDATION FOR TECHNOLOGICAL COOPERATION

Table 8A

Summary of Combined Proposed Program Ranking
(\$ in millions)

<u>Program</u>	<u>STATE OMB Submission Ranking Reference</u>	<u>Program Increment</u>	<u>Cumulative Combined Total</u>
<u>AID MINIMUM LEVEL</u>	1-15	1,571.4	1,571.4
(Includes for FITC): Program	(10)	(69.8)	(69.8)
Operating Expenses)		(3.0)	(3.0)
<u>AID CURRENT LEVEL</u>	16-27	372.2	1,943.7
(Includes, for FITC): Program	(24)	(10.2)	(80.0)
Operating Expenses)		(1.0)	(4.0)
<u>AID AND FITC CEILING LEVEL</u>			
AID Operating Expenses	28	6.0	
FITC Operating Expenses	n/a	5.1	
FITC New Initiatives	n/a	31.5	
AID Programs	109; 29-31	64.8	
Population Programs (Includes, for FITC)	32	22.8 (2.4)	
AID Programs	33-36	22.5	
Health Programs (Includes, for FITC)	37	2.5 (1.0)	
AID Programs	38-43	23.4	
Latin America Programs	61-70	36.0	
TOTAL AT CEILING		210.4	2,154.1
(Includes, for FITC): Program		(34.9)	(114.9)
Operating Expenses		(5.1)	(9.1)
<u>AID AND FITC PROPOSED LEVEL</u>			
AID Programs	43-60	35.1	
(Includes, for FITC)	56	(2.0)	
PL 480 and UN Programs	71-80	3.0	
AID Operating Expenses	81	3.0	
FITC Collab. Res. Supp. Progs.	82-83	11.0	
AID, PL 480 and UN Programs	84-108	176.9	
FITC New Initiatives		6.9	
TOTAL PROPOSED		242.4	2,396.5
(Includes, for FITC)		(19.9)	(143.9)

AGENCY FOR INTERNATIONAL DEVELOPMENT
AND FOUNDATION FOR INTERNATIONAL TECHNOLOGICAL COOPERATION
Ranking in Detail

Table 8B

DECISION UNIT: DEVELOPMENT ASSISTANCE

RANK	DECISION PACKAGE NUMBER AND DESCRIPTION	PROGRAM INCR.	FUNDING CUM.	ITER NO.
DECISION PACKAGE 10 - MINIMUM				
1	1150-1 OPERATING EXPENSES - AID	252000	252000	4047
2	1150-1 OPERATING EXPENSES - FITC	3000	255000	5114
3	1151-1 FOREIGN SERVICE RET & DISAD FUND	25120	280120	4048
4	1190-1 PL 400 TITLE II - MINIMUM	(575000)	280120	4049
5	1161-1 INTERNATIONAL DISASTER ASSISTANCE	21000	301120	4052
6	1106-1 BUREAU FOR AFRICA	235000	536120	4769
7	1104-1 BUREAU FOR ASIA	262000	798120	4770
8	1105-1 BUREAU FOR LATIN AMERICA AND CARIBB	210721	1008841	4771
9	1103-1 BUREAU FOR NEAR EAST	41200	1050041	4772
10	1191-1 PL 400 TITLE I - MINIMUM	(516600)	1050041	4050
11	1111-1 BUREAU FOR PRIVATE AND DEV COOPERATION	25650	1075691	4773
12	1110-1 BUREAU FOR DEVELOPMENT SUPPORT	213122	1288813	4774
13	1101-1 BUREAU FOR PROGRAM & POLICY COORDINATION	6307	1295120	4776
14	1120-1 BUREAU FOR INTRAGOV'T AND INTL AFFAIRS	830	1295950	4775
15	1162-1 INTERNATIONAL ORG AND PROGRAMS	260490	1556440	4053
16	1160-1 AMERICAN SCHOOLS AND HOSPITALS ABROAD	15000	1571440	4051
	CUMULATIVE TOTAL	2663040		
DECISION PACKAGE 30 - CURRENT				
17	1150-2 OPERATING EXPENSES - AID	13000	1584440	4055
18	1150-2 OPERATING EXPENSES - FITC	1000	1585440	5115
19	1104-2 BUREAU FOR ASIA	100600	1766040	4777
20	1106-2 BUREAU FOR AFRICA	64103	1830143	4778
21	1103-2 BUREAU FOR NEAR EAST	16400	1846543	4779
22	1110-2 BUREAU FOR DEVELOPMENT SUPPORT	42278	1888821	4780
23	1162-2 INTERNATIONAL ORG AND PROGRAMS	39500	1928321	4056
24	1190-2 PL 400 TITLE II - CURRENT	(55350)	1928321	4057
25	1191-2 PL 400 TITLE I - CURRENT	(250600)	1928321	4058
26	1111-2 BUREAU FOR PRIVATE AND DEV COOPERATION	9526	1937847	4781
27	1101-2 BUREAU FOR PROGRAM & POLICY COORDINATION	1641	1939488	4782
28	1161-2 INTERNATIONAL DISASTER ASSISTANCE	4000	1943488	4059
29	1120-2 BUREAU FOR INTRAGOV'T AND INTL AFFAIRS	195	1943683	4907
	CUMULATIVE TOTAL	3341241		

DECISION PACKAGE 36 - CEILING					
30	1150-3	OPERATING EXPENSES - AID	6000	1947603	4050
31	1150-3	OPERATING EXPENSES - FIC	5100	1954703	5110
32	1181-4	INTELSAT	5000	1959703	4071
33	1180-3	FIC - NEW INITIATIVES	31500	1991283	5111
34	1104-3	INDIA	24000	2015283	4785
35	1104-3	SRI LANKA	5750	2021033	4786
36	1104-3	BANGLADESH	30000	2051033	4783
37	1110-3	OFC OF POPULATION	22760	2073793	4787
38	1106-3	NIGER	3742	2077535	4788
39	1106-3	SENEGAL	7300	2084035	4789
40	1106-3	MAURITANIA	5490	2090325	4790
41	1106-3	UPPER VOLTA	6000	2096325	5065
42	1110-3	OFC OF HEALTH	2500	2098825	4792
43	1111-3	PRIVATE AND VOLUNTARY COOPERATION	7250	2106075	4793
44	1103-3	YEMEN	1800	2107875	4909
45	1103-3	TUNISIA	3100	2110975	4794
46	1106-3	SUDAN	3000	2113975	4807
47	1106-3	KENYA	4000	2117975	4808
48	1105-4	BOLIVIA	4229	2122204	4827
49	1105-4	PERU	2800	2125004	4830
50	1105-4	DOMINICAN REPUBLIC	6750	2131754	4831
51	1105-4	COSTA RICA	5000	2136754	4832
52	1105-4	EL SALVADOR	2000	2138754	5067
53	1105-4	JAMAICA	5000	2143754	5068
54	1105-4	PANAMA	3000	2146754	4833
55	1105-4	OTHER WEST INDIES-EASTERN CARIBBEAN REG	5000	2151754	4834
56	1105-4	CENTRAL AMERICA REGIONAL	200	2151954	5070
57	1105-4	ECUADOR	2000	2153954	5071
CUMULATIVE TOTAL			3551512		

DECISION PACKAGE 49 - PROPOSED					
58	1104-4	INDONESIA	17500	2171454	5113
59	1101-3	PROGRAM INFO AND ANALYSIS SERVICES	822	2172276	4795
60	1101-3	EVALUATION	200	2172476	4798
61	1101-3	POLICY DEV AND PROGRAM REVIEW	840	2173316	4797
62	1101-3	WOMEN IN DEVELOPMENT	1040	2174356	4799
63	1103-3	AFGHANISTAN	3100	2177456	4815
64	1104-3	NEPAL	3600	2181056	4801
65	1104-3	THAILAND	3070	2184126	4800
66	1104-3	ASIA REGIONAL	1045	2185171	4803
67	1103-3	NEAR EAST REGIONAL	200	2185371	5073
68	1103-3	MOROCCO	3600	2188971	4816
69	1106-3	AFRICA REGIONAL	1065	2190036	4806
70	1104-3	PHILIPPINES	885	2190921	4804
71	1110-3	OFC OF SCIENCE AND TECHNOLOGY	2000	2192921	4811
72	1110-3	OFC OF URBAN DEVELOPMENT	1000	2193921	4812
73	1111-3	FOOD FOR PEACE	474	2194395	4814
74	1111-3	PROGRAM AND NOT SUPPORT (PNC)	300	2194695	4909
75	1106-3	AFRICA REGIONAL	1000	2195695	5064
76	1190-4	PL 480 TITLE II - CAPE VERDE	(1500)	2195695	4841
77	1190-4	PL 480 TITLE II - GUINEA-BISSAU	(1400)	2195695	4845
78	1190-4	PL 480 TITLE II - DJIBOUTI	(1077)	2195695	4865
79	1191-4	PL 480 TITLE I/III - ETHIOPIA	(3000)	2195695	5108
80	1191-4	PL 480 TITLE I - MOROCCO	(6400)	2195695	5109
81	1191-4	PL 480 TITLE I - BANGLADESH	(8700)	2195695	4839

83	1191-4	PL 480 TITLE I - FURUOGAL	(10000)	2195695	4835
84	1162-4	UN ENVIRONMENT PROGRAM	1000	2196695	4863
85	1162-4	UN ENERGY FUND	2000	2198695	4910
86	1150-4	OPERATING EXPENSES	3000	2201695	4862
87	1110-4	OFC OF AGRICULTURE	9000	2210695	4817
88	1110-4	OFFICE OF NUTRITION	2000	2212695	5066
89	1110-4	OFC OF POPULATION	18900	2231595	4818
90	1110-4	OFC OF HEALTH	2500	2234095	4819
91	1110-4	OFC OF SCIENCE AND TECHNOLOGY	5000	2239095	4820
92	1110-4	TITLE XII COORDINATION & UNIV RELATIONS	5000	2244095	4821
93	1180-4	FIIC - NEW INITIATIVES	6900	2250995	5112
94	1106-4	AFRICA REGIONAL	50000	2300995	4822
95	1106-4	SUDAN	13000	2313995	4823
96	1106-4	NIGERIA	10000	2323995	4828
97	1191-4	PL 480 TITLE I - MUZAMBIQUE	(6200)	2329995	4843
98	1191-4	PL 480 TITLE I - GUDAN	(5000)	2324995	4840
99	1106-4	AFRICA REGIONAL	3000	2326995	4824
100	1190-4	PL 480 TITLE II - SOHALI	(3108)	2326995	4837
101	1191-4	PL 480 TITLE I - SOHALI	(3300)	2326995	4842
102	1104-4	INDIA	36000	2362995	5069
103	1106-4	CAMEROUN	2000	2364995	4826
104	1106-4	ZAIRE	7000	2371995	4827
105	1162-4	ORGANIZATION OF AMERICAN STATES	5000	2376995	4870
106	1162-4	UN SOUTHERN AFRICA DEVELOPMENT FUND	3500	2380495	4866
107	1162-4	UN DISASTER PREPAREDNESS TRUST FUND	2500	2382995	4867
108	1162-4	UN RELIEF AND WORKS AGENCY	4000	2386995	4868
109	1162-4	DECADE FOR WOMEN	1000	2387995	4869
110	1162-4	UN CHILDREN'S FUND	6500	2394495	4911
111	1162-4	UN CAPITAL DEVELOPMENT FUND	2000	2396495	4912
112	1191-4	PL 480 TITLE I - GUINEA	(1100)	2396495	4838
113	1191-4	PL 480 TITLE I - KUREA	(37600)	2396495	4846
114	1191-4	PL 480 TITLE I - RESERVE	(44700)	2396495	4986
CUMULATIVE TOTAL				3933938	

AGENCY FOR INTERNATIONAL DEVELOPMENT
 FY 1980 Budget Request to OMB

State Department Approved Rank of AID and PL 480

Table 8C

DECISION UNIT DEVELOPMENT ASSISTANCE

RANK	DECISION PACKAGE NUMBER AND DESCRIPTION	CUMULATIVE PROGRAM TOTAL	PROGRAM INCR.	FUNDING CMT.	ITEM NO.
DECISION PACKAGE 10 - MINIMUM					
1	1150-1 OPERATING EXPENSES	255000	255000	255000	4047
2	1151-1 FOREIGN SERVICE KEY & DISAB FUND	25120	25120	200120	4048
3	1170-1 PL 480 TITLE II - MINIMUM	(575000)	(575000)	200120	4049
4	1161-1 INTERNATIONAL DISASTER ASSISTANCE	21000	21000	301120	4052
5	1104-1 BUREAU FOR AFRICA	235000	235000	536120	4769
6	1104-1 BUREAU FOR ASIA	262000	262000	790120	4770
7	1105-1 BUREAU FOR LATIN AMERICA AND CARIBB	210721	210721	1000041	4771
8	1103-1 BUREAU FOR NEAR EAST	41200	41200	1050041	4772
9	1171-1 PL 480 TITLE I - MINIMUM	(516600)	(516600)	1050041	4050
10	1111-1 BUREAU FOR PRIVATE AND DEV COOPERATION	25650	25650	1075691	4773
11	1110-1 BUREAU FOR DEVELOPMENT SUPPORT	213122	213122	1200013	4774
12	1101-1 BUREAU FOR PROGRAM & POLICY COORDINATION	6307	6307	1295120	4776
13	1120-1 BUREAU FOR INTRADVT AND INTL AFFAIRS	030	030	1295750	4775
14	1162-1 INTERNATIONAL ORG AND PROGRAMS	260490	260490	1556440	4053
15	1160-1 AMERICAN SCHOOLS AND HOSPITALS ABROAD	15000	15000	1571440	4051
CUMULATIVE TOTAL			2663040		
DECISION PACKAGE 30 - CURRENT					
16	1150-2 OPERATING EXPENSES	269000	14000	1503440	4055
17	1104-2 BUREAU FOR ASIA	442600	180600	1766040	4777
18	1104-2 BUREAU FOR AFRICA	299103	64103	1030143	4770
19	1103-2 BUREAU FOR NEAR EAST	57600	16400	1046543	4779
20	1110-2 BUREAU FOR DEVELOPMENT SUPPORT	255100	42270	1000021	4700
21	1162-2 INTERNATIONAL ORG AND PROGRAMS	299990	39500	1920321	4056
22	1170-2 PL 480 TITLE II - CURRENT	(630350)	(55350)	1920321	4057
23	1171-2 PL 480 TITLE I - CURRENT	(307200)	(250400)	1920321	4058
24	1111-2 BUREAU FOR PRIVATE AND DEV COOPERATION	35176	9526	1937047	4701
25	1110-2 BUREAU FOR PROGRAM & POLICY COORDINATION	7940	1641	1939400	4702
26	1161-2 INTERNATIONAL DISASTER ASSISTANCE	25000	4000	1943400	4059
27	1120-2 BUREAU FOR INTRADVT AND INTL AFFAIRS	1025	195	1943603	4707
CUMULATIVE TOTAL			3341241		

		Cumulative Program Total	Program Incr.	Funding Cum.	Item No.
	DECISION PACKAGE 36 - CELL. III				
20	1150-3 OPERATING EXPENSES	275000	6000	1749603	4060
27	1104-3 INDIA	124000	24000	1773603	4205
30	1104-3 SRI LANKA	29750	5750	1779353	4206
31	1104-3 BANGLADESH	113900	30000	2009433	4203
32	1110-3 OIC OF POPULATION	156000	22760	2032193	4207
33	1106-3 NIGER	17000	3742	2035935	4200
34	1106-3 SENEGAL	10300	2100	2048035	4202
35	1106-3 HONDURAS	10000	5470	2040785	4220
36	1106-3 UPPER VOLTA	10000	6000	2054785	5065
37	1110-3 OIC OF HEALTH	14976	2500	2057285	4222
38	1111-3 PRIVATE AND VOLUNTARY COOPERATION	35200	7250	2064435	4223
37	1103-3 YEMEN	15000	1000	2066235	4200
40	1103-3 JAMAICA	15000	3100	2069335	4254
41	1106-3 GUINIA	16300	3000	2072335	4007
42	1106-3 KENYA	20000	4000	2076335	4001
43	1104-3 INDONESIA	115100	17500	2093835	4204
44	1101-3 PROGRAM INFO AND ANALYSIS SERVICES	2200	822	2094657	4225
45	1101-3 EVALUATION	1405	300	2094957	4220
46	1101-3 POLICY DEV AND PROGRAM REVIEW	4145	840	2095797	4222
47	1101-3 WOMEN IN DEVELOPMENT	3100	1040	2096837	4222
40	1103-3 AFGHANISTAN	20000	3100	2099937	4015
47	1104-3 NEPAL	17700	1600	2101537	4001
50	1104-3 THAILAND	20000	3070	2104607	4000
51	1104-3 ASIA REGIONAL	27000	1045	2105652	4003
52	1103-3 NEAR EAST REGIONAL	8700	200	2107652	5023
53	1103-3 MIDDLE EAST	9900	3600	2111252	4016
54	1106-3 AFRICA REGIONAL	59600	1065	2112317	4006
55	1104-3 MULTITOPICS	41000	885	2113202	4004
56	1110-3 OIC OF SCIENCE AND TECHNOLOGY	12100	2900	2116102	4011
57	1110-3 OIC OF URBAN DEVELOPMENT	2330	1000	2117102	4012
58	1111-3 FUND FOR PEACE	3000	474	2117576	4014
59	1111-3 PROGRAM AND NOT SUPPORT (PNS)	324	300	2117876	4202
60	1106-3 AFRICA REGIONAL	60600	1090	2118966	5064
61	1105-4 BOLIVIA	20640	4227	2123193	4022
62	1105-4 PERU	22669	3000	2126193	4030
63	1105-4 DOMINICAN REPUBLIC	10000	6750	2131093	4031
64	1105-4 COSTA RICA	13149	5000	2136093	4032
65	1105-4 EL SALVADOR	10675	2000	2138093	5062
66	1105-4 JAMAICA	23270	5000	2143093	5060
67	1105-4 PANAMA	14305	3000	2146093	4034
68	1105-4 OTHER WEST INDIES-EASTERN CARIBBEAN REG	27162	5000	2151093	4034
69	1105-4 CENTRAL AMERICA REGIONAL	2393	200	2153093	5020
70	1105-4 ECUADOR	8190	2000	2155093	5021

CUMULATIVE TOTAL

2057653

		Cumulative Program Total	Program Incr.	Funding Cum.	Item No.
	DECISION PACKAGE 47 - PROPOSED				
71	1170-4 PL 400 TITLE II - CAPE VERDE	(4500)	(4500)	2154025	4041
72	1170-4 PL 400 TITLE II - GUINEA-BISSAU	(1400)	(1400)	2154025	4045
73	1170-4 PL 400 TITLE II - GUINEA	(1077)	(1077)	2154025	4065
74	1171-4 PL 400 TITLE I - ETHIOPIA	(4500)	(3000)	2154025	5100
75	1171-4 PL 400 TITLE I - BURUNDI	(11300)	(6400)	2154025	5107
76	1171-4 PL 400 TITLE I - BANGLADESH	(71500)	(0700)	2154025	4039
77	1171-4 PL 400 TITLE I - THAILAND	(12500)	(6000)	2154025	4044
78	1171-4 PL 400 TITLE I - BURUNDI	(50000)	(10000)	2154025	4035
79	1162-4 UN ENVIRONMENT PROGRAM	10000	1000	2155025	4063
80	1162-4 UN ENERGY FUND	5000	2000	2157025	4710
81	1150-4 OPERATING EXPENSES	278000	3000	2160025	4062
82	1110-4 OFC OF AGRICULTURE	62440	7000	2167025	4017
83	1110-4 OFFICE OF NUTRITION	8660	2000	2171025	5066
84	1110-4 OFC OF POPULATION	175700	10200	2187225	4010
85	1110-4 OFC OF HEALTH	17476	2300	2192425	4017
86	1110-4 OFC OF SCIENCE AND TECHNOLOGY	17100	5000	2197425	4020
87	1110-4 TITLE XII COORDINATION & UNIV RELATIONS	14100	5000	2202425	4023
88	1106-4 AFRICA REGIONAL	110600	50000	2252425	4022
89	1106-4 SUHAN	29300	14000	2266425	4023
90	1106-4 NIGERIA	10000	10000	2276425	4020
91	1171-4 PL 400 TITLE I - MOZAMBIQUE	(10000)	(6200)	2275425	4043
92	1171-4 PL 400 TITLE I - SUHAN	(25000)	(3000)	2275425	4040
93	1106-4 AFRICA REGIONAL	113600	3000	2278425	4024
94	1170-4 PL 400 TITLE II - SUHAN I	9700	(3100)	2278425	4037
95	1171-4 PL 400 TITLE I - SUHAN I	(3100)	(3100)	2278425	4032
96	1104-4 INDIA	160000	16000	2314425	5067
97	1106-4 CAMEROON	10040	2000	2316425	4026
98	1106-4 ZAIRE	19200	7000	2323425	4027
99	1162-4 ORGANIZATION OF AMERICAN STATES	25000	2000	2325425	4020
100	1162-4 UN SOUTHERN AFRICA DEVELOPMENT FUND	6000	3200	2331425	4066
101	1162-4 UN DISASTER PREPAREDNESS TRUST FUND	2500	2500	2334425	4067
102	1162-4 UN RELIEF AND WORKS AGENCY	56000	4000	2338425	4060
103	1162-4 FUND FOR WOMEN	1000	1000	2337425	4067
104	1162-4 UN CHILDREN'S FUND	45000	6500	2345925	4711
105	1162-4 UN CAPITAL DEVELOPMENT FUND	4000	2000	2347925	4712
106	1171-4 PL 400 TITLE I - GUINEA	(1100)	(1100)	2347925	4030
107	1171-4 PL 400 TITLE I - KOREA	(57600)	(32600)	2347925	4046
108	1171-4 PL 400 TITLE I - RESERVE	(71300)	(44700)	2347925	4006
109	1181-4 INTLSAT	5000	5000	2352925	4071
	CUMULATIVE TOTAL			3070430	